

COMMITTEE REPORT

Subject:	Wiltshire Local Plan – Facilities Survey and Brownfield Land Consultation
Committee:	Planning Committee
Item Number:	13
Date:	17 August 2026
Author:	Andrew Hunt, Corporate Manager
Report status:	Decision
Confidential / Exempt:	No

1. Report Summary

- 1.1 Wiltshire Council is gathering evidence for its new Local Plan. It has compiled a survey recording which everyday facilities exist in each of 296 settlements across the county and has asked every town and parish council to confirm whether the information for their area is correct. It has separately asked whether councils are aware of any previously developed or underused land that may be suitable for future development or regeneration. The deadline for both is Friday 11 September 2026.
- 1.2 The entry for Salisbury records all 15 facilities as present and is accurate, so no correction is needed. Wiltshire Council has said, however, that the survey will be used as a factual baseline for further Local Plan work, including the development of a new settlement hierarchy. The report therefore also proposes a query on how settlement boundaries have been applied in Salisbury's case.
- 1.3 On the question of previously developed land, the City Council's own work is the site assessment carried out for the Neighbourhood Development Plan. That is now five years old, and it is proposed that officers review and update it, adding any further sites known to members. Wiltshire Council's Brownfield Land Register is a separate record which Wiltshire Council maintains itself; it is provided for information, and it is for the Committee to decide whether it wishes to comment on it.
- 1.4 The purpose of the report is to agree the method and the timetable for the work rather than to settle the content of the response, which cannot be finalised until the

review is complete. The report is brought forward now because the deadline falls between meetings of this Committee and this is the last scheduled meeting before it. A short consultation with members on the draft list is proposed for 2 to 8 September 2026, with the response finalised with the Chairman and Vice Chairman and submitted by 11 September 2026 .

2. Recommendations

It is recommended that the Committee:

- 2.1 Approves the confirmation that the Facilities Survey entry for Salisbury is accurate, as set out at Appendix A;
- 2.2 Approves the inclusion in the response of a query on the treatment of settlement boundaries, as set out in the Proposal section;
- 2.3 Agrees that the City Council's work on previously developed land be based on reviewing and updating the site work carried out for its own Neighbourhood Development Plan, comprising the nine previously developed sites at Appendix B, any previously developed sites from the 2020 call for sites that were not shortlisted but may now be relevant, and any further sites identified by members through the process set out in this report;
- 2.4 Notes that Wiltshire Council's Brownfield Land Register, listed at Appendix C, is Wiltshire Council's own record which it maintains and which the City Council is under no obligation to verify, and determines whether it wishes any comment on it to be included in the response;
- 2.5 Approves the site record form at Appendix D for the collection of any further sites known to members; and
- 2.6 Authorises the Corporate Manager to complete and submit the response by 11 September 2026, in consultation with the Chairman and Vice Chairman of the Committee, and to report the final submission to the next ordinary meeting.

3. Background

- 3.1 Wiltshire Council wrote to all town and parish councils in August 2026 as part of the evidence-gathering for the new Local Plan. The Facilities Survey records the presence of 15 facilities under six themes: education (early years, primary and secondary), transport (railway station), healthcare (GP surgery and pharmacy), retail (supermarket and convenience store), community facilities (public house, village hall or community room, post office service and library) and leisure and recreation (leisure centre, park or recreation ground and children's play area).
- 3.2 Three features of the published methodology are relevant:
 - The survey records presence only. Capacity, quality, opening hours and accessibility are expressly out of scope.
 - It is settlement-based rather than parish-based. Facilities are attributed to the settlement they physically sit within, not to other settlements they may serve.
 - Settlements that are physically merged with no clear separation may be assessed together, while those that are geographically separate are assessed separately, even where earlier policy documents treated them as one.

- 3.3 Wiltshire Council states that the survey will be used as a consistent factual baseline for further work on the Local Plan, including a review of the current settlement hierarchy, and that the facilities recorded will help in understanding settlement functions for the purpose of developing a new settlement hierarchy. It adds that separate additional analysis is being undertaken on the role and function of larger and more sustainable settlements such as the towns, which will build on this basic level of information.
- 3.4 The covering email also asks, without an accompanying methodology, form or definition: “Are you aware of any previously developed or underused land in your area that may be suitable for future development or regeneration? If so, please provide details.”

