

January 2021



Wiltshire Council **LOCAL PLAN** Looking to the future

Emerging Spatial Strategy



Wiltshire Council

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Introduction

- 1.1 Forecasts predict Wiltshire will need between 40,840 and 45,630 new homes over the plan period of 2016 to 2036¹. The Government, however, is reviewing the method local planning authorities must use to assess the need for new homes so this could change. Other forecasts estimate an additional 26 hectares of land will be needed for business and jobs. The Local Plan must accommodate these scales of growth.
- 1.2 The spatial strategy, the pattern of development, distributes these scales of growth around the county. It is expressed in terms of the amount of new homes and land for employment that each main settlement should accommodate.
- 1.3 Outside of the main settlements, the focus will continue to be on protecting the countryside and only development that can meet local needs. A separate paper ('Empowering Rural Communities') looks at how schemes to meet local needs can be built more easily and what should be planned for at rural settlements.
- 1.4 Creating one or more new settlements has also been considered, specifically for the Chippenham and Salisbury areas, which are discussed later in this document.

Main Settlements		
<p>A hierarchy of settlements is set out in the Wiltshire Core Strategy (Core Policy 1: Settlement Strategy). Each level's settlements have a particular role. The levels are; Principal Settlements, Market Towns, Local Service Centres, Large Villages and Small Villages. 'Main settlements' refers to Principal Settlements and Market Towns.</p> <p>The hierarchy will not change as part of the review, but Small Villages will be considered 'non-strategic'. This means neighbourhood plans may reclassify such settlements or add new villages depending upon the evidence of local circumstance².</p>		
Principal Settlements	Chippenham Salisbury Trowbridge	These are the primary focus for development and will provide significant levels of jobs and homes
Market Towns	Amesbury ³ Bradford-on-Avon Calne Corsham Devizes Malmesbury Marlborough Melksham Royal Wootton Bassett Tidworth and Ludgershall Warminster Westbury	Market towns 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

¹40,840 homes being the minimum required by Government using its current standard method. The Government has stated an intention to review its methodology. Source: Swindon Borough and Wiltshire Council Local Housing Needs Assessment 2019, ORS, (Apr 2019).

²'Empowering Rural Communities', a consultation accompanying this one, explains in more detail the role of rural settlements: Local Service Centres, Large and Small Villages

³Taking into account consultation responses, it is proposed that Amesbury will no longer be linked with Bulford and Durrington for the purposes of the spatial strategy. Further information is provided in the Amesbury Planning for Settlement Statement.

Growth and climate change

2.1 Addressing climate change is already a Local Plan objective. A sustainable pattern of development and how growth is distributed appropriately continues to be an important means to help address climate change. The aim is to focus growth on the main settlements and the largest of these, Chippenham, Salisbury and Trowbridge, in particular. The box below outlines some of the positive outcomes that can be achieved

2.2 A large proportion of Wiltshire residents live in the countryside and smaller rural settlements. On a smaller scale, growth to meet local needs can also facilitate carbon reduction in similar if more modest ways. Rural settlements can provide several vital everyday local services. Affordable homes are needed for local people and planning must help support rural jobs. With much smaller scales of development, by supporting initiatives to meet local needs, maintaining the role of villages also helps to deliver a sustainable pattern of development.

In February 2019 the Council resolved to acknowledge a climate emergency and to seek to make the county carbon neutral by 2030. A Global Warming and Climate Emergency Scrutiny Task Group was set up to gather evidence and come up with recommendations on achieving net zero. A commitment was also made to make the council carbon neutral by 2030.

A new climate strategy is being prepared to enable the Council to meet these commitments, but carbon reduction is already an integral theme of the Local Plan.

2.3 The Local Plan Review will play a key role in helping to deliver not only the Council's carbon reduction aspiration, but also achieving compliance with legislation and national planning policy expectations regarding climate change.

Climate change outcomes

Focusing new development within the County's main settlements reduces carbon in different ways. It will:

- make best use of existing infrastructure, such as energy networks, public buildings, services and local transport networks, reducing the need for additional infrastructure that would create more carbon;
- better support existing businesses by growing local spending and supply chains. In particular, it can help each town centre to continue serving its local community;
- reduce the need to travel, and travel by the private car in particular, by providing jobs, facilities and services locally and support active means of travel such as walking and cycling; and
- provide opportunities on a scale to design new neighbourhoods for renewable energy supply, alternatives to the private car and more energy efficient new buildings - opportunities that are likely to be more difficult to realise in rural areas.

⁴Wiltshire Core Strategy (2015) Strategic Objective 2: Addressing Climate Change. The policies of the current Core Strategy that seek to achieve Strategic Objective 2 tackle various themes including: renewable energy generation, improving the energy performance of new buildings, sustainable construction, tackling flood risk, delivering green infrastructure and sustainable transport. These themes and initiatives to tackle climate change will be reviewed and incorporated into the new Local Plan. Further information is provided in the accompanying consultation paper Addressing climate change and biodiversity net gain through the Local Plan - raising the ambition (Jan 2021).

Delivering the spatial strategy

- 2.4 The spatial strategy focuses on the different long-term roles of settlements and apportions growth accordingly. An implication of growth is the loss of countryside to new development as settlements expand. But maximising development that re-uses previously developed land and limits the loss of countryside wherever possible remains a priority.
- 2.5 COVID-19 is having serious economic impacts. It is also changing the way we look at our surroundings, changing our behaviour and, longer term, how we manage our environment.
- 2.6 The impacts of COVID-19 are renewing our attention on how well our existing urban areas function. There are immediate lessons for designing space for recreation and exercise and creating the right environment to encourage people to walk and cycle. Other impacts may be less obvious or are uncertain.
- 2.7 The role of town centres as places to buy and sell goods has been challenged increasingly by the rise of online retailing and online services over recent years. The impact of COVID-19, in terms of lockdown and temporary special measures, has exacerbated this⁵. The most sustainable sites are those most likely to be suited to development.
- 2.8 The impact of COVID-19 is also likely to increase home working permanently, reducing net out commuting to other settlements and boosting local demand for many goods and services. This may create opportunities to reconsider how we use town centres.
- 2.9 A distribution of growth needs to be delivered with these and other factors in mind to ensure each community has an appropriate planning framework.
- 2.10 The Local Plan Review sets the strategic context for neighbourhood planning. It has its most direct relationships with neighbourhood plans for main settlements – since they are the focus for growth. This will require closer working between the Council and Parish and Town Councils to support the preparation of each authority's plans. A set of 'place shaping priorities' will guide how and where development will take place and what distinct priorities there are to manage change in the local environment. They will be agreed with the relevant Town and Parish Councils.
- 2.11 The Local Plan Review is required to set housing requirements for the plan period for each main settlement's area designation for neighbourhood planning. As land within main settlements is mostly built up, a requirement translates to a brownfield target. A target helps to maximise these opportunities and can reduce pressures to build on greenfield land.
- 2.12 For those neighbourhood plans at main settlements being reviewed or prepared in tandem with the Local Plan Review, it may be possible to reduce the amount of greenfield land we need to plan for. Future neighbourhood plans and reviews can reduce the amount of greenfield land needed in the next review of the Local Plan.
- 2.13 From the scales of growth at each settlement set in the spatial strategy, planning policies and proposals will be developed following these principles:

⁵The Council has commissioned a Town Centre and Retail Study. It is clear from this work that Wiltshire's town centres remain largely vibrant but are needing to evolve and adapt to changing retail habits and this is largely due to the impact of COVID-19. Looking ahead, policies for retail, town centres and district/local centres will need to be flexible and responsive to market signals. In addition, with the changes to permitted development rights and the Use Classes Order, it is likely that town centres may well be appropriate for a range of uses, including residential, leisure and education, as well as pop-up markets to increase footfall and thereby sustain a long-term role for the traditional high street.

