

Salisbury Neighbourhood Development Plan

Methodology for Site Assessment and Allocation

1 June to 19 July 2020

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Introduction

2. The Salisbury Neighbourhood Development Plan (SNDP) Steering Group (SG) has determined that it will be necessary to allocate sites for housing and employment in the SNDP. The National Planning Policy Framework (NPPF) states that neighbourhood planning groups should consider the opportunities for allocating small and medium-sized sites suitable for housing in their area.
3. The 12 September 2019 meeting of the SG agreed a draft Vision for Salisbury which included:

A range of affordable social and market housing will have been created in accessible locations to meet the diverse needs of the entire community.
4. The SNDP will contain a policy on housing mix which will be based on a housing needs assessment. It is intended that the needs assessment will be prepared by AECOM and draw evidence from an online community survey (May 2020). Additional evidence on housing need, mix and type was originally intended to be gathered using focus groups and interviews. However, disruptions arising from Covid19 have raised questions about the intended methods, and an electronic survey approach is being used instead.
5. The SNDP SG is aware that there are many opportunities to release brownfield land within the City. It has been decided that land allocations in the SNDP would be the best means of matching the needs for specific types of housing deriving from the AECOM and survey evidence with the desirability of regenerating brownfield sites.
6. The SNDP SG requested Wiltshire Council as the Local Planning Authority (LPA) to supply a figure for the housing requirement to 2036.¹ Planning policies, including those in NDPs, should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability.² However, in May 2020, this information was still being finalised and the actual quantum of housing required is unknown.

Land Availability in Salisbury

7. At the time that the call for sites will go live, Wiltshire Council is not in a position to provide a definitive housing need figure for Salisbury City. **This call for sites therefore assumes that where a site is suitable, available and achievable to provide new housing (including affordable housing) or employment in Salisbury, it should proceed to allocation.**
8. New housing and employment growth can be delivered by any of the following means:
 - a. Allocation of land by the Local Planning Authority
 - b. “Windfall” development which is defined in the NPPF as “sites not specifically identified in the development plan”. It is expected that most windfall sites will occur on previously developed land or brownfield land. This includes conversions of other land uses into

¹ NDPs can require that the LPA supplies a housing need figure, as set out in paragraph 66, NPPF (2019).

² Para 67, NPPF (2019)

housing sites, building on existing brownfield land, building in back gardens, sub-division of larger homes into smaller homes, etc.

9. Allocation of new sites in the SNDP for housing and employment.

Sites allocated by Wiltshire Council

10. WC LPA adopted its Wiltshire Housing Site Allocations Plan in February 2020. This allocated strategic development sites in Salisbury at³:

Site allocations policy reference	Site Name	Approximate number of dwellings
H3.1 *	Netherhampton Road, Salisbury	640
H3.2	Hilltop Way	10
H3.3 *	North of Netherhampton Road	100
H3.4	Land at Rowbarrow	100
H3.5 *	The Yard, Hampton Park	14

11. Some of these sites (*) are outside the City boundary though a future boundary review may change this.
12. In addition, the site allocations plan is to the period of 2026 and the NDP will probably be to the period to 2036 in line with the emerging Local Plan Review.
13. The housing allocation was based on work set out in the Community Area Topic Paper – Salisbury (July 2018 submission version). This document, in parallel with Topic Paper 2: Site Selection Process Methodology (June 2017) sets out the LPA’s preferred method for site allocation. The SNDP approach will be based on that used by the LPA in these documents.

Windfall sites

14. Wiltshire Council has indicated that it cannot supply Salisbury-specific data on windfall sites and that this data will only be collated for the wider Southern Housing Market Area (HMA). As a guide, in the past around 35% of all homes at Wiltshire’s major settlements have been provided on previously-developed land⁴. **Until Wiltshire Council can provide a specific figure for Salisbury’s housing requirement, it will be assumed that windfall will continue to meet some of the City’s housing and economic development needs.**