4. Proposal

- 4.1 It is proposed that the City Council submits a response with three elements.
- 4.2 **First, confirmation of the facilities data.** Salisbury is recorded as having all 15 facilities, with a static library. The entry is accurate and nothing requires correction. The full record is at Appendix A.
- 4.3 **Second, a query on settlement boundaries.** Old Sarum and Laverstock are listed as separate settlements with their own facility scores, while Harnham, Bemerton, Bishopdown, Fisherton and Milford are treated as part of Salisbury. Both Old Sarum and Laverstock adjoin the city’s built-up area. The basis for the distinction is not apparent from the published methodology, and settlements assessed separately are recorded separately in the survey. It is proposed that the response asks Wiltshire Council to explain how the distinction between “physically merged” and “geographically separate” has been applied in Salisbury’s case. This is a request for clarification rather than an objection.
- 4.4 **Third, a response on previously developed and underused land.** Wiltshire Council’s request refers to both previously developed and underused land. For the purposes of this exercise the City Council’s review will focus principally on previously developed land, reflecting the existing Neighbourhood Plan evidence base, while allowing members to identify other underused sites where they consider these may fall within Wiltshire Council’s request. Two sources are relevant, and the City Council’s responsibility differs between them:
- 4.5 The Strategic Environmental Assessment prepared for the Salisbury Neighbourhood Development Plan (AECOM, February 2021) was commissioned by the City Council and assessed 13 sites, of which nine are wholly or partly previously developed land. This is the City Council’s own evidence and is the material it is properly able to review and update. These sites are listed at Appendix B.
- 4.6 Wiltshire Council’s Brownfield Land Register Part 1 (2022) records 15 sites within the city, ranging from 0.02 hectares to the 37.38 hectare Churchfields and Engine Sheds allocation. This is Wiltshire Council’s own statutory record, which it compiles and maintains. The City Council is under no obligation to verify it and it is not proposed that officers do so. It is reproduced at Appendix C for information, and members may wish to comment on it.
- 4.7 One observation is offered for members to consider. With one possible exception, none of the nine previously developed sites identified in the Neighbourhood Plan assessment appears as an entry on the Brownfield Land Register. The exception is 44 Churchfields Road, which appears to fall within the boundary of the much

larger Churchfields and Engine Sheds entry rather than being separately listed. The omissions include Quidhampton Quarry, which Wiltshire Council's own Strategic Housing and Economic Land Availability Assessment records as previously developed land at site reference S253. The register does include sites without planning permission, so the omissions do not appear to be explained by the register's criteria. Whether to include this observation in the response is a matter for the Committee under recommendation 2.4.

- 4.8 The review will also look beyond the nine. The 13 sites assessed through the Strategic Environmental Assessment were a shortlist drawn by the Steering Group, with support from an independent planning consultancy, from the wider call for sites held in June and July 2020. Sites that were not taken forward at that stage may be relevant now: a site may have been set aside because it was in active use, because the owner was not willing, or because it was not suited to the housing allocations then contemplated, and any of those circumstances may since have changed. Officers will therefore revisit the initial site assessment prepared for the Neighbourhood Plan and identify any previously developed sites that merit inclusion.
- 4.9 The nine sites at Appendix B are assessed sites from the Neighbourhood Plan process, not a schedule of sites the City Council considers suitable for development, and it is not suggested that all of them remain relevant. Circumstances have changed on some: the Quidhampton Quarry restoration was programmed for completion in 2021, and the Central Car Park now falls within the Salisbury River Park scheme. Officers will review the position on each of the nine and update the information, drawing on the planning register and members' local knowledge. Where the current position cannot be established with confidence, this will be stated rather than assumed.
- 4.10 If members wish to comment on the register under recommendation 2.4, two points may assist. Most entries carry permissions granted between 2017 and 2020 and a number are likely to have been implemented. Two entries appear to contain apparent data errors: 8.39 hectares is recorded for five dwellings replacing workshops at 39 Devizes Road, and 2.32 hectares for a six-flat conversion at 14 Rollestone Street.
- 4.11 Members have been invited by email to identify any further sites known to them. Any sites received will be recorded on the form at Appendix D and added to the response before submission.
- 4.12 **Information to be submitted.** The information provided to Wiltshire Council for each site will be limited to matters of fact, in the format at Appendix D:

