



Salisbury Neighbourhood Development Plan
2020 – 2038, Submission Draft,
September 2023

Policies and Explanatory Text



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Salisbury neighbourhood development plan

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Glossary

AQAP	Air Quality Action Plan
AQMA	Air Quality Management Area
ASR	(Air Quality) Annual Status Report
CAF	Central Area Framework
COGS	Cycling Opportunity Group Salisbury
EA	Environment Agency
GBI	Green and Blue Infrastructure
Ha	Hectares
HisE	Historic England
LWCIP	Local Walking and Cycling Infrastructure Plan
LPA	Local Planning Authority
LTN 1/20	Local Transport Note 1/20
LTP3	Local Transport Plan 3 (2011-2026)
LTP4	Local Transport Plan 4
MRN	Major Road Network
NCN	National Cycle Network
NDP	Neighbourhood Development Plan
NDO	Neighbourhood Development Order
NE	Natural England
NH	National Highways (formerly Highways England)
NPPF	National Planning Policy Framework 2021
RPM	River Park Masterplan
SAC	Special Area of Conservation
SAGP	Salisbury Area Greenspace Partnership
SCC	Salisbury City Council
SNDP	Salisbury Neighbourhood Development Plan
SPD	Supplementary Planning Document
SRN	Strategic Road Network
SSSI	Site of Special Scientific Interest
WC	Wiltshire Council
WHSAP	Wiltshire Site Allocations Plan
WPPS	Wiltshire Playing Pitch Strategy

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1: Introduction

Above
Salisbury Market
Place and Guildhall
Square

Chairman's introduction

Welcome to Salisbury's Neighbourhood Plan

This neighbourhood plan seeks to protect all that people love best about our city whilst accepting that there must be some controlled growth for it to thrive. That's a tricky balancing act. In the face of climate change, it is important to direct growth where it will have least impact on the landscape setting for which Salisbury is deservedly renowned, and to prioritise policies that will protect and enhance our natural environment as well as our architectural heritage.

The Plan highlights the community facilities we have, and those we need. And it suggests some innovative solutions for one of our biggest problems, the shortage of truly affordable housing for local people of all ages. It cannot do anything about the city's other major problem, traffic congestion, as this is the responsibility of higher authorities. But it does highlight how we could promote other, less damaging ways of getting about and at the same time create joined-up spaces for wildlife.

By having a neighbourhood plan, Salisbury City Council will receive a higher proportion of community infrastructure levy funding to spend on necessary improvements to the city's infrastructure. It does not cover the surrounding parishes that make up the wider area many people think of as 'Salisbury', for which Salisbury provides essential services and employment opportunities. Its scope is confined to the parish boundary served by the City Council. And it must comply, in every element, with Wiltshire Council policy. But within these limits we are trying to give Salisbury people more control over their destiny, which is why we undertook this enormous task.

The Plan is the product of five years' hard work by a tireless team of volunteers, each with their own area of expertise, and successive city councillors under the guidance of a professional planning consultant. This steering group sought local people's opinions at every stage of the production process, given the limitations on face-to-face consultation imposed by the Covid pandemic.

Salisbury is not, of course, one single 'neighbourhood', but there is much that unites us, and I hope this Plan shows that we are focused on what you have told us are the things that really matter to you.

Clr Annie Riddle

Chairman,

Salisbury Neighbourhood Plan Steering Group

Acknowledgements

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- **Wiltshire Council support officers**
- **Oxford Cartographers**
- **Salisbury Area Greenspace Partnership**
- **Salisbury Civic Society**
- **Salisbury Chamber of Commerce**
- **Salisbury Business Improvement District**
- **Salisbury and Wilton Swift Group**
- **Wessex Rivers Trust**
- **The NHS**
- **Walking for Health**
- **Salisbury Road and Mountain Cycle Club**
- **Cycling Opportunities Group Salisbury**

Photography

All images courtesy of Yaro Pustarnakov unless otherwise stated.

Design

Document designed by Unstuck Studio, Salisbury

Why Salisbury needs a neighbourhood plan

1 Salisbury is a great city with a unique heritage and a dynamic future. Investment and change in the years ahead will only be worthwhile if it makes a real difference to the lives of local people and the future of its community. The Salisbury Neighbourhood Development Plan (SNDP), being led by the City Council, started back in February 2019. The City Council wanted the people of Salisbury to have a say in all aspects of the future of the city.

2 The SNDP sets out a vision for the area that reflects the thoughts and feelings of local people with a real interest in their community. The plan sets objectives on key themes such as climate change, moving around, housing, employment, green spaces and community facilities. It builds on current and planned activity and provides guidance on what the City Council and its partners will work towards.

3 The impetus to begin the neighbourhood plan arose from the Novichok poisoning incident in 2018 which led to a drop in footfall with consequent negative impacts on city centre traders. Since then, the Covid-19 pandemic and lockdowns have changed the way people work and shop. These events have left their mark on the city and the way it functions.

4 There are also longer term challenges, such as poor air quality over the city centre, the congestion on the ring road and through the city, rising house prices, a population profile that is becoming increasingly elderly because young people cannot afford to live in Salisbury and start families. There is also the need to reduce our carbon impact and harm to nature caused by our dependency on fossil fuels and intensive use of land.



5 These are complex challenges, and this neighbourhood plan seeks to be ambitious in its response.

Above
Bridge Street

6 The SNDP sits within a suite of planning policies which start at the national level in the National Planning Policy Framework (2021, NPPF) and Wiltshire Council's Core Strategy and Waste and Minerals planning documents and more recent Site Allocations document (2020). Wiltshire Council is currently updating and reviewing its planning policies and made proposals for site allocations for new housing sites in September 2023. The main proposal for Salisbury was for land on green field sites of the city. The City Council and

Britford Parish Council both objected to this proposed allocation and wish, rather, to see new housing go onto land that has already been developed within the built-up area.

7 In the Local Plan Review, Wiltshire Council as the local planning authority, acknowledged the role of the SNDP in meeting the local need for housing.

8 In Salisbury, the SDNP sets out a framework for new development that will be preferred on brownfield land¹ within the City's boundaries.

9 There have been many housing allocations from the Wiltshire Core Strategy and 2020 Site Allocations documents, many of which are yet to be completed and where necessary infrastructure is also still in the design and implementation stage.

10 The SNDP is therefore seeking to do many things: address the challenges arising from climate change and new economic practices, provide affordable homes on land within the built-up area so that green fields can continue to be farmed or protected and

managed to support the community's health and wellbeing and the delivery of nature-based ecosystem services.

11 The Regulation 14² draft of the SNDP contained three site allocation proposals. However, in December 2022, Wiltshire Council announced that it would delay the preparation of the Local Plan Review and change the plan period to end at 2038. The delay impacts upon the SNDP which had originally been intended to follow the same timetable where both plans would be adopted and made simultaneously. The change to the local plan timetable means that the SNDP must now only be in conformity with the Wiltshire Core Strategy and any data available, for instance on housing requirements, that has been prepared as part of the Local Plan Review. The City Council has adjusted the content of the SNDP to exclude the housing allocations since there is no certainty of what is required until the Local Plan is farther advanced, and to review the SNDP once the new Local Plan has been adopted. The site allocations may be included in the review of the SNDP which may occur in 2025.



Right
Fisherton Street

Document layout

12 SNDP is wide-ranging and covers many planning topics and issues. It is therefore a large body of policy and evidence, aimed at multiple audiences such as the local community, the town planning profession, landowners and statutory bodies and undertakers. In order to deal with this complexity, the SNDP is presented in parts, each targeted at a specific audience, though in decision-making and the preparation of planning applications, it should be read in its entirety.

- The Policies and Explanatory Text (this document) is the technical neighbourhood development plan which meets the Basic Conditions and sets out development management policies for the Parish of Salisbury City. This document has its own appendices. This is part of the SNDP prepared for use in statutory consultations, the examination by the neighbourhood plan examiner, town planning considerations, scheme proposers and designers and other matters material to town planning.
- A series of appendices and other documents have been produced that support the SNDP and are referred to in the Policies and Explanatory Text document.

Appendices:

- 1: Environment base data maps**
- 2: Habitat improvement and restoration schemes**
- 3: Open space provision and local green spaces**
- 4: Health facilities by ward**
- 5: Community infrastructure by ward**

Appendices as separate documents:

- 6: Salisbury design and advertising guide**
- 7: Churchfields master plan**

Supporting Evidence:

- 1: Basic Conditions Statement**
- 2: Consultation Statement**
- 3: Strategic Environmental Assessment Environment Report**
- 4: Habitats Regulations Assessment**
- 5: Salisbury Housing Needs Assessment**
- 6: SNDP Community Survey Report**
- 7: SNDP Community Infrastructure Report**
- 8: Let's Talk about Housing**
- 9: Salisbury Profile**

Note that supporting evidence may change (SEA/HRA).

13 Policies and Explanatory Text is the main SNDP document, and each policy is based on evidence, such as the results of the community survey, consideration of the development plan policies and other information collected by the steering group who have overseen the SNDP's preparation. In the interest of brevity, the SNDP only summarises the evidence, and the appendices and evidence should be consulted to understand the detailed justification for each policy.

Neighbourhood plan period

14 Applicants and others who are stakeholders in the planning process are advised to consider all parts of the SNDP when designing schemes.

15 The Salisbury Neighbourhood Development Plan covers the period 2020 to 2038. The end date of 2038 aligns with that of the emerging Wiltshire Local Plan Review.

Neighbourhood planning area

16 The area covered by this SNDP is the parish of Salisbury City shown in **Figure 1a**, and wards are shown in **Figure 1b**.

17 Wiltshire Council approved Salisbury City as the NDP area under the Neighbourhood Planning Regulations

2012 and the Neighbourhood Planning (General) and Development Management Procedure (Amendment) Regulations 2016 on 18 July 2019. The neighbourhood area was updated in January 2022 to reflect changes in the parish boundary.

Location and surrounding parishes

18 Salisbury is located in the south-east of Wiltshire. It has road links via the A36 to Southampton and to south Wiltshire, links to Dorset via the A354, and to Marlborough and Swindon via the A338. It is accessible by rail to London, the South West and the Midlands on the Wessex main line, making it a regional interchange. It sits on the confluence of 3 rivers: the Nadder, Bourne and Avon. The Rivers Ebbles and Wylye run south and west of the city respectively and outside its parish boundaries. The city is the main centre of south Wiltshire, acting as a focal point for a wide rural catchment with its influence stretching into parts of Hampshire and Dorset.

19 The presence of Salisbury Cathedral and the city's proximity to Stonehenge make Salisbury an international tourist destination

and this brings significant revenue to the city. A café culture has been encouraged around the Market Place and the markets, along with several museums, also attract many visitors to the city.

20 Salisbury is the central urban area for several smaller neighbouring settlements. Surrounding parishes are shown in **Figure 2**. Also illustrated are Wiltshire Council's four community areas.

21 Many of the SNDP policies affect these surrounding parishes, particularly in matters of blue and green infrastructure and connectivity. The figure shows Wiltshire Area Boards which are a way of working to bring Wiltshire Council decision making into the heart of the community.

Figure 1a. Salisbury Neighbourhood Area

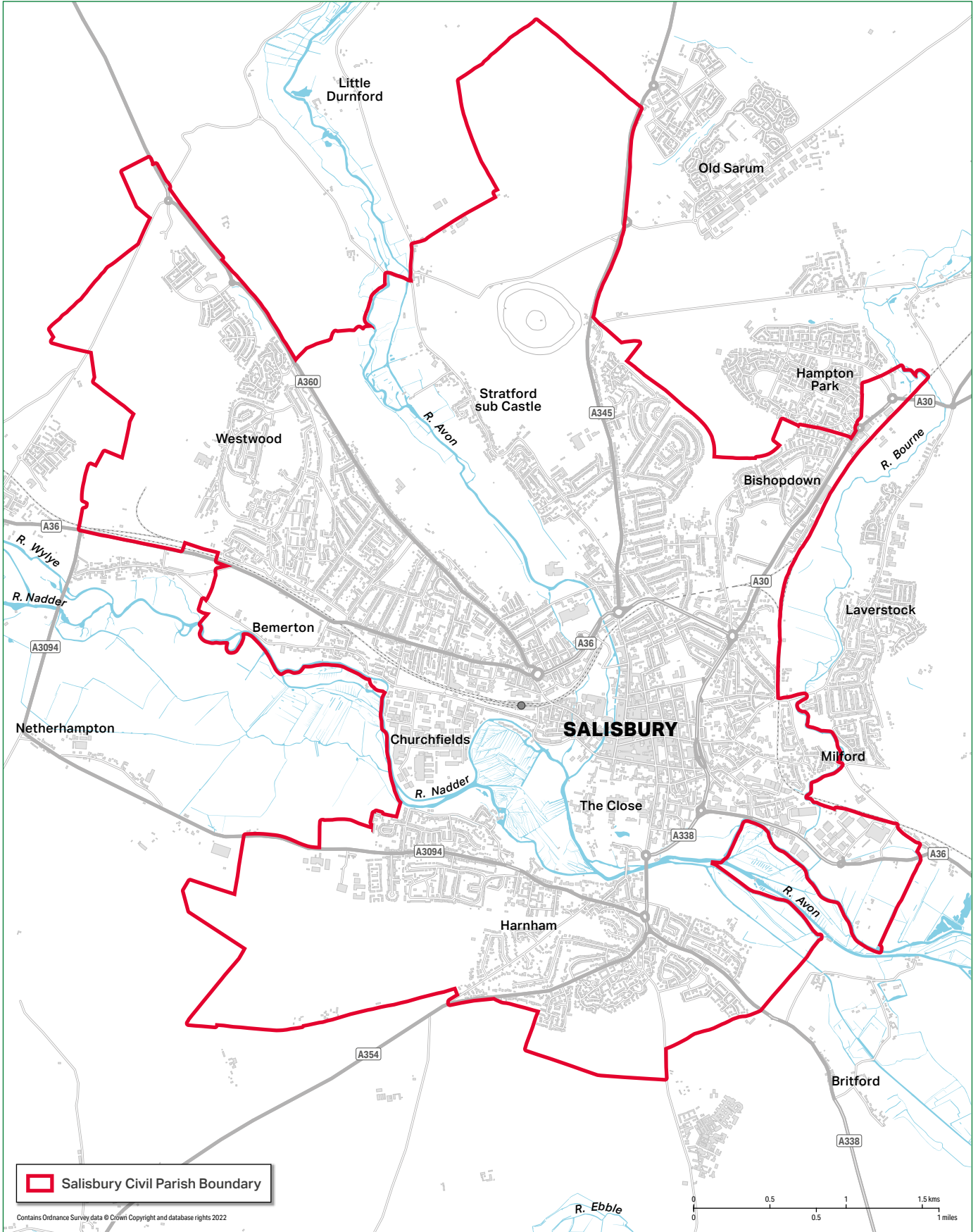


Figure 1b. Ward boundaries within Salisbury Civil Parish (2023)

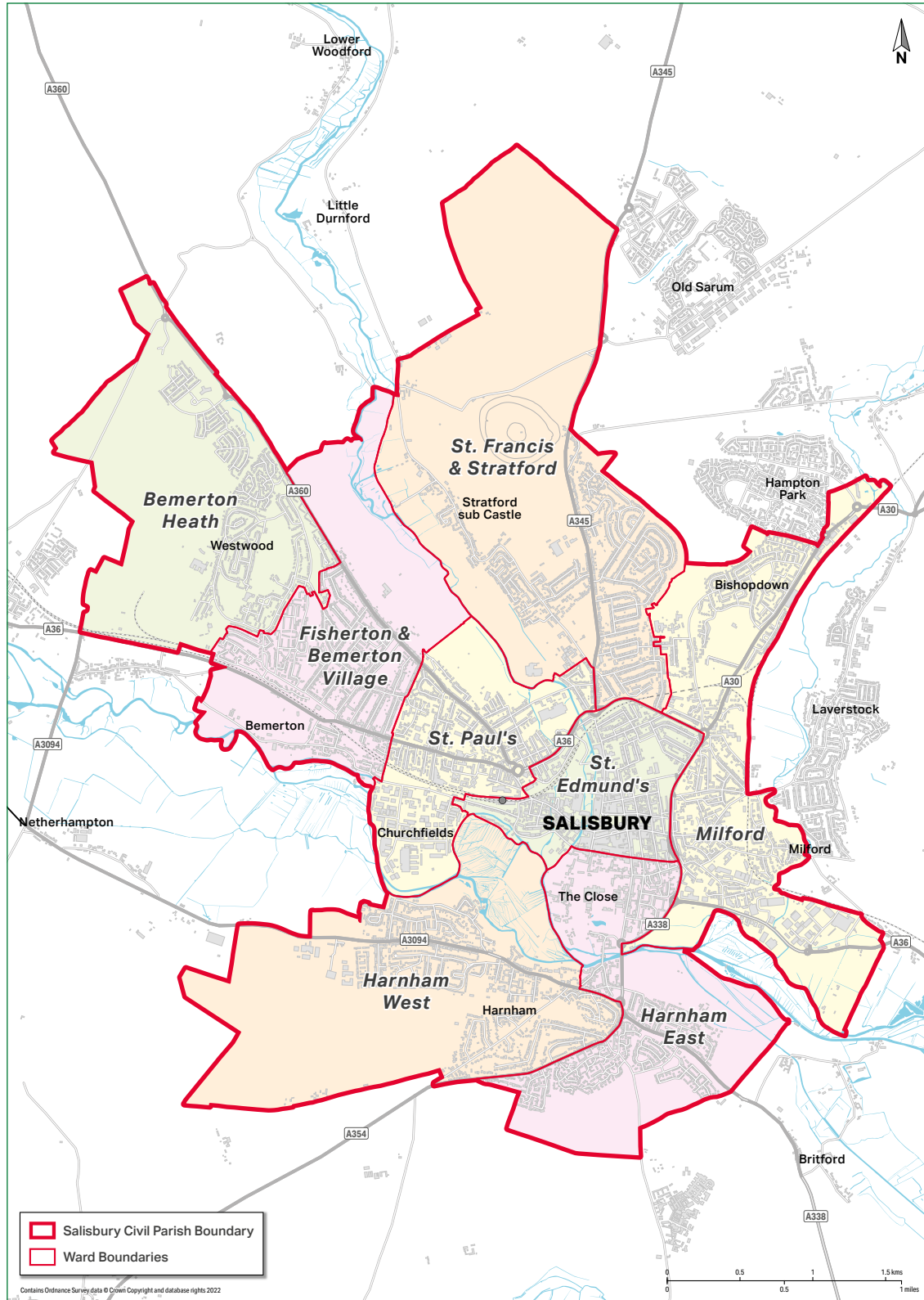
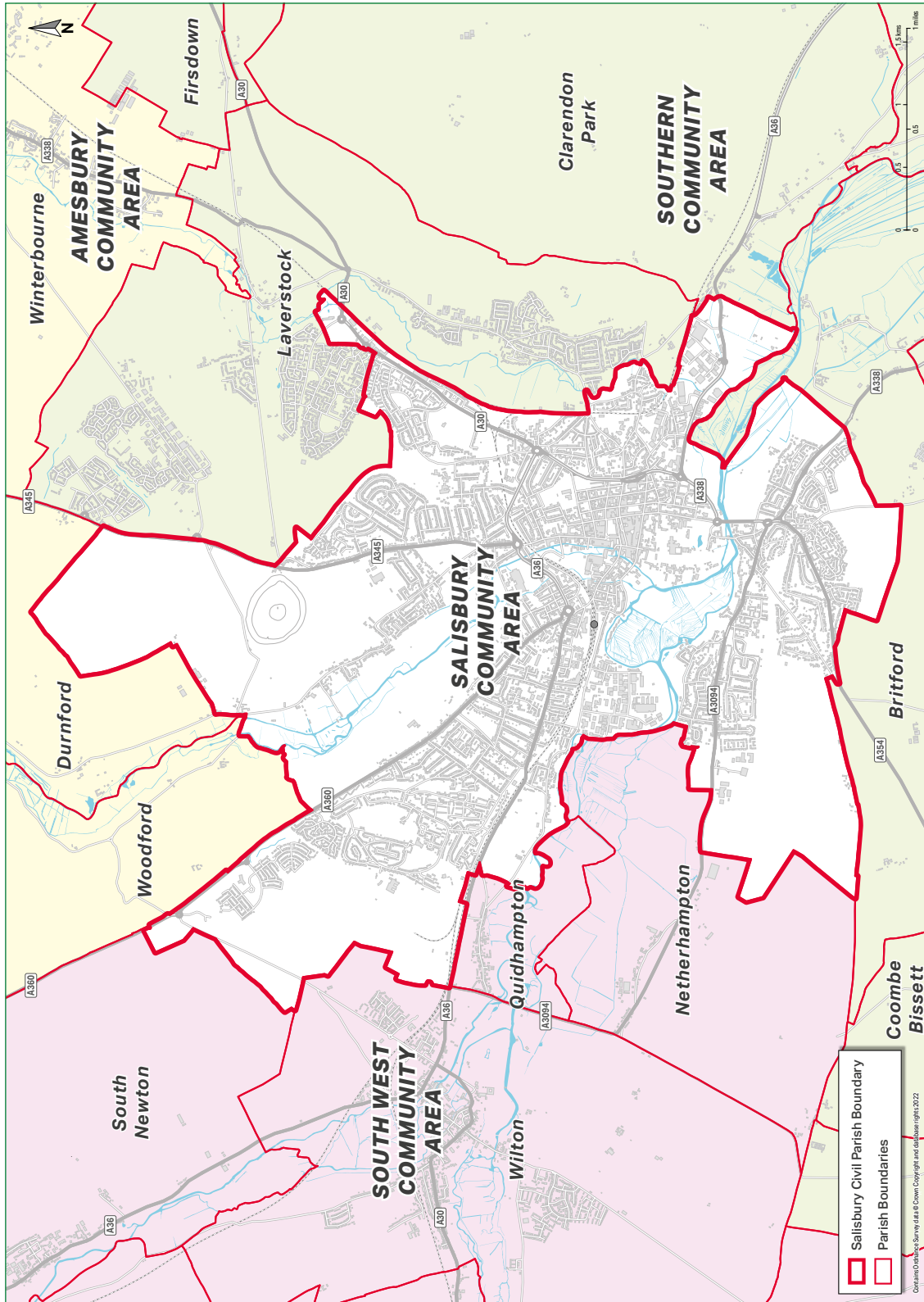


Figure 2. Surrounding parishes and community areas



How the plan was prepared

Activity	Timeline
Inaugural meeting of the Steering Group	April 2019
Website and newsletter set up	May 2019
Community consultation events (evidence gathering)	May/June 2019
Initial vision and themes agreed	September 2019
General policy areas agreed	October 2019
Statement of common ground with Wiltshire Council	February 2020
Community survey (evidence gathering)	April/May 2020
Call for sites	June/July 2020
Strategic Environmental Assessment (AECOM) (evidence gathering)	September 2020
Site visits (evidence gathering) Shortlisting of sites for consideration Agreement with owners on further work to be undertaken	October 2020
Policy drafting started	November 2020
Housing Needs Assessment Report (AECOM) (evidence gathering)	December 2020
17 March 2020 all public meetings and steering group meetings were suspended and/or moved online due to Covid-19 restrictions. Some public meetings resumed in September 2021.	March 2020 to September 2021
Community Infrastructure Survey	June 2021
Provisional consultations with NHS Stakeholders	Spring 2021
Public consultation events about proposed site allocations and Neighbourhood Development Orders. Online survey launched.	September, October 2021
Churchfields Masterplan exercise	July 2021 to April 2022
Regulation 14 Consultation	July to September 2022
Letter to landowners of proposed Local Green Space	January to March 2023

The Salisbury Neighbourhood Development Plan vision and objectives

Background to the SNDP Vision

22 At its 9 July and 10 September 2019 meetings, the Steering Group considered public consultation outputs and prepared an initial draft vision for the NDP for use as a working version. This was placed on the dedicated NDP section of the Salisbury City Council website.

