

January 2021



Salisbury

# Wiltshire Council LOCAL PLAN

## Looking to the future

• Planning for Salisbury



Wiltshire Council

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# Introduction

1. What will Salisbury be like in the future?
  - How much should the city grow?
  - What priorities should we tackle?
  - Where should development take place?
2. Answers to these fundamental questions affect how the city develops over the next 15 years.
3. The Council is thinking about these questions in planning Wiltshire's future. It's an important stage in the Council's review of the current Wiltshire Core Strategy and the development of the Local Plan.
4. The Wiltshire Core Strategy is the basis for determining most planning applications. It also identifies land for development that provides for new homes, jobs and infrastructure for our growing communities whilst balancing the need to protect the environment. The Local Plan will continue this role and therefore help shape the places the community of Wiltshire live and work.
5. The Council has come to some initial answers to these three questions. It is sharing them and wants your views.

## Scale of growth

### How much should the city grow?

6. The Council assesses what amount of new homes are needed between 2016 and 2036, the period of the Local Plan. It does the same for how much land will be needed for new jobs and business. Detail on these requirements may be found in the 'Emerging Spatial Strategy' paper.

### Additional homes

7. Assessments estimate levels of need for new homes within housing market areas, as these reflect where 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. There are four housing market areas in Wiltshire and each area includes many settlements. Salisbury is the main centre of the Salisbury Housing Market Area.
8. The Council has considered how best to accommodate needs for new homes, setting scales of growth by testing different distributions. The result of this work suggests the scale of growth should change from what is currently planned as shown.



The new strategy 2016-2036



The current strategy 2006-2026



9. The current strategy 2006-2026, the Wiltshire Core Strategy, identified a requirement for 6,060 homes; although this included growth at Wilton also. The new strategy relates to Salisbury only and proposes a requirement of 5,240 homes for the plan period 2016-2036.
10. From the total estimate of need over the plan period can be deducted homes already built and those already in the pipeline as shown in the diagram below<sup>1</sup>.
11. When the number of homes built and in the pipeline is deducted it leaves a further 940 homes to be accommodated up until 2036.

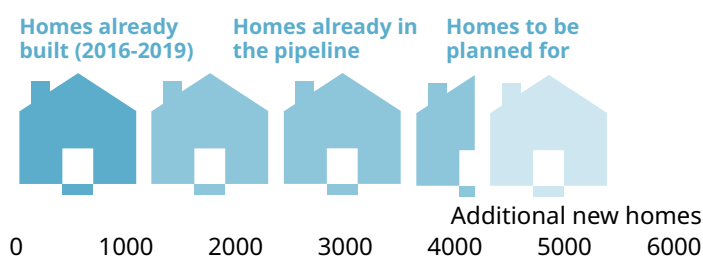
<sup>1</sup>At Salisbury 1,101 dwellings have been built 2016-19; at 1 April 2019, 3,198 homes are also in the planning pipeline (i.e. they have planning permission, resolution to grant permission or are allocations in the Wiltshire Housing Site Allocations Plan or Wiltshire Core Strategy).

Both the Local Plan and Neighbourhood Plan can allocate sites for development. Each community is encouraged to help determine where development takes place though the preparation of a neighbourhood plan. The Local Plan will only allocate land where necessary to ensure supply of deliverable land to meet strategic housing needs and for large or complex sites.

12. In Salisbury the Salisbury Neighbourhood Development Plan will also identify sites on which these new homes can be built. The Neighbourhood Plan will be able to propose development on sites, for example, that meet a specific need, for self-build housing or other uses, or that positively plan for brownfield sites.
13. Needs for development land should be met as far as possible on brownfield sites, in order to help minimise the loss of greenfield land. The Council suggests that a target of 410 homes should be built on brownfield sites in the ten years from 2021-2031<sup>2</sup>.
14. The Local Plan ensures that the proposed scale of growth will be accommodated; where necessary to ensure supply of deliverable land to meet strategic housing needs and to help deliver large or complex sites. It must be certain that there is an adequate supply of land to meet assessed need. It cannot rely on the brownfield target being met by unidentified windfall redevelopment, the scale or timing of which is uncertain.
15. Meeting a brownfield target will instead reduce the need for greenfield sites in future reviews of the Local Plan. Sites identified formally, with sufficient certainty, either in the development plan or by granting planning permission, reduce the need.
16. Planning positively for brownfield sites, however, can also work alongside allocations of greenfield land. This could be positively addressed through the emerging neighbourhood plan. Where there can be certainty about brownfield sites coming

forward, this will then reduce the amount of greenfield land sought in this review of the plan.

17. The City Council are leading the preparation of a neighbourhood plan. Work has involved a 'call for sites'. Positive planning for brownfield sites is an important part of the plan. Alongside the Council's own work promoting regeneration in the City, connected to the Salisbury Central Area Framework (see below) a proportion of housing needs will be met by the identification of brownfield sites as proposals in the development plan. This should reduce the amount of greenfield land at Salisbury sought in this review.
18. Alongside neighbourhood plans, development briefs for individual sites and master plans for larger areas, are a means for the community, with developers and landowners, to help bring forward brownfield opportunities and achieve appropriate designs.



## The Local Economy

19. The Council has assessed what additional land is needed for business in each of the economic zones of the County. These zones encompass many settlements. It has considered how best to accommodate needs for new business by testing different distributions<sup>2</sup>.
20. Some employment land at Salisbury (e.g. at Fugglestone Red) remains allocated within the Wiltshire Core Strategy and has not yet been implemented. On current evidence approximately 5 hectares of additional employment land are needed up until 2036

<sup>2</sup>Further detail can be found in the Emerging Spatial Strategy (2021) paper.

to accommodate the growth forecast at Salisbury.

21. The centre of Salisbury has an excellent range of retail and commercial leisure uses, and an ability to draw trade to the city centre from a wide catchment. The Salisbury Central Area Framework identifies opportunities for development. These are being considered for wide-ranging commercial uses, including

retail and employment. The Wiltshire Retail and Town Centres Study identifies a quantitative capacity for additional retail, food and beverage floorspace in the city centre. Improvements to retail provision should be pursued to achieve a balance between in and out-of-centre retail, but an overall focus should be on maintaining a strong city centre.

## Questions

SB1. What do you think to this scale of growth? Should there be a brownfield target? Should they be higher or lower?

## Place shaping priorities

### What priorities should we tackle?

22. The Local Plan will contain a set of place-shaping priorities for each main settlement. They play a central role in developing planning policies and proposals for development. They will be the basis for an overarching planning policy for Salisbury that will guide development and the direction of growth.

23. Some priorities apply equally everywhere, notably the need to address climate change and achieve carbon reduction. Place-shaping priorities are intended to be those distinct to a given place. They may include:

- Important local objectives or issues and how they can be addressed
- Opportunities that have been identified that can help support a local community's vision
- Infrastructure requirements for which there are local aspirations and capable of delivery or that are necessary to support likely future growth

24. They must relate to the development and use of land and so should revolve around specific outcomes and their benefits.

25. They are also a starting point for policies that can be in neighbourhood plans. The Council will continue to work with Salisbury City Council and surrounding Parish Councils to find the priorities best suited to delivering sustainable development and city centre improvements. At this stage of the plan making process these are the draft priorities that have been identified for Salisbury.