Field	Source
Site name or address	Existing sources or member suggestion
Location and approximate area	Existing sources; estimated where not recorded
Previous or original use	Existing sources or local knowledge
Current condition and use	Officer review, planning register, member knowledge
Approximate period vacant or underused	Where it can be established

Ownership — public, private, mixed or unknown	Where known; not researched
Planning history reference	Wiltshire Council planning register
Source of the information and date checked	Recorded for each entry

4.13 The response will not include an estimate of dwelling capacity, an officer assessment of site constraints or suitability for development, or any indication of a landowner's intentions. Where factual constraints are already known or identified through existing published information, these may be recorded without expressing a view on their significance. Assessment of those matters is for Wiltshire Council as local planning authority and offering it would imply an endorsement the City Council has not made and is not in a position to give.

4.14 Where the current position on a site cannot be established with confidence within the time available, the entry will say so rather than leave an out-of-date statement to stand.

5. Options Considered

5.1 **Option 1 – Preferred Option.** Review and update the site work already undertaken for the Neighbourhood Development Plan, revisit the 2020 call for sites for previously developed sites not then shortlisted, add any further sites reported by members, and submit that as the City Council's contribution. Wiltshire Council's own register is provided for information and is not verified by the City Council, with any comment on it left to the Committee.

5.2 **Option 2 – Alternative Option.** Undertake a fresh survey of previously developed land across the city, and verify Wiltshire Council's register entry by entry. This would produce a more complete return but is not achievable before 11 September 2026, would duplicate work Wiltshire Council is itself required to carry out on its own statutory register, and would risk creating an implication that the City Council had undertaken its own assessment of sites beyond its existing evidence base, despite not having carried out the technical work necessary to reach conclusions on their suitability.

5.3 **Option 3 – Do Nothing.** Confirm the facilities data only and make no response on previously developed land. This is a legitimate response to a discretionary consultation but would forgo the opportunity to bring the City Council's own evidence up to date and to draw attention to the discrepancy between the two sources.

5.4 Option 1 is recommended because it confines the City Council's work to its own evidence, brings that work up to date, is deliverable within the deadline, and commits the City Council to no position on the suitability of any individual site. It also leaves the Committee free to comment on Wiltshire Council's register if it wishes, without taking on responsibility for its accuracy.

6. Legal and Governance Considerations

6.1 Paragraph 7.b.ii of the Scheme of Delegation at Annex A to Standing Orders provides that the Planning Committee may comment on behalf of the Council on Local Plans, Structure Plans, Mineral Plans, Waste Plans, Regional Plans and any

other Plan or Studies as considered appropriate. Responding to this consultation falls within that delegation, and the matter is not reserved to Full Council.

- 6.2 Paragraph 7.b.viii additionally gives the Committee custodianship of the Neighbourhood Development Plan, from whose evidence base Appendix B is drawn.
- 6.3 The Committee meets monthly and the next ordinary meeting is expected to fall on or after the consultation deadline of 11 September 2026. Recommendation 2.6 therefore authorises the Corporate Manager to complete and submit the response in consultation with the Chairman and Vice Chairman, with the final submission reported to the next ordinary meeting. If the Committee instead wishes to approve the completed response itself, the alternatives would be to close the collection of member suggestions before this meeting, or to convene an extraordinary meeting under Standing Order 6c.
- 6.4 Responding to the consultation is discretionary. Neither element of the response commits the City Council to a position on the suitability of any individual site, or on the level of development to be directed to Salisbury.
- 6.5 Site information provided to Wiltshire Council may be used in its Brownfield Land Register or its Strategic Housing and Economic Land Availability Assessment. Landowners will not generally be aware that land has been put forward. Members were advised of both points when suggestions were invited.