23 Covid-19, climate change and biodiversity loss are leading to new patterns of behaviour and significant changes in the way we live, work, shop, travel and how we relate to the natural environment. These emerging trends, together with government policy embodied in the National Planning Policy Framework (July 2021), highlight the need

for communities to think differently about their future and to design and plan for sustainable development.

24 In January 2022, the SNDP steering group met with Wiltshire Council planning officers to seek to align the Vision to the emerging Place Shaping Priorities that would eventually be included in the review of the Local Plan.

25 The vision and objectives for the SNDP endeavour to reflect the aspirations of Salisbury citizens in this respect and are shown in **Figure 3**. This also shows the elements of the vision and links them to the individual policy in the SNDP that deliver them.



Left
Salisbury Market
Place

Figure 3. *The vision and objectives*

In 2038, Salisbury city will be a place where...

Sustainable development principles will be applied, including appropriate climate change adaptation and mitigation measures and biodiversity enhancement for new and existing developments.

Multifunctional green infrastructure networks will link people to jobs, schools, leisure, services, transport hubs and the countryside. The city will be greener with more street trees and other planting, and greenspace will be designed and managed with people, biodiversity and landscape setting in mind. Community partnerships will continue to play an important role in maintaining and improving the city's greenspaces.

The city will thrive and continue to be a cultural hub, with a diverse demographic where all age groups are represented and with sufficient community infrastructure to meet its needs.

Changed shopping and working patterns will have been accommodated in an approach that will allow flexibility for existing businesses and a fertile environment for start-ups.

The city's high quality landscape setting and historic built environment, especially in the city centre, will have been enhanced and views of the Cathedral spire and Old Sarum safeguarded.

Salisbury City will retain its separate identity because green spaces between it and other settlements will have been preserved.

The character and amenity of Salisbury's different neighbourhoods and character areas will be respected and enhanced to ensure a high-quality environment for all

residents, workers and visitors.

A range of affordable social and market housing will be created in accessible locations to meet the diverse needs of the entire community.

Churchfields industrial area will evolve into an innovative neighbourhood and employment area that maximises its proximity to the railway station and the city centre and will have reduced traffic and pollution impacts on the rest of the City.

Modern and accessible healthcare facilities will be available to meet changing demands and NHS requirements, and will allow Salisbury to maximise good health.

Water management will minimise flood risk, reduce surface water run-off, improve water quality and enhance the biodiversity as well as the amenity value of Salisbury's internationally important rivers and wetland habitats.

Access to the city centre will be less car dependent, allowing for easier and safer movement on foot and bicycle. Priority will be given to those with mobility difficulties and for access by public transport and blue light services. People will be able to move freely on foot and cycle between the city and surrounding countryside and air quality will be improved.

The Development Plan

26 The Development Plan for Salisbury is:

- **Wiltshire Housing Site Allocations Plan February 2020**
- **Wiltshire Core Strategy 2015**
- **Saved policies from the Salisbury District Local Plan 2011**
- **Wiltshire Waste Site Allocations Plan 2013**
- **Wiltshire and Swindon Aggregate Minerals Site Allocation Plan 2013**
- **Wiltshire Minerals Core Strategy 2009**
- **Wiltshire Minerals Development Control Policies 2009**
- **Wiltshire Waste Core Strategy 2009**
- **Wiltshire Waste Development Control Policies 2009**

27 Neighbourhood plans are excluded from containing policies on waste.

28 The Wiltshire Local Plan is currently under review. Wiltshire Council have produced a significant amount of supporting evidence and emerging policy positions which are referred to in the SNDP as appropriate. In September 2023, Wiltshire Council allocated sites in the neighbourhood plan area. In addition, sites proposed in the Core Strategy have, in some cases, not yet been delivered. A neighbourhood area can include land allocated in strategic policies as a strategic site. Where a proposed neighbourhood area includes such a site, those wishing to produce a neighbourhood plan should discuss with the local planning authority the particular planning context and circumstances that may inform the local planning authority's decision on the area it will designate³.

Strategic and local planning policies

29 National planning policy limits neighbourhood plans to "non-strategic" policies⁴. Strategic policies should set out an overall strategy for pattern, scale and design quality of places and make provision for housing, employment, retail, infrastructure and policies on conservation and enhancement of the built and natural environment⁵. Local Plans should make explicit which policies are strategic policies and these should be limited to those necessary to address the strategic priorities of the area to provide a clear starting point for any non-strategic policies that are needed. Strategic policies should

not extend to detailed matters that are more appropriately dealt with through neighbourhood plans⁶.

30 The Wiltshire Core Strategy does not make explicit which policies are strategic or local. It states that the Core Strategy provides a solid framework which neighbourhood plans can use to decide how best to plan locally⁷. The Core strategy contains a number of policies that are more appropriately dealt with through a neighbourhood plan, and are now dealt with in the SNDP.

Community engagement

31 An initial community online survey undertaken between 1 May and 1 June 2020 gathered views to influence the direction that the SNDP should take. Survey output helped with evidence gathering and strongly influenced which policies to pursue.

The 1,026 responses are summarised in “Salisbury Neighbourhood Development Plan Community Survey - Findings from the public survey: 1st May – 1st June 2020” which accompanies the SNDP and the main findings are reproduced here.

Climate change and energy efficiency

- When combined, 94% of Salisbury residents agreed (43%) or strongly agreed (51%) that Salisbury as a city should be doing more to address climate change.
- On average, 96% of survey participants agreed or strongly agreed with the various statements about new developments and sustainability.
- The average level of agreement for making historic buildings more sustainable was lower when compared with sustainability measures for new developments.
- This suggests that Salisbury residents are more in favour of sustainability measures for new buildings or developments compared to historic ones.
- Heating and ventilation were felt to be the most important issues (57%) for making historic buildings more energy efficient. Suggestions included replacing old heating systems, reducing draughts and improving roof insulation to avoid heat loss.

Housing need

- 81% of survey respondents said they own their own property, suggesting that homeowners may be overrepresented in the sample.
 - When combined, 28% of respondents indicated they were currently looking for a new home in Salisbury or were considering moving to a new home in the next five years.
 - Almost half (46%) of survey respondents who said they were looking for a new home, said they were looking to start their first home. A further 36% said they would like to purchase a home but were unable to afford it.
 - 35% of survey respondents said a detached house would best meet the needs of their household if they were to move. 22% said a semi-detached house would meet their needs, with a further 17% who preferred a flat or apartment.
 - 90% of respondents said nobody in their household had a specialist housing need.
 - 80% of survey respondents said they want to be homeowners if they moved.
-

Housing need cont.

- When combined, 91% of respondents would need at least two bedrooms.
- 65% of survey respondents looking to rent indicated that their monthly budget for rent was less than £800 per month
- The majority of survey respondents (90%) said they were not looking for affordable housing through Homes4Wiltshire and were not registered with the service.

Community infrastructure

- Survey respondents take part in a variety of activities across many venues in Salisbury. Favourite venues/locations for each of the activities are highlighted.
- When combined, 84% of surveyed residents said they visited an entertainment venue such as a theatre, cinema, museum or live music venue at least once a month.
- 48% of survey respondents said they took part in a sporting activity such as tennis, walking or cycling more than four times a month.
- Salisbury Playhouse was the most popular venue or location (17%), followed by Salisbury Arts Centre (14%), Odeon Cinema (7%), Salisbury City Hall (6%) and Salisbury Cathedral (16%).
- Entertainment, arts and culture was the most popular choice for investment overall, (39%). This was followed by investment in a park playground or garden (21%) and activities for young people (20%).
- A wide range of community infrastructure was felt to be needed in Salisbury including community facilities (24%) and activities for young people (24%).

Green infrastructure

- Overall, survey respondents rated wildlife and biodiversity (1) and managing climate change (2) as most important for green space.
 - 62% of survey respondents combined said that the provision of green space in Salisbury was good or excellent for a range of uses. A further 81% (combined) said their access to green space was good or excellent.
 - This suggests that Salisbury residents are broadly satisfied with the provision of and access to green space.
 - 54% of survey participants strongly agreed that it is important to ensure public access to rivers in Salisbury if it does not create undue disturbance for wildlife.
 - 83% of survey participants rated their access to open countryside as good or excellent.
 - 69% of surveyed residents were in favour of reducing the area of regularly mown grass in parks and public spaces to provide support for wildlife.
-

Green infrastructure cont.

- 97% of Salisbury residents agree or strongly agree with tree and shrub planting in parks, open spaces and gardens.
- Survey respondents made a variety of suggestions for improvements to Salisbury's green infrastructure which included better walking and cycling routes, green corridors for wildlife and biodiversity and an increase in tree planting.

Transport

- 87% of respondents said shopping was the main reason for visiting the city centre.
- 67% of survey respondents said that there should be more pedestrian only areas in the city centre.
- A variety of locations were suggested as pedestrianised areas including Blue Boar Row (14%), all or most of the city centre (11%) and New Canal (11%).
- 47% of survey respondents said they most frequently walked to the city centre, with a further 27% who travel by car.
- 61% of survey participants said they would walk or cycle more frequently to the city centre if there were safer cycle/pedestrian routes.
- 43% of respondents said they would use the bus or Park and Ride more frequently if the bus fares were cheaper.
- 54% of survey respondents said they were aware that Salisbury has a car share club. Although, 66% of participants said they did not wish to use the Salisbury car share club.
- On average the level of support across various clean transport improvements was 70%.

Economy

- 10% of survey participants said they work in human health and social work, a further 10% work in a professional, scientific or technical field and 9% work in education.
 - 50% of survey respondents said they used the car most frequently to get to work.
 - 56% of survey participants said they travel between 0-4 miles to their place of work.
 - 79% of respondents said they would like to be able to work locally.
 - Suggestions for making it possible for people to work locally included availability of local opportunities (27%), transport provision (8%) and a suitable workspace (8%).
 - 61% of respondents said they had been working from home because of Covid-19.
 - 55% of survey participants said they would like to work more from home in future.
-

Sustainable development

32 The SNDP seeks to progress sustainable development, as defined in the National Planning Policy Framework (2021), directing and shaping new development to meet economic, social and environmental objectives. The impact of the policies on sustainable development are set out in **Figure 4**.

Figure 4. How the policies address sustainable development

SNDP policy	Economic Objective	Social Objective	Environmental Objective
1: Tree planting for carbon capture		✓	✓
2: Air quality	✓	✓	✓
3: Carbon neutral development	✓	✓	✓
4: Electric vehicle charge points	✓		✓
5: Habitats Regulations	✓		
6: Design in the built environment	✓	✓	✓
7: The Close and its Liberty		✓	✓
8: The Chequers		✓	
9: Protecting key views in Salisbury		✓	✓
10: Safeguarding and enhancing green and blue infrastructure	✓	✓	✓
11: Biodiversity net gain		✓	✓
12: Habitat improvement and restoration schemes		✓	✓
13: Open space provision	✓	✓	✓
14: Local green spaces		✓	✓
15: Construction and development management for projects affecting the River Avon SAC		✓	✓
16: Housing mix and affordable housing	✓	✓	
17: Churchfields and the Engine Shed site	✓	✓	✓
18: Healthcare facilities	✓	✓	
19: Community infrastructure		✓	
20: Allotments		✓	✓
21: Provision for play and sport		✓	✓
22: Sustainable transport	✓	✓	✓
23: Cycling and walking infrastructure	✓	✓	✓
24: Cycle parking	✓	✓	✓
25: Cycling for pleasure	✓	✓	✓
26: Residential parking	✓	✓	✓
27: Working from home and live-work units	✓	✓	✓
28: Visitor accommodation	✓		
29: Post offices	✓	✓	
30: Major food retail	✓	✓	

Chapter 1:
References

¹ *Wiltshire Council Local Plan - Planning for Salisbury, 2021.*

² *Regulation 14 of the Neighbourhood Planning (General) Regulations 2021 and paragraph 8 of Schedule 4B to the Town and Country Planning Act 1990.*

³ *Planning Practice Guidance, Neighbourhood Planning, Paragraph: 036 Reference ID: 41-036-20190509.*

⁴ *NPPF 2021 paragraph 18.*

⁵ *NPPF 2021 paragraph 20.*

⁶ *NPPF 2021 paragraph 21.*

⁷ *Core Strategy 2015 paragraph 1.9.*



2: Creating a more resilient city in the face of climate change and air pollution

Above
Salisbury Cathedral

Meeting the challenges of climate change in Salisbury

33 Salisbury City Council declared a climate change emergency at Full Council on 17 June 2019. The City Council declared its intentions:

- Working to make Salisbury as carbon neutral as possible by 2030.
- Working with partners to achieve “clean air” in Salisbury by 2022, by taking action to reduce vehicle emissions, supporting public transport, cycling and walking.
- Replacing or converting all council-owned or operated vehicles to electric powered vehicles as soon as is practically possible.
- Encouraging the rapid phasing out of diesel-powered buses in the city by bus operators and their replacement by cleaner or non-polluting alternatives.
- Increasing wherever possible the extent of pedestrianised areas within the city centre.
- Undertaking a comprehensive programme of improvement of the insulation of all council-owned property.
- Ensuring that such property shall be fitted with solar panels wherever possible.
- Doing everything within its power to ensure that such standards should also apply to any new buildings which are permitted within the city.

34 The community survey showed how strongly Salisbury citizens support the need to address climate change and to do things differently to create improvement and avoid further environmental damage.

35 Wiltshire Council released a Green and Blue Infrastructure Strategy in 2022⁸. Its first goal is “Adaptation, mitigation and resilience to climate change – By 2030, we will have increased our ability to mitigate and adapt to climate change through adoption of nature-based solutions.”⁹ It also seeks to halt the loss of and improvement to biodiversity and make

a contribution towards health and wellbeing. The detail of how the strategy will be delivered will be set out in Settlement Frameworks and Planning Guidelines. The SNDP seeks to be aligned with these strategies.

36 Wiltshire Council published its Climate Strategy 2022 – 2027 in early 2022¹⁰. As with the GBI strategy, the SNDP is seeking to align with these policies.

37 Salisbury enjoys an exemplary historic and natural environment, with more notable historic buildings, rivers and parks, and accessible countryside than most other similarly sized cities can boast of. However, there is scope for improvement, particularly in the realms of energy efficiency, quality and quantity of local green/blue infrastructure which delivers nature’s goods and services, development of a sustainable movement network, reducing traffic impacts and pollution in the city centre, as well as scope for making better use of brownfield sites for new development in sustainable locations within the city and encouraging local service provision.

38 This chapter of the SNDP considers how new development should deliver better outcomes than achieved in the past. Resilience to climate change is a focus of the strategy underpinning this plan. The term “resilience” in the SNDP means that the policies encourage new development to have a reduced environmental impact, whilst using fewer resources and adapting to climate change.

Tree planting for carbon capture

39 Reducing the release of CO₂ into the atmosphere is not enough to tackle climate change. Efforts will also be required to capture and store carbon that already exists. Methods to reduce atmospheric CO₂ include planting new trees and restoring wetland and forest habitats¹¹ and species-rich grassland.

40 Wiltshire Council Global Warming and Climate Emergency Task Group¹² concluded that increasing tree cover across the county could help reduce emissions and benefit nature and people's mental health. The government has set itself a target of establishing 30,000 hectares (ha) of new woodland in England by 2025. Salisbury City Council is preparing a Tree Strategy.

41 The Wiltshire Green and Blue Infrastructure Strategy states that:

Net zero carbon means, on balance, not creating more CO₂ than is stored up or offset. Any carbon emissions we create through burning fossil fuels must be balanced out by schemes to absorb it back out of the atmosphere – such as planting trees or using technology such as carbon capture and storage.¹³

42 The strategy's Theme 4: Woodland and Trees highlights how trees can contribute to carbon capture and promotes the role of urban trees in this.

43 The Woodland Trust are calling for 30% canopy cover across new developments to help mitigate the impact of development. This is set out in the trust's Emergency Tree Plan for the UK¹⁴. The study recommends that all development land includes a minimum 30% tree canopy cover. Though this will have implications for land take

for many development sites, particularly larger sites put forward as strategic land allocations in the Wiltshire Council Local Plan Review, it is likely that there will be a net gain in tree cover since most greenfield sites are agricultural. While all living plant matter absorbs CO₂ as part of photosynthesis, trees process significantly more than smaller plants due to their large size and extensive root structures. Trees, as kings of the plant world, have much more "woody biomass" in which to store CO₂ than smaller plants. As a result, trees are considered nature's most efficient "carbon sinks." It is this characteristic that makes planting trees a form of climate change mitigation.

44 The current National Planning Policy Framework, published in July 2021, includes additional guidance on trees, recognising the important contribution to the character and quality of urban environments made by trees. The NPPF 130 encourages new streets to be tree lined and that opportunities are taken to incorporate trees in developments. The ongoing maintenance of newly planted trees and the retention of existing trees is also promoted.

45 Larger sites will be more able to accommodate a 30% tree cover, but schemes with one house or one new commercial activity may be able to provide tree cover as well, depending upon the limitations of the site. Where it is not possible to include large structural trees in schemes, it may be possible to introduce small or medium-sized trees and shrubs. Loss of existing trees, particularly mature trees, should be avoided wherever possible.

Policy 1:

Tree planting for carbon capture

Major development will aim to provide a minimum of 30% of the total site area of tree canopy cover after the first 15 years from completion of the development. Where this is not possible, provision may be made off-site according to **Policy 12**.

Planning proposals that affect existing trees or introduce new trees will be accompanied by a tree management plan which will ensure the like for like replacement of any trees lost within the first five years from the completion of the development.

All planning proposals that have more than 10 metres of road frontage will be required to provide at least one roadside tree where there are no overriding reasons why this will not be possible. One tree will be required for every additional 10 metre length of roadside. Where it is not possible to provide a roadside tree planted in soil, it will be necessary to make a contribution towards off site provision within Salisbury.

All development will demonstrate how it has added trees and other types of planting, including roof gardens, green walls, green screens, for the purposes of carbon capture, improving air quality and biodiversity and helping residents, workers and visitors connect with nature.

Schemes that seek to enhance natural features and connectivity with existing green infrastructure will be supported.

46 Several of the main roads into Salisbury and others would also benefit from tree planting - see the Salisbury Design and Advertising Guide for details. Trees are also valuable for regulating the urban heat island effect, particularly in the city centre, providing shade and shelter, for mitigating poor air quality, supporting wildlife and biodiversity, and are aesthetically pleasing, forming local landmarks, framing views and shaping spaces.

47 Tree planting in the city centre may be particularly beneficial but may also be difficult given significant constraints such as the dense development, below ground service runs and the generally impermeable surfaces which may hamper trees' access to water. Trees in the central area in above-ground containers may be considered where it is not possible to plant directly in the soil but there will be cost implications for maintenance and management. Advice on trees can be found in the Salisbury Design and Advertising Guide which accompanies the SNDP.