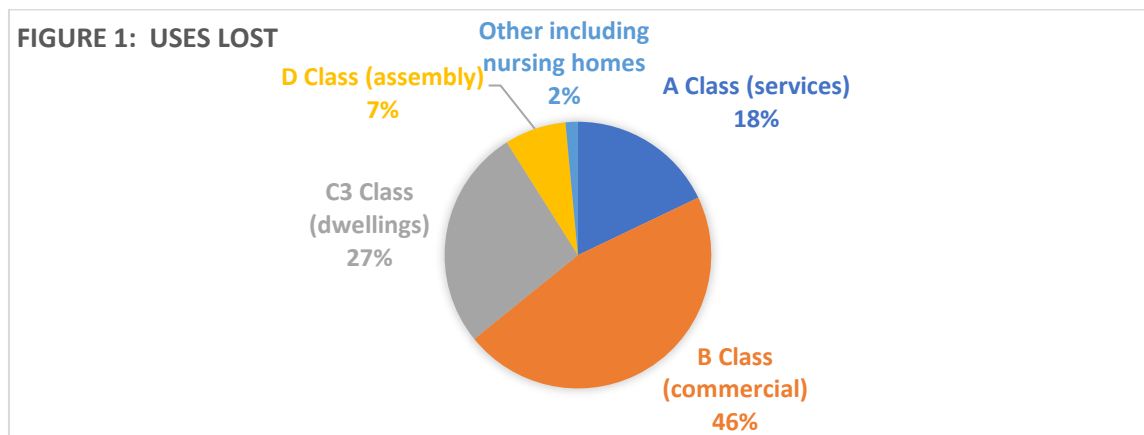
Change of use

15. WC supplied change of use data for Salisbury City for the period 1 April 2014 to 31 March 2019. In this period, 136 new housing units were created from 67 planning applications.

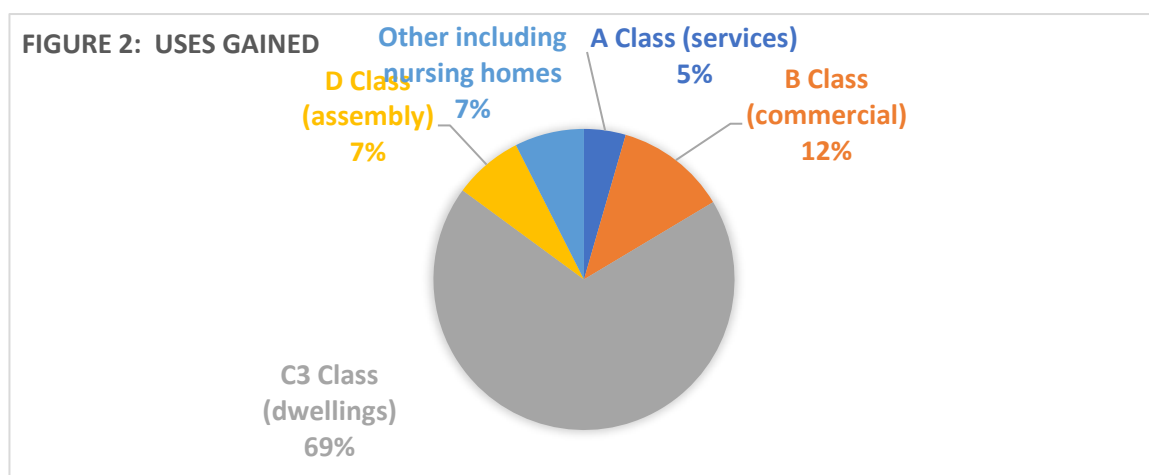
³ Wiltshire Housing Site Allocations Plan, Adopted February 2020, Table 5.3.

⁴ For Salisbury this figure would currently equate to 170 units; neighbourhood plan areas may aspire to higher brownfield delivery levels

16. Figure 1 shows the number of units by type where a change of use was sought by type of former use. Note that out of 17 applications involving a change of use from a C Class use (some form of living accommodation), only two went to another use Class (A1 and B1). This shows what was lost (number of planning applications):



17. Figure 2 shows the proposed uses by number of applications. This shows what has been gained:



18. These data show that existing buildings in the SNDP area can and will be converted to housing and that most of this will occur where uses are currently either services or offices.