7. Consultation and Engagement

- 7.1 All members were written to on 5 August 2026 inviting them to identify any previously developed or underused land in their ward not already recorded in the two existing sources, and were advised of the considerations set out above.
- 7.2 A further short consultation with members on the draft list of sites will run from 2 to 8 September 2026. This allows members to comment on the list in its final form, including the updated information on existing sites, before it is settled. The list will then be finalised and agreed with the Chairman and Vice Chairman between 9 and 10 September 2026, and submitted on or before 11 September 2026.
- 7.3 This period coincides with the opening of Wiltshire Council's scoping consultation on the new Local Plan. Members will therefore be considering two related exercises at the same time. This is noted so that the two are not confused: the present exercise is a factual evidence-gathering request, whereas the scoping consultation concerns the scope and content of the Local Plan itself.
- 7.4 No wider public consultation has been undertaken. The exercise is a factual evidence-gathering request from Wiltshire Council rather than a proposal affecting residents, and the deadline does not permit it. Wiltshire Council will consult publicly on the Local Plan itself in due course.

8. Strategic and Policy Alignment

- 8.1 Wiltshire Council has stated that the survey will inform the development of a new settlement hierarchy. Ensuring that the baseline is accurate, and that the basis on which settlements are assessed is understood, is directly relevant to the City Council's interest in how growth is planned for the City.

- 8.2 The response draws on the evidence base of the Salisbury Neighbourhood Development Plan, of which this Committee is custodian under paragraph 7.b.viii of the Scheme of Delegation.
- 8.3 Responding on previously developed land is consistent with the made Neighbourhood Development Plan. The Plan states that in Salisbury it sets out a framework for new development that will be preferred on brownfield land within the City's boundaries, and explains that it seeks to 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 health and wellbeing. It also records that when Wiltshire Council proposed site allocations in September 2023 whose main proposal for Salisbury was for green field sites, the City Council and Britford Parish Council both objected and wished instead to see new housing go onto land already developed within the built-up area.
- 8.4 Directing Wiltshire Council's attention to land already built on is therefore in keeping with the position the City Council has taken through its own plan-making. Members should note that this framework is set out in the Plan's explanatory text rather than in a numbered development management policy, as the Plan contains no site allocation policies.
- 8.5 **How the sites at Appendix B were identified.** The sites at Appendix B were identified through the Neighbourhood Plan process as follows. A call for sites was held in June and July 2020. The Steering Group, with support from an independent planning consultancy, carried out an initial assessment of the sites available in the City, and site visits and shortlisting followed in October 2020, alongside agreement with owners on further work to be undertaken. Thirteen shortlisted sites were then assessed by AECOM through the Strategic Environmental Assessment against nine themes covering air quality, biodiversity, climate change, landscape, historic environment, land, soil and water resources, population and community, health and wellbeing, and transport. Public consultation on the proposed site allocations took place in September and October 2021.
- 8.6 The Regulation 14 draft of the Plan contained three site allocation proposals. In December 2022 Wiltshire Council announced that it would delay the Local Plan Review and change the plan period to end in 2038. The City Council adjusted the Plan to exclude the housing allocations, on the basis that there was no certainty as to what would be required until the Local Plan was further advanced, and that the allocations might be considered again when the Plan is reviewed. The sites at Appendix B are therefore assessed sites from that process rather than allocations in the made Plan, and should be described as such in the response.

9. Implementation and Next Steps

- 9.1 Subject to the Committee's decision, the next steps will be as follows:
- 9.2 The information held on the nine sites at Appendix B is reviewed and brought up to date.
- 9.3 The initial site assessment prepared for the Neighbourhood Plan is revisited for previously developed sites not shortlisted in 2020 that may now be relevant.
- 9.4 Any site suggestions received from members are recorded on the form at Appendix D.
- 9.5 The draft list is circulated to members for consultation from 2 to 8 September 2026.