Air quality

48 The current UK Air Quality Framework results from the Environment Act 1995. Under this legislation local authorities have a duty to produce an Air Quality Action Plan (AQAP) where an Air Quality Management Area (AQMA) has been declared. The purpose of the AQAP is to set out the strategic and locally generated actions that will be implemented to improve air quality and work towards meeting the air quality objectives. DEFRA currently requires every district and unitary council to submit an annual report on air quality within their area called an Annual Status Report (ASR), which details whether air quality meets UK legal requirements in their area.

49 Wiltshire's most recently completed ASR¹⁵ published in July 2022 outlines that the air quality in the county is predominantly very good. However, there are a small number of locations where the combination of traffic volume, road layout and topography has resulted in pollutants being trapped, allowing concentrations to increase to unacceptable levels. Specifically, there are two pollutants included within the Local Air Quality Management regime that are the cause of concern in Wiltshire: nitrogen dioxide (NO²) and fine particulate matter (PM10).

50 Public Health England state¹⁶:

"Air pollution has a significant effect on public health, and poor air quality is the largest environmental risk to public health in the UK. In 2010, the Environment Audit Committee considered that the cost of health impacts of air pollution was likely to exceed estimates of £8 to 20 billion.

Epidemiological studies have shown that long-term exposure to air pollution

(over years or lifetimes) reduces life expectancy, mainly due to cardiovascular and respiratory diseases and lung cancer. Short-term exposure (over hours or days) to elevated levels of air pollution can also cause a range of health impacts, including effects on lung function, exacerbation of asthma, increases in respiratory and cardiovascular hospital admissions and mortality."

51 The ASR states that there are eight AQMAs within Wiltshire, including: Westbury, Devizes, Calne, Marlborough, Bradford on Avon, and Salisbury.

52 There are three AQMAs within Salisbury, shown in **Figure 5**. The largest area covers a substantial portion of the town centre from south of the Salisbury Cathedral to the A36 road, north of the Salisbury Arts Centre. The two smaller AQMAs are located on Wilton Road and London Road. Any developments planned within or near an AQMA must consider all appropriate mitigation measures so as not to worsen air quality in the designated area.

53 The 2020 air quality results were unusual due to the impact of the Covid-19 pandemic and periodic lockdowns which resulted in shifts in working patterns to home from the office and the rise of online deliveries.

54 In 2020, Salisbury had one automatic monitoring site (in Exeter Street) and 18 diffusion tubes (non-automatic monitoring) spread across the Salisbury AQMAs. In addition, there were diffusion tubes outside the existing AQMAs in Wilton and Laverstock and on the Devizes Road. Due to the unusual conditions in 2020, referred to above, all NO² annual mean figures reduced from 2019 to

2020, with only one exceedance of the legal limit in 2020 (at a diffusion tube on the A36 Wilton Road). However, there is no cause for complacency: emissions are rising again. The World Health Organisation (WHO) has recently reduced its advisory target for PM2.5 to 5 micrograms per cubic metre [$\mu\text{g}/\text{m}^3$] (UK current target $20 \mu\text{g}/\text{m}^3$) and the WHO's advisory target for NO_2 is now $10 \mu\text{g}/\text{m}^3$ (UK current target $40 \mu\text{g}/\text{m}^3$). Other air quality guidelines have also been adjusted downwards¹⁷. Now that the UK has left the EU, changes have been made to the current legislative framework and revised targets have been brought in under the Environment Bill¹⁸.

solutions and community organisation, transport, public health, a greener economy and development services and spatial planning. The ambition of the air quality steering group in Salisbury is as follows:

"To work together with the common goal of seeking to improve the air quality in Salisbury through behavioural, strategic and infrastructure change to ensure that the level of pollutants (NO_2 and PM10) are in line with national air quality objectives and that this work supports the principles of sustainable development."¹⁹

Below

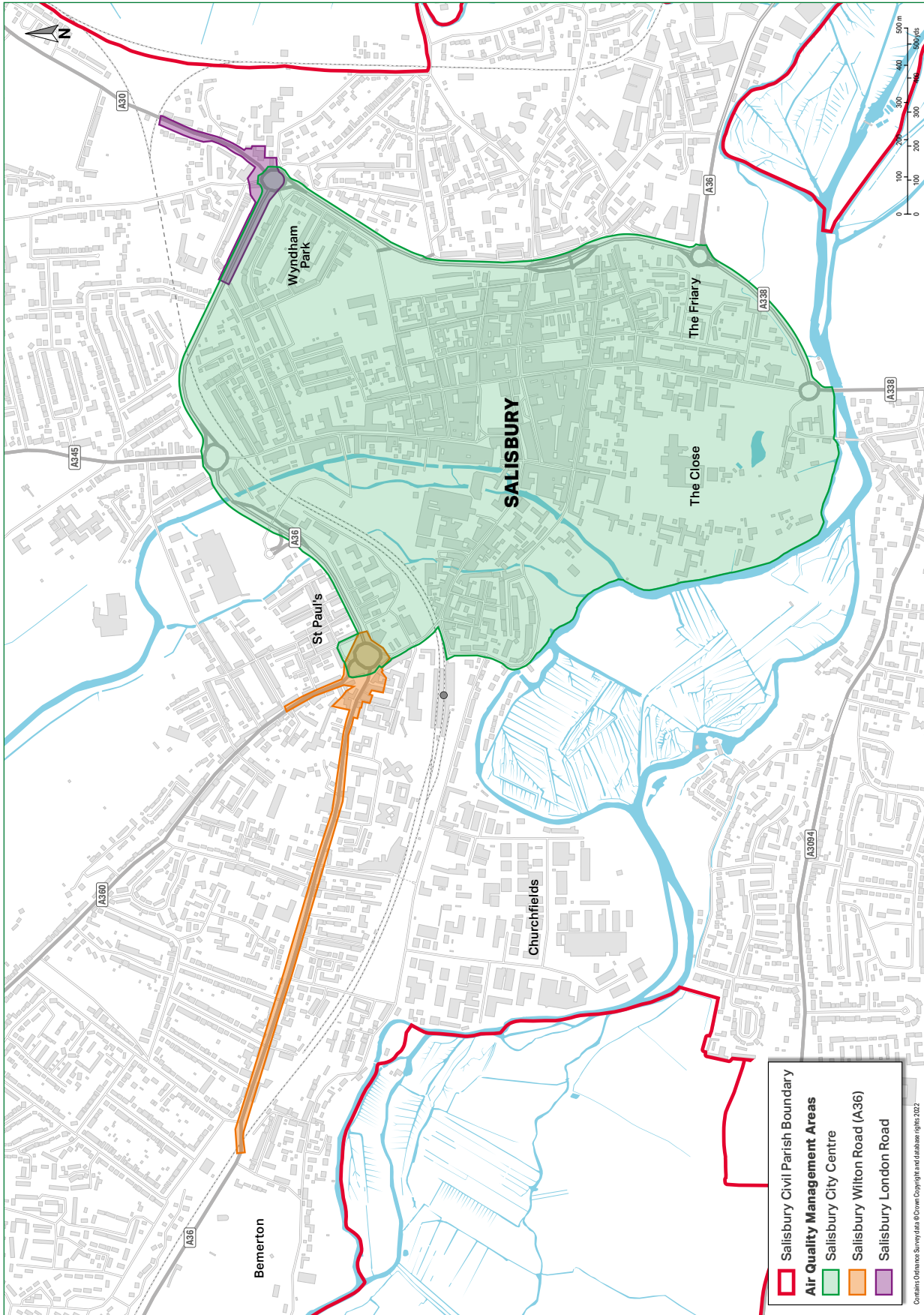
The Maltings Playarea

55 The AQAP for Wiltshire recognises the critical linkages between air quality

56 Wiltshire Council produced an Air Quality Strategy for Wiltshire 2019 – 2024. The Strategy, amongst other measures, recognises the impact of development on



Figure 5. Air Quality Management Areas in Salisbury



Policy 2:

Air quality

When fulfilling the requirements of Core Policy 55 in Salisbury, particular regard will be had to how the scheme design avoids the creation of NO₂ and PM₁₀ in Air Quality Management Areas.

Also when fulfilling the requirements of Core Policy 55, transport assessments should address how the transport impacts of the development will result in acceptable air quality locally and will not lead to the breaching of air quality objectives within an existing Air Quality Management Areas or elsewhere. Existing development, particularly where that leads to traffic and lorry movements, will be encouraged in all instances to reduce traffic impacts on Salisbury's Air Quality Management Areas.

Landscape proposals should include tree, hedgerow and shrub planting of appropriate species to support improved air quality.

air quality, encourages local communities to facilitate alternatives to the private car, and seeks to increase electric vehicle charging infrastructure. The policies in the SNDP support this strategy.

57 A draft Air Quality Action Plan for Wiltshire (January 2023) has been prepared. This noted that WC work at Fisherton Street was supportive of improving air quality. The report also notes some improvement in air quality over recent years. It retains the 2012 supplementary planning document though the review of the local plan.

58 Therefore, it is appropriate and necessary for planning applications in Salisbury, particularly where they have the potential to exacerbate air pollution impact in any of the AQMAs, to consider means of avoiding further impacts.

Zero carbon development for new and retrofit schemes

59 In February 2019, Wiltshire Council acknowledged a climate emergency, and pledged carbon neutrality by 2030²¹. Wiltshire Council have acknowledged this emergency because of the rapid rise in greenhouse gases being created by industry and personal car use. This leads to the thickening of the ozone layer, which leads to lower levels of refraction of the sun's radiation, meaning that the heat is trapped within the ozone layer and heat remains within the earth and heats the earth's surface. Therefore, it is important to recognise the need to reduce the levels of gas that is being released into the atmosphere and aim to reduce existing levels through reversing the effects of climate change and creating more opportunities for oxygenation. More information about climate change and the role of ozone in the atmosphere.

60 It is clear that the only way this can be achieved is by using a mixture of strategies that include planning, mitigation, monitoring, cultural shifts and transport realignment.

61 Since that time, Wiltshire Council has undertaken a significant body of work to consider how to move Core Policy 41 forward to meet the 2030 target.

62 Most of Wiltshire's CO₂ production arises from transport (45%) whilst homes account for 26% and industry accounts for 29%. This policy addresses the 26% CO₂ produced by homes and adopts model policies promoted for consideration in the draft Local Plan Review. It is likely that the SNDP will be made before the Local Plan Review is completed and therefore acts as an interim policy until the local plan has been adopted.



63 A community survey in Wiltshire in 2020 concluded that climate change and renewable energy was to be the top priority policy requirement by respondents²². These results indicate that there is widespread support for introducing more demanding policies and a more responsive approach from developers to make significant steps towards a carbon neutral future.

64 Energy Performance Certificates (EPC) in Wiltshire show that most of the county's 201,991 homes have been rated B-F, though most are C or D. This is a far cry from the 100% A standard rating necessary to reach carbon neutrality and indicates that all new homes need to be built to zero carbon standards, and approximately 400 existing homes would need to be retrofitted to these standards to meet the 2030 target²³. This is a very ambitious target.

Above
The River Avon
from Bridge Street

65 On 13 January 2021, a report from the Global Warming and Climate Emergency Task Group of the Wiltshire Council Environmental Select Committee issued a report that set out recommendations on planning policies for the Local Plan Review. These recommendations are the basis of the policies in the SNDP.

66 In Salisbury, there are 18,647 homes (Figure 6). To be carbon neutral, most, if not all, of these homes will need to be modified.

67 There is also extensive Conservation Area coverage in the central area and many listed buildings which are included in this total. Historic England has published "How to Improve Energy Efficiency"²⁴ which provides comprehensive advice which will not be repeated here but should be consulted by owners of listed properties when they consider how to make them more energy efficient and reduce their CO₂ impacts.

68 There is mounting evidence that new houses can be built to net zero carbon standards on a cost-competitive basis in the mass market, but currently only a very small proportion are built to better than the minimum legal requirement for energy efficiency.²⁵ In addition, no new homes will be connected to the gas grid from 2025 at the latest and will need to be heated through low carbon sources and have ultra-high levels of energy efficiency alongside appropriate ventilation²⁶.

69 Policy 3 seeks to bring development in Salisbury in line with Wiltshire Council's 2030 target to become carbon neutral and to meet the City Council's own carbon reduction targets and aspirations.

Figure 6. Number of residential properties in Salisbury

Band	Fisherton and Bemerton	Bemerton	Harnham	St Pauls	St Edmunds	St Francis and Stratford	St Marks and Bishopdown	St Martins and Cathedral	Total
A	163	524	303	489	376	90	124	178	2,247
B	179	746	180	510	481	123	235	486	2,940
C	784	847	743	263	834	483	452	656	6,062
D	608	431	545	195	583	731	215	618	3,926
E	138	88	385	84	237	468	54	485	1,939
F	46	24	247	96	117	203	52	191	976
G	17	0	156	81	42	85	40	100	521
H	5	0	0	1	2	7	1	20	36
	1,940	2,660	2,559	2,719	2,672	2,190	1,173	2,734	18,647

Source: Wiltshire Council, Salisbury City Council, 2017 data on council tax band properties

Policy 3:

Carbon neutral development

When fulfilling the requirements of Core Policy 41, and in particular for major developments that require a Sustainable Energy Strategy, proposals will address the following:

Climate change adaptation:

- How the proposal will perform against the UK Green Building Council's Net Zero Carbon Buildings Framework Definition²⁴ meeting the zero-carbon target wherever possible.
- How it will provide an improvement on Part L (2013) or subsequent replacement document of the Building Regulations through energy efficiency measures.

Sustainable construction:

- How energy use and generation CO₂ emissions will be metred.
- How the use of metred data will demonstrate that the building or modification for the first three years of the development will prioritise energy efficiency through the building fabric.

Existing buildings:

- Whether alternatives for heating such as the use of ground/air, and water source heat pumps or other on-site renewable energy should be used to maximise onsite energy generation.
- How planning applications to modify existing building (including Class MA development, changes to doors, windows, porches, new habitable or operational rooms including conservatories, loft conversions including dormers, and other extensions,) demonstrate that the proposal has improved the energy efficiency of the building to meet appropriate BREEAM (Very Good for C3, Excellent for non-residential development), Passivhaus, EnerPHit or other recognised national standards.
- Planning proposals for modifications of buildings in a Conservation Area or to a Listed Building should consider the advice from Historic England²⁷ and demonstrate that the maximum level of energy efficiency, energy generation and reduction in CO₂ impacts have been achieved.

Electric vehicle charging points

70 Published in July 2018, The Road to Zero²⁸ describes the government’s ambition to end the sale of new conventional petrol and diesel cars and vans by 2040. The

government issued a revised two-phase approach in November 2020²⁹: Step 1 will see the phase-out date for the sale of new petrol and diesel cars and vans brought forward to

Figure 7. Vehicle charging types

Type	Potential settings
<p>Slow/standard</p> <ul style="list-style-type: none"> • 7kW or lower. • typically, available in 3.5kW and 7kW power. • four to eight hours to fully recharge, depending on the vehicle and its battery size. • add between 10-25 miles of range per hour. • useful in locations where EVs are parked for a long time or overnight. 	<p>Homes</p> <p>Workplaces</p>
<p>Fast</p> <ul style="list-style-type: none"> • between 7-22kW. • most fast charge points are 22kW. • two to four hours to fully recharge, depending on the vehicle. • provide up to around 75 miles of range per hour. • useful at destinations where EVs are parked for a few hours (e.g. shopping centres). 	<p>Workplaces</p> <p>Long stay car parks</p> <p>Hospitals</p> <p>Gyms</p> <p>Entertainment venue car parks</p>
<p>Rapid</p> <ul style="list-style-type: none"> • between 43-50kW. • most rapid charge points are 50kW. • 25-40 minutes for 80% recharge, depending on the vehicle. • provide around 100 miles of range in half an hour. • useful for EVs parked for a quick break (e.g. service stations, taxis, commercial vehicles). 	<p>Short stay car parks</p> <p>Food and other retail car parks</p> <p>Petrol stations</p>
<p>Ultra-rapid</p> <ul style="list-style-type: none"> • over 50kW. • most ultra-rapid charge points are 100kW or 150kW, more powerful units available. • provide around 200 miles of range in half an hour. • at present, few EV models can accept an ultra-rapid charge. • many EVs on sale from 2020 onwards are likely to accept 100kW charging. • useful for EVs that need to refuel without a break, as if refuelling at a petrol station. 	<p>Short stay car parks</p> <p>Food and other retail car parks</p> <p>Petrol stations</p>

2030. Step 2 will see all new cars and vans be fully zero emission at the tailpipe from 2035. The government's proposals are predicated on an increase in charge points. To meet future demand, the government is providing grants for homeowners, businesses and local authorities to install charge points, and is also supporting the deployment of rapid charge points.

71 Approved document S of the Building Regulations 2021 sets out the requirements for EV charging in full. Policy 4 seeks to ensure that 2 outlets are provided at each socket because this is a relatively inexpensive way to increase EV charging capacity.

72 The Local Government Association provides advice on how local government should prepare for the need for electric vehicle charging³⁰. Electric vehicles are promoted both for the reduction in air and noise pollution and the reduction in atmospheric CO₂ production. There are currently four types of EV charge points which will be suitable for different settings, shown in **Figure 7**³¹. There are currently relatively few charge points in Salisbury, which are illustrated in **Figure 8**. This limited number will clearly not be sufficient if Salisbury is to meet the government's EV targets.

Policy 4:

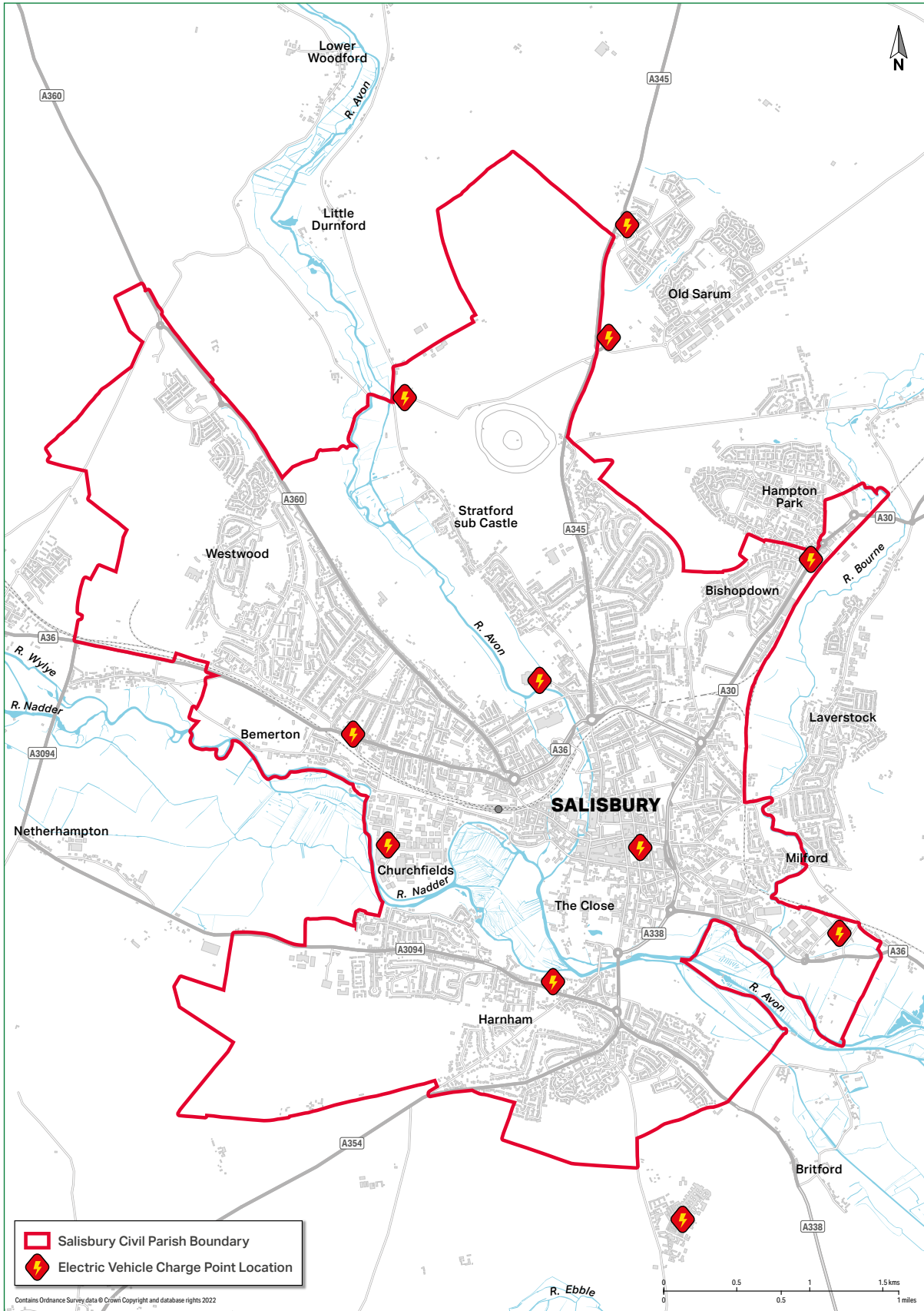
Electric vehicle charge points

All new residential development or residential conversions and modifications where parking is provided should have an appropriately located charging point, preferably with two charging sockets. Where general parking areas are included in residential developments, there should be an appropriate ratio of charging points for general use.