Brownfield Register

19. The Wiltshire Brownfield Land Register identifies the following sites in Salisbury, shown in the table below. The sites have been checked on the Wiltshire Planning Explorer in March 2020. Those sites that have received planning permission are assumed to be unavailable and have been struck through, leaving 4 sites for further consideration.

- ~~Grove House Surgery, 18 Wilton Road, Salisbury~~
- ~~Milford House 43-55 Milford Street, Salisbury~~
- ~~1 Fish Row, Salisbury~~
- ~~Skylark Motor Services Ltd, The Ridge, Woodfalls, Salisbury~~

Hillcote 22 Manor Road, Salisbury
Finch House, Old Manor Hosp,
Wilton Road, Salisbury
Adj. Old Manor Hosp, Wilton Road, Salisbury
2-8 Catherine Street, Salisbury
First and Second Floors, 38 High Street, Salisbury
Odstock Hospital, Salisbury (outside Salisbury)
RAF Baverstock, Salisbury (outside Salisbury)
Churchfields & Engine Sheds, Salisbury

20. The opportunities for new housing development on land on the Brownfield Register are limited and cannot provide housing or economic development growth. In addition, the SG is aware that the list is not complete and that it excludes significant opportunities.
- 21. It will be assumed that this brownfield register is out of date and it will not be considered further. The call for sites should refresh evidence on brownfield land availability.**

Conclusion on land availability

- 22. Additional development land may be required, and this can only be achieved through a fresh call for sites which can also allow sites that were rejected in the Wiltshire site allocation process to be reconsidered using local criteria.**

Methodology for selecting new development sites

23. The National Planning Policy Framework (NPPF) Appendix 2 indicates that to be considered “deliverable”, sites 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. Sites that are not major development, and sites with detailed planning permission, should be considered deliverable unless permission expires, unless there is clear evidence that homes will not be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.
24. The Site Assessment for Neighbourhood Plans Toolkit⁵ which clarifies the position for neighbourhood plans, states accordingly that the allocated sites must be: *suitable, available, and achievable*.
- a. A site is **suitable** if there are no insurmountable physical or environmental factors which would restrict development, or it has received planning permission.

⁵“Site Assessment for Neighbourhood Plans: A toolkit for neighbourhood planners”, Locality, 2015, pages 11-14.