Delivery Principles

1. Each main settlement will have a set of 'place shaping priorities' to guide how and where development will take place and what distinct priorities there may be to manage change in the local environment. They will be agreed between the Council and the relevant Town and Parish Councils.
2. To maximise the use of previously developed land and support urban renewal where needed, each of the main settlements will have a target amount of new homes that will need to be planned for within its urban area.
3. The Council will allocate land for development through the Local Plan where it is necessary to do so. It will be necessary to do so to ensure the scale of the County's housing and employment needs are met and to ensure a supply of deliverable land. It will also do so where there are large or complex sites or where land for greenfield development crosses the boundaries of neighbourhood plans or into rural parishes that adjoin an urban area.
4. To support the Local Plan, each community will be encouraged to determine themselves where additional development takes place by the preparation of a neighbourhood plan. A task for all neighbourhood plans will be to help manage the use of brownfield land for new uses and for additional homes
5. Where there are large greenfield sites, the Council may phase their construction to ensure a priority is maintained on brownfield land and to ensure the coordination of all the infrastructure necessary to support such growth.

Formulating the spatial strategy

Housing Market Areas

- 2.14 The Council has tested different distributions of growth to see which are best. To do so, the County has been subdivided into four different Housing Market Areas (HMAs). They are shown below:
- 2.15 HMAs are areas within which the majority of the local population live and work, where the majority of home moves take place and where there is a common range of private sector rents.
- 2.16 Needs vary around the County. There would not be a sustainable pattern of development if most building took place in the south of the county but most need was in the north.



2.17 Housing need has been calculated in two ways, providing a minimum and a higher figure. The lower figure in the range of housing need assessed by the Council represents the minimum that results from using a national standard method (Standard Method). A Local Housing Need Assessment (LHNA) of new homes needed takes account of longer term migration and economic forecasts and produces the upper range result. This takes into consideration where there is the need to provide homes to support jobs and avoid net in-commuting. An upper figure would also be the basis of building in contingency. The housing need for each of the housing market areas using both the lower and upper figures are as follows:

Housing market area	Standard Method (Additional dwellings 2016-2036)	Local Housing Need Assessment (Additional dwellings 2016-2036)
Chippenham	17,410	20,400
Salisbury	10,470	10,975
Swindon (the Wiltshire part)	2,935	3,255
Trowbridge	10,020	11,000

2.18 Studies of employment needs for the plan period resulted in a forecast requirement to plan for an additional 26ha of land for business⁶. There already is a large supply of land available to meet business needs across the County. Based on the same housing market areas, the need for additional land is as distributed as follows (this is the same for both lower and higher options):

Housing market area	Employment Land Requirements (Hectares 2016-2036)
Chippenham	9
Salisbury	10
Swindon (the Wiltshire part)	6
Trowbridge	1

Alternative Development Strategies

2.19 As a review of the Wiltshire Core Strategy, the starting point for the Local Plan is to continue the current distribution of growth within each of the four HMAs and then look at where changes may be needed. Envisaging what effects there may be from taking forward the current strategy, the Council has examined:

- the risks of unacceptable environmental impacts;

- comparisons with social and economic factors (such as employment projections); and
- deliverability.

2.20 The results of earlier public consultation also help to highlight where alternatives may need to be considered, in terms of new issues and opportunities. Possible alternatives are also influenced by the capacity of local infrastructure and what is necessary to support new development. For example, in relation to Chippenham, transport was

⁶The Swindon and Wiltshire Functional Economic Market Assessment, Hardisty Jones Associates, identified functional market areas within the two authorities and forecast employment land needs. An Employment Land Review, Hardisty Jones Associates, reviewed the existing supply of land and premises.

raised frequently as a topic, generally as a constraint to growth, pointing to the need for investment in infrastructure alongside delivery of homes and jobs. Poor air quality was seen as an issue and a constraint for Devizes and other settlements.

- 2.21 The Council developed and then tested at least three alternative development strategies for each housing market area. The process of formulating these alternative development strategies is explained in full in a series of separate documents⁷.

Sustainability Appraisal

- 2.22 This is a legal requirement for all development plans. It helps to determine which alternatives perform best in sustainability terms and helps inform strategy formulation.

- 2.23 The alternative development strategies were assessed and compared using sustainability appraisal, both at the lower end of the range (Standard Method) and higher (Local Housing Needs Assessment).

- 2.24 A separate interim sustainability appraisal document reports the results in detail and the spatial strategy that has emerged is informed by this process⁸. The sustainability appraisal assessment of the alternative development strategies concludes that there are no adverse effects of such significance that would prevent the higher figure being progressed⁹. A higher level would be more robust when planning for the longer term and does more to meet national and local needs for more homes. This higher level has therefore been taken forward as the basis for further work developing the spatial strategy.

Emerging Spatial Strategy

Introduction

- 3.1 The alternative development strategies tested for each housing market area are summarised below. There then follows the main findings of comparing them using sustainability appraisal. This leads to conclusions on the most appropriate scales of growth at each main settlement and the rural area. A short assessment is provided of whether these conclusions support climate change outcomes. Based on this discussion, an emerging strategy is summarised alongside how it might be taken forward using the delivery principles described above.

- 3.2 The method and therefore the results of strategy formulation revolve around high level judgements about long term growth. The obvious question and a central one for this

consultation is whether those judgements are appropriate and reasonable. This in turn is influenced a lot by more detailed consideration of where and in what form growth might take shape and how it might help meet each community's local, place shaping priorities. This document therefore needs to be read alongside the 'Planning for Settlement Statements' that pick up those more detailed aspects for each main settlement; what are the priorities for the future and what are the choices for the location and form growth might take? In short, the top down meets the bottom up and each influences the other.

- 3.3 The great majority of growth is proposed at the County's three Principal Settlements. This continues the approach of the current Wiltshire Core Strategy. As their position is so central, to

⁷Formulating Alternative Development Strategies for Chippenham Housing Market Area (Jan 2021); Formulating Alternative Development Strategies for Salisbury Housing Market Area (Jan 2021); Formulating Alternative Development Strategies for Swindon (Wiltshire part) Housing Market Area (Jan 2021); Formulating Alternative Development Strategies for Trowbridge Housing Market Area (Jan 2021)

⁸Wiltshire Local Plan Review Draft Interim Sustainability Appraisal Report (incorporating Strategic Environmental Assessment) (Jan 2021)

⁹For the higher growth strategies, there may be more significant adverse environmental impacts at certain more constrained settlements. The slightly higher level of growth at those settlements is still relatively modest such that mitigation measures would sufficiently reduce any adverse effects.

examine whether this remains appropriate and feasible, Planning for Settlement Statements for Chippenham, Salisbury and Trowbridge specify preferred sites for where development may take place.

- 3.4 At Market Towns, preferred sites have not been selected. Instead, their Planning for Settlement Statements present sites considered to be the reasonable alternatives at each place. Views are invited on the most appropriate to allocate. Generally, only a small number of sites will need to be allocated. They may be selected by local communities if they are progressing or reviewing a neighbourhood plan. In other places, it will be the role of the Local Plan Review. (See the 'delivery principles' above)
- 3.5 The spatial strategy is expressed in terms of the amount of new homes and additional land for employment that each main settlement and rural part of a Housing Market Area should accommodate over the plan period, 2016 to 2036.
- 3.6 The rural part of the strategy, and the role of rural settlements, is discussed in some more detail in an accompanying consultation document 'Empowering Rural Communities'.