All new non-residential proposals will be required to make provision for appropriate electric vehicle charging infrastructure to meet the development's own and visitor's needs.

The installation of electric vehicle charging points at public buildings with vehicular access and public parking and in street infrastructure such as lamp posts will be supported. Where provision is made each outlet should have at least two charging sockets.

Figure 8. Electric vehicle charge point locations in Salisbury



Source: Map of charging points for electric car drivers in UK: Zap-Map (zap-map.com), June 2023.

Habitats Regulations

73 Wiltshire Council as the competent authority has prepared a Habitats Regulation Assessment (screening) (HRA) in November 2021. This is provided as a separate document to accompany the SNDP.

74 New development in Salisbury will be required to be compliant with the Habitats Regulations. This policy draws upon the findings of the HRA to support applicants in their decisions as to how to address these regulations. Applicants are encouraged to consult the HRA and to prepare proposals for appropriate mitigation where necessary.

Policy 5:

Habitats Regulations

All new development will need to demonstrate compliance with the Habitats Regulations.

Development affecting the New Forest SPA/ SAC must pay regard to the potential for increased recreational pressure on this site, taking account of the Interim Recreation Mitigation Strategy for the New Forest Internally Protected sites, January 2022, or subsequent iteration.

Development that is not allocated in the Wiltshire Core Strategy must demonstrate phosphorus neutrality.

Chapter 2: References

- ⁸ *The Wiltshire Green Blue Infrastructure (GBI) Strategy, adopted in February 2022, Green and blue infrastructure - Wiltshire Council*
- ⁹ *Ibid.*, page 38.
- ¹⁰ *Wiltshire Climate Strategy 2022 – 2027, February 2022, Climate Strategy*
- ¹¹ *Greenhouse gas removal best way to make UK carbon neutral by 2050 | Imperial News | Imperial College London*
- ¹² *Wiltshire Council, Environment Select Committee, 13 January 2021.*
- ¹³ *Ibid.*, page 26.
- ¹⁴ *emergency-tree-plan.pdf (woodlandtrust.org.uk) Which Trees Offset Global Warming Best? (thoughtco.com)*
- ¹⁵ <https://www.wiltshireairquality.org.uk/assets/documents/council-reports/ASR%20Final%2013.07.2021.pdf>
- ¹⁶ <https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution>
- ¹⁷ see WHO global air quality guidelines published Sept 2021: <https://www.who.int/publications/item/9789240034228>
- ¹⁸ see <https://uk-air.defra.gov.uk/library/air-quality-targets>
- ¹⁹ *Wiltshire Council (2021): 'Air Quality Annual Status Report', [online] available to access via: <http://www.wiltshireairquality.org.uk/reports>*
- ²⁰ see Draft Air Quality Supplementary Planning Guidance on <https://www.wiltshireairquality.org.uk/reports>
- ²¹ <https://cms.wiltshire.gov.uk/documents/q11678/Public%20minutes%2026th-Feb-2019%2010.30%20Council.pdf?1=11>
- ²² *Wiltshire Community Area Joint Strategic Assessment 2020.*
- ²³ *WC Cabinet 2 February 2021 Agenda Item 14, Appendix 1, paragraphs 56-61.*
- ²⁴ *Energy Efficiency and Historic Buildings: How to Improve Energy Efficiency (historicengland.org.uk)*
- ²⁵ *Global Warming and Climate Emergency Task Group, January 2021, para 17.*
- ²⁶ *Ibid.*, para. 18.
- ²⁷ *Energy Efficiency and Historic Buildings: How to Improve Energy Efficiency (historicengland.org.uk)*
- ²⁸ *The Road to Zero (publishing.service.gov.uk)*
- ²⁹ *Government takes historic step towards net-zero with end of sale of new petrol and diesel cars by 2030 - GOV.UK (www.gov.uk)*
- ³⁰ *The case for electric vehicles | Local Government Association and linked pages.*
- ³¹ *Electric vehicles: What are the different types of chargepoint? | Local Government Association*



3: Built environment

Above
A view across
the City

Design in the built environment

75 The government is placing ever greater emphasis on achieving good design in new development and has significantly updated the National Planning Policy Framework to make this happen. Salisbury already enjoys an exceptional built environment based on centuries of careful development but there are parts of the city and buildings and precincts that are due for refurbishment and modernisation.

76 This part of the SNDP guides how new development and modifications to existing buildings should be undertaken to achieve excellent design outcomes and civic improvements.

77 The creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this³².

78 Wiltshire Core Strategy Policy 57 seeks to encourage high quality design, and this SNDP policy provides local detail how that should be achieved in Salisbury. Similarly, Core Strategy Policy 58 requires development to protect, conserve and where possible enhance the historic environment. Both these Core Strategy policies must be read in conjunction with the policies in the SNDP and its appendices.

79 As described elsewhere in the SNDP, Salisbury has a unique and extremely high-quality built environment deriving from its geology, the flow of four of its five rivers through the city, its spectacular countryside landscape, and its many historic buildings reflecting many epochs, with the Salisbury cathedral and its spire creating a focal point.

80 All development, whether new, redevelopment of brownfield sites or existing buildings, or extensions and modifications of new buildings will require particular attention to design so that Salisbury's legacy is protected and enhanced.

81 Paragraph 134 of the National Planning Policy Framework states clearly that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.

82 The SNDP's overriding policy objective is to influence the appearance and character of new or adapted buildings and their form of construction including minimising the impact of proposals on climate change. The SNDP takes forward those policies from the former Salisbury District "Creating Places" (2006)³³ which remain relevant. The following summary of the historic built environment also derives from this source.

Historic built environment

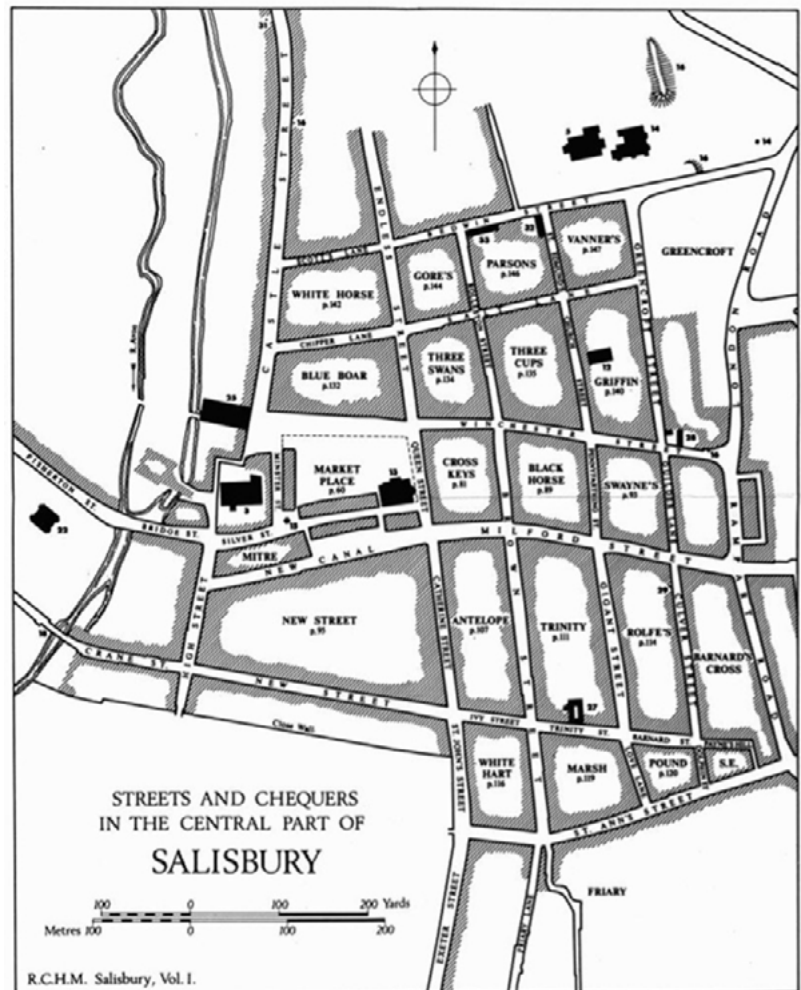
83 The historic core consists of two principal areas each with a distinct character: the quiet formality of the Cathedral Precinct (The Close), and the busy commercial and residential area of the historic Chequers and the Market Square set within the medieval grid of streets. Both of these areas are highly significant for their quality and the special interest of the built environment. There are a total of 38 grade I and 644 grade II* listed buildings within the city. The street pattern and the numerous surviving historic buildings give the core a strong historic feel (see also **Figure 41**).

84 The street pattern is based on a medieval grid structure known as Chequers (**Figure 9**) which to this day includes: White Horse, Gores, Parsons, Vanners, Blue Boar, Three Swans, Three Cups, Griffin, Cross Keys, Black Horse, Swayne, Mitre, New Street, Antelope, Trinity, Rolfes, Barnards Cross, White Hart, Marsh and Pound which still survive. The twenty Chequers still form the structure of the historic core of the city.

85 The Market Place was also established during the medieval period although it was larger than at present and possibly comprised Oatmeal Row, Ox Row, Butcher Row and Fish Row. These names refer to produce sold on these sites as do the Cheese Cross, and the Poultry Cross.

86 The Close has at its heart the cathedral. This is surrounded by a series of grand houses ranging in date from the thirteenth to the eighteenth century, bounded by the medieval precinct wall to the east, south and north and entered via one of three medieval gates. The spire of the cathedral serves as a focal point for many views within the city and for miles around.

Figure 9. *Historic Chequers in Salisbury*



87 Within the slightly skewed grid of streets, laid out at the time of the foundation of the city in the early thirteenth century and largely dictated by the inclusion of watercourses fed by the rivers, there is a great wealth and diversity of architectural styles and materials. Many medieval timber-framed houses, shops and inns have been re-fronted in the Georgian period but their scale and idiosyncrasies (irregular fenestration, jetties, parapet eaves lines

with steep tile roofs behind), all make a valuable contribution to the character and appearance of the area, and provide numerous examples of outstanding townscape quality which are an undeniable characteristic of the city.

88 The special qualities (or unique characteristics) of the Salisbury central area and the setting of the cathedral that are of heritage significance;

- A spectacular semi-rural landscape riverside setting comprising water meadows and treelined slopes of the surrounding valleys

Below
High Street



- A medieval street pattern of grids surrounded by Victorian and Edwardian suburbs
- Survival of the historic building plots (burgages) of the thirteenth century
- Medieval timber-framed buildings, many of which have been re-fronted with brick and render in the Georgian period
- The high-quality representation of architectural styles, materials and finishes throughout the city
- The use of materials – brick, timber, mathematical tiles and tile hanging to disguise and historically upgrade timber framed buildings
- Medieval rooflines in old red clay tiles (often seen behind later facades and revealed to rear elevations)
- Georgian frontages - traditional sash windows, classical doorcases or doorhoods, cornices, parapets and platbands
- Views to the cathedral – cultural/artistic (through nationally acclaimed paintings and artists), processional, accidental and terminated views
- Cathedral Close with its building history spanning eight centuries of planning and architecture
- A dynamic positive tension between the spiritual and the commercial sectors of the city
- Green spaces of high quality particularly to the riverside

89 The Conservation Area Appraisal of 2014 refers to Salisbury as "...probably

one of the best known medieval planned towns in the country.” Its grid street design dates back to the early 13th century and largely survives to this day in the Salisbury Chequers (20 in total). The grid was thought to reflect the demand for property for the expected size of the city. It is irregular because it incorporated both existing roadways and watercourses. The CAF³⁴ states: “The hierarchy within the Chequers is focused on the Market Place, where the scale and intensity of the built form is greatest. The eastern areas are generally quieter and more residential in character, although commercial activity stretches along Milford Street and Winchester Street from the main shopping areas. The

western areas contain retail, commercial and employment uses – including hotels – reflecting their proximity to the main city core”.

90 Much of the central core and streets to the eastern (Gigant Street) and western (Brown Street) edges of Trinity chequer have been the subject of major redevelopment. In most cases the all-important building line of the historic grid has been maintained. Although there is much new building, this has also maintained the fine to medium grain of historic development to the north (Milford Street) and south (Trinity Street) of the chequer.

91 Much of the historic core is within

Below
Salisbury Guildhall



the Conservation Area. However, Salisbury in Detail³⁵ states:

... out of more than 500 images in the book, almost half come from buildings which are not listed. For the most part, these structures do not fall within the city's fairly tightly defined Conservation Area either - in other words, they have no form of statutory protection at all.

92 The Victorian and Edwardian era brought some prominent examples of 19th century architecture including the railway station in 1859, the old post office in Castle Street in 1904, and the former County Hotel (now Wetherspoons PH) in Bridge Street in 1874, and residential rows such as Churchfields Road Villas, Harcourt Terrace and the Fisherton Street link from the city core out to the station.

93 It was a century of slow then rapid growth, with a population in 1801 of 7,668 rising to 9,500 in 1851, then rapidly expanding to 17,000 by 1901. In the 19th century Britain was transformed by the industrial revolution, which largely passed

Salisbury by as it remained a market town as the old cloth industry died out.

94 Some significant improvements in Salisbury occurred during the 19th century, such as gas street lighting in 1833 and the arrival of the railway in 1847. After the outbreak of cholera in 1849 the city embarked upon the creation of piped water supplies and underground sewers. The result was an expansion of Victorian residential building outwards towards the main arterial routes such as the Devizes Road, along the London Road and south towards Harnham, as well as closer into the centre as mentioned above.

95 Salisbury's older suburbs (mostly bounded by the railway, Churchill Way or water meadows) are primarily residential areas dominated by a strong Victorian street pattern of relatively narrow parallel roads, in a loose grid layout, with terraced housing overlaying earlier medieval origins. The predominant building material is red brick and houses are often decorated by intricate brick detailing³⁶.

Historic environment record

96 Salisbury has a rich record of archaeological finds which can be accessed via the Wiltshire Council Historic Environment Record. There are extensive

records available to view online which should be consulted when preparing planning applications for development that might adversely affect known features.

Design in Salisbury

97 The City of Salisbury Conservation Area Appraisal and Management Plan, adopted December 2014³⁷, provides a detailed planning context for the Conservation Areas of Salisbury and is a key document in preparing and determining planning applications in the city.

98 A separate Design and Advertising Guide for Salisbury has been prepared to accompany this SNDP which sets out detailed design considerations for all development. This guide must be read in conjunction with the policies in this SNDP and those prepared by Wiltshire Council as the Local Planning Authority.

99 Whilst traditional design and architecture is to be cherished and enhanced in the city centre, there are recent examples of modern developments that have been permitted which are generic in design. It is not always possible or desirable for new development to be limited to traditional design references and there may be exceptional modern schemes that do not mimic traditional design features but which may nonetheless, because of their pleasing design or high quality details, still make a positive contribution to their surroundings. However, modern design should enhance the urban environment overall and not contribute the erosion of local character or interest.

100 National planning guidance is now placing increased emphasis on beauty and quality of design. In the past Salisbury has had independent design reviews of important developments (Design Forum).

This has ceased in recent years. The basic methodology for how a design panel could be used to prepare the best design solutions is set out in "Design Review and Practice"³⁸, published in 2013 by the Design Council. Though now slightly dated, this document's principles are still fully endorsed, and major schemes or those in sensitive locations should demonstrate that they have taken advantage of independent, external design support wherever possible. For such developments the Local Planning Authority and/or Salisbury City Council should demand evidence of such design review.

101 Many aspects of good design require maintenance over time. Whilst it can be expected that external finishes will require maintenance as part of development, too often matters such as landscaping, flood management and replacement of building elements such as doors and windows, are either overlooked as a scheme matures, or are handled poorly when they are replaced or updated. For this reason, the SNDP will require that long term management schemes will be put into place for the following matters: landscaping schemes other than individual residential properties, any form of flood management scheme, tree planting, and where appropriate, replacement of key building elements. Further advice on these matters can be found in the Salisbury Design and Advertising Guide.

Policy 6:

Design in the built environment

All developments in Salisbury will be required to have regard to the Salisbury Design and Advertising Guide when addressing Core Policy 57 and 58, particularly for schemes requiring a design and access statement.

All development within Salisbury's Conservation Areas will be required to have regard to City of Salisbury Conservation Area Appraisal and Management Plan 2014.

All major development will be required to either obtain professional architectural design input and/or be subject to an independent design peer review. Where a scheme may have an impact upon the Salisbury landscape, appropriate professional expertise will be required to assist in scheme design. Generic design approaches will not be tolerated.

All development that requires planning permission for Class E uses, or from conversions from Class E to Class C3 are required to have regard to "Salisbury Design and Advertising Guide".

High quality and well designed non-traditional buildings may in some instances be acceptable in the city centre provided that they provide an overall enhancement to the urban environment.

Where provision is made for the following, a long-term management scheme (25 years) will be required: landscaping schemes other than individual residential properties, any form of flood management scheme, tree planting, and where appropriate, replacement of key building elements.

Any development with below ground impacts of any substance within the Conservation Areas and particularly in Cathedral Close will address Core Strategy Policy 58 with regard to archaeology.

Design for E Class uses and conversions from Class E to Class C3



Left
The Cathedral
and the Close

102 Subject to certain criteria, the conversion of a Class E unit to Class C3 residential is permitted development (Class MA development) and therefore planning permission may not be required. However, there is a requirement to submit an application for prior approval, which only takes into account certain matters such as transport impacts, safe site access, contamination, flooding risks, impact on the character or sustainability of the Conservation Area, provision of natural light, or loss of a registered nursery or health centre.

103 It is therefore important for all applicants to contact the Local Planning Authority to understand whether their proposals meet the permitted development criteria.

104 Where a proposal involves a building located in a Conservation Area and involves the change of use of the whole or part of the ground floor, the impact of the proposal should be in keeping with the character and sustainability of the Conservation Area. Salisbury's main shopping precinct in the central area is designated as a Conservation Area for these purposes.

105 Specific design guidance has been prepared in the Salisbury Design and Advertising Guide document that accompanies the SNDP. This document should be considered when making any design decisions for E Class uses and for conversions under Class M development.

Salisbury Cathedral Close and its Liberty

106 The Close and its Liberty have constituted one neighbourhood within Salisbury as far back as the 14th century. Both are fully within the Conservation Area.

107 Several studies and writings stress the tranquil character of The Close with a sense of calm and contemplation as opposed to the rest of the city. This is mainly due to the restricted traffic flow and the absence of commercial enterprises within its walls³⁹. The 83 acres of The Close provide extensive green space right in the heart of the city, linking the townscape with the countryside and providing a refuge for wildlife.

108 Many of the extensive gardens have a river frontage along the Avon. The North Canonry is included on Historic England's Register of Historic Parks and Gardens as a Grade II Listed Park/Garden. Together with several very significant trees, the green setting of the cathedral contributes to the tranquillity and special atmosphere of these spaces. They are of fundamental importance to the character and setting of the cathedral itself. These green spaces and The Close landscape are an important part of Salisbury's GBI which includes the wooded slope of Harnham Hill to the south. This is also

Below

High Street Gate
– main entrance
of only three
into The Close



an important component of the landscape setting and green backdrop for the cathedral but there are issues with an increasing loss of mature trees due to age and ash dieback disease.

109 There are a variety of tree species in the public realm of The Close which are entirely appropriate in terms of scale, stature, and lifespan for these spaces. These include lime, horse chestnut, deodar cedar, several 300-year-old specimens of London plane, yew, beech, oak, ornamental pear.