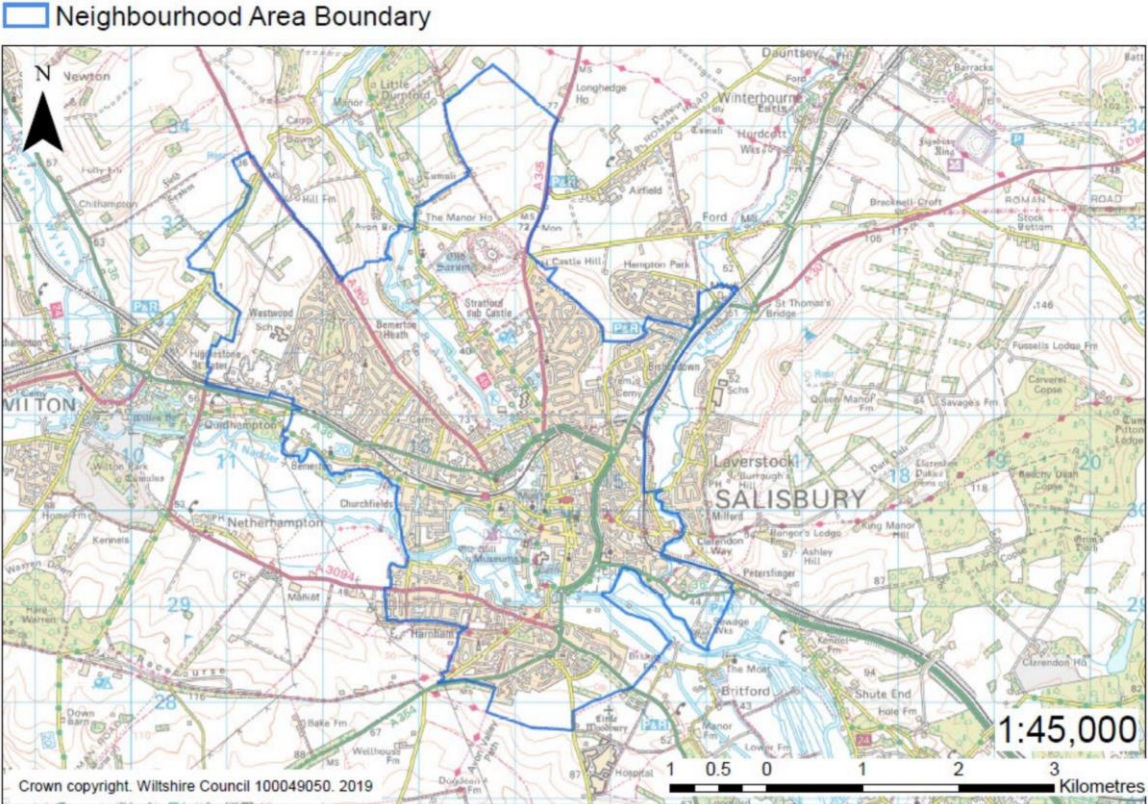
- b. A site is **available** if there is evidence that a landowner or developer is willing to sell or develop the site at a known point in the future, and within the plan period.
 - c. A site is **achievable** if there is evidence that it is economically viable and there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time.
25. The SNDP site assessment methodology will be based on that used by Wiltshire Council, and amended to account for local circumstances. This methodology has been agreed with the Local Planning Authority at officer level.
26. The assessment will be undertaken in a 4 stage process as follows:
- a. Stage 1: Area of Search
 - b. Stage 2: Strategic Assessment
 - c. Stage 3: Sustainability Assessment
 - d. Stage 4: Local Needs Assessment
27. All sites put forward in the Call for Sites will be assessed.
28. Some sites may be excluded from further consideration because they are unsuitable, others reduced in size to remove unsuitable land or to allow space for mitigation. Site exclusions depend upon their suitability, availability and achievability (if they are feasible and viable). Individual reasons for site exclusions will be recorded.

Stage 1: Area of Search

29. The SNDP can only allocate land within its Civil Parish Boundaries, which is its designated area (Figure 3). However, the Site Allocations Plan 2020 identifies a Settlement Boundary within which all development must occur (Figure 4).
30. **Only sites located with the Salisbury Settlement Boundary (Figure 4) will be considered in the assessment.**

