

## CONTENTS

		<b>PAGE NO.</b>
1.	<b>Introduction</b>	1
2.	<b>Regional Guidance</b>	1-2
3.	<b>Employment land provision in the Structure Plan</b>	2
4.	<b>The derivation of employment land quanta - the overall process</b>	3-4
5.	<b>The workforce based projections</b>	4-6
6.	<b>Employment projections</b>	6
7.	<b>Employment densities and the proportion of employment on employment land</b>	7-8
8.	<b>Completion rates</b>	8
9.	<b>Completions and Commitments</b>	9-11
10.	<b>The optimal requirement based on the district level analysis</b>	11
11.	<b>Additional allowances</b>	11-13
12.	<b>The proposals</b>	13
13.	<b>The need to review existing employment land allocations</b>	14
<b>Table 1</b>	Workforce projections	5
<b>Table 2</b>	Jobs held by workforce (on and off employment land)	6
<b>Table 3</b>	Employment projections (on and off employment land)	6
<b>Table 4</b>	Land requirements 1996-2016 (on the basis of the workforce based projections)	8
<b>Table 5</b>	Land requirements 1996-2016 (on the basis of the employment projections)	8
<b>Table 6</b>	Completions 1991-2001 and extrapolated requirements 1996-2016 (gross hectares)	8
<b>Table 7</b>	Employment land completions and permissions (1991 and 1996 bases, hectares)	9
<b>Table 8</b>	Employment land commitments and completions as at April 2002 (1996 base, gross hectares)	10
<b>Table 9</b>	Proposed changes to current employment land commitments and updated estimates of completions and commitments (1996 base, gross hectares)	11
<b>Table 10</b>	Proposed employment land policy quanta 1996-2016 (hectares)	15

## 1. Introduction

- 1.1 The Adopted Structure Plan requires that, for the Plan Area as whole, about 67,000 additional dwellings and 660 hectares of employment land should be provided over the Plan period, between 1991 and 2011. These totals are distributed between Swindon Borough and each of the Wiltshire Districts.
- 1.2 The Plan is now being rolled forward, with the base year becoming 1996, and the horizon year 2016, and this paper sets out how the replacement quanta have been derived.

## 2. Regional Guidance

- 2.1 Regional Planning Guidance for the South West (RPG10) provides guidance, both about the overall approach to economic development, and the provision of employment land. On the whole, however, these policies are less prescriptive than in the case of housing provision.
- 2.2 With respect to economic development, Policy EC1 directs local authorities and others to support the sustainable development of the regional economy by (amongst other things):

- *accommodating continued economic development in sustainable locations in the more prosperous north and east of the region....*

- 2.3 With respect to employment land, Policy EC3 states that:

- *Local authorities, the SWRDA<sup>1</sup> and other agencies should aim to provide for a range and choice of employment sites to meet the projected needs of local businesses and new investment. These should include:*
  - (i) *major strategic sites, suitable for significant inward investment and large scale reinvestment by existing companies.*
  - (ii) *locally significant sites, suitable for smaller scale inward investment and local reinvestment by small and medium sized enterprises and small scale opportunity sites suitable for small businesses.*

The Policy then goes on to stipulate the criteria that should be taken into account in considering the supply and location of sites, before going on to stipulate that...

*existing employment land allocations should be reviewed, together with any unused or underused sites, to assess whether they continue to meet future requirements, are capable of being easily developed and are compatible with the sustainable development criteria of the strategy. Where land meets these criteria, it should be safeguarded for employment purposes. Where it does not meet these criteria, or where it can be demonstrated that alternative uses would achieve a more sustainable balance of uses in an area, its use for other purposes should be actively considered when reviewing development plans or considering development proposals.*

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<sup>1</sup> The South West Regional Development Agency.

2.4 Policy EC4 then goes on to stipulate more precisely the conditions governing the provision of “Major Strategic Sites”. The Policy states that:

- *A portfolio of Major Strategic Sites should be identified jointly by the Regional Planning Body and SWRDA, to meet the needs of major business users or groups of users.*

The Policy states that most Major Strategic Sites will be at the Principal Urban Areas (PUAs), one of which is Swindon; and that each such site should be identified in a Structure Plan.

### 3. **Employment land provision in the Structure Plan**

3.1 Within a sustainable development framework, RPG10 places considerable emphasis on the accommodation of economic development, and, as seen, Policy EC1 of the Guidance specifically requires that, within the north and east of the Region (which includes Wiltshire) such development should be accommodated.

3.2 The provision of employment land is considered to be an important means of facilitating economic development, and it is therefore considered that, if the Structure Plan is to conform with the Guidance, a liberal approach to employment land supply is required.

3.3 As indicated above, within this overall context, Policy EC3 of RPG10 distinguishes between Major Strategic Sites and other categories of employment sites. However, although the Guidance states that each Major Strategic Site should be identified in a Structure Plan, the responsibility for identifying sites rests with the Regional Planning Body (now the Regional Assembly) and SWRDA, and these bodies have not to date identified a need for such a site at Swindon.