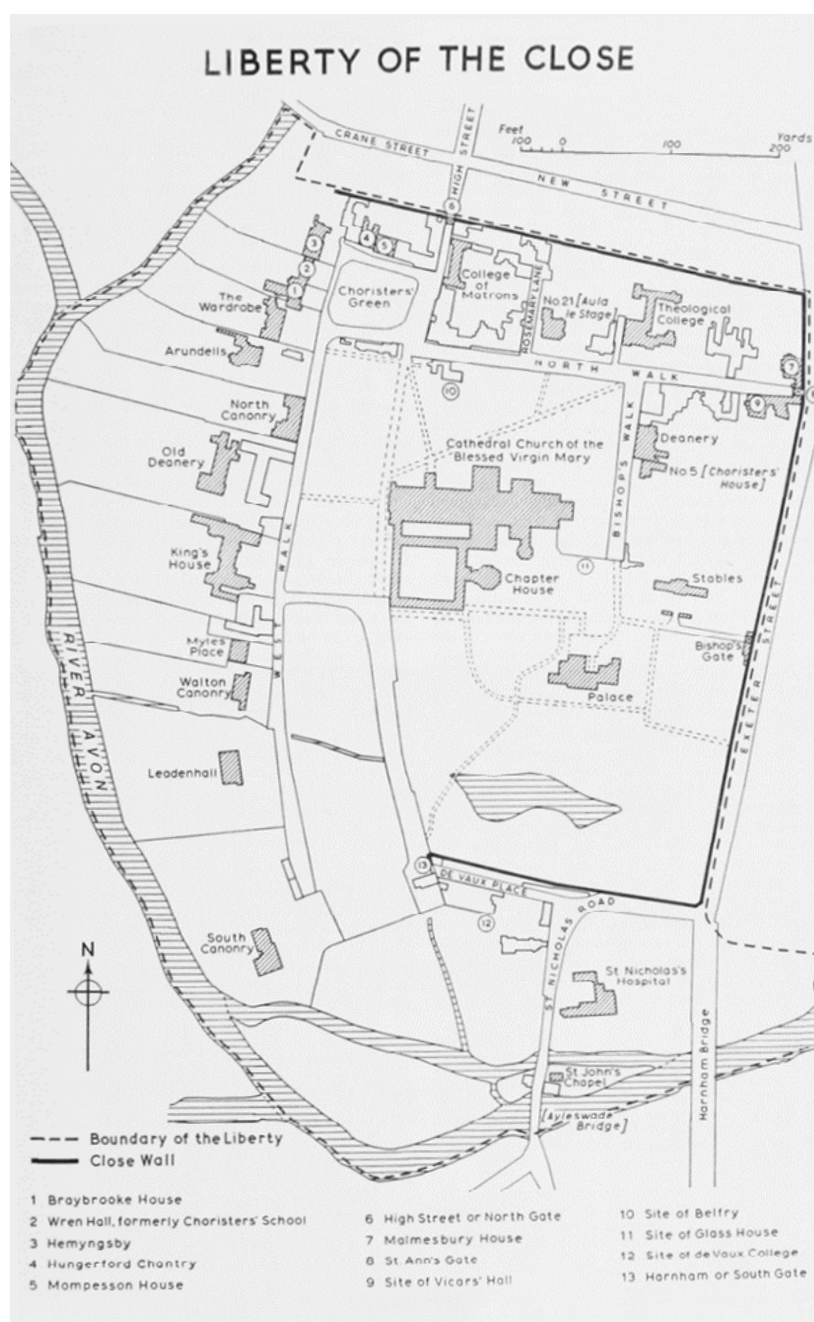
110 The mix of trees, hedgerows, lawns, school grounds (one of which includes a lake), and playing fields, as well as private gardens with river frontages, provide an important variety of wildlife habitats.

111 The pedestrian route and cycle-way through The Close provides valuable and uplifting connectivity with the city centre for people living and working on the south side of the city.

112 The Close wall delineates the curtilage of the cathedral and The Close. It exists still largely intact with exceptions along the eastern bank of the river Avon where only remnants remain. **Figure 10** illustrates the extent of the Liberty of the Close.

113 The City of Salisbury Conservation Area Appraisal and Management Plan⁴⁰ (2014) refers to The Close as a uniquely well-preserved example of a medieval secular cathedral close, and describes it "of outstanding significance". It is exceptional in having been planned and largely developed at one time. This assessment is also reflected in the listing text of the Cathedral⁴¹. These views are also mirrored in literature, art and learned studies (see examples^{42, 43}).

Figure 10. The Wall and Liberty of The Close, Salisbury



Source: *A History of the County of Wiltshire: Volume 6...*⁴² from *City of Salisbury Conservation Area Appraisal and Management Plan, 2014*

114 Salisbury has 38 grade I listed buildings. Of these 22 are within The Close⁴⁴ and its Liberty (including The Close wall in this count). **Figure 11** is an excerpt from the Conservation Area Plan showing the listed buildings within The Close (in dark blue).

115 From its inception, The Close (bounded by the River Avon and the Close Wall) has formed the curtilage of the cathedral. Both are listed as Grade I.

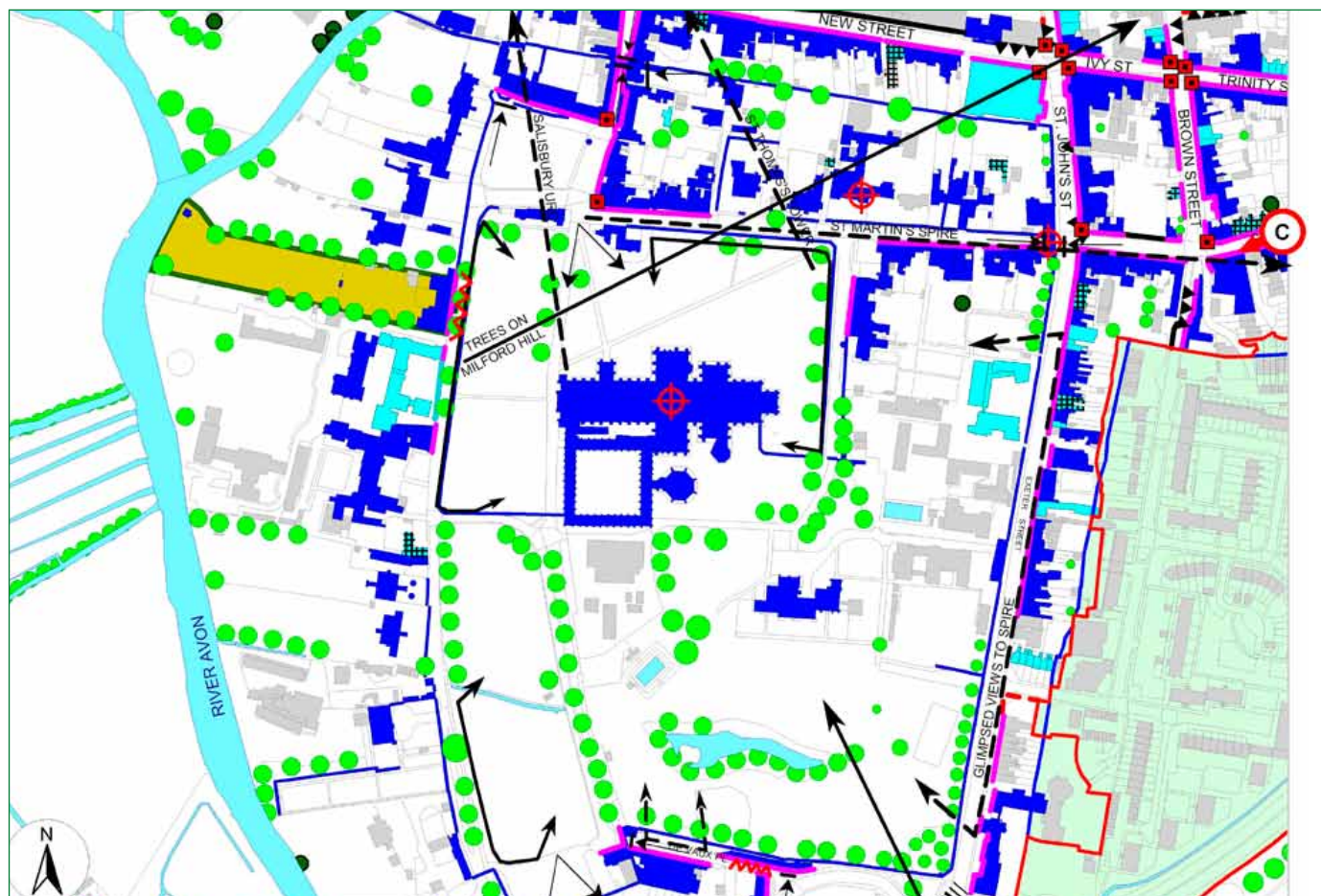
116 The Salisbury Cathedral Strategic Plan 2017 – 2022⁴⁵ sets out how the

cathedral's rich architectural, cultural and artistic sense of place will be sustained.

117 The cathedral's masterplan "An Exceptional Place"⁴⁶, endorsed by Wiltshire Council in February 2017, provides a contextual framework for new physical developments of the cathedral and The Close.

118 There is an understandable tension between maintaining or even increasing high visitor footfall and the protection of this unique setting. The SDNP provides an opportunity to help balance these forces

Figure 11. Listed buildings in The Close (dark blue)



Source: City of Salisbury Conservation Area Appraisal and Management Plan, Figure 66. <https://cms.wiltshire.gov.uk/documents/s68531/salisbury%20con%20area%20doc.pdf>

for the future benefit of all stakeholders by providing additional planning policies to guide design decisions.

119 The Liberty of The Close includes the area to the south-east of the Harnham Gate, extending to the north bank of the river Avon. The river is a designated Site of Special Scientific Interest (SSSI). This area comprises St. Nicholas Hospital (a 12th

century alms house which predates the cathedral) as well as de Vaux Orchard. The latter adjoins the Salisbury water meadows.

120 The Liberty of The Close comprises a further 17 listed buildings and structures of which 11 are Grade II listed, 5 are Grade II* and one Grade I (Ayleswade Bridge or Old Harnham Bridge). Indeed, only one of the houses is not listed.



Photo: H.-D. Scholz

Above Mompesson House



Photo: H.-D. Scholz

Above Terrace of houses east of cathedral including Deanery



Photo: H.-D. Scholz

Above De Vaux House occupying part of the site of medieval De Vaux College



Photo: H.-D. Scholz

Above St. Nicholas Hospital – founded 1215

Policy 7:

The Close and its Liberty

All development proposals including planning applications and listed building consent applications should consider The Close as a single entity constituting the curtilage of Salisbury Cathedral and The Close Wall, both of which are Grade I listed and will be required to:

1. Demonstrate within Design and Access Statements how such development takes account of the internationally distinctive character of the setting in which development is to take place.
2. Respect the predominantly residential character of The Close and the absence of commercial enterprises.
3. Protect and enhance the biodiversity, ecology and landscape setting of The Close.
4. Avoid harm to the special character and distinctiveness of The Close as a place of tranquillity and contemplation, culture and learning.
5. Demonstrate outstanding design merit.

Proposals for advertising in The Close will normally be deemed inappropriate in this Area of Special Control of Advertising.

Development proposals within the scope of the cathedral's masterplan "An Exceptional Place"⁸ will be treated favourably having regard to the SNDP's, NPPF's and the Local Plan's policies on the historic environment.

121 The Conservation Area Assessment and Management Report⁴⁷ states: "This small character area has the remains of some of the earliest buildings in the Conservation Area and is a very strongly defined gateway to the city...", further observing: "...a very high-quality townscape despite its close proximity to the city ring road."

122 There are four cafes/restaurants in The Close as well as four meeting rooms (not counting the cathedral). The latter, as well as museums, the cathedral archives, Arundells and Mompesson House are open to the public. There are also several performance and entertainment spaces and two schools.

123 There is easy access to shopping and facilities in the central area. The Liberty has frequent bus services from Exeter Street to and from the central area.

The Chequers

124 The city's Chequer street pattern, originally laid out in the 13th century, is characterised by continuous lines of buildings set at the back of the pavement, producing a tightly knit, dense streetscape, without front gardens or breaks in the frontage. The street picture is unified by its continuity and, broadly speaking, a common eaves height. Generally, individual buildings are narrow, domestic in scale and respectful of the scale and proportions of neighbouring buildings providing compatibility rather than being competitive. Modern developments often require vehicular access to the rear of sites, thus introducing an uncommon feature in the Chequers. Where such breaks in the frontage are proposed, they should be suitably designed and detailed to contribute to the street scene.

125 The eastern Chequers contains the major part of the tight medieval grid-iron street pattern and is predominantly residential. The streets are narrow with much kerbside car parking and have tight junctions that are difficult for service vehicles to negotiate. The area contains several notable historic buildings.

126 Due to the character of the Chequers, breaks in the street frontages are not common. Modern developments often require vehicular access to the rear of sites and where these are proposed, they should be suitably designed and detailed to contribute to the street scene.

127 The urban open space network in the centre of Salisbury consists of streets,



Left
Salisbury Cathedral
and Chequers

Policy 8:

The Chequers

Proposals that avoid the erosion of the traditional back of pavement line, avoid a break in the street frontage or do not obscure the Chequers street patterns will be supported.

Proposals that seek to reintroduce the original street pattern in the Chequers where this has been eroded will be supported.

Loss or alteration of open space in the Chequers will only be supported where this is likely to enhance further provision or use of such space.

Loss of the open areas of any Chequer will be resisted.

Loss of traditional historic features such as stone kerbs, and stable pavers should be avoided or where it is necessary to disturb them, it will be necessary to reinstate them to their original condition and location.

squares and parks. The public enjoys a right of entry to these spaces, for example Poultry Cross, Butcher Row, the Market Place and the Guildhall Square, which connect to provide a variety of forms, in turn contributing to the essential character of the city. The Market Place contains a fine collection of historic buildings, most notably The Guildhall, and its character differs from the tightly knit fabric of the Chequers especially with regard to the wider and taller views afforded of the buildings.

128 The central area's green open spaces are to be found in the north-east of the Chequers at The Greencroft, the grounds of St. Edmund's Church, Bourne Hill, and the recreation ground. In addition are the backlands to the Chequers, which were traditionally more open with stables, allotments, gardens, small-holdings, orchards, etc. Marsh, White Hart, Griffin and Black Horse Chequers still retain an open centre. Many Chequers had significant development in the 17th and 19th Centuries. There are also small areas of historic paving surviving in parts of the area, such as stone kerbs and stable pavers which need to be preserved from destruction from tarmac on the footways, which looks unsightly and has contributed to the deterioration of the public realm in this area.

Protecting views of the cathedral spire

129 Core Strategy Policy 22 requires that new development will be restricted to a height that does not exceed 12.2 metres above ground level. A policy to protect views of Salisbury cathedral spire existed in the Salisbury District Local Plan and the Core Strategy. These policies and their evidence have been carried forward here. Decorative architectural features that positively contribute to the variety, form and character of the area's roofscape, skyline and silhouette may be allowed to exceed 12.2 metres in height where appropriate, provided that they do not result in any increase in usable floorspace. In exceptional circumstances, development in excess of 12.2 metres in height will be permitted, where it can be demonstrated to the satisfaction of the local planning authority that the development:

- Would have no demonstrable harm on the roofscape of the city and/or views of the cathedral.
- Would be essential for the long-term economic viability of the city.
- Has the height that is required to ensure the development is making the most efficient use of the land.

"The cathedral spire is a dominant feature of the skyline. Views of Salisbury are dominated by the cathedral spire rising above the roofscape of the city. The shape, scale, variety of construction, materials, colouring and weathering of roofs in the city contribute to a roofscape that is a vital part of the area's character and appearance. The spire's dominance has been maintained by the implementation of policies in both structure and local plans. Policy D6 seeks to continue this dominance by restricting new developments to the traditional form of low-rise buildings with pitched roofs within the city. The council recognises, however, that



*there may be instances where new roofscape features can add variety to the skyline and will consider proposals for individual high quality architectural features, which contribute, to the city's silhouette. Due to the compactness of the city, its small scale and the fine detail of existing features, such as church spires, such proposals will only be permitted where they do not include useable floorspace."*⁴⁸

Above
Castle Street
& Cathedral
from the North

130 The importance of views of Salisbury Cathedral was extensively reviewed in the 2008 document "Review of the Salisbury Central Area '40ft Rule' Policy", prepared by Chris Blandford Associates. This document was a keystone in Salisbury District Council's approach to the protection of key views in the city and remains relevant to the SNDP. This

section of the SNDP draws heavily upon that 2008 document, bringing it up to date.

131 The special character and sense of place of the historic core and suburbs within the Salisbury central area is derived from the combination of topography, tree-lined river valleys and the water meadows that provide the wider landscape context for the city centre⁴⁹.

132 The rich chalk lowlands of Wiltshire form the wider setting of Salisbury. The convergence of five river valleys means that water historically, and currently, plays a key role in the establishment of the landscape context of the city. It is not only the cathedral, but also the number of other historic churches that occupy the city and tell their own story with regards to its development. In addition, it is the relatively modest and consistent scale across the city that makes the cathedral such a dominant landmark and provides memorable townscape from both a distance and in the immediate context of the street. In addition to the wider landscape setting, the countryside weaves its way almost into the heart of the city. Early 17th century water meadows encircle the southern half of the city and the gardens of the grand houses of The Close back onto these water meadows forming an almost seamless connection with these historic waterways.⁵⁰

133 The character of the views into and out of the area is defined by the topographical nature of the city – sitting in the bowl of the river bend. The spire of Salisbury Cathedral is the tallest in the United Kingdom and, together with its quintessentially English landscape setting, is widely considered to be a nationally important icon. Within the area, the degree to which the cathedral spire is present/visible is one of the defining characteristics of city views. This is a

defining element of the townscape, which provides both scale and orientation.⁵¹

134 More generally within the area, there are a number of factors, which strongly define the types of view experienced. The grid pattern of Chequers provides long clear views channelled by development either side. These are often terminated by built form in an attractive manner. The Market Place, due to its piecemeal development and to some extent departure from the strict grid pattern of the Chequers, has more complex views, which comprise glimpses such as the juxtaposition of St Thomas's church with the Cheese Market. Given the rigidity of the townscape, funnelled and enclosed views are consistently provided as one moves on foot around the city. This ability to be able to see for some distance, combined with the variety and interest of buildings lining the streets of the core and the comfortable enclosure, which is in proportion to the width of the street, make a significant contribution to the sense of place.⁵²

135 A building heights policy to protect the character and setting of the city and cathedral was first introduced in the early 1960s by the planning authority at that time, Wiltshire County Council.⁵³ The approach taken in the Salisbury District Local Plan was effective in protecting important views of the central area but the policy became out of date with the formation of the Unitary Authority and the adoption of the Core Strategy.

136 The review of the 40ft. policy identified a typology of views that remains relevant:

- **Cultural views** - these views are highly sensitive to change and all development within.
- The **defined view corridor** should be very carefully considered.

- **Accidental/glimpsed views** – these views are desirable to retain but in practice would be hard to protect from all possible development. These views nonetheless make a very positive contribution to the character and appearance of the area and development affecting them should be considered within the context of the relative rarity and sensitivity of individual views.
- **Approach/peripheral views** - these views are highly sensitive to change and are of national significance. All development within these view corridors should be the subject of a full Landscape Impact Assessment to assess their impact on the

cultural, aesthetic and historic character of these varied and internationally celebrated views; and

- **Terminated views** – these views would have to be measured on a case-by-case basis. Any changes to the subject building of the terminated view would need to be carefully considered and their potential impact on the special character and appearance of the area measured.

137 The “City of Salisbury Conservation Area Appraisal and Management Plan” (Adopted December 2014) identifies important views as shown in **Figure 12**.

Old Sarum

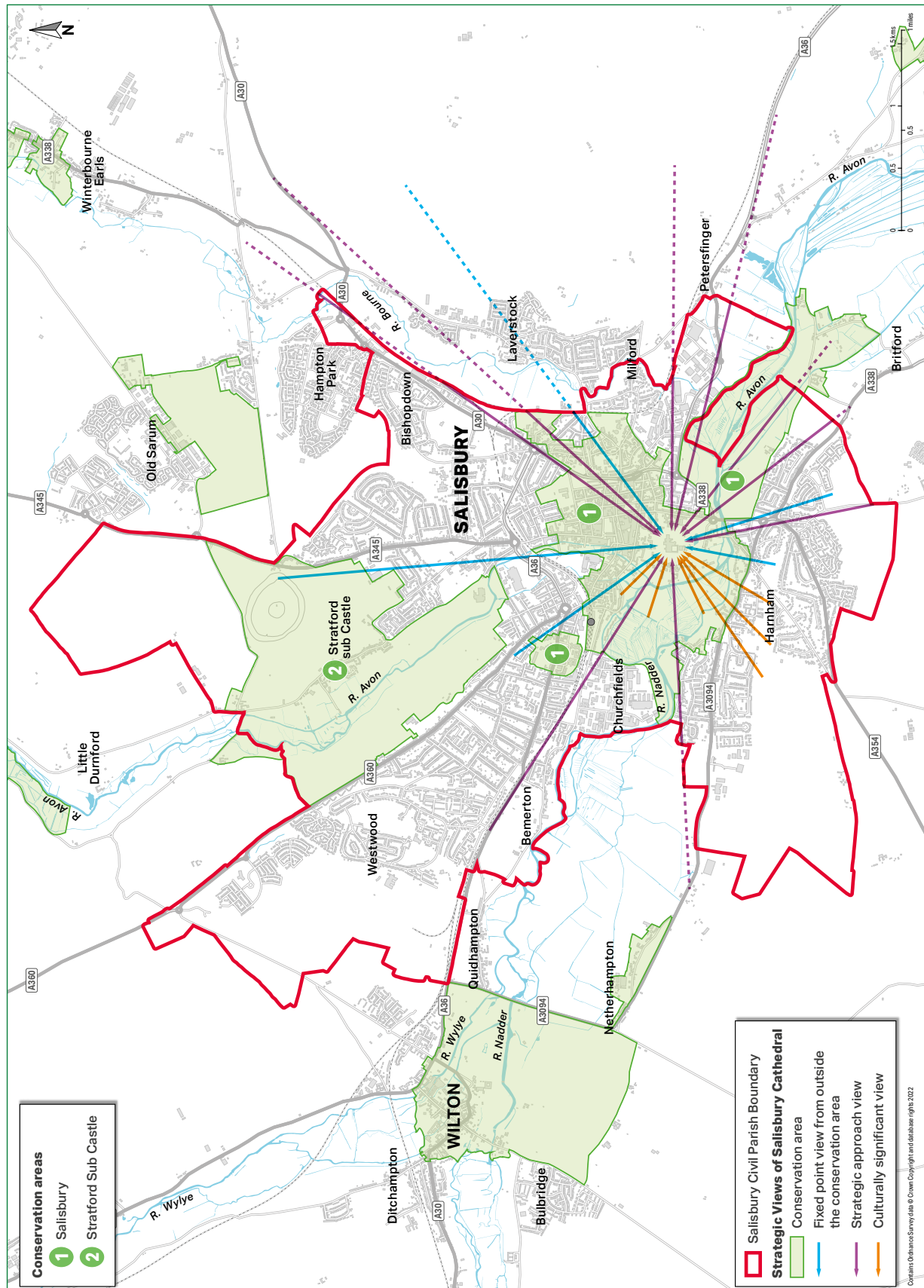
138 Old Sarum, the historic original centre and castle for Salisbury, is a Scheduled Monument and is protected by the Stratford Sub-Castle conservation area. The Cathedral Spire and Old Sarum are historically linked and inextricably bound,

epitomising the old and new settlements of Salisbury. There are dominant views over the new City from Old Sarum, while important views of Old Sarum can be glimpsed from around the city.