Additional homes 2016-2036

- 3.7 Alongside the number of new homes presented in the spatial strategy, figures are provided on the:
- (i) 'Residual requirement' - how many new homes are left to be planned for once completions and commitments have been taken off the overall requirement;
 - (ii) Current scale of growth planned in the Wiltshire Core Strategy (2006 to 2026), which is provided as a benchmark; and a
 - (iii) 'Brownfield target' – a separate indicative target for the number of new homes to be met from previously developed land

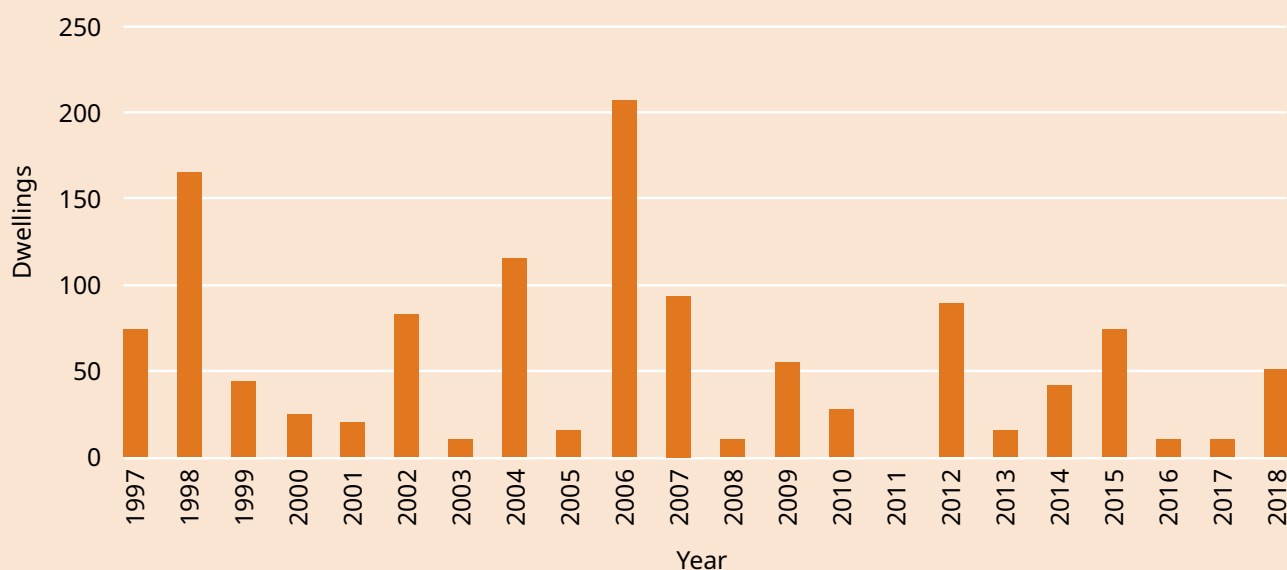
Brownfield development

- 3.8 Following the delivery principles set out above, the strategy includes a possible brownfield target for each settlement; an indicative number of new homes to be built over the period 2021-2031 using previously developed land, which will form the basis for a housing requirement for neighbourhood plans .
- 3.9 The brownfield target is derived from a 'windfall' allowance for Wiltshire used in the housing land supply. This represents anticipated future delivery from brownfield sites which are not allocated in the development plan (in accordance with the NPPF). It is calculated using a long-term assessment of the rate at which this type of development has come forward in Wiltshire. Although, a minor contribution is made by small 'windfall' sites which tends to remain consistent over the years, large sites are more infrequent and can be much harder to predict. An example is Salisbury below:

¹⁰Paragraph 65, NPPF, MHCLG (Feb 2019)

¹¹These are sites of ten or more net dwellings

Homes built on large brownfield sites in Salisbury (1997 - 2018)



3.10 The graph shows marked differences from year to year. Development plans cannot be expected to identify all the land necessary to meet each target at the outset. It is important to recognise that sustaining this overall contribution from brownfield land is a target. An approach needs to be flexible and correspond with the fluctuations in supply. Successive reviews of plans can work together towards maximising the potential.

3.11 The Local Plan may therefore set a brownfield target for the next ten years of the plan period 2021-2031 for each main settlement¹² not the whole plan period. The next review of the Local Plan can review a target for the remainder of the plan period to 2036.

3.12 The amount of greenfield land needing to be identified for development will depend upon the brownfield land that can be relied upon, which is land identified in neighbourhood plans or other allocations and planning permissions. It is not possible to assume each target will be met and just a target amount cannot count toward the land we need to plan for. Indeed, a target, on paper, could exceed the number of new homes remaining to be

planned for, but without certainty as to its deliverability it cannot be counted upon.

3.13 National planning policy has a particular emphasis upon 'deliverable housing sites'¹³. The Council is required to identify and sustain a constant supply of deliverable land for housing development throughout the plan period. The more definite opportunities there are identified on brownfield land, the larger will be a supply of deliverable housing sites. As a source of supply, opportunities identified on brownfield sites, offer a wider choice of homes, but, importantly, they are a contingency that boosts the supply of deliverable housing sites; part of the supply of deliverable land the Council is required to maintain. The local community, landowners and developers, and in particular neighbourhood planning, all have a central role to play in identifying these.

3.14 Appendix One describes the purpose of the proposed brownfield land targets in more detail and views are invited on the approach.

¹³See the glossary of terms in NPPF, MHCLG (Feb 2019). To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years.

Residual requirement

- 3.15 A 'residual requirement' is the amount of new homes that still need to be planned for at each main settlement and in the rural area of each HMA once new homes built, planning permissions and other commitments have been taken off. Planning permissions that have been granted but have not yet been built can be deducted from the overall requirement. Similarly, land is already allocated in current local and neighbourhood plans, and this contribution is also deducted. The spatial strategy also covers the period commencing in 2016, so a number of homes have already been built. They too can be deducted. The result is the residual requirement, and this helps us understand how many additional new homes on greenfield sites we should aim to plan for.
- 3.16 Again, it is important to note that the brownfield housing target has not been deducted. Homes from previously developed land ideally should be identified by having planning permission or by being allocated in a plan.

Additional employment land 2016 -2036

- 3.17 The Wiltshire Core Strategy identified and allocated a significant supply of land for employment needs. The scale of supply far exceeded forecast need in order to provide a good choice of sites and flexibility.
- 3.18 The Council has reviewed existing employment land supply alongside the forecasts it has received. Taking account of forecast rates of take up and demand, the current pool of land for industry and office uses generally continues to meet anticipated needs.
- 3.19 There are therefore no requirements set for most settlements. Instead, work has identified where there may be particular needs or where it would complement planned growth. These are each described where they arise along with brief reasons why.
- 3.20 A focus of the planning framework is to support economic recovery from the impacts of COVID-19. Planning controls will therefore need to be less prescriptive and be more

flexible in the face of current additional uncertainty.

Transport

- 3.21 The transport effects of the emerging strategy have been independently assessed.
- 3.22 Scales of growth proposed across the County, at all the main settlements and the rural area, have been considered together for their effects on the transport network. Preferred locations for growth have, however, been identified at Chippenham, Salisbury and Trowbridge, where the great bulk of additional development is intended, and so the impacts of these proposals have already been looked at in more detail.
- 3.23 A wide variety of measures will be proposed at each of these Principal Settlements to encourage a change from car travel to more sustainable modes. However, this work also shows how the scale and pattern of growth will affect the road network and what investment might be needed over the plan period.
- 3.24 The work identifies where and how transport strategies will need to be amended and what new infrastructure may be necessary in order to accommodate planned growth over the plan period
- 3.25 Transport factors can then properly influence the choice of an appropriate scale of growth at each settlement and the emerging spatial strategy as a whole.