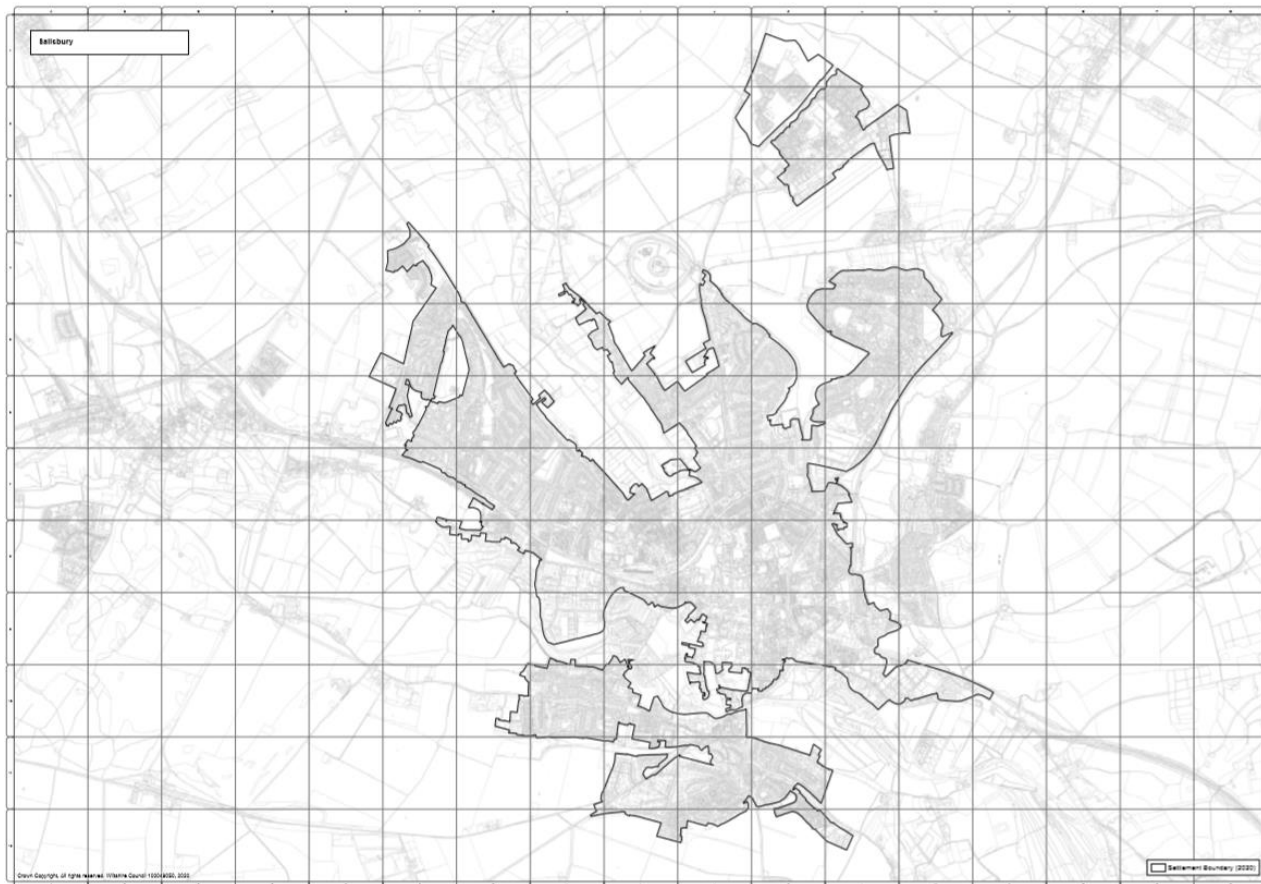
Figure 3: Salisbury Neighbourhood Area⁶

Salisbury Neighbourhood Area Designation Plan



⁶ Designation under Section 61G of the Town and Country Planning Act as Amended, 18/7/2019.

Figure 4: Salisbury Development Boundary⁷



⁷ Wiltshire Housing Site Allocations Plan adopted February 2020.

Stage 2: Strategic Assessment

31. Stage 2 is based on the Wiltshire Council approach to its Strategic Housing Land Availability Assessment (SHLAA) and its exclusionary criteria⁸. Wiltshire's SHLAA is replaced with the Strategic Housing and Employment Land Availability Assessment (July 2017).
32. The WC site selection methodology assesses the SHLAA sites with the capacity for more than 5 dwellings. Using the same approach, the land will be deemed to be "available" where it has been actively promoted through the SNDP call for sites.
33. The exclusionary criteria used by WC in Stage 2 of the Site Selection Process Methodology are replicated here⁹

Exclusionary criteria
<ul style="list-style-type: none">• Is the SHLAA site fully or partly a commitment? Or is the site fully or partly within a Principal Employment Area, or other existing development plan allocation? Or is the site isolated from the urban edge of the settlement i.e. not adjacent to the settlement boundary and not adjacent to a SHLAA site that is?• Is the site fully or partly within the settlement boundary• Is the site fully or partly within one more of the following environmental designations of biodiversity or geological value?<ul style="list-style-type: none">○ SAC○ SPA○ Ramsar sites○ National Nature Reserve○ Ancient woodland○ SSSI• Is the site fully or partly within green belt?• Is the site fully or partly within flood risk areas, zones 2 or 3?• Is the site fully or partly within areas involving any of the following internationally or nationally designated heritage asset?<ul style="list-style-type: none">○ World Heritage Site○ Scheduled Ancient Monument○ Historic Park and Garden○ Registered Park and Garden○ Registered Battlefield

34. Some of the Wiltshire exclusionary criteria do not apply in Salisbury such as Green Belt and World Heritage Sites. However, other constraints are important such as those relating to Salisbury Cathedral and the Old Sarum Scheduled Ancient Monument which will need to be taken into account. Therefore, the final criteria will be modified to reflect local circumstances.