Left
Old Sarum

Figure 12. Strategic views of Salisbury Cathedral



Source: City of Salisbury Conservation Area Appraisal and Management Plan Adopted December 2014, Figure 3.

Policy 9:

Protecting key views in Salisbury

In accordance with Core Policy 22, planning permission will only be granted for development that does not exceed 12.2 metres (40 feet) in height, and only pitched roofs clad in traditional materials will be permitted.

Decorative architectural features that positively contribute to the variety, form and character of the area's roofscape, skyline and silhouette may be allowed to exceed this height where appropriate, provided that they do not result in any increase in useable floorspace.

A lesser height may be considered more appropriate for buildings that have to fit into the existing townscape. If existing buildings (at, or in excess of, these limits) are redeveloped, planning permission will only be granted after careful consideration of whether rebuilding to their previous height is acceptable in terms of how it would affect the appearance of the existing townscape and skyline.

Development proposals within the central area or with clear views of the Cathedral Spire should be accompanied by a statement which sets out how views, according to the typology of views in **Figure 12**, are preserved. Major development should be accompanied by a Landscape and Visual Impact Assessment.

Where appropriate, major developments should consider and be sympathetic to potential impacts on the setting of the Scheduled Monument of Old Sarum and protect views of the monument where they exist.

Chapter 3: References

- ³² *National Planning Policy Framework 2021*, para. 126.
- ³³ https://www.wiltshire.gov.uk/media/8104/Creating-places-design-guide-SPG-adopted-April-2006/pdf/Creating_places_design_guide_SPG_adopted_April_2006.pdf?m=637759094932970000
- ³⁴ <https://www.wiltshire.gov.uk/article/2125/Salisbury-Central-Area-Framework>
- ³⁵ *Salisbury in Detail*, 2009, ISBN 978-09512100-1-7
- ³⁶ *Ibid.* para. 2.3.6
- ³⁷ <https://www.wiltshire.gov.uk/media/989/Salisbury-plan-2014/pdf/Salisbury-plan-2014.pdf?m=637106451974230000>
- ³⁸ <https://www.designcouncil.org.uk/resources/guide/design-review-principles-and-practice>
- ³⁹ <https://www.wiltshire.gov.uk/planning-conservation-areas> Salisbury CA page 125, para. 7.228
- ⁴⁰ <https://www.wiltshire.gov.uk/planning-conservation-areas> Salisbury CA pages 125 -126
- ⁴¹ <https://historicengland.org.uk/listing/the-list/list-entry/1023581>
- ⁴² Link... 'Salisbury: The liberty of the close', in *A History of the County of Wiltshire: Volume 6*, ed. Elizabeth Crittall (London, 1962), pp. 72-79.
- British History Online <http://www.british-history.ac.uk/vch/wilts/vol6/pp72-79>.
- ⁴³ *A Guide to Salisbury Cathedral Close*, ISBN-1-5272-2090, page 32 also page 37 Bibliography
- ⁴⁴ https://en.wikipedia.org/wiki/List_of_Grade_I_listed_buildings_in_Salisbury
- ⁴⁵ <https://www.salisburycathedral.org.uk/sites/default/files/sal-cath-strategic-plan-2017-web2.pdf>
- ⁴⁶ <https://cms.wiltshire.gov.uk/documents/s128972/Cathedral%20Masterplan%20Report.pdf> Appendix 1
- ⁴⁷ <https://www.wiltshire.gov.uk/planning-conservation-areas> Salisbury CA page 144 paras 7.2080, 7.2082
- ⁴⁸ *Salisbury District Local Plan (June 2003)*, Policy D6, para. 3.35.
- ⁴⁹ *Review of the Salisbury Central Area '40ft Rule' Policy*", prepared by Chris Blandford Associates, 2008, para. 2.3.7.
- ⁵⁰ *ibid.*, para. 2.3.8.
- ⁵¹ *Ibid.*, para. 2.3.9.
- ⁵² *Ibid.*, para. 2.3.10.
- ⁵³ *Ibid.*, 2.5.1.



4: Green and blue infrastructure

Above
Queen Elizabeth
Gardens

Multifunctional green and blue infrastructure

Below
The Avon
Valley Local
Nature Reserve

139 As shown in **Figure 17**: Open space provision by type in Salisbury, Salisbury's green and blue infrastructure, the GBI of the parish, includes a variety of green spaces and landscape features as well as the rivers or blue spaces. Parks and gardens, recreation grounds, urban trees and ornamental planting, cemeteries, allotments and orchards, semi-natural greenspaces including woodland, grassland, hedgerows and scrub, greenspace associated with linear routes, rivers and wetlands, historic and archaeological features. GBI can also include a variety of other features including sustainable urban drainage systems,

porous paving, green roofs and walls, rain gardens, provision for specific species, green screens, and trees and other types of planting in hard landscapes.

140 An effective GBI network for Salisbury, if well designed, managed, well connected and easily accessible, should provide a whole range of functions to benefit people and nature recovery. Accessible GBI is vitally important for health and wellbeing, providing spaces for amenity, recreation and getting close to nature. It provides the unique and beautiful high quality landscape setting for Salisbury, with its rich historic and cultural links and stunning views, particularly to the cathedral, giving Salisbury a very distinctive character and making it a special place for local people, as well as visitors. The high quality landscape setting together with the historic context and fabric of the city also brings economic benefits attracting people to come to live and work in the city and bringing in visitors.

141 Salisbury's GBI is also vitally important for providing the ecosystem or nature-based services necessary for the local community to sustain itself and develop greater resilience in the face of climate change and biodiversity loss. Ecosystem services help to balance and mitigate the effects of global warming, supporting biodiversity and human health and wellbeing in a variety of ways. For example, through temperature regulation including the provision of shelter, shade and urban cooling; surface water regulation and natural flood management; carbon capture; provision of biodiverse wildlife habitats and pollination services; maintenance of good air quality and water quality, soil health and fertility.



The National Environmental Improvement Plan 2023

142 Natural England launched its National Green Infrastructure Standards⁵⁴ in January 2023 as part of the Environmental Improvement Plan 2023⁵⁵.

143 The Green Infrastructure Standard⁵⁶ will be developed by Wiltshire Council but this work has not yet been done at the time that the SNDP was in preparation. The SNDP will therefore adopt national standards that are recognisably local in character with the following targets:

- Urban greening should be at least 40% green cover in the parish of Salisbury. This is addressed in this chapter of the SNDP though no specific target is offered.

- Major development should meet the National Urban Greening Factor of at least 0.3 for commercial development, 0.4 for residential development, and where appropriate, 0.5 for residential greenfield development. This is addressed in **Policy 11** of the SNDP.
- An urban tree canopy cover target should be set in plans. This is addressed in **Policy 1** of the SNDP.
- An ambition for all Salisbury residents to have access to a variety of greenspaces within 15 minutes' walk from home. The SNDP addresses open space in **Policy 13** but it was not possible to determine how far all green spaces were from all residential areas.

Below
The Greencroft



Wiltshire's green and blue infrastructure strategy

144 Wiltshire Council's Green and Blue Infrastructure (GBI) Strategy⁵⁷ (2022) has three goals in the natural environment plan and reflects the UN Sustainable Development Goals⁵⁸ and national goals and targets for improving the environment set out in the government's 25-year Environment Plan, 2018⁵⁹.

- Adaptation, mitigation and resilience to climate change

- Halting the loss of and improving biodiversity
- Contributing to health and wellbeing

145 The shared vision, which includes Salisbury city, is shown in **Figure 13**.

146 The strategy also contains planning principles that will form the basis of the policies in this section⁶⁰. These will:

- Contribute to the delivery of high quality multi-functional networks of GBI to provide long-term benefits for people, places and nature in Wiltshire.
- Embed GBI in ways that help reinforce and enhance the local built, natural and historic character of Wiltshire's landscapes and townscapes.
- Embed GBI in ways that help support nature recovery and reverse the decline in biodiversity in Wiltshire by providing a net biodiversity gain.
- Embed GBI in ways that help Wiltshire's communities and wildlife be more resilient to a changing climate.
- Embed GBI in ways that help contribute to healthy living and well-being by providing spaces for recreation, relaxation and growing local food in Wiltshire.
- Contribute to long-term management and maintenance of related GBI through financial contributions, management schemes and management plans as appropriate enhancing blue and green infrastructure and biodiversity.

Figure 13. Wiltshire Council's vision for Blue and Green Infrastructure



Source: Wiltshire Council Green and Blue Infrastructure Strategy, 2022.

Safeguarding and enhancing local green blue infrastructure

Salisbury Area Greenspace Partnership audit and vision for a local GBI strategy

147 The Salisbury Area Greenspace Partnership (SAGP) has been active volunteer group since 2012, identifying and mapping Salisbury's GBI assets, raising awareness of the value of GBI and developing ideas for a local GBI strategy. SAGP was set up with support from Salisbury City Council and Wiltshire Council and initially, also Laverstock and Ford Parish Council and Wilton Town Council. Natural England and the Environment Agency were involved together with Wiltshire Wildlife Trust, the RSPB. Other local specialist interest groups, including Walking for Health, the local Cycling Opportunities Groups, COGS, Salisbury Wildlife Group and local groups, have been involved with surveying and developing ideas for the connectivity strategy. There has been support from South Wilts Biodiversity Group, Salisbury and District Natural History Society and Salisbury and Wilton Swifts (SAWS) which monitor and record local flora and fauna.

148 The SAGP digital mapping resource has been developed to provide an overview of GBI in the area in an easily shared spatial format and as a one stop shop for related environmental information. This data has been made available to the SNDP and is included in **Appendix 1**.

149 The mapping exercise to establish the baseline information was carried out by volunteers using local knowledge, Google and Bing aerial coverage, and was supported by a grant and GIS assistance from Wiltshire Council. The typology (**Figure 44 in Appendix 1**) used by the partnership was agreed and reflected the one used by Wiltshire Council who provided the base

maps under their licence with Ordnance Survey and assisted with data entry.

The GBI base line

150 Figure 38 illustrates the River Avon and its tributaries, the Wylde, Nadder and Bourne.

151 These rivers are highly protected sites. They are Special Areas of Conservation (SAC Sites) as well as Sites of Special Scientific Interest (SSSIs), form one of the most diverse chalk river systems in the UK and are of international importance because of the rarity of this habitat type.

152 Appendix 1 also provides mapped data on other natural and environmental characteristics of Salisbury. **Figures 38 - 41** illustrate information on topography, rivers and ridgelines, flooding, priority habitats and designated sites.

Salisbury's GBI assets, landscape character and setting

153 Salisbury's wide range of greenspace and blue space assets are shown in **Figure 17** and include:

- Formal parks and gardens such as Bourne Hill House Gardens (Grade 2 Listed Landscape and part Scheduled Monument), Victoria Park (constructed in 1887 for the Queen's Jubilee by Mayor Frederick Griffin), Queen Elizabeth Gardens and Churchill Gardens (both designed in the 1950s by landscape architect Brenda Colvin);
- Recreation grounds and sports fields, such as Harnham Recreation Ground, Fisherton Recreation Ground, Ashley Road Open Space, Bemerton Recreation Ground, Hudson's Field (gifted to the city by Mayor John Hudson in the 1920s);

- The cathedral lawns and other green spaces, such as Choristers Green within the precincts of The Close;
- Woodland areas, such as Bemerton Folly and Barnard's Folly Local Nature Reserve at Bemerton Heath (a mixed woodland planted in the early 1900s), Harnham Slope, a woodland County Wildlife Site and the Cliff, the Crematorium Garden of Remembrance (Grade 2 Listed Landscape);
- The internationally important chalk river system of the River Avon and its tributaries, all SAC sites and SSSIs;
- Semi-natural green spaces such as historic water meadows at Britford and Harnham, the Avon Valley Local Nature Reserve and The Butts Open Space, Middle Street Meadow, Harnham; and Churchfields Open Space;
- Chalk downland at Old Sarum Scheduled Monument (administered by English Heritage), Lime Kiln Down County Wildlife Site and part Scheduled Monument and Rowbarrow, at Odstock Road;
- School playing fields, Churchyards and cemeteries including Victorian cemeteries at London Road and Devizes Road, and the new Avenue Cemetery;
- Street trees;
- Allotments;
- Larger private gardens. Other private gardens are also very important greenspaces but do not fall within the scope of the SNDP;
- Greenspace associated with linear features such as rivers, footpaths, cycleways, bridleways, roads and railways;
- Agricultural, mainly arable, farmland to the north, west and south of the parish.

154 The rivers and their floodplains are an important part of the special landscape character and qualities of the area. The Harnham watermeadows provide important landscape setting for the cathedral and feature in the famous cathedral views painted by John Constable. The river valleys also provide important corridors for people and wildlife, and together with the surrounding high ground, provide the unique landscape setting for Salisbury. **Figures 38-41**

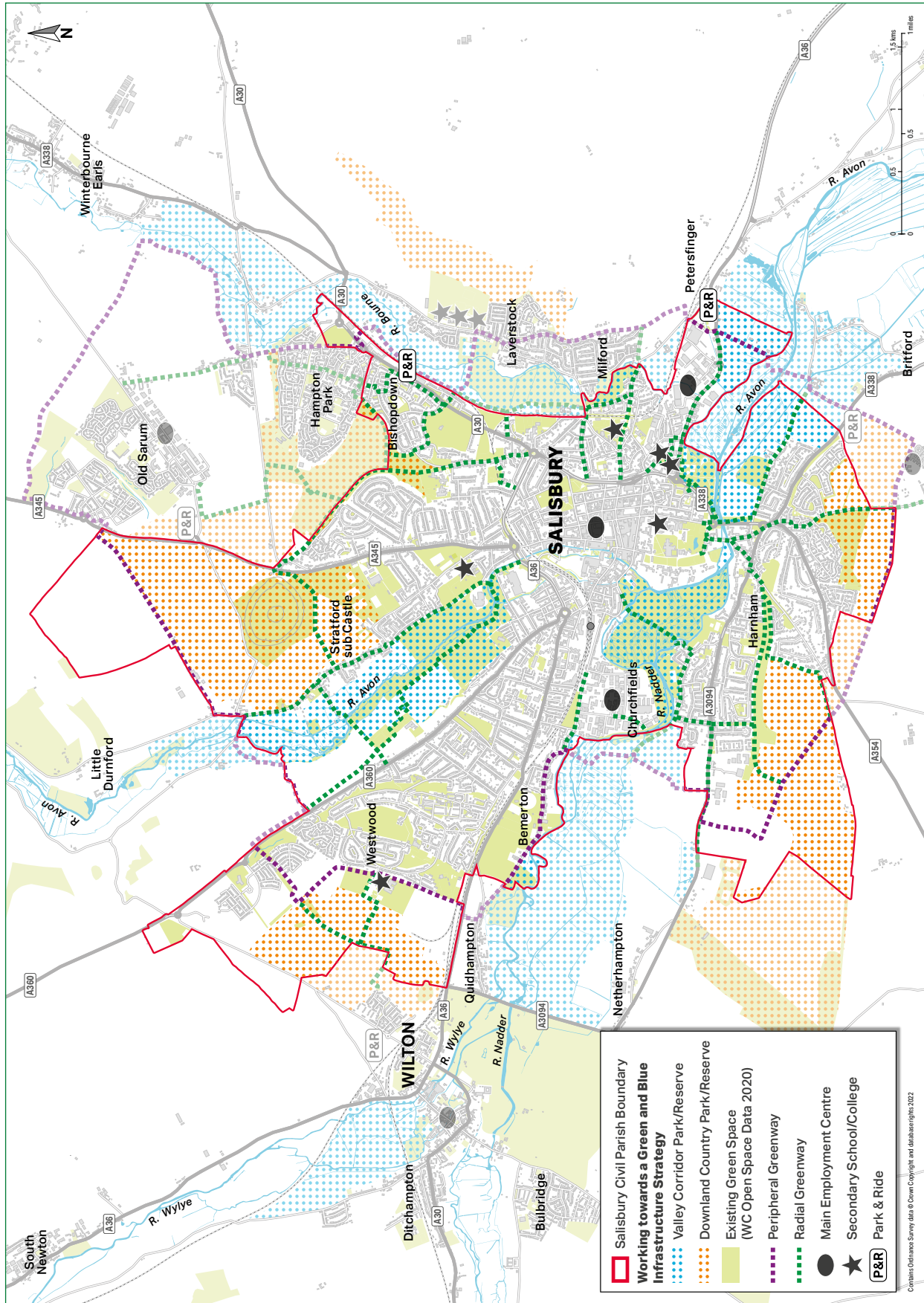
together with **Figure 12** which illustrates strategic views to the cathedral spire, clearly demonstrate the importance of the river valleys as well as the surrounding high ground and all the valley approaches to the city for providing spectacular views to the cathedral. The extensive areas of agricultural and amenity land in the Avon Valley northwest and southeast of the city, and in the Nadder Valley form the broader setting for the city and cathedral from the south-east and the west, and also provide the setting for Old Sarum Scheduled Monument to the north of the city. Harnham Hill to the south of the central area provides the important woodland backdrop for the Cathedral Close.

155 As development pressure on Salisbury continues while Wiltshire Council seeks to provide more land for housing and commercial activities, it is important to protect this place-shaping strategic GBI through SNDP policies. It is also important to guard against loss of visual amenity or visual access to GBI, and loss of quality due to development & the unnecessary urbanisation of, for example, public rights of way with inappropriate boundary treatments particularly on the rural fringes of the city – see Salisbury Design and Advertising Guide.

The GBI Vision

156 **Figure 14** illustrates the potential for safeguarding the green and blue spaces in the river valley corridors and on the high ground within and around the city. Working with landowners, this could be achieved by creating a series of country parks and/or reserves and there is also potential to establish a network of dedicated mainly off-road routes or greenways. These would be for people on foot and for cyclists to encourage safer, sustainable active travel and less car dependency which is becoming increasingly important in the face of the climate emergency and the public health issues around local air quality and traffic congestion. There are also opportunities to improve access to local open countryside and neighbouring communities.

Figure 14. What the future for GBI might look like...



The Country Parks/Reserves

157 As **Figure 14** illustrates under this vision scenario, the higher ground and downland in the area, which provide important viewpoints, as for example at Lime Kiln Down and Rowbarrow, would be given Country Park/Reserve status. Castle Hill Country Park is a recent example of this type of thinking, and Laverstock and Ford Parish Council have worked hard to achieve a successful outcome, which the wider community are now benefitting from. In the same way, key areas of the river valleys would be designated Valley Parks/Reserves. This is already happening in parts of the Upper Avon Valley where the Avon Valley Local Nature Reserve is located. This will in due course benefit from Wiltshire Council's River Park Project (part of the recently developed Central Area Framework (CAF) and the Environment Agency's flood alleviation scheme for Salisbury). The Avon Valley is also one of the SNDP nature recovery schemes detailed in **Appendix 2**. Valley Park/Reserve status could be extended to all the river valley corridors over time. Collectively, this would ensure these important landscapes and valuable habitats are appropriately designed, managed and safeguarded, and connected on a broader landscape scale which provides vital support for nature recovery. Valuable views would be protected and remain safe for the longer term, and this approach would also help to support the distinctiveness of the settlements in the area.

158 These country parks and/or reserves could ideally remain in private or mixed ownership and remain in use, preferably in low intensity agricultural production with the emphasis on management for the benefit of wildlife and biodiversity as well as carbon storage and other ecosystem services. This would include new tree and hedge planting, creation of new wetland habitat and restoration of former chalk downland habitat. This would be in line with the Government's Environmental Land Management Schemes (ELMS) published

by Defra in March 2021⁶¹. The aim is to promote sustainable farming, nature recovery and landscape recovery. These areas would be protected from development and, where appropriate, public access would be improved. However, there may be reasons why land in these areas should be developed, for instance where land is subject to a strategic allocation.

The Greenways

159 **Figure 14** together with the more detailed **Figure 32** illustrate the potential to establish over time a peripheral greenway linking Salisbury and communities in neighbouring parishes. **Figure 43** illustrates the SAGP detailed survey work which examined existing connectivity and Public Rights of Way in order to identify the gaps and opportunities for improvements. The peripheral greenway would provide connections to main employment centres such as Salisbury District Hospital, Porton Down, Amesbury and Old Sarum. The peripheral greenway would also link with the Park-and-Ride facilities so that users can choose either to cycle, walk or drive to the Park-and-Ride and use the bus or walk or cycle into the city centre.