- i. Delivering opportunity sites, including The Maltings and the Railway Station, to ensure long-term city centre resilience
- ii. Realising Salisbury Central Area Framework measures to maximise the visitor economy and secure the place as a cultural destination
- iii. Conserving the landscape setting of Salisbury, notably in terms of the city skyline and views to / from the cathedral and Old Sarum
- iv. Maintaining separation and distinctiveness between Salisbury and Wilton, and between Salisbury and adjacent settlements, notably Ford, Laverstock, Britford, Netherhampton and Quidhampton

- v. Expanding affordable housing provision, notably for education and healthcare personnel
- vi. Identifying suitable locations in the area to facilitate around 5ha of business growth that responds to needs
- vii. Improving Churchfields such that it integrates better within the city, particularly for non-vehicular access, and presents a more accessible and attractive location to a greater diversity of businesses
- viii. Facilitating the regeneration of the District Hospital site to underpin its key role in the community and as a University-level skills provider for Salisbury
- ix. Providing infrastructure to improve air quality, flood resilience and connectivity

## Questions

SB2. Are these the right priorities? What priorities may be missing? How might these place shaping priorities be achieved?

# Potential Development Sites

## Where should development take place?

26. Land around Salisbury is being promoted for development by landowners or prospective developers. From a larger amount of land, the Council has focused assessment on a smaller pool of potential development sites and has selected preferred development sites. A map illustrating this pool of potential development sites and the preferred sites is provided below. Exactly how these sites have been chosen is explained in a separate 'Site Selection Report', published alongside this document.
27. The Local Plan ensures the proposed scale of growth will be accommodated. The amount to be planned for takes account of development that is already certain, and in the pipeline, including as many brownfield sites as can be relied on, such as those with planning permission. The re-use of previously developed land within the existing urban area will continue to be supported, as this reduces the need to lose more countryside and generally such opportunities can be better located and can relieve pressures for new infrastructure; as well as helping regenerate urban areas. However, the scale of growth for Salisbury exceeds this, meaning that greenfield sites need to be identified.
28. The focus here is on the difficult central decisions of where and how the built-up area needs to extend - greenfield sites. Each potential development site has its own individual characteristics. Rarely is one site very clearly the best choice. There are a range of different constraints and opportunities associated with each. Some are common to several or even all potential development sites.
29. The process showed that there appear to be serious constraints to the further outward expansion of the City. Compared to the amount of land that needs to be planned for, the pool of potential development sites is limited. Preferred development locations at Salisbury are currently based on three new sites which are shaped by the landscape and access to public transport. They consist of Sites 1, 6 and 7, as these are the ones that have emerged from the site selection process.

30. Together these sites can provide around two thirds of the homes (approximately 610 dwellings) that need to be planned for at Salisbury to follow the emerging spatial strategy for the County (940 dwellings). A neighbourhood plan is being prepared for the City which has involved a call for sites to landowners and prospective developers. A Central Area Framework<sup>4</sup> has also looked comprehensively at opportunities for regeneration and the re-use of previously developed land for housing. Together, these sources of land supply, are intended to provide for around an additional 300 homes.
31. There may be a need to provide further land on greenfield sites, over and above those proposed here, because additional contingency is needed.
32. The site selection process stopped short of identifying a larger proportion of greenfield sites. Other options were not considered to be suitable but, given the size of Salisbury and its potential for redevelopment, there is reasonable prospect of brownfield sites coming forward over the plan period.
33. A further alternative is to review the distribution of growth within the Salisbury housing market area. Responses to this consultation are an important part of setting a direction

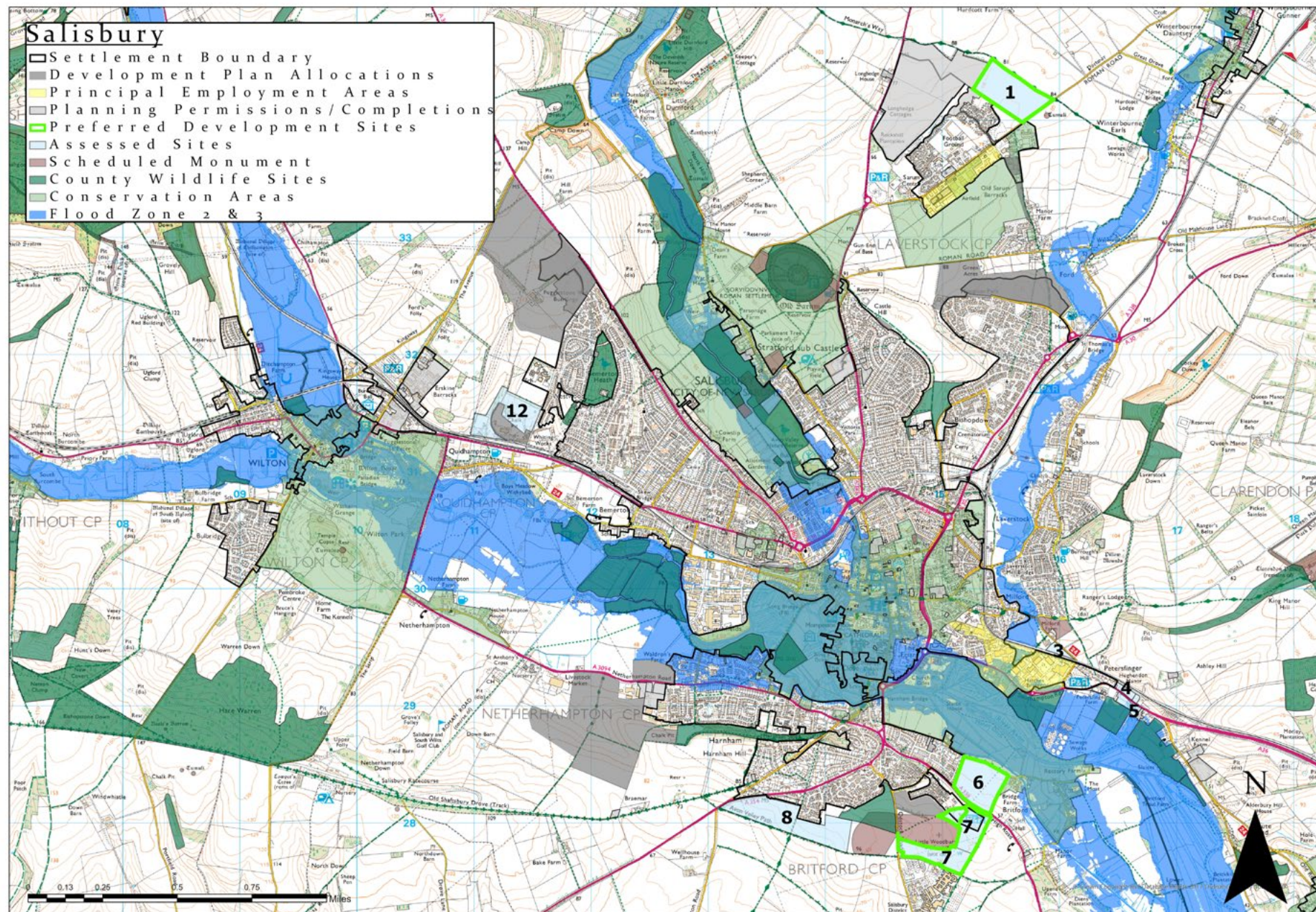
## Questions

SB3. Do you agree these sites are the most appropriate upon which to build? If not, why not?

SB4. What are the most important aspects to consider if these sites are going to be built on?