35. Stage 2 Strategic Assessment will consider whether:

- a. **the site can accommodate 5 or more dwellings or at least one new business**
- b. **the site is wholly within the settlement boundary (Figure 4)**

⁸ Wiltshire Housing Site Allocations Plan Topic Paper 2: Site Selection Process Methodology, June 2017.

⁹ Page 17, Table 4.

- c. the site has a significant environmental development constraint (SAC, SPA, Ramsar, NNR, Ancient Woodland, SSSI)
- d. any part of the site in Flood Zones 2 or 3
- e. the site has any special national or international heritage designations.

36. The sites will be assessed using a traffic light system based on the Wiltshire approach¹⁰:

	Adverse impact that will require significant levels of mitigation to overcome
	Some adverse impacts that can be mitigated through a design response or appropriate planning conditions
	No impacts likely

Stage 3 : Sustainability

37. The LPA's methodology assesses each site against 12 sustainability objectives, and sites with major adverse effects will be rejected. The sustainability objectives are replicated here¹¹:

¹⁰ Page 21, Table 6.

¹¹ Page 20, Table 5.

Sustainability Objectives

1. Protect and enhance all biodiversity and geological features and avoid irreversible losses
2. Ensure efficient and effective use of land and the use of suitably located previously developed land and buildings
3. Use and manage water resources in a sustainable manner
4. Improve air quality throughout Wiltshire and minimise all sources of environmental pollution
5. Minimise our impacts on climate change and reduce our vulnerability to future climate change effects
6. Protect, maintain and enhance the historic environment
7. Conserve and enhance the character and quality of Wiltshire's rural and urban landscapes, maintaining and strengthening local distinctiveness and sense of place
8. Provide everyone with the opportunity to live in good quality, affordable housing, and ensure an appropriate mix of dwelling sizes, types and tenures
9. Reduce poverty and deprivation and promote more inclusive and self-contained communities
10. Reduce the need to travel and promote more sustainable transport choices.
11. Encourage a vibrant and diversified economy and provide for long-term sustainable economic growth
12. Ensure adequate provision of high quality employment land and diverse employment opportunities to meet the needs of local businesses and a changing workforce

38. The LPA undertook the sustainability appraisal as a separate process. For the SNDP, this can be achieved in a simple assessment within the main site allocation process. Where necessary, the entire SNDP will be subject to a Strategic Environmental Assessment.

39. The Stage 3 assessment will consider development constraints and Development Plan policy.

Stage 4: Local Needs

40. The SNDP will then consider sites in terms of locally defined need based upon evidence in:

- a. The Housing Needs Assessment
- b. The Community Online Survey
- c. The outputs from the NDP working groups and their evolving policy responses to:
 - i. Climate change
 - ii. Transport
 - iii. Green Infrastructure
 - iv. Design
 - v. Employment

Call for sites process and timetable

41. The submission form is based on the Wiltshire Council Call for Sites is shown in Appendix 1.
42. The call for sites will be processed electronically because of Covid 19 lockdown restrictions. Email notifications will be sent to:
- a. Estate agents
 - b. Salisbury surveying firms and land agents
 - c. Wiltshire Council property department
 - d. Wiltshire Council contacts list
 - e. Salisbury City Council
 - f. SNDP consultation contacts
43. In addition the proforma can be submitted by post.
44. The call for sites will be advertised in the local media and by social media.
45. The proposed timetable for the call for sites is:

Open call for sites	1 June 2020
Close call for sites	19 July2020
Site Assessment draft report to SNDP Steering Group	September 2020
Discussions with landowners	September - October 2020
Draft final NDP policies	November 2020

Appendix 1: Salisbury Neighbourhood Development Plan Call for Sites submission form

The Salisbury Neighbourhood Development Plan (SNDP) Steering Group (SG) are preparing a neighbourhood plan for the City of Salisbury. The SNDP is able to allocate sites for particular forms of development, according to national planning policy set out in the National Planning Policy Framework.

The SNDP is being prepared at a time when the Wiltshire Housing Site Allocations Plan (February 2020) has been released.