160 The radial greenways would make use of the valley corridors where possible, connecting the suburbs with schools, local facilities, the city centre, the station, the community hubs and workplaces around the area. Two good examples of existing greenways are the Avon Valley Path connecting some of Salisbury's northern suburbs with the central area, and the town path from West Harnham to the city centre. Both routes are currently heavily used and urgently require upgrading and enhancement. It is hoped that the River Park Project will provide the impetus to resolve issues at the southern end of the Avon Valley greenway in due course.

161 A comprehensive network of generous (10m minimum width for key routes), well-designed mainly off-road greenways would

be accompanied by appropriate tree and hedge planting where possible and would not only provide important corridors for people and access to nature, but would support safe active travel, health and wellbeing and community cohesion. In addition, such a network would support biodiversity and provide connectivity for wildlife too. It is therefore important that these potential routes are safeguarded and protected from development.

162 SAGP has an aspiration for Radial Greenway St Peters Place to City Centre on the west side of the Avon Valley to the north of the city centre. This would link this large-scale development of 1,250 houses, a primary school and local centre as well as employment land and which is still under construction, with Salisbury's central area services. This proposal has been fed into the River Park Project's Phase 1 Landscape Design for Fisherton Recreation Ground and Ashley Road Open Space.

Planting strategy

163 It is important that the species mix for new tree, shrub and hedge planting is appropriate for the site and generally alkaline soil conditions. Use of native species provides valuable support for local biodiversity on semi-natural sites and ornamental species and cultivars are appropriate in more formal greenspaces, whilst also supporting wildlife by extending flowering periods and providing nectar and pollen, fruits, etc., over long periods of the year. New planting will help to deliver other ecosystem services to improve air quality within the city centre and enhance Salisbury's landscape setting. This is discussed in the Salisbury Design and Advertising Guide. Sites may be extensive, such as the downland or valley parks, but may also be smaller urban greenspaces or riverside sites or include streets where tree and other types of planting could take place.

164 The Salisbury City Council Tree and Ecosystem Strategy will confirm the tree

stock and diversity on City Council land, highlight areas that could support more trees, identify opportunities to introduce enhanced tree management and showcase the range of nature-based benefits from trees.

Management strategy

165 Whilst designations can afford some protection for green and blue spaces, sensitive design and appropriate long-term management is the key to enhancing and sustaining their significance and special qualities. Salisbury City Council is a major landowner and manager of land and also manages land in Wiltshire Council ownership. The Dean and Chapter of Salisbury Cathedral is also a significant landowner. Comprehensive management plans are needed for a number of key Salisbury City Council's GBI sites including the habitat restoration and enhancement sites, to ensure new ways of management are in place across the parish. Such plans will support biodiversity and the delivery of nature-based or ecosystem services as well as achieving recreational and amenity goals. They will also help to address issues of overuse, misuse and disturbance to wildlife and may require acceptance of a new aesthetic. Management plans would also support the groups of community volunteers who help the City Council with maintaining a number of Salisbury's green spaces. These include Salisbury Wildlife Group, the Lime Kiln Down volunteers and the 'Friends Of' groups at Victoria Park, the Bee Friendly Garden at St Clements Churchyard, Middle Street Meadow and Harnham Slope. The large number of sites and the fact that it is likely that community involvement in looking after local greenspaces will increase in future, means that greater support will be needed.

The future

166 A high-quality multifunctional GBI network for the Salisbury area would help to deliver a number of Wiltshire Council's strategic aspirations and policies and is absolutely key to the delivery of its Climate

Policy 10:

Safeguarding and enhancing green and blue infrastructure

Development proposals that contribute to the greening of Salisbury and deliver elements of the Salisbury green and blue infrastructure vision shown in **Figure 14** will be supported.

Major development will have a green infrastructure plan which may be part of the design and access statement setting out how the development will contribute to Salisbury's green and blue infrastructure according to the national Green Infrastructure Framework's 15 Green Infrastructure Principles and the Green Infrastructure Standards. The proposal should also set out how on-site green and blue infrastructure will be maintained and managed over the life of the scheme, but at least 25 years.

Major development will meet the National Urban Greening Factor of at least 0.3 for commercial development, 0.4 for residential development, and where appropriate, 0.5 for residential greenfield development.

All major development will be required to obtain professional landscape and ecological design input and/or be subject to an independent landscape review

Developments should have no net detrimental impact on the green and blue infrastructure network. Where harm is unavoidable and the harm is outweighed by the need for the development, the harm must be mitigated with at least a net 10% improvement according to **Policy 11** and preferably according to **Policy 12**.

Developments should avoid loss of visual amenity or visual access to blue and green infrastructure and loss of quality of routes due to development.

Change and GBI strategies.

167 Much of the GBI is already protected from development through the designations discussed above. Nevertheless, there is significant scope for site specific improvements and enhancement schemes as well as expansion in areas that need safeguarding as shown on **Figures 14** and **32**. In addition, what is important is the interrelationship between these land parcels, designations and habitats and in the case of GBI in Salisbury, the whole is much more valuable than the sum of the parts.

168 Therefore, it will be necessary to continually improve management and increase biodiversity in Salisbury's GBI and the preparation of well-considered management plans for GBI sites identified on the list in **Figures 45** should be given priority.

169 Much of the benefit of Salisbury's GBI extends past the neighbourhood area boundaries, and it will be up to Wiltshire Council, Salisbury City Council and neighbouring parishes to work together with landowners to safeguard and enhance GBI beyond the neighbourhood area.

170 Overall, the vision for Salisbury to 2038 will be that there will be a strong GBI network linking city to countryside along biodiverse blue and green corridors in a way that is accessible to all.

Biodiversity net gain

171 Wiltshire Council has identified policy themes which are relevant to the SNDP for enhancing GBI and biodiversity⁶². The emerging Wiltshire Local Plan will set out development management policies to meet these priorities, but it is necessary for the SNDP to augment them to address the city's special GBI features, character and landscape setting.

172 The NPPF requires development to secure measurable gains for biodiversity⁶³. The Environment Bill has made this law and developers will be required to measure net gain using the biodiversity metric⁶⁴. More information is also provided in the Salisbury Design and Advertising Guide.

173 Many larger developers already design their schemes to include biodiversity net gain, but this is not "all" development. It is therefore necessary for the SNDP to capture biodiversity net gain for those developments that do not include this in scheme designs.

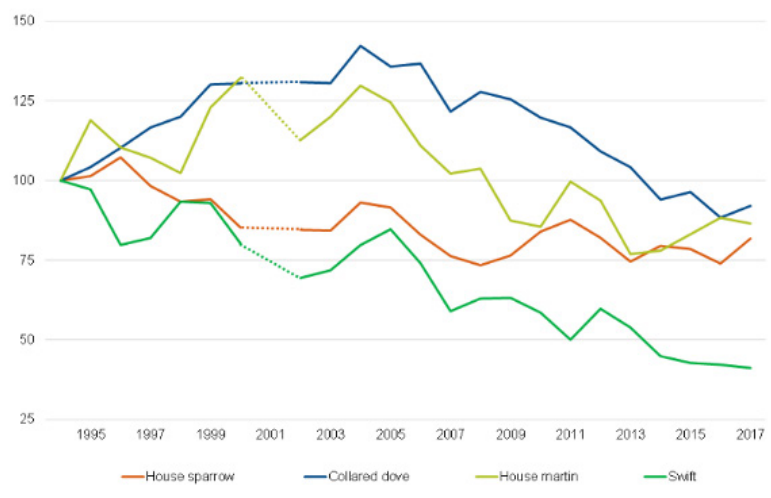
174 Research by the RSPB has found that across the UK, there has been a widespread loss and degradation of habitats over many years from which the country's wildlife has not recovered. Once common species such as hedgehogs, starlings, and a wide range of insects are becoming increasingly rare⁶⁵. In addition, biodiversity intactness, i.e. the numbers of species and individuals found in an area, has also been significantly impacted by land use pressures in the UK. This is according to research by the Natural History Museum which places the UK in the lowest 12% of countries worldwide for biodiversity intactness⁶⁶.

175 However, there are some positives for urban dwelling species. The document states that: "Urban areas, while generally lower in biodiversity than rural areas, can contain

a range of wildlife, plants and habitats. Developments designed with space for nature can even increase species diversity and abundance, for example, where land is converted from intensive farmland. Some species are considered 'urban specialists', for example swifts, which nest in cavities in the roofs of older buildings. Urban specialist birds are a good biodiversity indicator for urban areas, because good quality, long-term data is available, and much is known about their ecology and some of the pressures affecting them. However, urban specialist birds have also declined in abundance in the UK since 1994 (**Figure 15**) and factors contributing to some of these species' declines include building demolition, renovation and roof repair."

176 Salisbury is fortunate to have a population of swifts whose squealing calls enliven the local soundtrack of summer (**see Figure 16 for swift nesting hotspots**). Swifts are a protected species under the Wildlife and

Figure 15. Trends in UK urban specialist bird species, 1994 to 2017



Data standardised to a 1994 baseline. Dashed lines represent missing data as a result of lack of survey activity during the 2001 foot and mouth outbreak

Policy 11:

Biodiversity net gain

All new development proposals should manage impacts on biodiversity and will provide a minimum of 10% biodiversity net gain as part of the scheme design. This should be informed by the best available ecological data and addressed from the start of the development process. Where this is not achievable on site, a commuted sum will be required when development is started to be paid to Salisbury City Council or Wiltshire Council for the purposes of biodiversity and habitat improvement within Salisbury City, as set out in **Appendix 2** and **Policy 12**.

Development proposals should aim to safeguard and enhance habitats for protected species, for instance by providing high quality green infrastructure within the development site and including features to support specific species, for example, bat boxes, hedgehog highways and specialist bird boxes. Provision for swifts should be provided at a rate of one swift integral nest brick per residential unit⁶⁷. Landscaping proposals will pay regard to the Salisbury Design and Advertising Guide.

Policy 12:

Habitat improvement and restoration schemes

Offsite biodiversity net gain is encouraged to be delivered at the SNDP habitat improvement and restoration schemes listed in paragraph 182 and as detailed in **Appendix 2, Figures 46-52**.

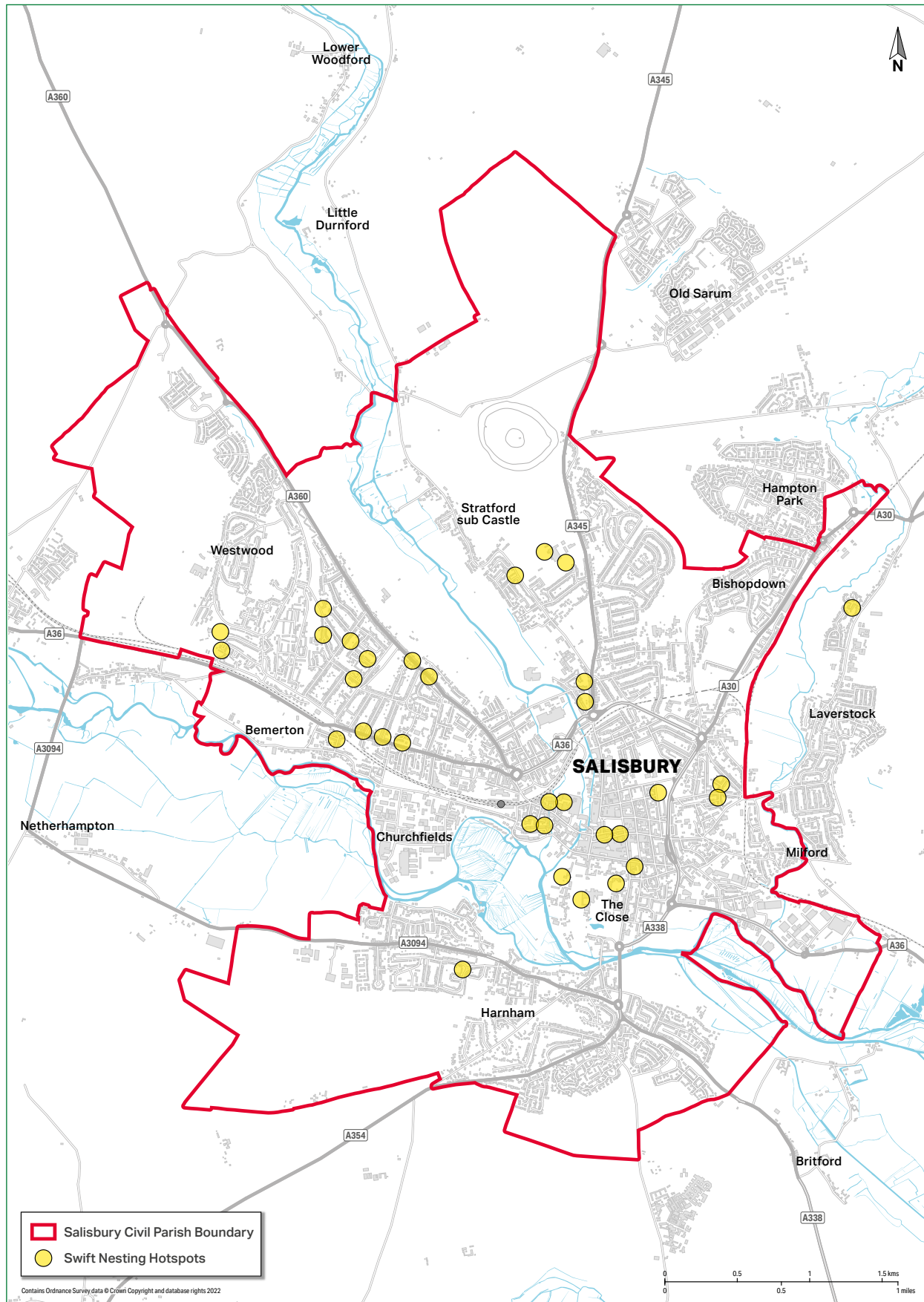
Countryside Act, 1981 but there has been a decline in numbers over the last decade or so, which Salisbury and Wilton Swift Group (SAWS) believe started much earlier. There is anecdotal evidence that especially in local authority housing areas, that in the 1970s the skies were full of swifts – several hundred as against 30 now. Skylarks, also a protected species and once common nesting in the higher arable fields & chalk downland within the SNDP, can occasionally still be heard and seen in the parish.

177 Some wildlife species benefit from the concentration of food resources created by people in cities. Generalist mammals such as foxes, rats and badgers are thriving in UK cities. Badgers, rats and roe deer all increased in numbers in urban areas between 2004 and 2015. Hedgehogs and grey squirrels decreased over the same time period.

178 Enriching habitat and improving connectivity in urban areas is very beneficial for wildlife. New housing development will require permeable garden boundaries including hedges so that amphibians, hedgehogs and other small mammals can develop territories needed to support viable populations. Integral swift bricks will be required as well as purpose designed boxes for other bird species as well as bats, and the presence of well-designed green infrastructure will be required, i.e., a network of hedges, shrubs and trees throughout a new development which provides shelter, food and potential nest sites in order to support a wide range of small birds, beneficial insects, small mammals, amphibians and other species.

179 In some instances, it will not be possible for development to provide biodiversity net gain on-site. Where this is the case, biodiversity uplift delivered off-site can also support improvements and increase biodiversity, as discussed below. Salisbury City Council and other partners such as Wiltshire Wildlife Trust and Wiltshire Council, will be able to use biodiversity funding to target nature recovery and public access improvements at the sites identified in **Policy 12**.

Figure 16. Swift nesting hotspots



Local Nature Recovery

180 The NPPF states that development whose primary objective is to protect and enhance biodiversity should be supported⁶⁶. In 2021, Defra launched its strategy for Local Nature Recovery Strategies which are a new, England-wide system of spatial strategies that will establish priorities and map proposals for specific actions to drive nature's recovery and provide wider environmental benefits. Ultimately, the identification of the local nature recovery network will be the responsibility of Wiltshire Council. However, the strategy has not been prepared at the time of the preparation of the SNDP and this policy seeks to put into place interim measures.

Below
The Avon
Valley Local
Nature Reserve



181 The requirement for 10% biodiversity net gain is set out in **Policy 11**. This allows for development to make off-site biodiversity net gain provision if this is necessary. The SNDP has identified six key habitat and restoration schemes that would be suitable receptors of off-site biodiversity net gain provision. The mechanism for agreeing off-site provision will change over time as the Wiltshire Local Plan review progresses and new policies for nature recovery are adopted. In the meantime, off-site biodiversity net gain in Salisbury will be directed to the following sites. How this is achieved will be addressed in individual planning applications and decisions according to the merits of each scheme.

182 Sites that the City Council in particular wishes to receive enhancement through off-site biodiversity net gain contributions are listed here and detailed in **Appendix 2, Figures 46-52**.

- Avon Valley Local Nature Reserve.
- Bemerton Folly and Barnards Folly Local Nature Reserve, and the Valley.
- Harnham Slope, West Harnham Chalkpit, Harnham Folly Woodland, Chiselbury Grove Woodland and Old Blandford Road Open Space.
- Middle Street Meadow.
- Lime Kiln Down.
- Hudson's Field and Three Corner Field.

183 These schemes and projects are priority projects for off-site biodiversity net gain proposals and are preferred over other schemes that may be suggested. They relate to locally important wetland, woodland, valley bottom, grassland habitat and increasingly rare chalk downland habitat which require improvement in terms of management and access, and as shown on **Figure 45** are located largely within the urban area.

Figure 17. Open space provision by type in Salisbury

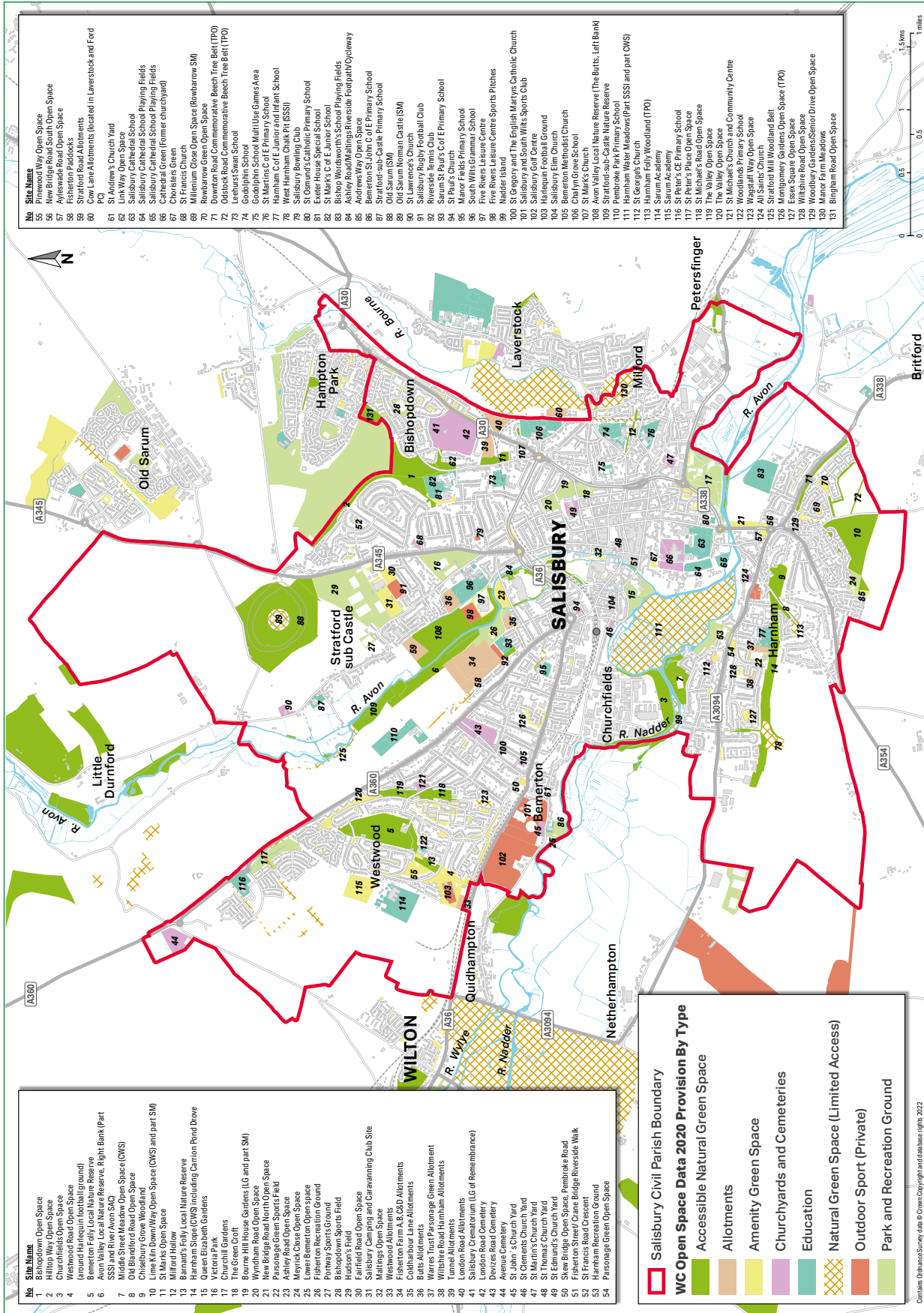
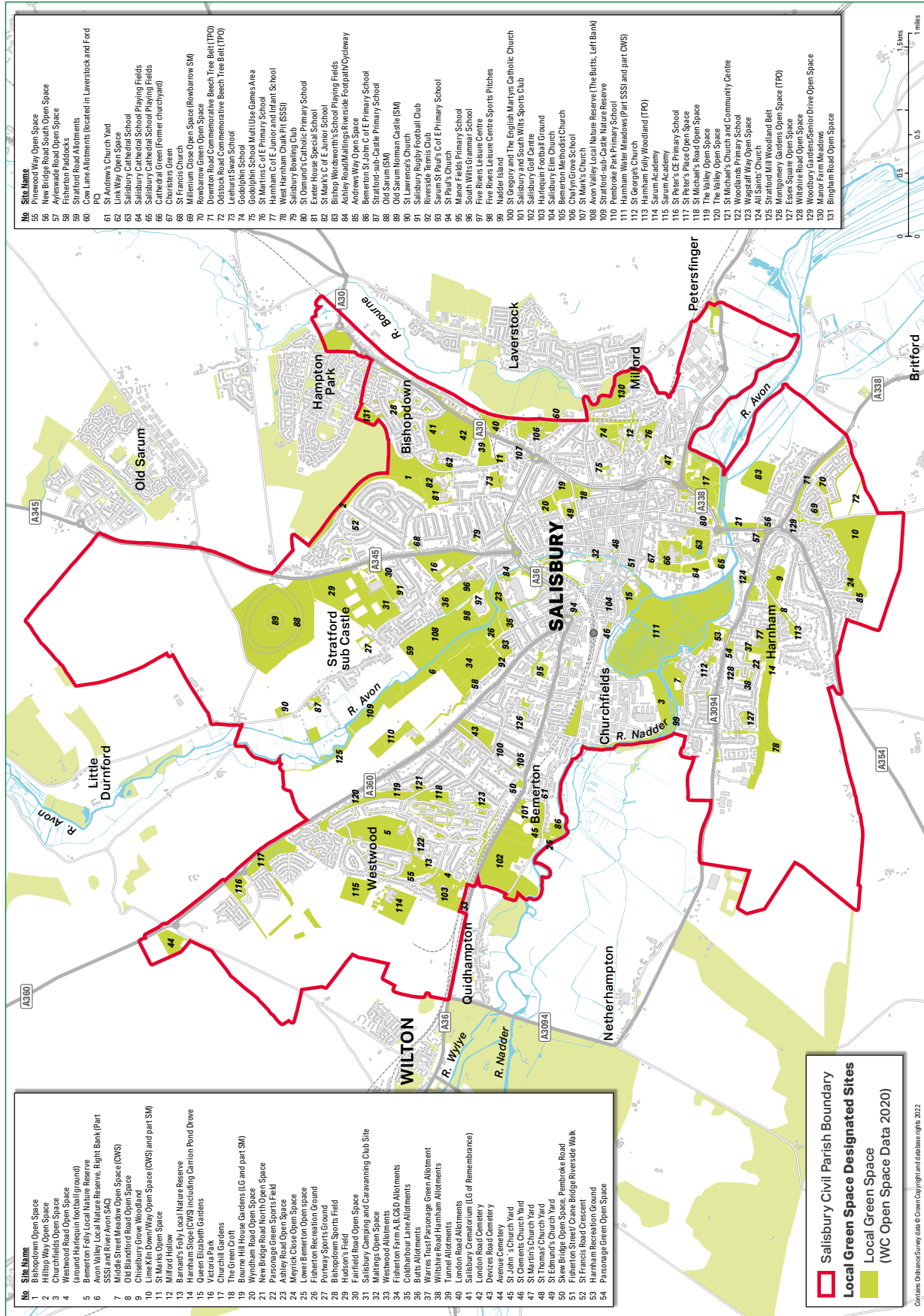