Chippenham Housing Market Area

Alternative Development Strategies

3.26 The following alternative development strategies were tested through Sustainability Appraisal:

Chippenham Housing Market Area (HMA) - Alternative Strategies
<p>Chippenham A (CH-A) - Roll forward the core strategy pattern of distribution</p> <p>Housing and employment land requirements are increased and distributed pro-rata to roll forward the current strategy.</p> <p>New employment allocations proposed only at Calne, Corsham and Melksham.</p>
<p>Chippenham B (CH-B) - Chippenham Expanded Community</p> <p>More constrained settlements (Corsham, Calne, Devizes and Malmesbury) and Melksham continue at Core Strategy rates of housing growth. Rest of the HMA at a scale equivalent to rolling forward the strategy. Chippenham receives the balance (from about 6,400 homes in CH-A to about 9,800 homes).</p> <p>New employment allocations proposed only at Chippenham and Calne</p>
<p>Chippenham C (CH-C) - Melksham Focus</p> <p>Housing requirements based on economic forecast for Melksham and follow a recent track record of sustained economic growth (for housing this means from about 3,200 homes in CH-A to about 4,000 homes). Higher rates are also proposed in the rest of the HMA. The strategy diverts the scale of new housing away from the main settlements that are more environmentally constrained or sensitive (Calne, Corsham, Devizes and Malmesbury). The rate of development at Chippenham represents a mid-point between rolling forward the current strategy uncapped, and a higher growth option (CH-B)</p> <p>New employment land proposed only at Melksham and Corsham.</p>

3.27 Of all the Housing Market Areas (HMAs), the Chippenham HMA is forecast to have by far the largest additional housing need over the plan period. There may, as result, be significant challenges delivering new homes,

but it was not felt necessary at this stage to consider accommodating growth by proposing a new freestanding settlement. Firstly, the existing set of main settlements appear capable of providing sufficient capacity even at the higher end of the range of forecast need. Secondly there are no locations being promoted currently as propositions to create a new settlement, either private or publicly resourced, and it would not be reasonable to assume this avenue was readily available. Thirdly, it is doubtful how much they would be able to contribute to meeting housing need in the plan period. New settlements can have lengthy lead in times before construction commences.

3.28 Given the aim of a sustainable pattern of development, diverting unmet need to other parts of the County or potentially neighbouring authority areas was also not pursued. It was felt important to meet needs for new homes where needs arise.

Conclusions from Sustainability Appraisal

3.29 The emerging strategy is not a choice of one of the alternatives tested. It assimilates the results of the sustainability appraisal.

3.30 Of the alternatives, the Chippenham Expanded Community performed clearly best in sustainability terms (as in CH-B). An emerging strategy therefore has a strong focus on growth at Chippenham.

3.31 Sustainability Appraisal, however, also recognised the potential for growth at Melksham. Higher growth here has also been seen as a means to help deliver road infrastructure during discussions with the Town Council. In this regard, the Government has announced funding support to progress an A350 Melksham bypass. A preferred scale of development is therefore the higher of the range tested at Melksham (as in CH-C).

3.32 A similar situation to Melksham arises at Calne, but to a much more modest degree and with less certainty. A slightly higher scale of development than that in alternative CH-B would be predicated on this increase being necessary to help provide transport solutions

to alleviate issues such as traffic congestion and local air quality in the town centre. Discussions with the Town Council continue as to what these solutions could be.

- 3.33 The results of sustainability appraisal identified the level of environmental constraints at other main settlements within the HMA (Corsham, Devizes and Malmesbury) should lead to a smaller proportion of growth if possible. The central focus on Chippenham and Melksham provides scope to do this and growth is reduced from that in alternative CH-B.
- 3.34 Outside the main settlements, the increased level of housing need is translated directly into an increase in housing requirements at rural settlements. The result is a scale of growth equivalent to past rates of housing development.
- 3.35 Sustainability appraisal considered requirements for an additional 9ha of employment land in the Chippenham HMA over the plan period (up to 2036). The most appropriate locations for growth focussed similarly on the less constrained settlements (Calne, Chippenham and Melksham) identified by sustainability appraisal. For Chippenham, this should be seen in the context of the increase in housing forecast over the plan period. At Calne, this recognises a need to address concerns about job growth corresponding to the recent increase in new homes being built at the town. Melksham is similarly less constrained than other settlements, but the evidence from the Employment Land Review suggests a plentiful supply of brownfield land that should be considered for employment in the short-term.

Climate Change Outcomes

- 3.36 The scale of housing needed for the Chippenham HMA is forecast to increase sharply. This is a challenge in terms of carbon production and climate change.
- 3.37 A focus on Chippenham provides opportunities on a scale to design new neighbourhoods which incorporate renewable energy production, alternatives to the private car and more energy efficient new buildings. It can make best use of existing infrastructure, such as energy networks, public buildings,

services and local transport networks.

Employment evidence points to substantial interest and good prospects for the town's economy to grow and growing local spending will help. In particular, it can help the town centre to serve its local community by boosting catchment spending. Based around a town, where there are higher levels of facilities, shops and services, including public transport, can help to reduce the need to travel, and to travel by the private car in particular, especially if it is accompanied by measures aimed at improving walking and cycling.

- 3.38 The scale of growth however increases the likelihood that it will need to be accommodated as a large urban extension. This scale would allow opportunities to introduce important carbon reduction measures and efficiencies impractical or unviable on smaller sites.
- 3.39 The same might be said to a lesser extent by a focus on Melksham. Transport, however, is a main carbon generator in the County and combining growth with investment in transport, a Melksham by-pass, could be seen as encouraging greater use of the private car.
- 3.40 Investment in transport infrastructure can be justified on climate change benefits overall; that it improves a town's environment by tackling traffic congestion and enables less carbon use elsewhere by the advantages of focusing growth. Also, longer term, a future carbon neutral world is not a car free world. We still need to plan for growth in travel demand generated by new development.
- 3.41 Transport modelling is showing that congestion pressures on the A350 corridor will increase as a result of concentrating growth on Chippenham and Melksham, in combination with other towns, notably Trowbridge. Achieving predictable journey times along the A350 is important for the local economy. Paradoxically, a spatial strategy that would minimise carbon impacts may necessitate the need to improve sections of the road network.
- 3.42 These pressures need to be mitigated by greater settlement self-containment - by a greater proportion of goods and services being provided locally, local employment and by less need to travel elsewhere.

Emerging Strategy and Delivery

3.43 The emerging strategy is shown in the following table. This strategy has been informed by, and takes account of, the findings of the sustainability appraisal which recommends ways of mitigating any likely significant adverse effects and improving the benefits of the strategy overall. This strategy has itself been subject to sustainability appraisal which concludes that mitigation measures could sufficiently reduce any likely significant adverse effects of the strategy.

3.44 The Local Plan Review will set out how growth will be accommodated at Chippenham and Melksham. This will involve allocating greenfield sites at each town. Both Chippenham and Melksham communities are actively engaged in neighbourhood planning and these too will play an important part in guiding growth.

3.45 Elsewhere, there may be scope potentially for neighbourhood plans to allocate sites where necessary to help meet strategic requirements and their housing and employment needs as well as the more detailed local part of the development plan. For example, a review of

the Malmesbury Neighbourhood Plan will carry out that role.