#### 4. The derivation of employment-land quanta – the overall process

- 4.1 As stated, the Adopted Structure Plan stipulates the scale of employment land provision that should be made available between 1991 and 2011, within Swindon Borough and each of the Wiltshire Districts (referred to collectively as "the districts"). It should be noted, however, that, unlike the housing quanta, these quanta do not relate to the *totality* of provision within each district. The Adopted Plan itself stipulates the precise circumstances in which provision will or will not count against the quanta, but generally provision counts against the quanta when it relates to the main settlements, which are listed in the Explanatory Memorandum and indicated on the Key Diagram. The expectation is that development elsewhere should be limited to that appropriate to local needs, or – if in the open countryside – should not generally involve the provision of new structures. Developments which are not commensurate with their location are to count against the quanta, but developments involving the re-use of employment land, irrespective of location, are not. Unlike the housing quanta, the employment land quanta are expressed in gross terms. Employment land losses are not to be discounted<sup>2</sup>, and, for employment areas (industrial estates, business parks, and the like), it is the gross area that is to count against the quanta, not the sum of individual sites within these areas.
- 4.2 Along with the housing quanta, the employment land quanta are now to be “rolled forward” to the period 1996-2016. It is intended that the criteria for determining whether provision should count against quanta should remain broadly as stipulated in Policy DP3 of the Adopted Structure Plan. However, it is now intended that strategic provision should constitute developments at the Swindon PUA, Service Centres and other larger settlements where there is the need to redress the imbalance of housing and employment locally to maximise self-containment (larger settlements are generally those settlements with populations in excess of 5,000<sup>3</sup>).
- 4.3 It should also be noted that, within the Plan Area, one of the most marked imbalances between the scale of the resident workforce and local job opportunities is in the Ludgershall/Tidworth area, which also has problems of social imbalance related to the predominance of the armed forces in the area. Both the Adopted Local Plan, and the County Council’s Economic Strategy recognise that this area is in particular need of economic development.

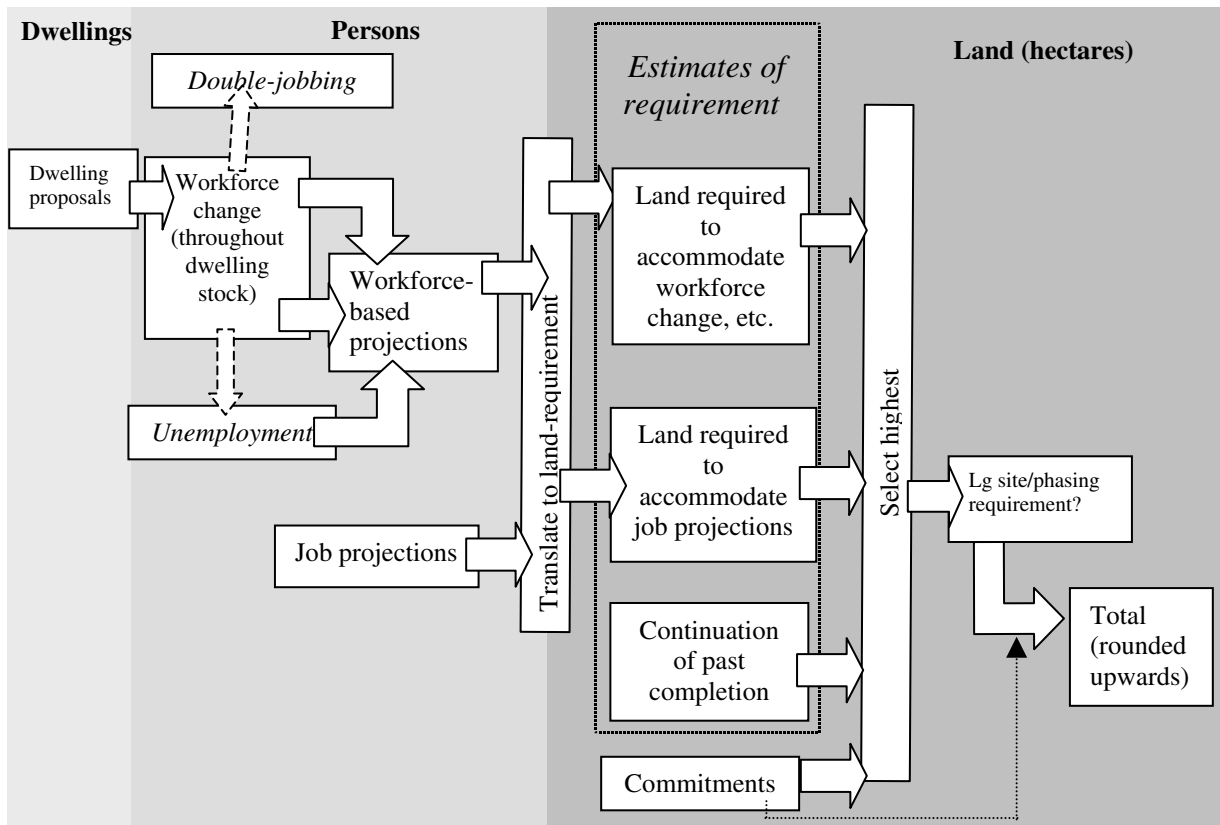
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<sup>2</sup> One of the factors taken into account in determining the policy quanta is completion rates over the period 1991-2002 (see Table 6). It is known that over this period some important employment sites were lost wholly or partly to employment uses (for example, the Ushers site in Towbridge and the St Ivel site in Wootton Bassett), although the overall scale of employment land lost to employment uses was not known (there are difficulties in systematically and comprehensively monitoring such losses). However, past rates of take-up of employment land, together with the expansion of employment opportunities elsewhere, more than compensated for such losses in the past (employment levels rose substantially in all districts between 1991 and 2002). Consequently, it is thought that the scale of employment land provision proposed (which in all districts is well above past take-up rates, c.f. Table 10), will be more than sufficient to counterbalance likely employment land losses (see also Paragraph 7.2).