<sup>4</sup>The Salisbury Central Area Framework [www.wiltshire.gov.uk/salisbury-future](http://www.wiltshire.gov.uk/salisbury-future) features sites possessing this scale of potential. It will, however, be essential - working alongside the preparation of the neighbourhood plan - to ensure certainty of housing delivery by individual plan allocations.

Figure 1 Stage 3 Sustainability Appraisal map with Preferred development sites highlighted



# Concept plans

34. Plan-making provides opportunities to moderate additional carbon emissions. It can help contribute areas of land that help the city enhance biodiversity and protect habitat; adapt to more frequent extreme weather events; and provide a critical mass that will enable such opportunities for local domestic heating initiatives.
35. Whilst looking to the future, development must fit with Salisbury as it is now. Concept Plans for each site show a way the land identified can be developed. They show the undeveloped land, areas suggested for development and possible locations for uses within them.
36. They show what land would be left undeveloped to help maintain the setting of the city, important views, access to the countryside and the setting and separate identity to villages in the wider area. They identify areas where there will be planting to provide an attractive and interesting urban edge.
37. They also show possible locations for infrastructure and facilities necessary to support a growing community. The Concept Plans show for instance suggested locations for additional schools.
38. The proposals offer opportunities for a properly integrated and comprehensive network for pedestrians and cycles, seeking to reduce the need to travel by car. It will also provide for a mix of dwelling styles and forms, including from self-build and provision by small to medium sized building firms, all of whom will be required to produce buildings to the highest sustainable construction methods.
39. The Concept Plans illustrate one way each of the sites could be developed. There are different ways. This consultation invites everyone to offer their ideas and make their views on the most appropriate locations for growth and the form it should take.
40. Against each Concept Plan, we highlight aspects and invite views on how the approach can be improved. The draft design

principles incorporated at this stage are captured below:

## Design principles

- Proposed new quarters shaped mostly by the existing landscape and heritage requirements, such as view to / from Salisbury Cathedral
- Housing densities typically at 30-35 dwellings per hectare
- Networks of cycleways and rights of ways within new areas
- Quarters that blend with surrounding green and blue infrastructure corridors
- Proposed new quarters characterised by central greens and vistas of celebrated heritage features to reinforce sense of place
- Heritage Assets are marked as opportunity areas for suitable future uses, their settings addressed with a balance of set-back and wooded screen planting
- Quarters feature communal greenspace and walking / cycling networks, and are located within 400m of equipped play areas

41. A box for each site lists the main uses proposed for each site. A set of concept plans illustrate how each area could be developed. A framework plan provides an overview. Three other plans look at specific aspects: green and blue infrastructure, movement and urban design principles. Together, the plans illustrate one way the area could be developed. Comments are invited on all aspects of the proposals, but there are a set of questions to prompt consideration and some specific questions around elements of a proposal.
42. Sites 6 and 7 appear on the same concept plan (below) and for guidance are labelled on the first plan. The sites have been considered together so as to encourage integrated and comprehensive planning and design across these two adjacent parcels.

43. Whilst Sites 1 and 6 appear comparatively unconstrained in development terms, Site 7 is more complex. Development would need to integrate several key constraints successfully:

- Preserving the significance of the Woodbury Ancient Villages scheduled monument
- Ensuring vehicular access to both the new development and Britford Park & Ride whilst not impairing the effective operation of the latter
- Integrating a quarry and relocating an existing viable business activity that operates within it

### **Site 1: North-East of Old Sarum (page 11-14)**

Land North East of Old Sarum is proposed for development to include the following:

Approximately 275 new homes to include self-build, custom-build and specialist housing

Open space provision to include two public squares

Walking and cycling links to the city and Park & Ride facilities, and to the wider countryside

Land for woodland and tree / hedgerow planting to facilitate countryside transition and setting of Ende Burgh scheduled monument and heritage assets at nearby Old Sarum Airfield

Land for community orchard and allotments

### **Site 6 North of Downton Road (page 15-18)**

Land North of Downton Road, Salisbury is proposed for development to include the following:

Approximately 220 new homes to include specialist provision

Feature of new quarter is Cathedral Vista, a circa 40m wide sightline through the designed scheme to Salisbury's most celebrated landmark

Building / parking featuring approx. 2,000 sqm / 80 place Early Years' setting and potentially other community uses (possible GP provision). Nursery and community facilities are valid for both Sites 6 and 7

Walking and cycling links to the nearby Park & Ride, Salisbury District Hospital and the city centre

Wider countryside access

Open space including play provision,

New woodland, tree/hedgerow planting

### **Site 7 South of Downton Road (page 15-18)**

Land South of Downton Road, Salisbury is proposed for development to include the following:

Approximately 115 new homes to include self-build, custom-build and specialist provision

Feature of new quarter is open space including play provision, potentially in the form of a Country Park, enabling panoramic views across the city centre, cathedral and surrounding downland, as well as facilitating the significance and setting of Ancient Woodbury Villages scheduled monument

New quarter integrates an existing quarry and associated woodland

New woodland and tree / hedgerow planting

Walking and cycling links to Britford Park & Ride, Salisbury District Hospital and the city centre

Wider countryside access

Figure 2 Concept map Site 1 showing boundary outline and proposed layout and land uses, within which to accommodate development



Figure 3 Concept map for Site 1 showing green and blue infrastructure

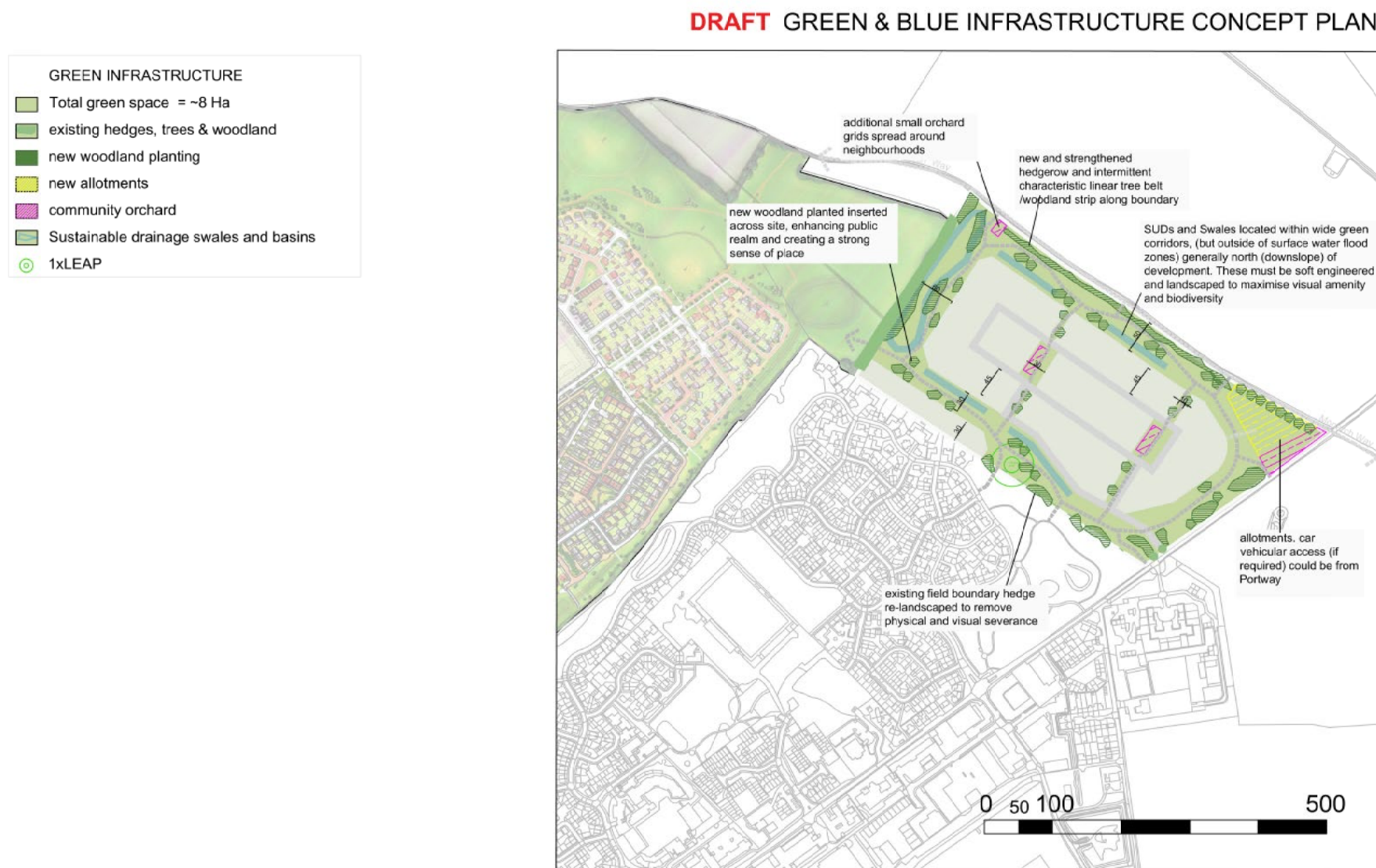
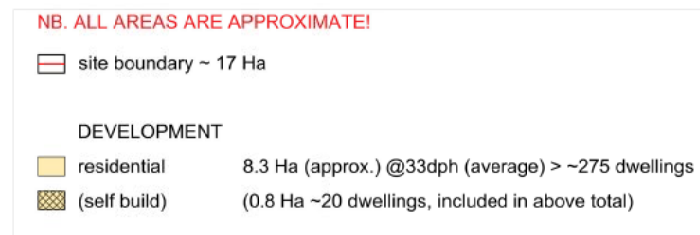