3.46 A main consideration will be to maintain a supply of deliverable land for new homes. The strategy suggests a likelihood of large urban extensions at Melksham and Chippenham. These can be complex and can take time before they commence. This needs to be factored into what land is identified for development by the plan setting out a clear understanding of each site's timing, design and infrastructure requirements.

3.47 Some land for employment uses has become established adjoining junction 17 of the M4. This employment development was considered essential to the wider strategic interest of the economic development of Wiltshire, in accordance with Core Policy 34 of the current Wiltshire Core Strategy. Any further growth will need to be of the same significance. Continued growth may also justify a more comprehensive treatment of the area to ensure its role is defined distinct from settlements that might otherwise be undermined and to consider what infrastructure or other uses can help to support sustainable development objectives.

			Overall Housing Requirement (Dwellings)		Overall Employment Requirement (Hectares)
	Wiltshire Core Strategy 2006-2026	Brownfield target 2021-2031	Emerging Strategy 2016-2036	Residual at 1 April 2019	
Calne	1440	60	1610	360	4
Chippenham	4510	240	9225	5100	5
Corsham	1220	160	815	120	0
Devizes	2010	150	1330	330	0
Malmesbury	885	70	665	95	0
Melksham	2240	130	3950	2585	0
Rest of HMA	1992		2805	1270	0
TOTAL	14297		20400	9860	9

Salisbury Housing Market Area

Alternative Development Strategies

3.48 The following alternatives development strategies were tested through Sustainability Appraisal:

Salisbury Housing Market Area (HMA) - Alternative Strategies
<p>Salisbury A (SA-A) - Roll forward the core strategy pattern of distribution</p> <p>Housing and employment land requirements are reduced by 11% and distributed pro-rata rolling forward the current strategy.</p> <p>New employment land proposed only at Salisbury/Wilton and Tidworth and Ludgershall.</p>
<p>Salisbury B (SA-B) - Focus on Salisbury</p> <p>Scales of housing development at Amesbury, Tidworth and Ludgershall are constrained to around the levels of commitments, while rest of HMA reflects assessed need (-11%). The residual need is met at Salisbury/Wilton (from about 5,400 homes in SA-A to about 6,700 homes).</p> <p>New employment land proposed only at Salisbury/Wilton.</p>
<p>Salisbury C (SA-C) - Focus on the rest of the HMA</p> <p>Housing growth at Amesbury and Tidworth and Ludgershall are constrained to around the current levels of commitments, while Salisbury/Wilton reflects assessed need (-11%). Remaining balance of housing needs focussed on the rural area.</p> <p>For employment, the rest of the HMA accommodates growth which follows development trends for small scale employment growth in the rural parts of the HMA.</p>
<p>Salisbury D (SA-D) - Boscombe/Porton New Community</p> <p>Housing at Salisbury/Wilton, Amesbury and Tidworth and Ludgershall is constrained to current levels of commitments. Recognises that employment growth has taken place in the Boscombe and Porton area and directs housing growth to a new community related to this economic potential.</p> <p>New employment land proposed only at Boscombe and/or Porton.</p>

Conclusions from Sustainability Appraisal

- 3.49 An alternative for a new settlement (SA-D) performed the worst of those tested, although the assessment noted likely social and economic benefits and environmental impacts were uncertain due to having no knowledge of a specific location. Alternatives that maintain a focus for growth within the HMA at Salisbury continued to perform better, although there may be longer term constraints upon this course.
- 3.50 The emerging strategy is based around continuing the existing one (SA-A). Overall, assessed housing needs are slightly less than the current strategy and the emerging strategy has the same order of growth for Salisbury, Tidworth and Ludgershall and the rural area, although overall need is less. This course is appropriate recognising development at Tidworth and Ludgershall is yet to materialise strongly at the rates envisaged.
- 3.51 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.
- 3.52 The spatial strategy is however being expressed differently from the past. Wilton is recognised distinct from Salisbury and now necessitating its own strategic requirements as with other Local Service Centres, but with a level of growth recognising its close proximity to the City. This would support planning for the settlement to help retain its separate identity and to plan positively for its functional relationships with the City.
- 3.53 Bulford and Durrington are designated as Large Villages rather than as one strategic location with Amesbury. This helps each settlement to be planned to best maintain their separate identities and, especially for the purposes of neighbourhood planning, each community will be able to develop and work toward its own vision for the future.
- 3.54 Sustainability appraisal considered requirements for an additional 10ha of

employment land in the Salisbury HMA over the plan period. The appraisal recommends additional employment land for Salisbury and Tidworth/Ludgershall. This mirrors a broad continuation of the current strategy proposed for new homes.

- 3.55 For Salisbury, this needs to be seen in the context of city centre regeneration and may be as much a case of changing needs, such as expansion of premises for centrally located companies and the rationalisation/intensification of Churchfields. In Tidworth/Ludgershall, the need is created by the Army Rebasing project bringing partners and dependants into the area, some of which would be looking for local work. Evidence from the Employment Land Review suggests that there is also a need for additional sites for small and medium businesses and to reduce reliance on the MOD.

Climate Change Outcomes

- 3.56 A new settlement has been considered as a means to provide a 'garden village' approach. Arguably, the carbon footprint of growth in the HMA could be well managed and minimised by these means. The lack of a solid proposal makes this proposition hard to test, but it is clear that the initial amount of infrastructure needed counts heavily against the idea.
- 3.57 Continuing the current distribution of growth addresses carbon production by focusing growth at Salisbury. A focus on Salisbury may provide opportunities on a scale to design new neighbourhoods which incorporate renewable energy production, alternatives to the private car and more energy efficient new buildings. The scale of growth and the possibilities for locating it though are more limited than elsewhere. There would, for example, be little need for a large urban extension. This limits any impetus for fundamental shifts in existing patterns; a point that generates concern about growth largely adding to existing issues of congestion, air quality and pressures on infrastructure. Issues that are also counter productive with regard to climate change.
- 3.58 Nevertheless, it continues to make sense that this course makes best use of existing infrastructure, such as energy networks, public

buildings, services and, whilst recognising the challenges involved, local transport networks. In particular, it can help the city centre serve its local community by increasing local spending power. The city has higher levels of facilities, shops and services, including public transport, than elsewhere. Growth can help to reduce the need to travel distances, and to travel by the private car, especially if it is accompanied by measures aimed at improving walking and cycling.

Emerging Strategy and Delivery

- 3.59 The Local Plan Review will set out how growth will be accommodated at Salisbury and Amesbury. This will involve allocating greenfield sites at each. Salisbury City Council is actively engaged in neighbourhood planning and this too will play an important part in meeting local needs from growth.
- 3.60 Elsewhere, there may be scope potentially for communities' neighbourhood plans to allocate sites where necessary to help meet strategic requirements for their housing and employment needs as well as the more detailed local part of the development plan.
- 3.61 The emerging strategy is shown in the following table. This strategy has been informed by, and takes account of, the findings of the sustainability appraisal which recommends ways of mitigating any likely significant adverse effects and improving the benefits of the strategy overall. This strategy has itself been subject to sustainability appraisal which concludes that mitigation measures could sufficiently reduce any likely significant adverse effects of the strategy.

			Overall Housing Requirement (Dwellings)		Overall Employment Requirement (Hectares)
	Wiltshire Core Strategy 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 HMA¹⁴	2090		2140	1200	0
TOTAL	12340		10970	2655	10

3.62 Boscombe and Porton are a business cluster that has potential to grow further over the plan period. Further growth would be supported in the wider strategic interest of the economic development of the County.