The SNDP will be gathering evidence on local housing need in the coming months. This criteria will be used by the SG to assess the opportunities that individual sites provide to meet local housing need. Sites that offer opportunities to improve Salisbury City for all its residents and allow new households to form will be particularly important to the SNDP and the SG will seek to work closely with landowners to agree a comprehensive approach to site redevelopment.

We are also considering commercial land. If a case can be made that commercial sites are viable and deliverable, the SNDP may contain policies to promote local employment.

At present, the local criteria have not been fully developed. However, it will take a number of months to complete the basic site assessment before more detailed discussions with individual landowners can take place. Therefore, the call for sites and the subsequent assessment will be undertaken in parallel with the development of detailed local assessment criteria. The assessment criteria before the detailed stage is set out in the **Salisbury Neighbourhood Development Plan Methodology for Site Assessment and Allocation** which can be downloaded from the Salisbury City Council website.

Site allocation can offer many benefits to prospective land developers: an allocated site will have a streamlined planning process and should be simpler and offer lower risk than an unallocated site.

Guidance on submitting the information

Please use the following proforma to suggest sites that you think Salisbury City NDP SG should consider for development over the next 15 years.

Please return this form together with a map that clearly identifies the boundary of the site marked in blue. The Salisbury City call for sites will run from 1 June to 19 July 2020. Due to Covid 19 lockdown restrictions, electronic responses are encouraged, though paper copies may be sent in the post. Please send completed proformas to either of the following addresses:

Planning@salisburycitycouncil.gov.uk

Yaroslav Pustarnakov
Corporate Services Officer
Salisbury City Council
The Guildhall
Market Place
Salisbury SP1 1JH

All sites will be added to the SNDP database.

Do not submit sites that:

- already have planning permission for residential or employment development unless different proposals are identified
- are outside of Salisbury City settlement boundary (boundaries are shown in the methodology document)

Please note that the information submitted using this proforma will be made public as it will become part of the evidence base for the SNDP and will inform where development may be delivered in the future. The only information that will remain confidential are the names.

Site Submission Proforma

Details	
Person/s submitting the site for consideration	
Name	
Company	
Address	
Telephone number	
e-mail address	
What is your interest in the land?	
Landowner	
Name	
Address	
Telephone number	
e-mail address	
Site details	
Site name	
Site address	

Site postcode	
Is the site in single or multiple ownership?	
What are the current and previous uses of the land?	
What is the estimated site area (hectares)?	
A clear map of the site should be attached to this proforma in order for the site to be accepted.	
Potential constraints to development Identified constraints may be able to be addressed through the NDP policies and development realised sooner than otherwise.	
Are there any physical constrains (such as topology, pylons, marshland, or access to utilities) that would limit development?	
Is there direct access to the land from the primary road network?	
If not, has the cost of access been evaluated and if so, is the site still considered to be economically viable?	
Is the land contaminated?	
Are there any covenants on the land which may prevent development?	
Does the site have any ransom strips?	

Are there any factors that might make part/all of the site unavailable for development?	
Has the economic viability of the land been assessed by a developer? If so, what was the outcome?	
Are there any other issues that the council should be aware of that are not mentioned above?	
Has work been undertaken to consider how these constraints may be overcome? If so, please explain.	
By identifying this site, you are giving permission for the SNDP SG and its planning consultant to access the site to ascertain site suitability. Are there any access issues, and if so, please provide a contact number below.	
Phone number for access:	
Ambitions for the site Please detail the proposed uses for the site and the scale of development. Provide as much detail as possible. If a mix of uses is proposed please detail each use and the relative scales.	
Residential (houses and flats) How many units?	
Employment (offices) How much floorspace and how many units?	
Employment (industrial) How much floorspace and how many units?	
Employment (warehousing) How much floorspace and how many units?	

Retail How much floorspace and how many units?	
Mixed uses How much floorspace and how many units?	
Other uses	
How many dwellings or other uses are anticipated to be developed on a 5-year basis subject to approval by the local planning authority?	
2022-2027	
2028-2032	
2033-2037	
Please provide any comments on the proposed delivery timetable.	