<sup>3</sup> However, it is recognised that efforts are needed in Ludgershall, which has a population of around 4,200, to provide additional strategic employment opportunities locally.

4.4 The accompanying **Process Chart** sets down the procedure that has been followed in formulating the employment land proposals for the period 1996-2016. In essence, the overall scale of land proposed for Swindon Borough, and for each of the Wiltshire Districts takes into account projections of employment change and workforce change, past completion rates and current commitments. Some additional adjustments reflecting strategic priorities and local circumstances are considered before the final proposals are formulated.

**Process Chart: derivation of employment-land quanta**



4.5 The workforce based and job projections are represented initially in terms of increases in the workforce and in employment, and subsequently converted to an employment-land requirement.

**5. The workforce based projections**

5.1 The projected scale of workforce change in each district is determined by the proposed housing quantum for the district, and it is, in turn, the projected scale of workforce change that is the key determinant of the workforce-based projections.

5.2 The projected scale of workforce change was obtained by running Wiltshire County Council’s Population Model, controlled to the scale of net housing increase proposed for each district. The Model-run on which these projections were based took into account the Government’s (ONS) Mid-year Population Estimates for 2001, which was the first round of Mid-year Estimates to take on board the results of the 2001 Census of Population. The workforce estimates for 1996 have also been re-based to bring them into line with the projections to 2016. The results of this exercise suggested that there would be an increase of around 49,000 in the workforce of the Plan Area over the Plan period as a whole (**Table 1**).

*The totals in this and subsequent Tables may not sum due to rounding.*

**Table 1 Workforce projections**

District/Borough	Estimated, 1996	Projected, 2016	Projected increase, 1996-2016
Kennet	37,200	39,700	2,500
North Wiltshire	62,400	67,200	4,800
Salisbury	55,500	60,400	4,900
Swindon Borough	91,200	118,500	27,300
West Wiltshire	55,400	64,200	8,800
Total	301,600	350,000	48,400

*Source: Wiltshire County Council Population Projections*

5.3 These initial figures were then refined, to take account of unemployment levels in the base year, and to ensure that sufficient land is made available to provide enough jobs to permit unemployment to fall to a nominal level. Likely trends in double-jobbing were also taken into account. (The projections assume that, within each district, the workforce added “at the margin<sup>4</sup>”, between 1996 and 2016, is employed within the district in which they reside). Each of these refinements is discussed in turn.

5.4 With respect to unemployment, although levels are low at the moment, there are nevertheless currently around 5,200 registered unemployed in the Plan Area, and in some wards unemployment levels remain around 4% - and even higher in the case of some Swindon wards. It is hence conceivable and desirable that unemployment levels could and should be lower, and, in calculating the workforce-based requirements, an allowance has been made to enable unemployment levels to reduce to 1% by 2016. It should also be remembered that unemployment rates, at around 5% for the Plan Area in 1996, the Plan base date, were higher than the present rate of around 1½%. Effectively, therefore, the projections of workforce-change for each district have been augmented by a figure representing the difference between unemployment levels in 1996 and projected unemployment levels in 2016, based on a presumption of a 1% unemployment rate in 2016.

<sup>4</sup> Even if the total number of persons in the workforce remained exactly the same, many (and probably most) of the individuals comprising the workforce in each district in 1996 would have been replaced by others. Consequently, it is not being assumed that all of those constituting the workforce in 2016, but who had not done so in 1996, would be employed in the district in which they reside. However, it is assumed that if the total number in the workforce increased by (say) 1,000, all these 1,000 “extra” workers (i.e. those added at the margin) would work in the district in which they reside. If there were 50,000 in the workforce in 1996, it is assumed that exactly the same proportion of this workforce base would work elsewhere.

- 5.5 With respect to double jobbing, around 5% of the national workforce held two or more jobs in 1996, and in recent years there has been a tendency for this proportion to rise slightly. Unfortunately, however, no information on double-jobbing exists at the local level, and it has therefore been assumed that the local situation is much the same as at national level; and that double jobbing stood at 5% in all districts in 1996, and will rise to 6% by 2016. This further augments the scale of increase involved in the workforce-based projections (**Table 2**).

**Table 2 Jobs held by workforce (on and off employment land)**

District/Borough	Jobs held by workforce , estimated, 1996 (1)	Projected, 2016 (2)	Projected increase, 1996-2016
Kennet	37,500	41,600	4,100
North Wiltshire	62,700	70,500	7,800
Salisbury	55,800	63,400	7,700
Swindon Borough	90,200	124,400	34,100
West Wiltshire	55,200	67,400	12,200
Total	301,400	367,300	66,000

- Notes: (1) Workforce less unemployment (July, 1996); assuming 5% of the workforce engaged in double jobbing.  
 (2) Assuming unemployment at 1%, and 6% of the workforce engaged in double jobbing.