- 9.6 The response is finalised in consultation with the Chairman and Vice Chairman on 9 and 10 September 2026.
- 9.7 The response is submitted to Wiltshire Council's Strategic Planning team by 11 September 2026.
- 9.8 The final submission is reported to the next ordinary meeting of this Committee.
- 9.9 The anticipated timetable is:

Milestone	Date
Committee decision	17 August 2026
Review of the Appendix B sites and the 2020 call for sites completed	1 September 2026
Member consultation on the draft list	2 to 8 September 2026
List finalised with Chairman and Vice Chairman	9 to 10 September 2026
Response submitted to Wiltshire Council	By 11 September 2026
Submission reported back to Committee	Next ordinary meeting

- 9.10 Responsibility for implementation will sit with the Corporate Manager, under the authority set out at recommendation 2.6.

10. Implications

Implication Area	Impact	Comments / Mitigation
Financial	None	No costs arise. Responding to the consultation is discretionary and is met from existing officer time.
Legal	Low	Within the Committee's delegation at paragraph 7.b.ii of the Scheme of Delegation. The response is not binding and creates no obligation.
Risk	Low	Principal risk is that inaccurate or out-of-date site information is submitted. Mitigated by basing the review on the City Council's own evidence base, member consultation on the draft list from 2 to 8 September 2026, and recording where the current position cannot be confirmed. A secondary risk is that the timetable leaves no

		contingency; if it slips, the facilities response can be submitted separately and additional time sought from Wiltshire Council for the brownfield element.
Personnel	None	Officer time only.
Environmental Impact	None	No direct effect. The Local Plan itself will be subject to Strategic Environmental Assessment by Wiltshire Council.
Equalities Impact Statement	None	No equalities impacts arise from a factual consultation response. No Equality Impact Assessment required.
Community / Public Impact	Low	No immediate effect. The settlement hierarchy review that this evidence informs may in time affect the distribution of development in the city.
Procurement / Contractual	None	None.
Property / Asset	Low	Several sites referred to are in public ownership, including car parks. Reference to a site does not commit the Council to any disposal or change of use.
Data Protection	Low	Site information may identify land in private ownership. No personal data is proposed to be submitted. Landowners are not notified by this process.

11. Appendices / Background Papers

11.1 Appendix A – Facilities Survey entry for Salisbury

11.2 Appendix B – Previously developed sites in the Neighbourhood Plan Strategic Environmental Assessment (2021)

11.3 Appendix C – Brownfield Land Register Part 1 (2022): entries within Salisbury

11.4 Appendix D – Site record form

11.5 Appendix E – Summary of Wiltshire Council's published Facilities Survey methodology

Appendix A – Facilities Survey entry for Salisbury

Facility	Recorded
Early years facility	Yes
Primary school	Yes
Secondary school	Yes
Railway station	Yes
GP surgery / health centre	Yes
Pharmacy	Yes
Supermarket / superstore	Yes
Convenience store / shop	Yes
Public house	Yes
Village hall / community room	Yes
Post office service	Yes
Library	Yes (static)
Leisure centre	Yes
Park / recreation ground	Yes
Children's / youth play area	Yes

Appendix B – Previously developed sites in the Neighbourhood Plan Strategic Environmental Assessment (2021)

Site	Area (ha)	Land status
18 College Street	0.04	Brownfield; hardstanding
22 / 30 High Street	0.39	Brownfield; Central Area Framework opportunity site
44 Churchfields Road	0.17	Mixed greenfield and brownfield
Gasworks, Coldharbour Lane	0.86	Brownfield; likely contamination; largely Flood Zone 2/3
Quidhampton Quarry	18.29	Previously developed land (SHELAA ref S253); former quarry
Central Car Park	1.95	Brownfield; Core Strategy regeneration allocation
Salt Lane Car Park	0.27	Brownfield; a negative element of the Conservation Area
Brown Street Car Park	0.40	Brownfield; a negative element of the Conservation Area
Culver Street Car Park	0.47	Brownfield; multi-storey car park

The remaining four sites assessed (Bishop's Drive, Land North of Downton Road, Land East of Devizes Road and Devizes Road) are greenfield and are not listed. Greenfield sites are not included because Wiltshire Council's question concerns previously developed or underused land, and because the Neighbourhood Development Plan records the City Council's objection to greenfield allocations for Salisbury. 44 Churchfields Road appears to fall within the boundary of the Churchfields and Engine Sheds entry at Appendix C.