Figure 4 Concept map showing key movement routes within and connected to Site 1



**DRAFT** Land Use Plan



Figure 5 Concept map for Site 1 showing urban design principles

**DRAFT** URBAN DESIGN PRINCIPLES PLAN

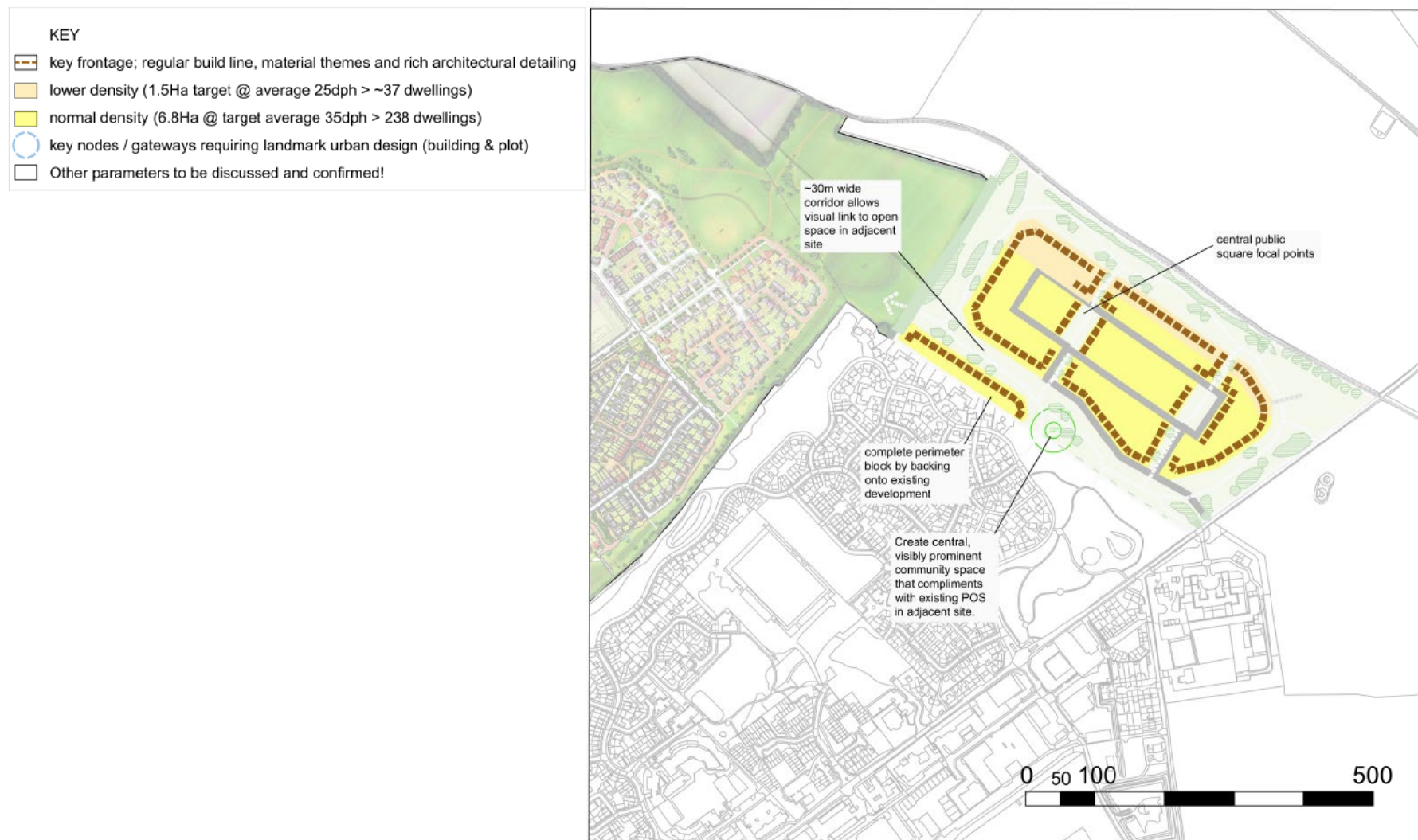


Figure 6 Concept map for Sites 6 and 7 showing boundary outlines and proposed layout and land uses, within which to accommodate development