Source: Wiltshire County Council Population Projections; Claimant unemployment statistics; Labour Force Survey.

## 6. Employment projections

- 6.1 **Table 3** presents employment projections relating to the period 1996-2016. Essentially, employment has been projected forwards for each district, with the Plan Area total being “pegged” to Plan Area projections published by *Cambridge Econometrics* in February 2003<sup>5</sup>. The proportion of change attributed to each district reflects past proportions of employment growth.

**Table 3 Employment projections (on and off employment land)**

District/Borough	Estimated,1996	Projected, 2016	Projected increase, 1996-2016
Kennet	32,900	38,200	5,400
North Wiltshire	52,000	65,700	13,800
Salisbury	51,800	60,300	8,500
Swindon Borough	111,400	136,400	25,000
West Wiltshire	55,900	64,600	8,700
Total	304,000	365,300	61,300

Source: Swindon Borough Council/ Wiltshire County Council. Projections based on Cambridge Econometrics forecasts for the Plan Area.

<sup>5</sup> Cambridge Econometrics, Regional Economic Prospects, February 2003

## 7. Employment densities and the proportion of employment on employment land

7.1 Within employment areas, recent studies of employment densities undertaken by Swindon Borough Council and Wiltshire County Council suggested that, although densities vary markedly from area to area, within the Plan Area they average around 55 persons per hectare. In turn, within the Wiltshire County Council area, only about a fifth of jobs are to be found within employment zones, while an even smaller proportion of the increase since 1991 has been within employment areas. Within Swindon Borough, the proportion of jobs within employment areas, at around a half of all jobs, was much higher.

7.2 Taking into account these studies, in converting the workforce based and employment projections (represented as persons) to an employment land requirement (in terms of hectares), it has been assumed that employment densities would average 55 persons per hectare. It has also been assumed that every other “new” job would be located on employment land. For Wiltshire, this is a significantly higher ratio than that which emerged from the above mentioned study, and in consequence the application of this ratio might be expected to provide a liberal supply of employment-land. However, this should provide a safeguard against:

- Employment land densities being lower than has been the case historically.
- The proportion of employment on employment-land being higher than has been the case historically.
- More land going out of employment-use than has been the case historically.
- The job-change or employment-change projections being exceeded.

and allow for:

- A liberal supply of employment land to provide prospective occupiers with a choice of location.
- Decreased out-commuting (were it possible to “pull back” the net out-commuting from any of the Wiltshire Districts, this would imply a far higher employment land requirement than that required to accommodate the projected workforce or job change).

7.3 On the basis that every other (net) “new” job is located on employment land, and that employment densities average 55 persons per hectare, the following Tables set down the number of jobs that would need to be accommodated on employment land, and the corresponding land requirements. **Table 4** relates to the workforce-based projections and **Table 5** relates to the employment projections.

**Table 4 Land requirements 1996-2016 (on the basis of the workforce based projections)**

District/Borough	Assumed jobs on employment land	Land requirement (hectares)
Kennet	2,100	38
North Wiltshire	3,900	71
Salisbury	3,800	70
Swindon Borough	17,100	310
West Wiltshire	6,100	111
Total	33,000	600

Source: Table 2; Swindon Borough Council and Wiltshire County Council, unpublished studies of employment land occupation and densities.

**Table 5 Land requirements 1996-2016 (on the basis of the employment projections)**

District/Borough	Assumed jobs on employment land	Land requirement (hectares)
Kennet	2,700	49
North Wiltshire	6,900	125
Salisbury	4,200	77
Swindon Borough	12,500	227
West Wiltshire	4,300	79
Total	30,600	557

Source: Table 3; Swindon Borough Council and Wiltshire County Council, unpublished studies of employment land occupation and densities.

## 8. Completion rates

8.1 **Table 6** sets down employment land completions for the period 1991-2002, which count towards the current policy quanta. They are represented on an annual/average basis, and converted to their 20-year equivalent.

**Table 6 Completions, 1991-2001 and extrapolated requirements, 1996-2016 (gross hectares)**

District/ Borough	Completed, 1991-2002	Average p.a.	20-year equivalent
Kennet	13.25	1.20	24.09
North Wiltshire, less Lydiard Fields	31.03	2.82	56.42
Salisbury	9.72	0.88	17.67
Swindon Borough, plus Lydiard Fields	141.25	12.84	256.82
West Wiltshire	35.99	3.27	65.44
Total	231.24	21.02	423.44

Note: The Lydiard Fields employment area forms part of the Swindon PUA (and is considered to meet the needs of Swindon), but administratively it is within North Wiltshire District.

Source: Swindon Borough Council/ Wiltshire County Council, Employment Land and Floorspace monitoring (unpublished).