Appendix C – Brownfield Land Register Part 1 (2022): entries within Salisbury

Reference	Site	Ha	Status	Dwellings
WCS/S4	Churchfields & Engine Sheds	37.38	Not permitted; Core Strategy CP2 allocation	1,100
19/09101/FUL	Land at 39 Devizes Road	8.39*	Permissioned (2019)	5
19/07253/FUL	14 Rolleston Street	2.32*	Permissioned (2020)	6
S16.12244	Adjacent Old Manor Hospital, Wilton Road	0.91	Permissioned (2017)	56
18/12068/FUL	141 Castle Street	0.47	Permissioned (2019)	66
S16.10839	Finch House, Old Manor Hospital	0.29	Permissioned	21
S14.10997	Milford House, 43–55 Milford Street	0.24	Permissioned	31
18/06366/FUL	Little Manor Nursing Home, Milford	0.19	Permissioned	6
S16.10594	Hillcote, 22 Manor Road	0.18	Permissioned	5
19/00211/FUL	124 Wilton Road	0.13	Permissioned	5
S13.7176	Grove House Surgery, 18 Wilton Road	0.10	Permissioned	10
18/04915/OUT	13A Windsor Road	0.06	Permissioned	6
S17.5198	First and second floors, 38 High Street	0.04	Permissioned	6
S15.0665	1 Fish Row	0.03	Permissioned	7
S17.1897	2–8 Catherine Street	0.02	Permissioned	7

Appendix D – Site record form

One form to be completed for each site put forward. Factual information only; no estimate of capacity or view on suitability is required.

Field	Entry
Site name or address	
Location / nearest landmark	
Approximate area (or frontage and depth if area unknown)	
Previous or original use	
Current condition and use, if any	
Approximate period vacant or underused	
Ownership, if known (public / private / mixed / unknown)	
Any planning history known	
Any known constraints (flooding, contamination, heritage, access)	
Suggested by	
Date recorded	
Notes	

Appendix E – Summary of Wiltshire Council’s published Facilities Survey methodology

The following summarises the methodology published alongside the consultation. It is provided for members’ reference; the full document is available from Wiltshire Council.

Matter	Position stated in the methodology
Purpose	To build an accurate record of the facilities available at each settlement and the extent to which residents can access everyday services locally.
Use of the data	To serve as a consistent factual baseline for further Local Plan work, including the review of the settlement hierarchy in the Wiltshire Core Strategy and the wider evidence base.
Larger settlements	Additional analysis of the role and function of the larger and more sustainable settlements, including the towns, is being undertaken separately and will build on this basic information.
Settlements included	Any settlement with an estimated population above 100, based on council tax records and Office for National Statistics data. 296 settlements are within scope.
Exceptions	Avoncliff (population around 60) is included because it has a railway station, and Semley (around 81) because it has a primary school.
Basis of assessment	Settlement-based rather than parish-based. Facilities are attributed to the settlement they sit within, not to other settlements they may serve.
Merged settlements	Settlements that are physically merged with no clear separation may be assessed together. Geographically separate settlements are assessed separately, even where earlier policy documents treated them together.
Facilities recorded	Fifteen facilities across education, transport, healthcare, retail, community facilities and leisure and recreation. Bus services will also be covered but are outside this consultation.
Definitions applied	A supermarket is treated as a larger store serving a wide catchment and supporting a full grocery shop; a convenience store as a smaller shop for top-up shopping. A village hall may include hireable space within a place of worship. Library provision may be static or

	mobile.
Sources used	Council datasets and records, publicly available service information, web-based map searches, aerial photography and parish council websites.
Stated limitations	The survey records the presence of a facility only. It does not consider capacity, quality, opening hours, accessibility for all users, or whether a service is operating at full strength.
Consultation	Town and parish councils are invited to confirm by 11 September 2026 whether the information recorded for settlements in their area is accurate. Comments will be reviewed by officers and used to update the survey where appropriate.