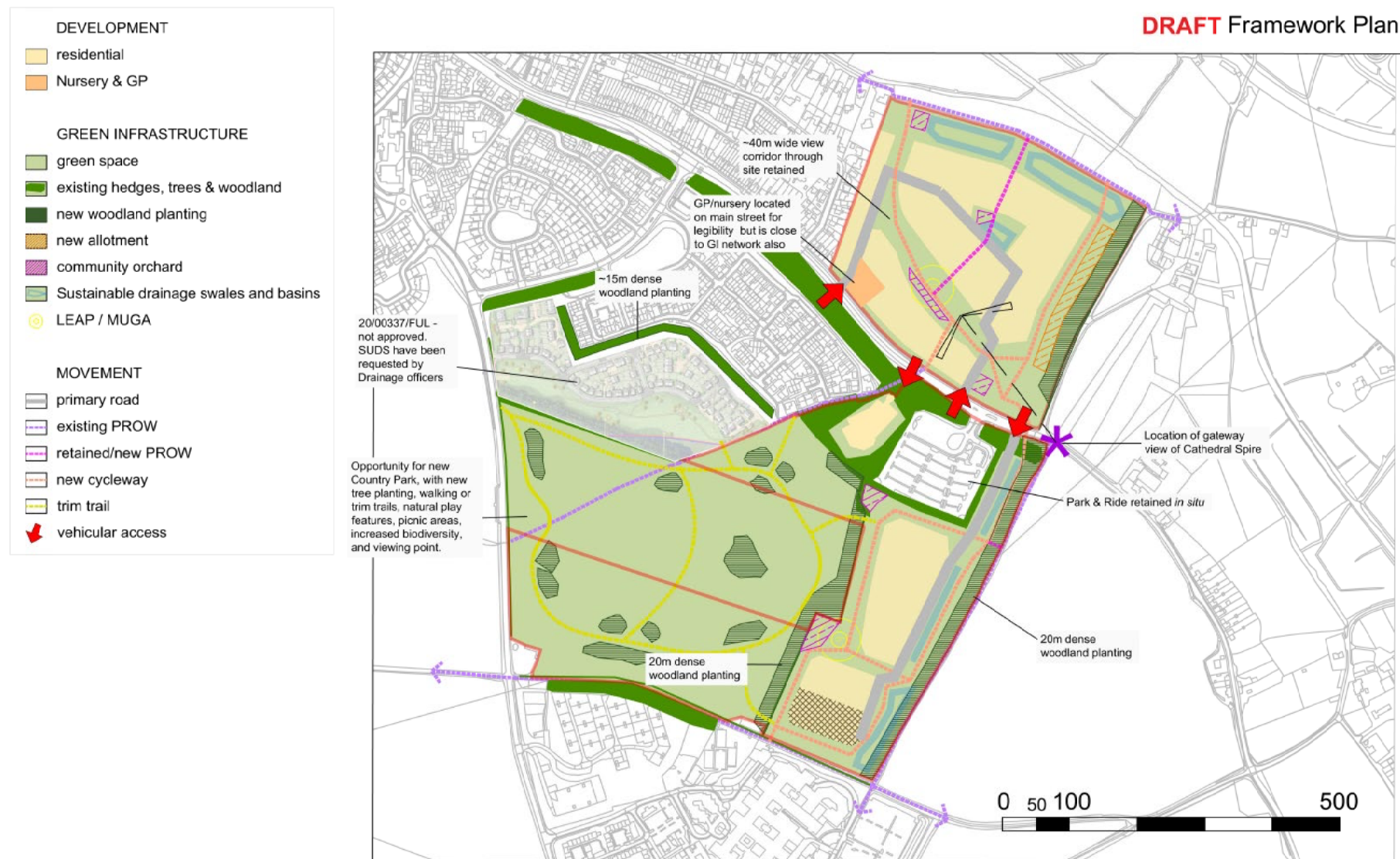


Figure 6 Concept map for Sites 6 and 7 showing boundary outlines and proposed layout and land uses, within which to accommodate development

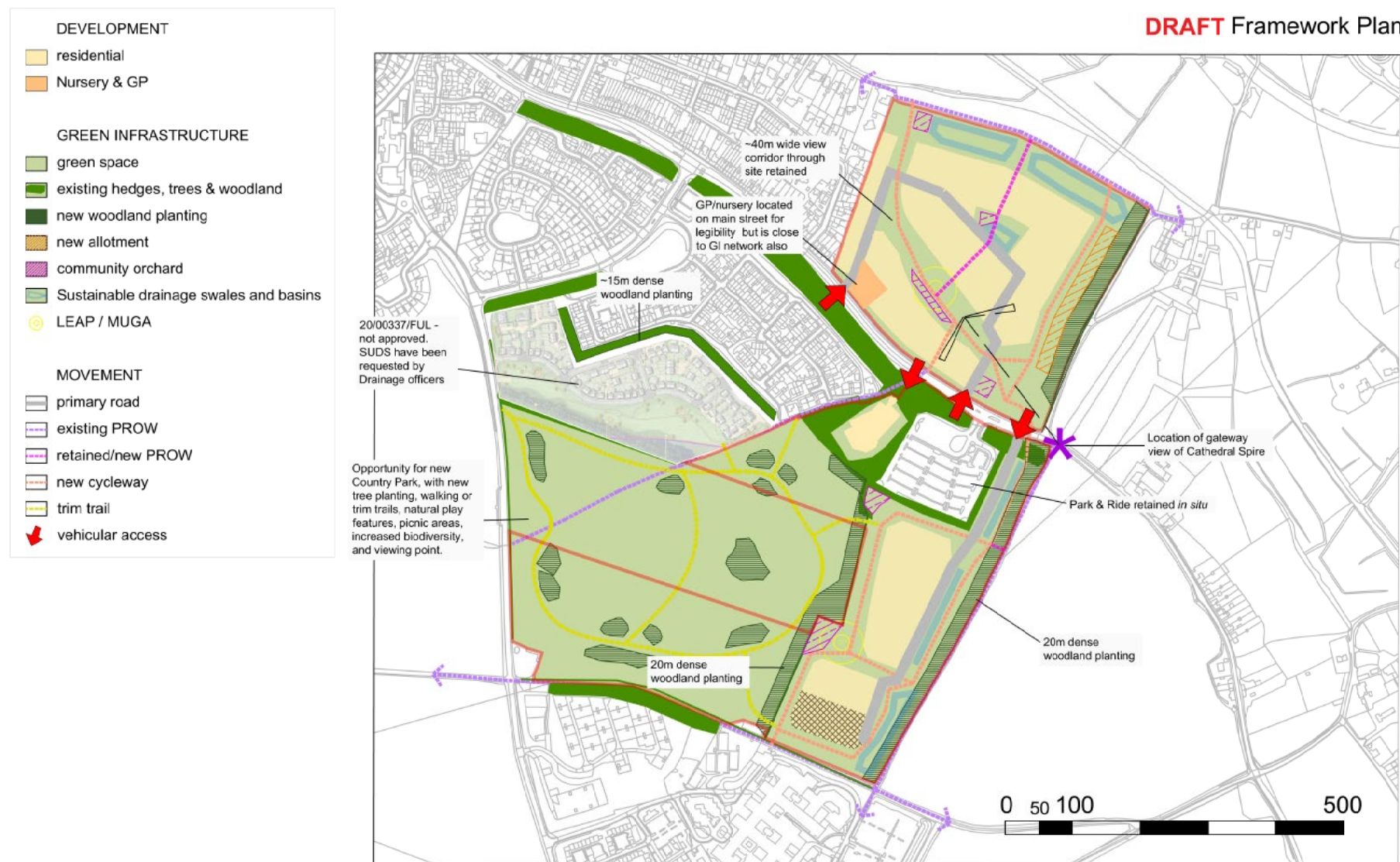


Figure 7 Concept map for Sites 6 and 7 showing green and blue infrastructure

**DRAFT GREEN & BLUE INFRASTRUCTURE CONCEPT PLAN**



Figure 8 Concept map showing key movement routes within and connected to Sites 6 and 7