## 9. Completions and Commitments

9.1 Estimates of completions and commitments are based centrally on the information recorded in the *Employment Land and Floorspace Monitoring Reports*, which are published by Wiltshire County Council and Swindon Borough Council. The current series of these reports relates to the 1991 base date of the Adopted Structure Plan. As the replacement Plan will have a 1996 base date, it is necessary to discount all completions which occurred over the period 1991-1996. The following Table sets down the data relating to completions over the period 1991-2002, which count against the policy quanta. The starting point for the figures relating to this period is Table 4 of the 2002 *Monitoring Report*. However, in the case of Swindon there is a significant difference in that the total is increased by 24.68 hectares, as the Keypoint development will now count against the quantum. This reflects the nature of development at the site. As noted, additional small adjustments have been made for the figures relating to Kennet and North Wiltshire Districts. The Table also sets down completions over the period 1991-1996, to derive a completions total for the period 1996-2002.

**Table 7 Employment land completions and permissions (1991 and 1996 bases, hectares)**

District/Borough	1991-base		1996-base
	Completions	Completions from base-date + permissions at 2002	
	1991-1996	1991-2002 (1)	1996-2002
Kennet	4.34	43.89	39.55
North Wiltshire	12.46	118.82	106.36
Salisbury	5.86	34.97	29.11
Swindon Borough	67.24	227.13	159.89
West Wiltshire	12.14	91.94	79.80
Total	102.04	516.75	414.71

*Note: (1) Based on Table 4 of the 2002 Monitoring Report, with the following adjustments:*

*Kennet District: The 1991-2002 total is reduced by 2.46 ha. to take account of errors identified in the Report (a reduction of 1.00 ha. in the residual at Hopton Industrial Estate, Devizes, and the re-designation as “Re-use” of a development of 1.46 ha. at Pans Lane, Devizes).*

*Swindon Borough: The Keypoint development (24.68 ha) is included in the 1991-2002 total.*

*Source: 1991-1996: Swindon Borough Council/ Wiltshire County Council, Employment Land and Floorspace monitoring (1991-1996 figures, unpublished; 1991-2002 figures, 2002 Report).*

9.2 Having built up a picture of completions between 1996 and 2002, and planning permissions at 2002, the next step was to build up an overall picture of completions and commitments. **Table 8** does this, and can also be related to the 2002 *Monitoring Report*. It sets down total completions and commitments as at April 2002 on the basis of three components, namely:

- Completions and permissions. This corresponds to the total B-use permissions set down in Table 4 of the Report, *less* 1991-1996 completions, as set down in **Table 7**, above.
- Adopted Local Plan provision (less sites within these allocations that had planning permission for employment developments). This also corresponds to the totals set down in Table 4 of the Report, but the North Wiltshire total is reduced marginally on the presumption that the Spring Quarry allocation will no longer count against the policy quantum.
- The *other land* totals have been compiled from the detailed information set down in Table 1 of the Report, and represent the total of all commitments designated as *other* (in the main, Draft Local Plan allocations and permissions granted subject to Section 106 agreements). However, all such commitments which will not count against the policy quanta have been discounted.

**Table 8 Employment land commitments and completions as at April 2002 (1996 base, gross hectares)**

District/ Borough	Completions + permissions	Adopted Local Plan provision (1)	Other land (2)	Total
Kennet	39.55	11.05	6.50	57.10
North Wiltshire	106.36	18.57	0.00	124.93
Salisbury	29.11	12.18	17.36	58.65
Swindon	159.89	10.73	1.20	171.82
West Wiltshire	79.80	45.41	24.36	149.57
Total	414.71	97.94	49.42	562.07

Note: (1) *Except for North Wiltshire, corresponds to the figures in Table 4 of the Employment Land and Floorspace Monitoring Report. The North Wiltshire total is reduced by 0.56 hectares on the presumption that the Spring Quarry allocation will no longer count against the policy quantum.*

(2) *Commitments designated as “other” in Table 1 of the Monitoring Report, comprising Draft Local Plan allocations and permissions granted subject to Section 106 Agreements. See **Appendix 1** for listing.*

Source: Table 7; Swindon Borough Council/ Wiltshire County Council, *Employment Land and Floorspace Monitoring Report, April 2002.*

9.3 The resulting overall totals were then modified by taking on board changes proposed in Draft and Adopted Replacement Local Plans to 2011 (in the case of West Wiltshire District, this reflects the position of the Council at the Local Plan Inquiry). These changes are listed in **Appendix 2**, and are summarized in **Table 9**, which takes these on board, to derive revised totals of completions and commitments.

**Table 9 Proposed changes to current employment land commitments, and updated estimates of completions and commitments (1996 base, gross hectares)**

District/Borough	Update	Revised total
Kennet	-12.11	44.99
North Wiltshire	16.84	141.77
Salisbury	0.81	59.46
Swindon Borough	47.83	219.65
West Wiltshire	-10.60	138.97
Total	42.77	604.84

Sources: Table 8 and Appendix 2.

## 10. The optimal requirement based on the district level analysis

10.1 The next stages of the exercise are set out in **Table 10**. This Table sets down the projections and extrapolations that have been presented above, together with the picture of completions and commitments that has been built-up. The Table also takes account of the fact that 36.69 hectares of employment land - at Lydiard Fields - is administratively within North Wiltshire District, although it is physically contiguous with the Swindon urban area. The figure set down in Column *h* of the Table represents the highest figure derived from the job projections, the workforce projections, or from extrapolated completion rates. However, where completions/commitments are higher than any of the foregoing figures, this figure is substituted.