Figure 18. Local green space sites



Open space provision

184 The SNDP Steering Group, via SAGP, has worked closely with Wiltshire Council to prepare up-to-date evidence on Open Space Provision, in accordance with Core Policy 52. Salisbury City Council has also worked with Wiltshire Council. **Figure 17** illustrates Open Space provision in Salisbury by type (Wiltshire Council data amended by SAGP) and each site is numbered and listed by name. The schedule in **Appendix 3** **Figure 53** includes further details of location and type as well as purpose and potential need for improvement.

Local green spaces

185 NPPF paras. 101-103 make provision for neighbourhood plans to designate local green spaces to allow the community to identify and protect green areas of particular importance to them. This designation should only be used where the green spaces are:

- a) in reasonably close proximity to the community they serve,
- b) demonstrably special to a local community and hold a particular local significance, for example because of their beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of their wildlife, and
- c) local in character and are not an extensive tract of land.

186 **Figure 18** and **Figure 53** list local green spaces that are all located within the neighbourhood area and therefore all satisfy criteria (a) of paragraph 102 of the NPPF. They are also all local in character and not extensive tracts of land and therefore satisfy criteria (c). They are all demonstrably special to the Salisbury community because they are all one of the following types of land:

- Accessible natural green spaces
- Parks and recreation grounds
- Amenity green spaces
- Allotments
- Churchyards and cemeteries
- School playing fields
- Private but accessible sports fields
- Natural green spaces with limited access

and therefore satisfy criteria (b). Any and all of these sites could be vulnerable to development and should therefore be provided additional protection as Local Green Spaces.

187 All the open spaces identified and described in **Figure 17** and **Figure 53** meet the criteria for local green space designation. They are therefore thus designated, as illustrated in **Figure 18**.

Policy 13:

Open space provision

All major development schemes adjacent to open space identified in **Figure 17** and described in **Appendix 3 Figure 53**, or that would give rise to additional usage of these spaces, should make provision to implement the identified improvements.

This can be achieved either directly by providing specific infrastructure or

maintenance on site, or by providing a commuted sum to the City Council or other responsible landowners for this purpose.

Very large scale housing schemes will allow residents to have access to a variety of greenspaces within 15 minutes' walk from home.

Policy 14:

Local green spaces

The sites identified in **Figure 18** and **Appendix 3 Figure 66** are designated as Local Green Spaces.

Policy 15:

Construction and development management for projects affecting the River Avon SAC

Riparian development will ensure protection of the River Avon SAC in accordance with Core Policy 69 or other relevant local plan policy and paragraph 201 (below).

Construction and development management for projects affecting the River Avon SAC

188 Salisbury's River Avon, also known as the Hampshire Avon, is one of the world's finest chalk streams. Chalk streams like the Avon are globally rare, with over 80% found in England alone. They are highly sensitive ecosystems, at risk from our changing climate. The city sits at the heart of the Avon catchment, which covers half the county and marks the junction between the upper and lower reaches of the main river, and its four main tributaries: the Wylde, Nadder, Bourne and Ebble. As such, the river and its floodplain must be managed sensitively because disturbance at this key junction point must be kept to a minimum. Any actions including development, undertaken in and around the city's landscape and river network have the potential to impact the rest of the catchment and, for example, poor localised water quality or barriers to fish passage can affect the upstream and downstream migration of key species.

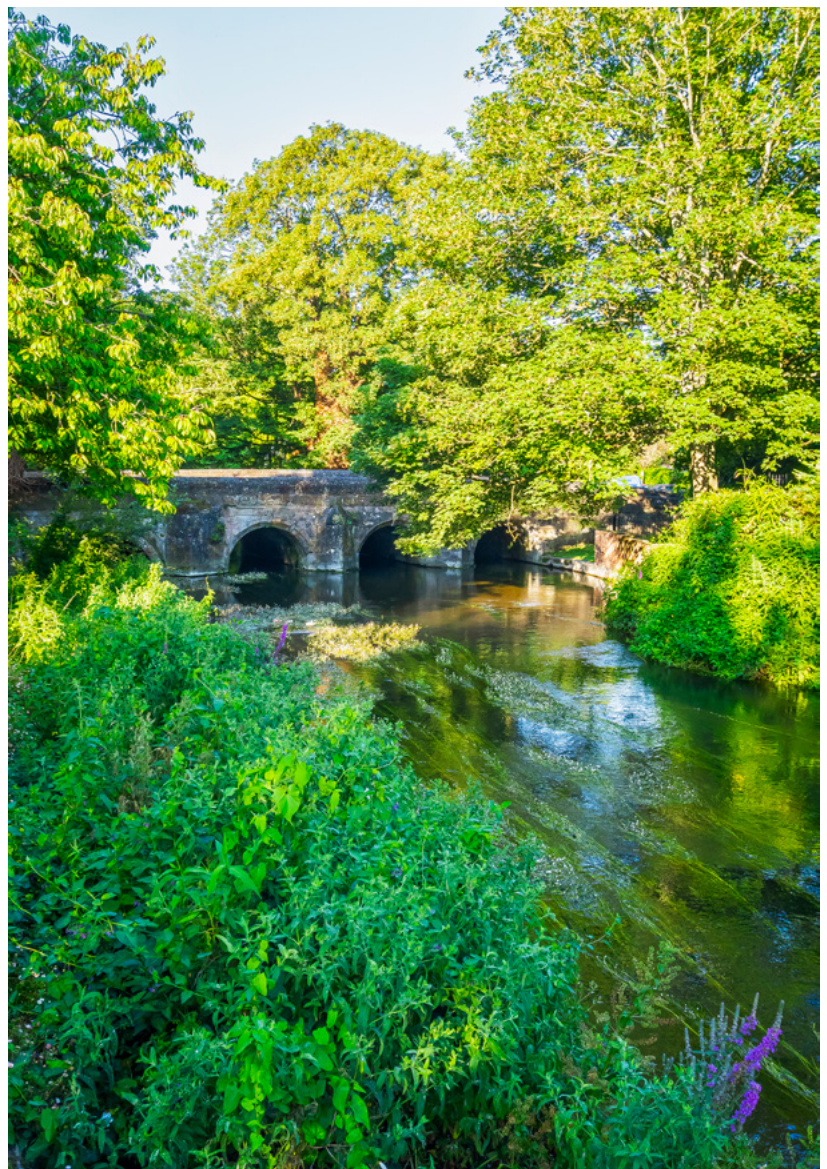
189 The River Avon and its tributaries are highly protected and have been designated a Special Area of Conservation (SAC) for their sensitive habitats and populations of fish and molluscs. The river itself is also a SSSI with other component meadow SSSIs in Salisbury. An attractive sight in summer is the characteristic floating vegetation and white flowers of stream water crowfoot and water crowfoot, and protected species such as Otter and Water Vole frequent the rivers within the city.

190 Recent surveys undertaken by the Environment Agency ecologists in preparation for the River Park Project (discussed below) and flood relief scheme highlight the importance of the city reaches

of the river to the wildlife of the catchment. For example, fish surveys in 2019 recorded some of the catchment's greatest abundance of Atlantic salmon, trout and coarse fish, highlighting the strategic importance of the Avon in Salisbury.

191 The river system through Salisbury is a

Below
Crane Bridge



stunning asset which has been historically important both for the founding of the city, the success of its economy through the centuries and continues to be highly valued as an amenity by visitors and locals alike. The crossing points have defined the structure and layout of the city from earliest times.

192 The health and wellbeing of the city and its population is underpinned by the River Avon and its floodplain which provides important nature based or ecosystem services, including clean drinking water, water for crop production, carbon storage, very biodiverse habitats, and it holds back floodwaters from our community. It is an extremely important amenity for the community which can access the city's green and blue spaces as part of their daily round and for a variety of recreational purposes – quiet contemplation and enjoyment as well as activities such as picnicking, paddling, canoeing, fishing, etc.

193 The floodplain is an integral part of a river that has evolved over time and is essential for a healthy functioning river system. Wessex Rivers Trust consider that any strategic planning and approach to the management of the city should view the river and its floodplain as one and what happens on land has a significant impact on the river and vice versa. To preserve these ecosystem services, it should be a priority to make space for the river and its floodplain. The restoration of the riparian area of the River Avon in the Maltings area and Fisherton Recreation Ground as part of the Environment Agency's Salisbury River Park project is a significant opportunity to improve the health of the Avon through Salisbury, for people and wildlife. The approach and principles adopted by this scheme have the potential to act as a blueprint for river restoration in the more urbanised reaches of the river network. There is also potential to work with local landowners in order to influence land management and improve limited accessibility.

190 Development should be avoided

in the floodplain, especially the riparian river corridor, again maintaining space for the river and its floodplain. Preserving a naturalised, well-vegetated riverbank and floodplain acts as a buffer between the land and river, helping to prevent sediment and pollution from runoff reaching the river, whilst also delivering benefits for biodiversity.

194 Discussions with the Wessex Rivers Trust and information from the Environment Agency indicate that road runoff poses a significant threat to river health. Road runoff occurs when pollutants from oil spills and tyre and brake wear of vehicles build up on roads, especially in dry periods, and are then washed into the river when it rains and the existing infrastructure becomes overwhelmed. Runoff can carry over 300 different pollutants including trace metals such as copper and zinc, hydrocarbons and other toxic organic pollutants. Climate change is already resulting in longer dry spells interspersed with heavier downpours and this is expected to become even more extreme which will increase the effects of these pollutants on the river. Road runoff also contains phosphate from various sources such as verges, gardens and car washings. Water runoff from arable fields can also cause problems for chalk stream habitats. Topsoil can be washed into the rivers and watercourses causing them to silt up over time. Similarly, nutrients and in particular phosphates and nitrates from chemical fertilisers and manures can be washed directly in the river or leached into the groundwater causing damaging pollution and further reducing water quality.⁶⁸

195 Artificial lighting can be extremely disturbing to some bat species and should be avoided. Bat species less tolerant of light, such as the slower flying broad winged daubenton's bats which use the rivers through Salisbury as foraging pathways generally avoid all streetlights. Consequently, they are put at a competitive disadvantage and are less able to forage

successfully and efficiently which can have a significant impact upon fitness and breeding success.⁶⁹

196 The Wessex Rivers Trust consider that, due to the sensitivity of the local chalk streams and the wildlife they support, access to the river needs to be managed in a way that balances public access needs with those of the city's wildlife. This is even more important now that the extent of species loss across the UK and the world has been realised. This would be in line with the aspirations of Wiltshire Council's emerging Climate Change and GBI Strategies.

197 However, it could be argued that the public cannot be expected to care for the local rivers if they cannot access them, so parks and greenspaces such as Churchill Gardens, Fisherton Recreation Ground, Queen Elizabeth Gardens, Harnham Recreation Ground are indirectly important to the health of the river, and therefore access at certain points should be protected and enhanced.

198 Salisbury and District Angling Club (SADAC) lease fishing on reaches of the Avon in Salisbury as well as the London Angling Association.

199 The 'minimum standards' approach to biodiversity mitigation needs to be avoided and the policy should aim to deliver above and beyond where possible. The bigger the area that is set aside for nature, the bigger the gains on offer.

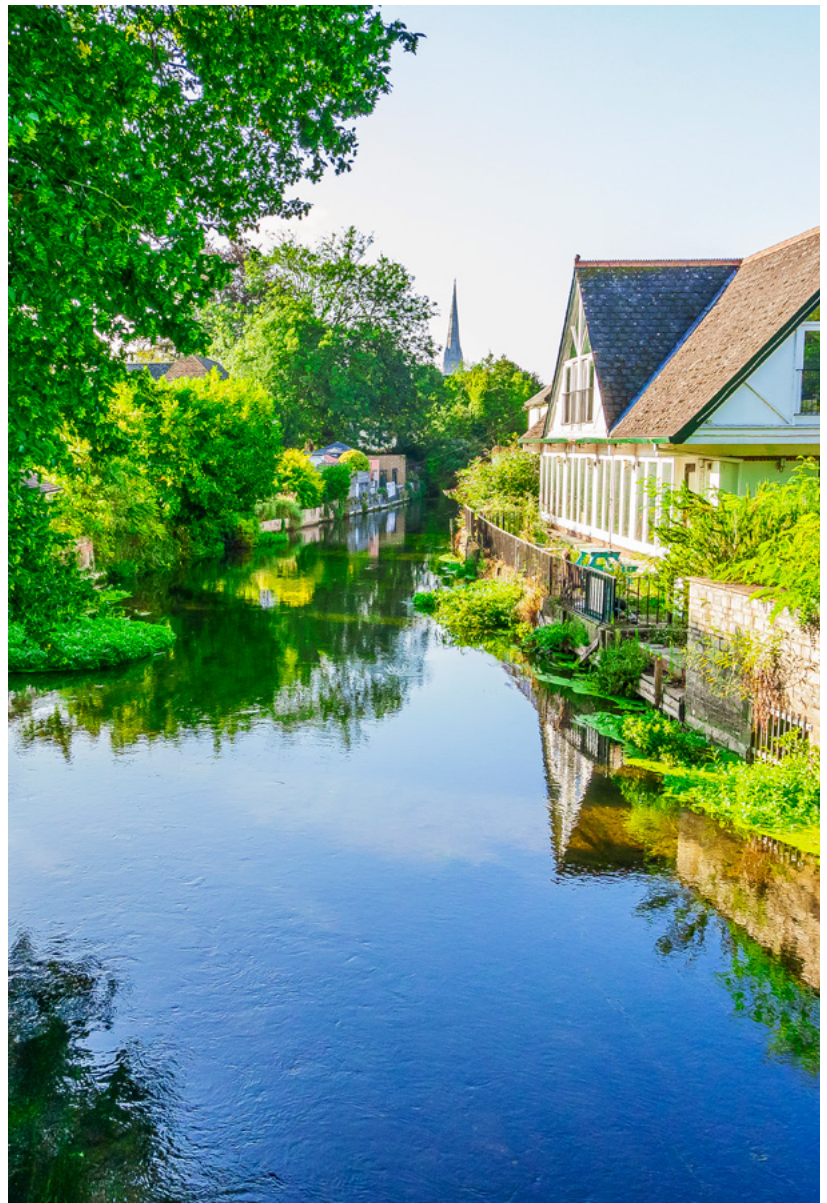
200 At the more local level, riparian owners including the City Council can do a lot to take care of their own riverbanks. Wiltshire Wildlife Trust's leaflet "Garden Meets River's Edge" provides useful guidance for riparian land owners⁷⁰.

201 Core Policy 69 for The River Avon SAC refers to the requirement to submit a construction management plan for all development proposals within 20m of the

riverbanks to prevent pollution and mitigate disturbance. The River Park Masterplan indicates that the following approach should be adopted to manage construction and development impacts near the Avon and its tributaries.

- Development and redevelopment should aim to integrate the protection and restoration of the natural river habitat, riparian zone and floodplain.
- Landscape schemes should achieve a minimum 10% biodiversity net gain,
- Species used for new planting should be appropriate for the riverine environment,

Below
The River Avon





- enhancing its character and respecting special features of the SAC,
- Biosecurity measures and procedures should be employed to reduce the risk of introducing or spreading invasive non-native species (and other harmful organisms such as diseases) in the wild,
 - Measures should be employed to eradicate and manage invasive species such as Japanese knotweed, Himalayan balsam, Canadian waterweed, and Giant Hogweed,
 - It must be demonstrated that the development has been designed to avoid any temporary or permanent increases in artificial light levels near the river,
 - The development should not increase surface water or groundwater flood risk,
 - Development should incorporate Water Sensitive Urban Design (WSUD) and sustainable drainage principles taking account of the four pillars of sustainable drainage (SuDS) – water quantity, water quality, biodiversity and amenity⁷¹,
 - Betterment of surface water run-off control should be achieved over pre-development run-off.

Left
Churchill Gardens

Chapter 4: References

- ⁵⁴ *GI Standards* (naturalengland.org.uk)
- ⁵⁵ *Environmental Improvement Plan* (publishing.service.gov.uk)
- ⁵⁶ *Green Infrastructure Standards for England Summary v1.1.pdf* (naturalengland.org.uk)
- ⁵⁷ *2022-02-15_-_GBI_Strategy_Full.pdf* (wiltshire.gov.uk). (in para 144)
- ⁵⁸ *United Nations*
- ⁵⁹ *UK Government 25 year Environment Plan (2018) which was updated in 2023 as discussed above.*
- ⁶⁰ *Wiltshire Green and Blue Infrastructure Strategy, 2022, Box 4.22.*
- ⁶¹ <https://www.gov.uk/government/publications/environmental-land-management-schemes-overview>
- ⁶² *Wiltshire Green and Blue Infrastructure Strategy, 2022, page 22, policy theme 2.*
- ⁶³ *NPPF, 2021, para 179 (b).*
- ⁶⁴ *Biodiversity metric: calculate the biodiversity net gain of a project or development - GOV.UK* (www.gov.uk)
- ⁶⁵ *RSPB State of Nature Report Summary, 2019 based on UK State of Nature Report, 2019* <http://www.nbn.org.uk/stateofnature2019>
- ⁶⁶ <https://www.nhm.ac.uk/press-office/press-releases/natural-history-museum-reveals-the-world-has-crashed-through-the.html>
- ⁶⁷ *2nd Edition of Design for Biodiversity from RIBA Publications, British Standards Institute BS42021.*
- ⁶⁸ <https://www.metoffice.gov.uk/weather/climate-change/effects-of-climate-change>
- ⁶⁹ <https://cdn.bats.org.uk/uploads/pdf/Resources/ilp-guidance-note-8-bats-and-artificial-lighting-compressed.pdf?v=1542109349>
- ⁷⁰ https://www.wiltshirewildlife.org/sites/default/files/2022-08/Garden%20Meets%20Rivers%20Edge_1.pdf
- ⁷¹ <https://www.susdrain.org/resources/ciria-guidance.html>