**DRAFT** Movement Plan

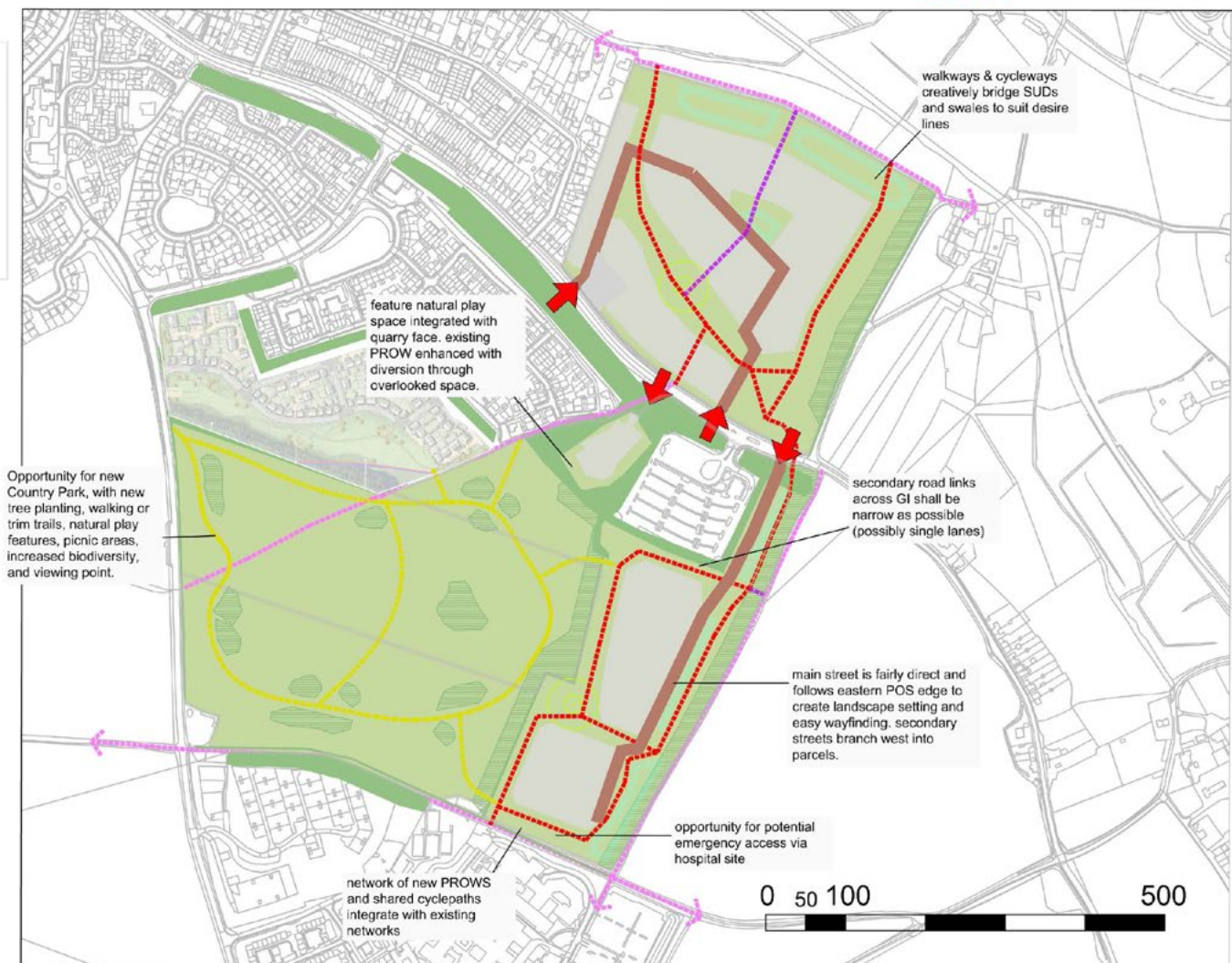
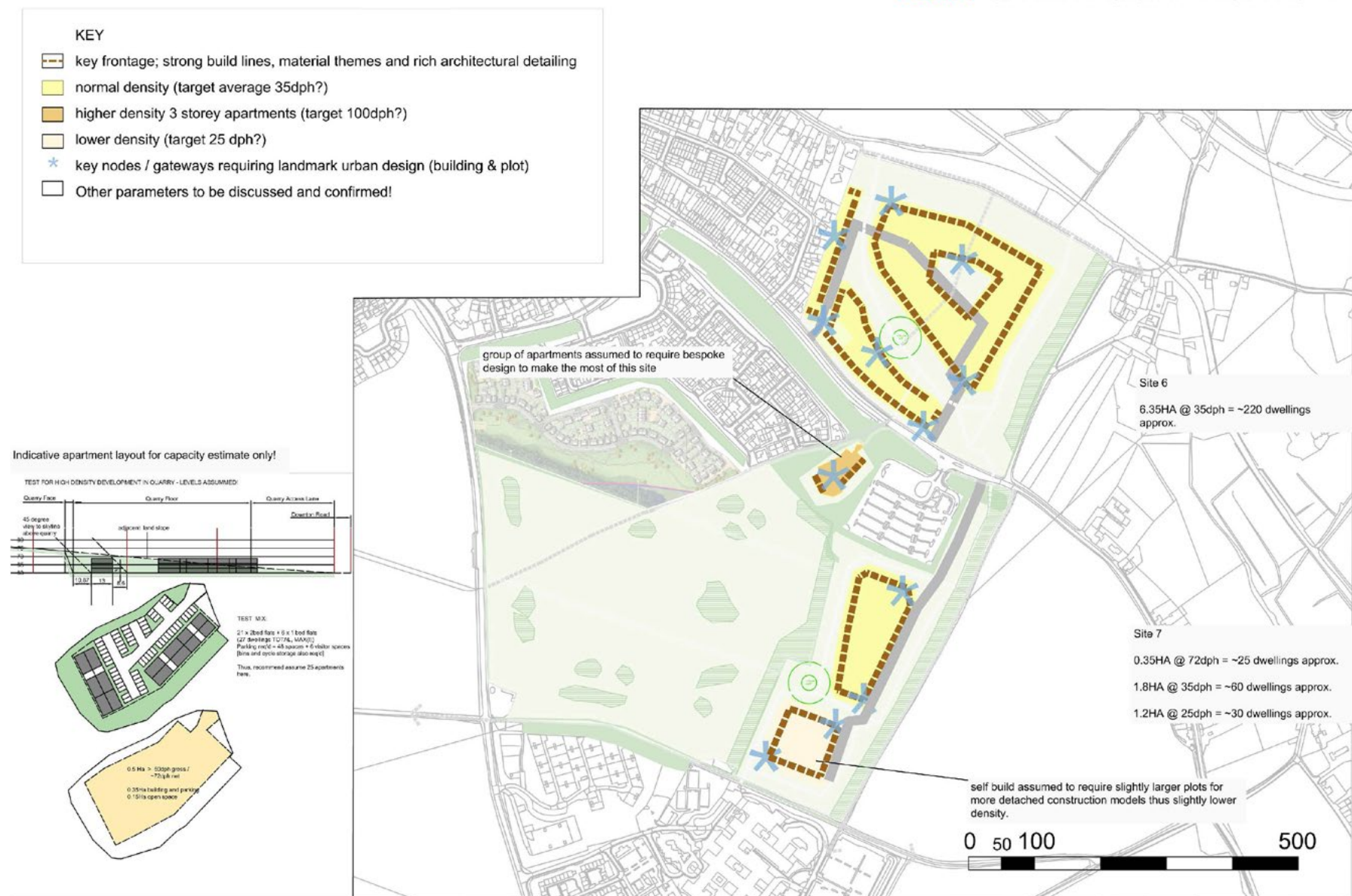


Figure 9 Concept map for sites 6 and 7 showing urban design principles

**DRAFT** URBAN DESIGN PRINCIPLES PLAN



## Questions

SB5. How can these concept plans be improved?

SB6. Do you agree with the range of uses proposed? Which other uses should be considered?