10.2 As will be seen from **Table 10**, in West Wiltshire District, completions and commitments are already above the estimated requirements based on job and workforce projections; and for all of the Wiltshire Districts, completions and commitments are also above the estimated requirements based on past completion rates. With the exception of West Wiltshire, the estimated requirements for the Wiltshire Districts are determined by the employment projections, but in Swindon Borough they are determined by the workforce-based projections.

## 11. Additional allowances

11.1 Although it is intended that the Structure Plan quanta should be pitched at district level, some consideration of the situation at sub district level was necessary to ensure that sufficient employment land could be made available in specific locations. This was to facilitate the implementation of strategic planning goals, which are in part dependent upon locally specific allocations being made in forthcoming Local Plans.

- 11.2 In consequence, in addition to the district level analysis, before finalising the employment land proposals, two specific local level issues were addressed. The first issue was the question of the adequacy of employment-land provision at the larger settlements. This was to ensure that sufficient employment land could be provided at these settlements to facilitate a balance of housing and employment land provision, and so meet the sustainability criteria of the Regional strategy. The second issue was the need to address the economic development needs of the Ludgershall/Tidworth area. Currently, the SWRDA is promoting the development of 13 hectares of employment land at Ludgershall. However, the Draft Local Plan to 2011 proposes that the development of the site should be phased, with no more than around half the total area of the site being developed before the Plan horizon date of 2011.
- 11.3 As a similar condition applies to a larger allocation at Amesbury, the opportunity was taken to jointly review these allocations, with a view to considering the most appropriate way forward from the strategic planning viewpoint. Whilst it remains the role of Local Plans to determine the future status of these allocations, consideration had to be given to whether or not sufficient leeway should be provided within the policy quanta to permit the whole, or part, of the remaining site/areas to come forward in the Plan period to 2016.

#### ***Large-site allowance***

- 11.4 As indicated above, it is intended that "strategic" employment land provision should be at the PUA, Service Centres and other larger settlements, and Paragraph 3.38 of the Explanatory Memorandum defines "larger settlements" as those with populations in excess of 5,000. Consequently, an exercise was undertaken, focusing on settlements of this size – but excluding from consideration the settlements categorised as "dormitory settlements"<sup>6</sup>. It was considered that the policy/quanta should provide scope for the allocation of substantial sites at these settlements, if there were none available or allocated in Draft or Adopted Local Plans. To this end, the availability of "large sites" (either with planning permission, or Local Plan allocations) at these settlements was investigated.
- 11.5 In addition to the PUA, and the three settlements designated as Service Centres (Chippenham, Trowbridge and Salisbury), the analysis included Amesbury, Calne, Corsham, Devizes, Melksham, Westbury and Warminster. It was proposed that, if not already the case, the policy quanta should provide sufficient leeway for sites of the following minimum sizes to be provided at the following categories of settlement:

<b><i>Settlement category</i></b>	<b><i>Minimum size</i></b>
PUA	20 hectares
Service Centres	10 hectares
Remaining larger settlements	5 hectares

<sup>6</sup> These are: Bradford-on-Avon, Cricklade, Downton, Highworth, Ludgershall, Tidworth, Wilton, Wootton Bassett and Wroughton. The rationale for this categorisation is set down in Paragraph 4.11 of the Housing Background Paper. Although Tidworth and Ludgershall are included in this listing, they are considered as special cases, and specific consideration was given to the adequacy of employment land provision in this area c.f. Paragraph 11.8.

- 11.6 Applying these criteria, the examination of existing sites (see **Appendix 3**) suggested that deficiencies existed at Salisbury and Corsham, resulting in additional allowances of 10 hectares being aggregated to the commitments-based total for Salisbury District, and 5 hectares for North Wiltshire District.

*Existing large allocations with phasing conditions*

- 11.7 As stated, in two instances, Local Plans to 2011 include substantial allocations, although the policies direct that only a part of the total area is to be developed over the Plan period. One of these instances occurs at Folly Bottom (Amesbury) in Salisbury District, where an area of 64 hectares is allocated for employment use in the Adopted Local Plan, but development over the Plan Period is to be limited to 18 hectares. Additionally, an outline permission relates to the site. In the Amesbury context, however, 18 hectares represents a substantial employment site (total completions between 1991 and 2002 amounted to 0.8 ha.). Furthermore, this provision must also be seen in the context of other likely allocations in the vicinity of Amesbury, namely those at Porton Down (5 ha.), Boscombe Down (8.8 ha.) and to the north of London Road (2.5 ha.). In this case, there can be little doubt that existing allocations are more than sufficient to meet requirements to 2016 and beyond.
- 11.8 The second instance is the 13 hectare allocation in the Draft Replacement Kennet Local Plan, to the north of Tidworth Road, Ludgershall, where development in the period to 2011 is limited to 6.5 hectares. Within the policy context outlined in Paragraph 4.3, and given that there are no alternative employment sites in either Tidworth or Ludgershall<sup>7</sup>, in this case it is considered that the comprehensive development and promotion of the site as a whole would be beneficial. While it is the role of the Local Plan to consider this, from a strategic planning point of view it is considered important not to foreclose options at the Local Plan level. Consequently, it is considered that the policy quantum for Kennet District should have sufficient leeway to permit – subject to consideration at the Local Plan level - the development of the whole of the Tidworth Road site.