3.63 Previous iterations of Local Plans for the Salisbury area show how expanding the city outwards is becoming increasingly difficult. The undeveloped landscape setting and approaches to Salisbury provide its distinctive Cathedral character and these areas would be

lost. As the outward expansion of Salisbury's urban area becomes increasingly constrained an area related to Boscombe and/or Porton could provide an economic foundation to a new settlement for consideration in future reviews of the Local Plan.

3.64 This situation could be prompted by a decision to contain the spread of the City within a geographic area, but this would be a decision for a future review of the Local Plan.

¹⁴Excludes Wilton

Swindon Housing Market Area

Alternative Development Strategies

3.65 The following alternatives development strategies were tested through Sustainability Appraisal:

Swindon Housing Market Area (HMA) (Wiltshire part) - Alternative Strategies
<p>Swindon A (SW-A) - Roll forward the core strategy pattern of distribution</p> <p>Housing and employment land requirements are reduced by 16% and distributed pro-rata rolling forward the current strategy.</p>
<p>Swindon B (SW-B) -Focus on Royal Wootton Bassett</p> <p>Housing development is constrained at Marlborough to current commitments (plus windfall allowance and growth in rest of HMA reflects assessed need (-16%). No further development beyond existing commitments west of Swindon.</p> <p>The balance is focussed on Royal Wootton Bassett (from about 900 homes in SW-A to about 1,300 homes).</p> <p>New employment land proposed only at Royal Wootton Bassett.</p>
<p>Swindon C (SW-C) - Focus on the rest of the HMA</p> <p>Growth in Marlborough and the rest of the HMA continue Core Strategy rates of housing growth. Development is reduced at Royal Wootton Bassett. No further development beyond existing commitments west of Swindon.</p> <p>New employment land only proposed at Marlborough and rest of the HMA.</p>

Conclusions from Sustainability Appraisal

3.66 Focusing growth on the rest of the HMA (SW-C) is the worst performing option because of concerns relating to landscape, heritage and transport impacts. The emerging strategy therefore proposes the rural area continues broadly the same proportion of growth it would receive taking forward the current strategy, adjusted for a slightly lower overall need for the HMA as whole.

3.67 Further development west of Swindon could

provide for the expansion of the town. It was agreed with Swindon Borough Council that there is no need to plan for additional development at this time on the edge of the urban area within Wiltshire. The Borough will fully meet its needs appropriately within its local authority area.

3.68 A focus on Royal Wootton Bassett (SW-B) is a clear preferred alternative, although there are concerns about the capacity of local education and health services at the town itself. There are also potentially significant obstacles to overcome if growth is to be successfully delivered at Royal Wootton Bassett, notably managing the traffic that new homes will generate both within the town and at junction 16 of the M4. Nonetheless, in line with the results of the appraisal, the higher scale of growth of those tested is proposed for the town.

3.69 At Marlborough there are particular concerns regarding local housing affordability and provision for local jobs. The highest requirement tested for new homes is also included at Marlborough to allow scope to deliver additional affordable homes (SW-C). However, in this case, the higher scale continues rates currently planned in the Wiltshire Core Strategy. This course follows discussions with the Town Council and work underway on a neighbourhood plan. There is, however, a potential risk that this scale of development could be unacceptable because of its harm to the quality of the North Wessex Downs Area of Outstanding Natural Beauty (AONB). The figures therefore show overall requirements exceeding total assessed need.

3.70 Sustainability appraisal considered requirements for an additional 6ha of employment land in the Swindon HMA over the plan period. The emerging strategy has a focus on Royal Wootton Bassett, and so proposes additional employment land at the town, where there is a particular need for affordable sites and premises, to balance the historically high levels of housing and lack of inward investment.

Climate Change Outcomes

- 3.71 The Council works closely with Swindon Borough Council to plan for this part of Wiltshire. In terms of climate change outcomes, if each authority plans to meet its own needs for new homes and employment, this goes some way to reduce the need to travel between the two authorities. Both authorities agree to this course of action.
- 3.72 Of course, even so, there are strong travel patterns into Swindon from settlements in Wiltshire. A focus on the main Wiltshire settlement within the HMA increases the scope for public transport to cater for this demand and reduce carbon use. It can also help spread that benefit of better services to those taking purely local journeys.
- 3.73 A decision to locate some growth to the edge of Swindon, putting to one side all other arguments, would not have the same climate change outcomes, probably being of no pronounced benefit to Swindon services and no benefit to communities in Wiltshire.

Emerging Strategy and Delivery

- 3.74 The emerging strategy would provide slightly more homes than assessed need, but because of the risks in this strategy a degree of flexibility would be beneficial.
- 3.75 The Local Plan Review will set out how growth will be accommodated at Royal Wootton

Bassett. This will involve allocating greenfield sites. The Town Council is actively engaged in neighbourhood planning and this will also play an important part in meeting local needs from growth.

- 3.76 Elsewhere, there may be scope potentially for communities' neighbourhood plans to allocate sites where necessary to help meet strategic requirements for their housing and employment needs as well as the more detailed local part of the development plan. For example, the Marlborough Area Neighbourhood Plan will carry out that role with a particular challenge of finding suitable land to reconcile the need to protect the qualities of the AONB in which the town sits alongside meeting local needs for affordable housing and the additional infrastructure necessary to support such growth.
- 3.77 The emerging strategy is shown in the following table. This strategy has been informed by, and takes account of, the findings of the sustainability appraisal which recommends ways of mitigating any likely significant adverse effects and improving the benefits of the strategy overall. This strategy has itself been subject to sustainability appraisal which concludes that mitigation measures could sufficiently reduce any likely significant adverse effects of the strategy.

			Overall Housing Requirement (Dwellings)	Overall Employment Requirement (Hectares)
	Wiltshire Core Strategy 2006-2026	Brownfield target 2021-2031	Emerging Strategy 2016-2036	Residual at 1 April 2019
Marlborough	680	160	680	245 0
Royal Wootton Bassett	1070	70	1255	990 6
West of Swindon	900	-	435	0 0
Rest of HMA	1225	-	1080	195 0
TOTAL	3875		3450	1430 6

- 3.78 An employment land requirement is set for Royal Wootton Bassett but no other settlements require additional land allocated.
- 3.79 Land predominantly for employment uses has been promoted adjoining junction 16 of the M4. This type of development outside a main settlement would need to meet the wider strategic interest of the economic development of Wiltshire, in accordance with Core Policy 34 of the current Wiltshire Core Strategy. At present, there is no request from

Swindon Borough Council to use this land to meet Swindon’s needs for employment. Needs are being met more appropriately from within the Borough. If this should change then, as well its scale and form, development proposals will trigger a more comprehensive treatment of the area to ensure its role is defined distinct from settlements that might otherwise be undermined and to consider what infrastructure or other uses can help to support sustainable development objectives.