SB7. Do you agree with the location of the proposed uses? What should be located where - and why?

SB8. Do you agree with the proposed locations for self-build and custom-build housing? Would you prefer alternative locations? If so, please explain

## Settlement profile

44. When planning for growth it is important to consider the characteristics of the city in terms of services and infrastructure (green infrastructure, health, education, transport and utilities), as well as housing need and the local economy. Such factors can help us consider how we plan for change. The following profiles therefore summarise measures in place or being put in place to address known infrastructure issues and their timing, what additional provision would be needed to support growth and what other opportunities there may be. These have been used to shape the concept plans.

## Questions

SB9. Are there any other issues or infrastructure requirements that should be identified?

Topic	Comment
Education	<p>There is a good range of existing early years provision in the City and either new provision, where required, or contributions towards expanding early years settings to support new homes would be needed.</p> <p>There is some surplus capacity in local primary schools and the proposed school at Netherhampton Road is an opportunity for additional provision. Land at Longhedge has been secured for a primary school. A further opportunity is a potential expansion of St Peter's Primary School (Fugglestone Red) to 2-form entry.</p> <p>There is an opportunity to expand Sarum Academy. There may be an opportunity to expand the Laverstock campus, but this would require a feasibility study.</p>
Energy	<p>According to Scottish and Southern Electricity Network's (SSEN's) - Generation Availability Map, the substation and supply points around Salisbury are currently relatively unconstrained. However, any new development proposals (including renewable energy generation) at the City would add pressure to the existing grid system and hence there may be a need for investment to be able to connect to the grid.</p>

Topic	Comment
Green and blue infrastructure	<p>A multi-functional 'Local Green Blue Infrastructure (GBI) Network' has been identified and is shown on the map in Figure 9 below. The Map indicates areas where improvements will need to be sought – i.e. in the form of functional and sufficiently scaled corridors within which the aim would be to consolidate and incorporate new green and blue spaces into the existing GBI networks.</p> <p>The map in Figure 10 below identifies biodiversity and heritage assets which are also GBI assets. These features are important waypoints within the existing landscape and should be considered as being integral to how new development areas are sensitively planned</p>
Sport and Leisure Facilities	<p>At Salisbury there is a need for the following, as identified by the Wiltshire Playing Pitch Strategy:</p> <ul style="list-style-type: none"> <li>• Sports pitches: There is currently no need for further grass pitches but an upgrade of the existing pitches is necessary as well as the addition of 2 full-size 3GATP's (3rd generation artificial turf pitch), one being at Sarum Academy.</li> <li>• Improvements / upgrades to the Multi-Use Games Area (MUGA) at Bemerton Heath and The Friary will be needed.</li> </ul> <p><b>Leisure Facilities</b></p> <ul style="list-style-type: none"> <li>• Five Rivers Health and Wellbeing Centre has had investment through the Community Campus and Hub programme and therefore no further expansion is required.</li> <li>• However, improvements to the wet side offer to including additional flumes would make the centre more of a destination and increase usage.</li> </ul>
Health	<p>There are 3 GP surgeries, one of which has multiple branch surgeries across the City. There is a major shortfall in surgery space, particularly as one branch surgery left the city in 2020.</p>
Housing needs	<p>In the years 2016-2036 the older population is expected to increase by 23% in the 60-74 age group and 81% in the 75+ age group.</p> <p>At the same time the 0-14 age group is expected to decrease by 3% and the 15-29 age group to increase by 2%.</p> <p>Finally, the 30-44 age group is expected to decrease by 2% and the 45-59 age group to decrease by 10%.</p> <p>Local household income: average annual gross income is £40,700, and the net income after housing costs is £27,000</p> <p>Affordability ratio (based on 2 bed property): Median price £204,200 (annual gross income £40,700) makes an affordability ratio of 4.76</p>

The local economy	<ul style="list-style-type: none"> <li>• City has a significant presence of financial and business services, e.g. James Hay's UK Headquarters with around 500 staff</li> <li>• Large investments include Nicholas &amp; Harris' expansion at Churchfields</li> <li>• The Salisbury Central Area Framework (CAF) signposts a number of programmes, including the Future High Street Fund, and brownfield opportunities, some of which identified for mixed-use and commercial development</li> <li>• The lack of capacity for city centre activities to expand is having a knock-on impact on business operations, and there is a limited supply of affordable sites</li> <li>• Likely to be accentuated through the loss of central office premises to residential use</li> <li>• Potential of Churchfields to be consolidated, as a more diversified employment location having central linkages</li> <li>• Shop vacancy rates in the city centre are below the national average</li> <li>• Forecasts suggest a modest capacity for convenience retail floorspace up to 2036; a short-term focus (up to 2026) should be towards improving convenience food provision the city centre</li> <li>• Limited capacity for additional comparison floorspace up to 2036; focus should be towards maintaining a good range of provision.</li> </ul>
Transport	<p><b>Key Features</b></p> <ul style="list-style-type: none"> <li>• A36 ring road diverts traffic from the city centre.</li> <li>• Only 42% of people in the Salisbury Community Area (CA) drive to work (49% in Wiltshire as a whole) along with relatively high bus usage in the CA (4.7%) compared with the Wiltshire average (1.9%).</li> <li>• The City is well served by interurban bus routes with regular services to Amesbury and west Wiltshire and a good, high frequency bus network connecting suburbs to the city centre. Five Park &amp; Ride sites with frequent services (late running on four out of five sites).</li> <li>• Salisbury rail station offers a wide variety of direct services, including to London.</li> </ul> <p><b>Current constraints/local concerns</b></p> <ul style="list-style-type: none"> <li>• AM and PM peak hour delays on key junctions on all arterial routes including the A36 Wilton Road, A36 Southampton Road, A345 Castle Road, A345 New Bridge Road and A30 London Road.</li> <li>• Air Quality Management Areas (AQMAs) in city centre, London Road and on Wilton Road.</li> <li>• Peak hour delays and lack of bus priority measures impacting on the operation and desirability of bus services.</li> <li>• Salisbury rail station has oversubscribed parking and limited access by bus, walking and cycling modes.</li> <li>• The A36 ring road and rivers are key barriers to pedestrian and cycle movement.</li> <li>• Future development growth may increase pressure on all arterial routes, including the A36 causing likely further 'rat-running' through residential and rural roads.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Improvements to key junctions (Harnham, Exeter Street and A36 roundabouts) would help relieve local congestion.</li> <li>• Possibility of major road funding and A36 junction upgrades.</li> <li>• A reopened Wilton Station would be within walking distance of local centres in Fugglestone, Wilton and Wilton Hill.</li> </ul>

Figure 7 Map showing Salisbury Green and Blue Infrastructure Network and improvement corridors (numbered).  
(These are draft plans from the emerging Green and Blue Infrastructure Strategy and may change)