**12. The proposals**

- 12.1 As a result of the above process, as will be seen from **Table 10**, it is considered that no further employment land is required for West Wiltshire District. For this District, the analysis lends weight to the case for de-allocating around 15 hectares of employment land allocations<sup>8</sup>, as proposed by the District Council to the Local Plan Inquiry. However, around 10 hectares of employment land over and above existing commitments are required in Kennet District, with the comparable figure for both North Wiltshire and Salisbury Districts being around 20 hectares. In the Swindon PUA, the proposals imply the provision of around 60 hectares over and above existing commitments.

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<sup>7</sup> An existing Local Plan employment allocation to the south of the railway at Ludgershall is difficult to access, and is now considered unsatisfactory. The Draft Replacement Local Plan drops this site.

<sup>8</sup> See Appendix 2. This includes an area to the south of Westbury Station and Murray Walk, Melksham. An area equivalent to the remaining site, to the north of Bradford Road, Trowbridge, has been retained as a commitment in Appendix 2, because it has been recommended for reinstatement in the Inspector's Report of the Local Plan Inquiry. The inclusion of this area in the estimates of commitments will permit the retention of this Local Plan site, if so desired.

### 13. **The need to review existing employment land allocations**

- 13.1 As stated, Regional Guidance states that existing employment land allocations should be reviewed, and that a key consideration in any such review should be whether these allocations are compatible with the sustainable development criteria of the Regional Strategy. In this connection, it should be appreciated that the sites that will count against the employment land policy quanta will (subject to the rider stipulated in Paragraph 4.1) be located at the PUA, the Service Centres and other large settlements.
- 13.2 In line with the sustainability principles of the Regional Strategy, it is intended that Structure Plan policy should reinforce the concentration of strategic employment land at these settlements, and hence on strategic planning grounds it is not imperative that existing allocations at these settlements be reviewed. However, in the case of both strategic employment land and non-strategic employment land (i.e. that not counting against the quanta), it will be open to Local Plans to re-assess the suitability of existing allocations if sites are difficult to develop, or where it can be demonstrated that alternative uses could achieve a more sustainable balance of uses in an area. In such instances, if strategic employment land is de-allocated, the expectation is that alternative allocations should be made and that the allocations in question should be located at the PUA, Service Centres or larger settlements.
- 13.3 In addition it has been indicated above that employment land losses should not be discounted from completions, although, wherever possible, existing employment sites should be retained. The redevelopment of employment land for housing should not take place at the expense of access to employment land, particularly where sites are well integrated within the urban area.

**Table 10 Proposed employment land policy quanta, 1996-2016 (hectares)**

District/ Borough	Projections						Completions & commitments (1)(2)	Maximum of (d)-(g)	Allowance (3)	Requirement (inc. lg. Site allowance)	Rounding (4) <b>(proposed policy quanta)</b>
	Job-based	Workforce-based	Completion rates extrapolated (1)	Estimates of requirements							
				Job-based	Workforce-based	Completion rates extrapolated					
	<i>Allowance made for Lydiard Fields</i>										
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)	(k)	
Kennet	49	38	24	49	38	24	44.99	49	6.74	52	<b>60</b>
North Wiltshire	125	71	77	162	107	93	141.77	162	5.00	147	<b>160</b>
Salisbury	77	70	18	77	70	18	59.46	77	10.00	69	<b>80</b>
Swindon	227	310	236	191	274	220	219.65	274		220	<b>280</b>
West Wiltshire	79	111	65	79	111	65	138.97	139		139	<b>140</b>

- Notes: (1) *Historic completion rates combine Lydiard Fields completions (to 2002) with the Swindon Borough total. The completions/ commitments calculations recognise that 36.69 hectares of the Swindon requirement will be provided within North Wiltshire District.*
- (2) *As at April 2002, but includes updated information on Draft and Adopted Local Plan allocations, 1991-2011 (see Appendix 2).*
- (3) *Kennet District: allowance to permit the development of the remaining part of the site-area within the site located to the north of Tidworth Road, Ludgershall; North Wiltshire and Salisbury Districts: large site allowance.*
- (4) *Rounding to nearest multiple of 10 (rounding-up when unrounded total 2ha + above nearest multiple of 10).*

**EMPLOYMENT LAND COMMITMENTS: SITES INCLUDED**  
**AS “OTHER LAND”**

<b>District/Borough</b>	<b>Location</b>	<b>Status (1)</b>	<b>Hectares</b>
Kennet	Land north of Tidworth Road	DLPA	6.50
<i>total</i>			<i>6.50</i>
<i>North Wiltshire, total</i>			<i>0.00</i>
Salisbury (2)	Land at Boscombe Down	DLPA	8.85
	Land to north of London Road, Amesbury	DLPA	2.51
	Fuggleston Red, Salisbury	DLPA	6.00
<i>total</i>			<i>17.36</i>
Swindon	Sheppard Street (Bradley Court)	S106	0.53
	Highworth Road	S106	0.67
<i>total</i>			<i>1.20</i>
West Wiltshire	Bowerhill extension	DLPA	4.72
	Area west of Brook Lane	DLPA	5.64
	Land north of West Ashton Road	S106	14.00
<i>total</i>			<i>24.36</i>
<b><i>Plan Area Total</i></b>			<b><i>49.42</i></b>

Notes: (1) S106: Planning permission authorised, subject to the signing of a Section 106 Agreement.  
DLPA: Draft Local Plan Allocation.