Trowbridge Housing Market Area

Alternative Development Strategies

- 3.80 The following alternatives development strategies were tested through Sustainability Appraisal:

Trowbridge Housing Market Area(HMA) - Alternative Strategies
<p>Trowbridge A (TR-A) - Roll forward the core strategy pattern of distribution</p> <p>Housing and employment land requirements are decreased by 4% and distributed pro-rata rolling forward the current strategy.</p>
<p>Trowbridge B (TR-B) - Westbury Growth Point</p> <p>Housing requirements for Westbury are led by employment forecasts (from about 1,400 to about 2,100 homes). Growth continues at Core Strategy rates at Warminster and reflects assessed needs at Bradford on Avon (-4%). Consequential reductions focussed on Trowbridge.</p> <p>New employment land proposed only at Westbury.</p>
<p>Trowbridge C (TR-C) - Focus on the rest of the HMA</p> <p>Housing requirements for the rest of the HMA are aligned to actual rates of past house building (from about 600 to about 1,200 homes). Warminster reflects assessed need (-4%) and Westbury continues at Core Strategy rates. Housing requirements are lower than TR-A at Trowbridge and Bradford on Avon as a result.</p> <p>New employment land proposed only in the rest of the HMA.</p>

Conclusions from Sustainability Appraisal

- 3.81 Dispersal to the rest of the HMA (TR-C) was the least preferred alternative with concerns relating to landscape and transport impacts and the ability to deliver affordable housing. There are marginal differences between rolling forward the current strategy (TR-A) continuing the very prominent role of Trowbridge and Westbury Growth Point (TR-B).
- 3.82 The importance of the Bath and Bradford-on-Avon Bats Special Area of Conservation (SAC) is, however, a determining factor in selecting an emerging strategy that has a greater focus for growth on Westbury (TR-B). The planning authority has a duty to avoid adverse effects upon protected habitat before following a course of mitigation. This would translate into growth rates that are the lowest possible to support Trowbridge’s role as a principal settlement and in providing for local needs.
- 3.83 A Westbury strategy, with much higher rates of development, also has to be moderated by the need for development to address traffic and related air quality issues and not focus so much growth as to compound them.
- 3.84 The emerging strategy therefore strikes a balance between the alternatives tested; a lower level at Trowbridge compared to past expectations, but sufficient to support the role of the town as a principal settlement in the County; and a significantly higher scale of growth at Westbury, but not so high as to risk being too difficult to manage.

- 3.85 Rates of growth suggested at Bradford on Avon reflect the heavily constrained nature of the town, notably its position within green belt and air quality issues from traffic congestion; both factors recognised in the appraisal results
- 3.86 Warminster was shown to be less constrained compared to Bradford on Avon, and a scale of growth in the emerging strategy broadly corresponds to current planned rates. Requirements are largely met by the planned west extension. Whilst recognising the appraisal results, additional growth may also underpin regeneration opportunities within the central area. This is therefore reflected in the scale of growth suggested in the emerging strategy.
- 3.87 Scales of growth for the rest of the HMA align to past rates of housing development.
- 3.88 Sustainability appraisal considered requirements for an additional 1ha of employment land in the Trowbridge HMA over the Plan Period. The emerging strategy proposes an additional employment land allocation at Westbury only. This reflects the need to avoid possible effects on the Bath and Bradford-on-Avon Bats SAC as identified by the appraisal.
- 3.89 Existing commitments may be sufficient to meet local employment needs for Westbury. However, a higher level of housing supports the further allocation of a modest amount of employment land in the plan period.

Climate Change Outcomes

- 3.90 The emerging spatial strategy suggests reducing the degree of emphasis on growth at Trowbridge in the current strategy. This seems contrary to the approach at Chippenham and Salisbury, which continue or have a much greater focus, and help deliver the climate change outcomes sought. Trowbridge does, however, remain the predominant focus for growth in the HMA despite this. And most other growth still focusses on the main settlements.
- 3.91 The success of the emerging strategy therefore depends to a degree on what carbon reduction can be achieved by growth at Westbury. A main caveat to growth highlighted

by sustainability appraisal is that it cannot compound traffic and air quality issues. Add the need for climate change outcomes, the strategy seems heavily dependent upon achieving a shift away from private car use and behind that, longer term, greater settlement self-containment.

Emerging Strategy and Delivery

- 3.92 The Local Plan will set out how growth will be accommodated at Trowbridge and Westbury. This will involve allocating greenfield sites. Each Town Council is actively engaged in neighbourhood planning and this will play an important part in meeting local needs for growth.
- 3.93 Elsewhere, there may be scope potentially for neighbourhood plans to allocate sites where necessary to help meet strategic requirements for their housing and employment needs as well as the more detailed local part of the development plan. For example, the Warminster Town Neighbourhood Plan is being reviewed and may carry out that role.
- 3.94 The emerging strategy is shown in the following table. This strategy has been informed by, and takes account of, the findings of the sustainability appraisal which recommends ways of mitigating any likely significant adverse effects and improving the benefits of the strategy overall. This strategy has itself been subject to sustainability appraisal which concludes that mitigation measures could sufficiently reduce any likely significant adverse effects of the strategy.

			Overall Housing Requirement (Dwellings)		Overall Employment Requirement (Hectares)
	Wiltshire Core Strategy 2006-2026	Brownfield target 2021-2031	Emerging Strategy 2016-2036	Residual at 1 April 2019	
Bradford on Avon	595	70	350	80	0
Trowbridge	6810	370	5830	1805	0
Warminster	1920	130	2050	60	0
Westbury	1500	90	1820	710	1
Rest of HMA	665		950	550	0
TOTAL	11490		11000	3205	1

Next steps

- 4.1 The Council will review the emerging strategy in the light of all the comments that it receives to the consultation. Proposed scales of growth at each settlement could therefore change.
- 4.2 Further work will therefore be based on the revised strategy. Work will look at the more detailed aspects of how a revised strategy will be delivered. This will take account of comments on the locations for growth, the pool of potential development sites, that also form part of this consultation.
- 4.3 Draft place shaping priorities for each main settlement will be finalised in consultation with the relevant Town and Parish Councils. These will help to shape the form and location of development proposals in the draft plan.
- 4.4 More detailed work will look comprehensively at the effects of development proposals in combination using further sustainability appraisal to develop effective mitigation measures and ensure the most benefits possible from the development of each site. This will also help to ensure they are delivered properly coordinated with the infrastructure necessary to support them.
- 4.5 The end result of this and other work to support its preparation will take shape in publication of a draft plan by the end of the year when further consultation will take place.

Appendix One: The Role and Function of Brownfield Targets

Introduction

1. The Council is inviting views on a new strand to the Local Plan to help ensure as many homes as possible are built using previously developed land within the urban areas of our main settlements. Making the best use of our built-up areas reduces the need to encroach into the countryside, which once built upon is irreversible. There can be wide ranging impacts on biodiversity, carbon footprint, travel patterns and sometimes the whole character of a town when we do so.
2. Equally, planning controls still need to retain the character of our towns and protect the open spaces that we value, whether as private gardens or formal areas for sports and leisure.
3. This document explains how a brownfield target for each of the County's main settlements can help to realise opportunities that meet a community's needs with an appropriate contribution from brownfield sites.
6. The brownfield targets set out in the Local Plan will be the basis for housing requirements for designated neighbourhood areas at main settlements. Once adopted, these figures should not need retesting at the neighbourhood plan examination, unless there has been a significant change in circumstances that affects the requirement.
7. A neighbourhood plan must be in general conformity with the Local Plan and seek to identify land and sites for the target set. If and when neighbourhood plans are reviewed they will need to help realise the target set, which can be done in successive neighbourhood plans given that brownfield opportunities may arise at different points in the plan period.
8. It would be unreasonable to require a neighbourhood plan to always meet its target by itself, but there would need to be evidence to show how a current target will be met or why a shortfall is acceptable. A neighbourhood plan, see below, can be an important means to identify brownfield sites, but it is not the only means.

How will targets be used?