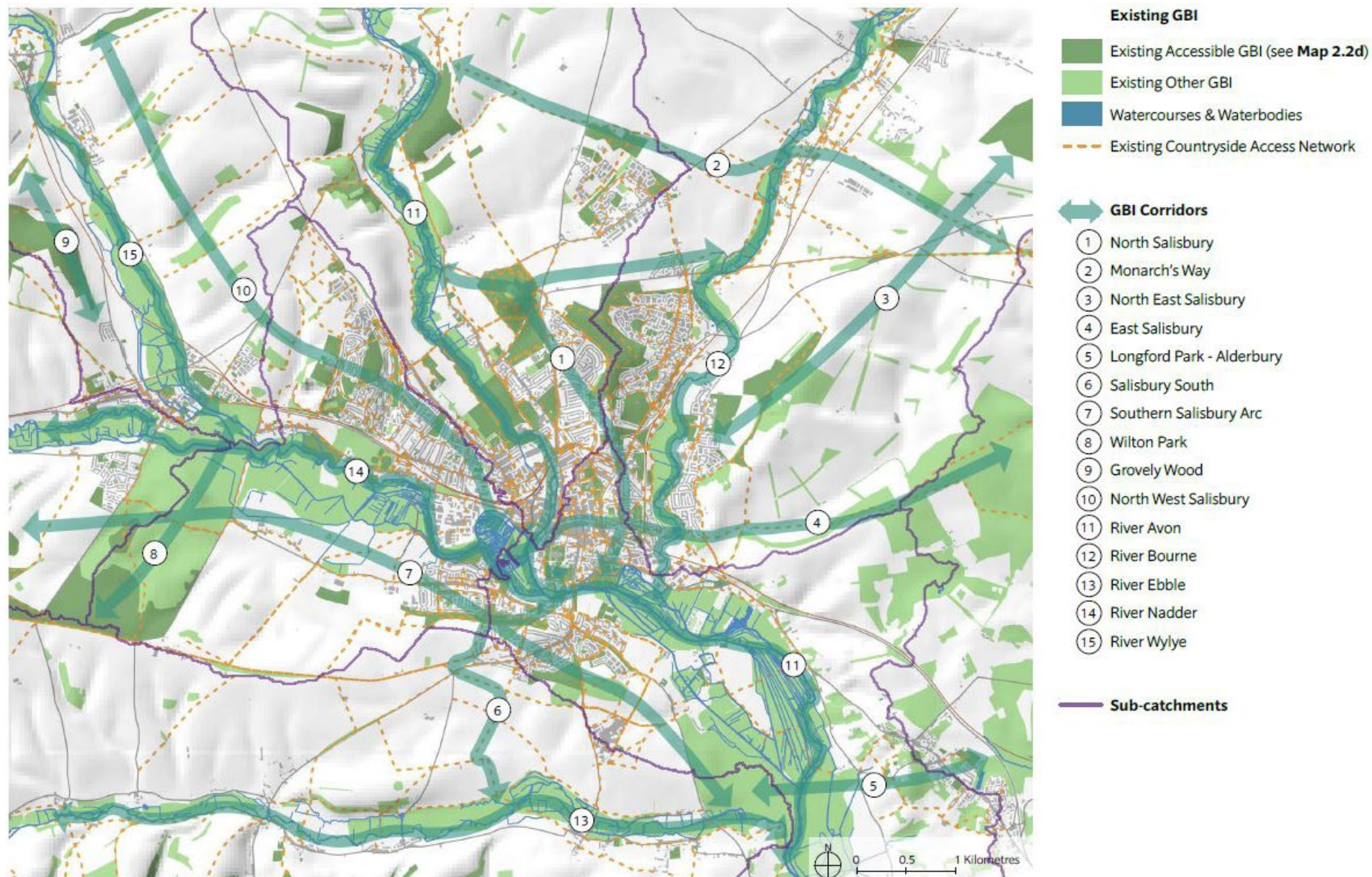
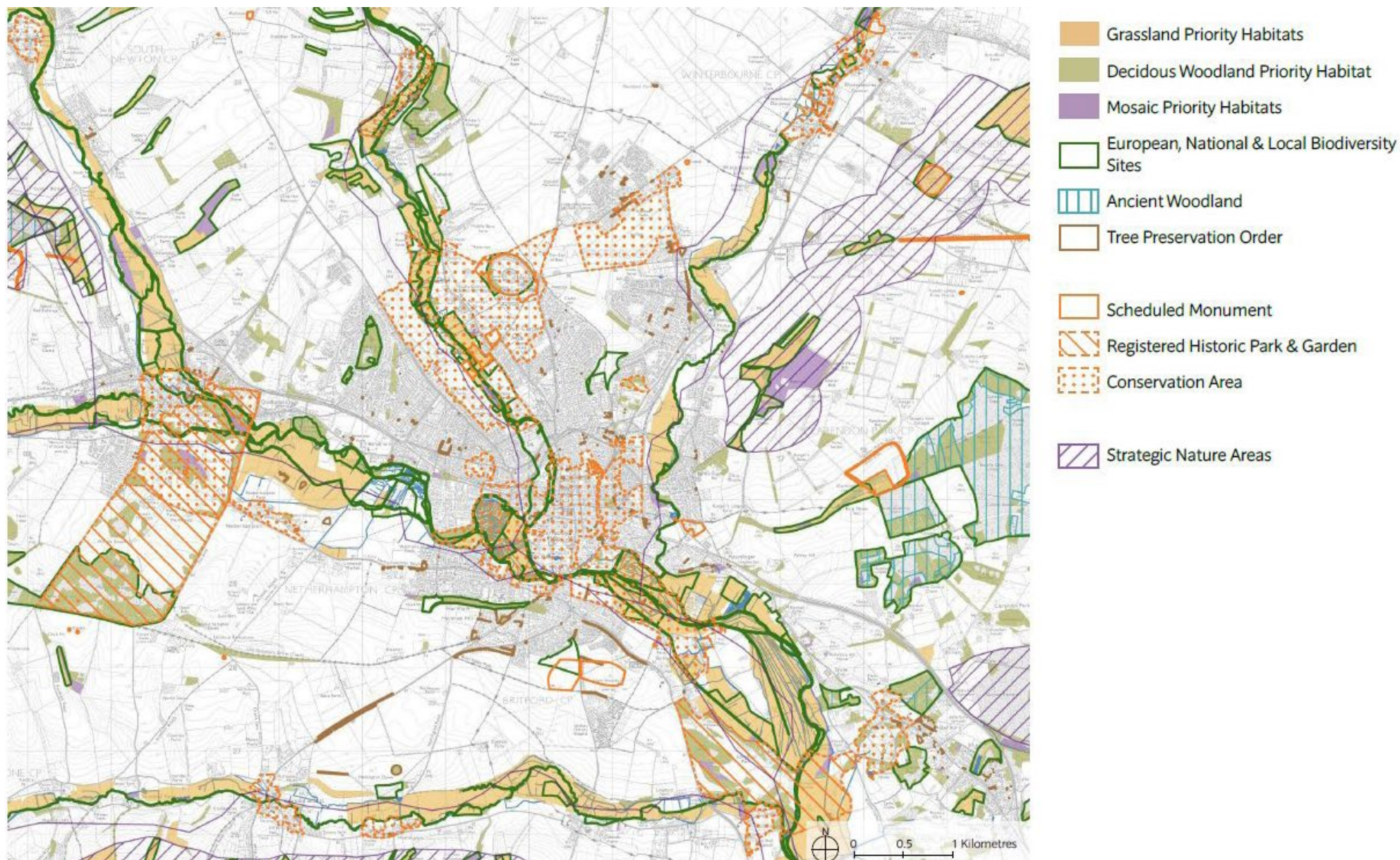


Figure 8 Map showing Salisbury Green and Blue Infrastructure Assets in relation to Biodiversity and Heritage  
(These are draft plans from the emerging Green and Blue Infrastructure Strategy and may change)



# Wiltshire Council Local Plan Planning for Salisbury

**This document was published by the Spatial Planning Team,  
Economic Development and Planning, Wiltshire Council**  
**For further information please visit the following website:**  
**[www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)**