(2) Status of (now adopted) Plan at 31<sup>st</sup> March 2002; the (then) Draft Local Plan allocation at Old Sarum is not counted, as it was intended to substitute for the (then current) Old Sarum Adopted Local Plan allocation.

Source: Swindon Borough Council/ Wiltshire County Council, Employment Land and Floorspace Monitoring Report, April 2002, Tables 1 and 2.

**CHANGES PROPOSED IN DRAFT AND REPLACEMENT  
LOCAL PLANS TO 2011**

**Replacement Kennet District Local Plan, Second Deposit Draft, March 2001**

Nursteed Road, Devizes	-0.76
Land east of Fordbrook, Pewsey	-0.38
Land S. of railway, Ludgershall	-5.51
<i>Report of Inspector to LP inquiry</i>	
Le Marchant Barracks	-3.00
<i>Corrections to 2002 Monitoring Report</i>	
Re-designation of K.20806 as re-use	-1.46
Residual areas at Hopton Barracks	-1.00
<b>Total</b>	<b>-12.11</b>

**Replacement North Wiltshire District Local Plan, First Deposit Draft, April 2003**

Hunters Moon, Chippenham	14.80
Leafield Employment Estate, Corsham	3.60
South West of Interface, Wootton Bassett	5.20
East of Beversbrook Employment Estate, Calne	4.40
Malmesbury Garden Centre	3.90
Spring Quarry	-15.06
<b>Total</b>	<b>16.84</b>

**Adopted Replacement Salisbury District Local Plan, June 2003**

Fuggleston Red	-6.00
Adjacent Old Sarum Industrial Estate	-5.59
Old Sarum, land north and south of the Portway	6.00
Tisbury	1.40
Porton Down	5.00
<b>Total</b>	<b>0.81</b>

**Swindon Borough Local Plan 2001, First Deposit Draft, September 2002**

S Development Area	15.00
Triangle Site	41.00
Signal West	-1.17
Barnfield Road	-2.00
N Development Area	-5.00
<b>Total</b>	<b>47.83</b>

**West Wiltshire District Plan, First Alteration, Revised Deposit Draft,  
November 2000 (and pre-inquiry changes, October 2001)**

Land N of Bradford Road	-3.93
Area S of Westbury Station (retaining 4ha)	-8.39
Murray Walk	-2.21
<i>Report of Inspector to LP Inquiry</i>	
Land N of Bradford Road (reinstatement) (1)	3.93
<b>Total</b>	<b>-10.60</b>

*Note: (1) There is no presumption that this site will be retained in the Local Plan to 2011, but by including this site in the listing, the intention is to provide sufficient leeway in the policy quantum to permit its retention, if so-desired.*

APPENDIX 3

**SITES OF 5 HECTARES OR MORE WITH PLANNING PERMISSION  
(AT APRIL 2002), OR WHICH ARE CURRENT  
LOCAL PLAN ALLOCATIONS (1)**

Settlement	Existing sites or allocations						Large-site allowance (ha.)
	20 hectares +		10 hectares =+ (2)		5 hectares + (2)		
	(no.)	(ha.)	(no.)	(ha.)	(no.)	(ha.)	
Swindon	1	41.00	3	92.47	5	107.36	10
Chippenham			1	28.00	1	28.00	
Salisbury			0	0.00	1	6.00	
Trowbridge			1	14.00	1	14.00	
Devizes					1	10.99	5
Calne					1	7.99	
Corsham					0	0.00	
Amesbury					2	26.85	
Melksham					1	15.47	
Warminster					2	6.70	
Westbury					1	37.51	

Sites contributing	Hectares	Sites contributing	Hectares
<b>Swindon</b>		<b>Calne</b>	
Triangle Site	41.00	Beverbrook extn.	7.99
South Marston IE, site 10, D-F	11.90	<b>Amesbury</b>	
Abbey Meads BP, N Development	14.16	Folly Bottom	18.00
Keypoint	10.41	Boscombe Down	8.85
Southern Development Area	15.00	<b>Melksham</b>	
Hillmead (Remainder)	8.05	Bowerhill (LP rem)	15.47
Lydiard Fields (Sites A-E & J3)	6.84	<b>Warminster</b>	
<b>Chippenham</b>		Gas House Farm	6.70
Littlefields	13.20	<b>Westbury</b>	
Hunters Moon	14.80	S of Westbury Stn	12.39
<b>Salisbury</b>		Northacre IP	6.20
Old Sarum	6.00	West Wilts TE, extn.	5.85
<b>Trowbridge</b>		NW of Brook Lane	7.43
N of W Ashton Rd	14.00	W of Brook Lane	5.64
<b>Devizes</b>			
Hopton Park (remainder)	10.99		

Note: (1) Including Draft Local Plan allocations when the plan has reached the deposit stage

(2) Including all sites above the stated threshold