4. Development plans should identify as much brownfield land for development as possible. But, by the nature of brownfield sites, it is unlikely to be able to identify all the land in one go that will be built over the period to 2036. Plan making can only ever identify a proportion at any one time.
5. It is unrealistic and too inflexible to attempt to set a target for a whole plan period. A settlement's brownfield target represents the total number of additional new homes the Council estimate can be built on previously developed land over the next 10 years (2021-2031), not the whole plan period. Each part of the development plan is updated at least every five years and therefore targets can be monitored and reviewed, and fresh targets set. This is a pragmatic and flexible approach.
9. It is, as has been said, by the nature of brownfield land opportunities, uncertain whether a target can be achieved; or indeed whether circumstances at a settlement have fundamentally changed. Future reviews of the Local Plan will enable a reconsideration of each target as understanding and context change. Review will therefore take account of the evidence from neighbourhood planning.
10. A target provides a benchmark to gauge performance and to monitor progress. As plans are updated, brownfield development opportunities will be added to housing land supply. Plan allocation¹⁵ and planning permission for brownfield sites can give certainty to land supply. The pool of such sites can be counted on to meet requirements set for a supply of deliverable land for housing.

¹⁵In both Local and Neighbourhood Plans

11. As progress is made identifying brownfield opportunities the need for additional greenfield land to be released in future will be moderated. A large pool of brownfield sites will reduce requirements for new greenfield land to be identified when the Local Plan is reviewed. On larger sites already allocated in a plan, it might also be appropriate to consider the timing of phases that are later in the plan period.
12. Poor progress toward meeting a brownfield target or better than expected progress will influence how a settlement is expected to accommodate development in the future. A review might also identify what barriers there are to development and what measures might help to overcome them.
13. Some neighbourhood plans are being prepared or reviewed in parallel to the Local Plan Review. They can identify brownfield sites that will be included in developable land supply. A corresponding amount of land can then be removed from that remaining to be planned for and the Local Plan can reduce the amount of greenfield land it needs to allocate for new homes.
14. Brownfield targets have been calculated from the Council's 'windfall' allowance. The 'windfall' allowance is calculated from a long-term (2009-2019) assessment of brownfield permissions which are not allocated in the development plan, and the rate at which such sites have been delivered within Wiltshire.
15. As indicated earlier it should be recognised that the contribution made by small 'windfall' sites tends to remain consistent over the years, however opportunities arising from larger sites can be much harder to predict. As the 'windfall' allowance is currently assessed on a Housing Market Area-basis (and subsequently summed up to a county-wide figure), it is reasonable to expect that opportunities arising on larger sites will occur periodically across a wider geography. However, caution should be exercised when attempting to predict future delivery from larger sites on a smaller geographic scale. Opportunities and delivery of larger brownfield sites are less likely to recur frequently at a particular settlement. As might be expected the size of a settlement can affect the number of potential brownfield opportunities that may come forward. The assessment of non-allocated brownfield permissions used in the 'windfall' allowance shows that Principal Settlements typically produce more larger site opportunities than those at Market Towns. This has been factored into the calculation by limiting permissions to sites within a certain range of units depending on the settlement's status in the Settlement Hierarchy.
16. The calculation has taken the average annual number of units granted permission from 2009-2019 on sites of up to 100 units for Principal Settlements, and up to 50 units for Market Towns. It is considered this period represents a realistic estimate of future brownfield opportunities, as it covers the relatively low number of permissions granted during the recessionary period following the economic crisis in the late 2000's and early 2010's, with the recovery up to the end of the latter decade. A delivery rate (assessing permissions granted from 2008-2014 district-wide) has then been applied which takes into account non-implementation of permissions. The output provides the anticipated average annual number of completions for each settlement which determines the brownfield target.

How have targets been calculated?

14. Brownfield targets have been calculated from the Council's 'windfall' allowance. The 'windfall' allowance is calculated from a long-term (2009-2019) assessment of brownfield permissions which are not allocated in the development plan, and the rate at which such sites have been delivered within Wiltshire.
15. As indicated earlier it should be recognised that the contribution made by small 'windfall' sites tends to remain consistent over the years, however opportunities arising from larger sites can be much harder to predict. As the 'windfall' allowance is currently assessed on a Housing Market Area-basis (and subsequently summed up to a county-wide figure), it is reasonable to expect that opportunities arising on larger sites will occur periodically across a wider geography. However, caution should be exercised when attempting to predict future delivery from larger sites on a smaller geographic scale. Opportunities and delivery of larger brownfield sites are less likely to recur frequently at a particular settlement. As

17. The table below shows the individual calculations for each main settlement.

Settlement and Housing Market Area (HMA)	Average annual permissions 2009-2019(dwelling)	Brownfield Housing Target 2021-2031 (dwelling)	Existing developable permissions (2021-2031)
Swindon HMA			
Marlborough	21.9	160	7
Royal Wootton Bassett	9.3	70	13
Chippenham HMA			
Calne	7.9	60	3
Chippenham	34.2	240	159
Corsham	22.1	160	24
Devizes	20.9	150	43
Malmesbury	9.1	70	3
Melksham	18.6	130	23
Salisbury HMA			
Amesbury	15.2	110	14
Salisbury	57.1	410	32
Tidworth and Ludgershall	5.7	40	29
Trowbridge HMA			
Bradford - on -Avon	9.4	70	3
Trowbridge	51.4	370	149
Warminster	18	130	7
Westbury	12.6	90	1

Who will identify brownfield sites for development?

18. The register of brownfield land is a starting point, as is the Council's Strategic Housing and Employment Land Availability Assessment (SHELAA) evidence.
19. By engaging closely with their communities and by contacts with landowners and developers, neighbourhood planning is well placed to identify many opportunities and allocate them in their plans.
20. Neighbourhood plans are also a means to ensure that important open spaces and the essential character of neighbourhoods can be protected where this is appropriate.
21. Often as a landowner or as a means to lever funding support, the Council is also able to bring forward some of the more difficult, higher profile and complex sites. These too can be identified in neighbourhood plans or the Local Plan. They may also be identified in development briefs or master plans.
22. Other large landowners, public or private, may also instigate redevelopment of their land. A development brief involving consultation and input from the local community can often be the best means to formulate the most appropriate designs. Such a process can ensure a successful planning application that aligns with the community's needs and expectations.

How will targets be reviewed?

23. Brownfield targets will be reviewed each time the Local Plan is reviewed. They will be reviewed individually for each main settlement, using local evidence, such as the recent track record of housing completions. Other evidence may include more qualitative assessment of the form of recent development and future scope.
24. In the years preceding the turn of the century and into the first decade, several settlements saw large businesses close and their land redeveloped to include a significant amount of new homes. There were perhaps a finite number of such opportunities. The position going forward might be quite different and this aspect will be kept under review and findings inform what a target should be in the future.

25. Market demand will also vary over time and from place to place. This will influence the size of dwellings, their form and therefore the amount of new homes land might deliver. The number of past and future completions is just a part of the story.

How is the use of greenfield sites managed?

26. The proportion of land needing to be planned for on greenfield sites should decline as more brownfield land is built on, granted planning permission or allocated in plans. This is the central means by which the use of greenfield sites can be managed. It is a long-term approach that operates by future reviews of plans in the years to come.
27. Given the need to fund significant infrastructure and to have that investment repaid by the sale of new homes, rarely will it be possible to manage land release on a more detailed and short-term basis. Developers, service providers, land owners and the community itself, need certainty and a purpose of the development plan is to help provide it.
28. Where there are, however, proposals for very large-scale urban extensions to a settlement, it might be appropriate to include a contingency for land release to remain in step with forecast rates of growth. Growth that exceeds expectations may put undue pressure on infrastructure and services.
29. In such limited circumstances, very large-scale urban extensions may therefore be phased. Even then phasing would be decided around the co-ordination of the infrastructure necessary to serve new development.

Wiltshire Council Local Plan Emerging Spatial Strategy

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**For further information please visit the following website:
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