



HARDISTY JONES ASSOCIATES
Economic Development Advisers ●●●●●●●●●●



Wiltshire Employment Land Review Update

Final Report

Prepared for Wiltshire Council

September 2023

Table of Contents

Executive Summary.....	i
1 Introduction	1
2 Context.....	5
3 Recent Property Market Performance	19
4 Future Demand for Employment Sites and Premises	24
5 Supply of Employment Land.....	43
6 Comparing Supply and Demand	53
7 Conclusions and Policy Implications.....	80

Job Number:	21 05 04
-------------	----------

Version Number:	5.4
-----------------	-----

Approved by:	Gareth Jones
--------------	--------------

Date:	September 2023
-------	----------------

Executive Summary

- i. This Employment Land Review (ELR) for Wiltshire is an update of the previous ELR, prepared in 2018. It considers employment land demand over the period from 2020 to 2038. This ELR meets the requirements set out in National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

Key messages

- ii. This ELR considers a number of scenarios for growth. Across Wiltshire the central scenario (1a) level of forecast demand is for up to 120 ha of employment land to meet local demand and potentially further land to meet the demand from regional and national strategic logistics (with an indicative figure of 23 ha). A higher growth scenario (2a) takes this combined demand up to 170 ha. Of the 160 ha of existing and allocated employment land, only 147 ha is best suited to meet local demand, and some sites have risk of non-delivery, and are under pressure for change-of-use, leaving as little as 95 ha of land that is existing or allocated for employment development, suitable for local demand, is medium/ low risk of non-delivery, and is not under pressure for change-of-use. Therefore, insufficient land is likely to be delivered to meet the forecast demand.
- iii. Based on the above conclusions, measures to help address the potential imbalance of demand and supply include:
 - Resisting change-of-use on existing and allocated sites which continue to be suitable for employment. Wiltshire Council should discuss the situation with landowners and developers, with a view to protecting these sites and identifying ways in which support can be provided to help to bring them forward for employment
 - Wiltshire Council should discuss with landowners and developers any barriers to delivering sites that are part of mixed-use developments, to identify ways in which support can be provided to help to bring these forward
 - Considering the allocation of currently unallocated sites which are suitable for employment development
 - Additional new employment sites should be sought.
- iv. The availability of sites across the county and within each of the FEMAs needs to be closely monitored, and new allocations made when it is clear that the supply is insufficient to meet demand across the Local Plan period, and within each five-year period. The Council should aim to ensure that there is a constant five-year supply of employment sites available.

Overview of the economy and change since last ELR

- v. Despite the UK leaving the EU and the impact of the Covid pandemic, the economy of Wiltshire has continued to grow since the last ELR. The most important sectors driving the demand for office space are the Real Estate, Professional, Scientific & Technical, and Public Administration & Defence sectors. Key drivers of demand for industrial space are Manufacturing and Wholesale & Retail Trade. Some other sectors are notable when examining the business base across Wiltshire as a whole, including Financial & Insurance in relation to office space, and Transportation & Storage in relation to industrial space.

- vi. The population of Wiltshire has grown in line with the benchmark South West and England rates since 2017, but the working age population has declined, at a slightly higher rate than these benchmarks, so the population is becoming older. Qualification levels are relatively good, but just below the national average. The unemployment rate is falling and is below those for the South West and England. Wiltshire has net out-commuting (comprising flows into and out of the county), with the greatest flows to and from Bath & North East Somerset and Swindon.
- vii. There are three functional economic market areas (FEMAs) in Wiltshire. Over half of current employment is in the A350 FEMA, with 30% in the A303 FEMA, and 14% in the M4/Swindon (Wiltshire) FEMA. The M4/Swindon (Wiltshire) FEMA saw the highest rate of economic growth from 2015 to 2019.
- viii. The most recent economic policies cover both Swindon and Wiltshire. Policies support growth in life sciences and high-value manufacturing; education and training to underpin this growth; and promoting sustainable growth and the circular economy.

Property market performance

- ix. Global economic change, departure from the EU, and Covid have all affected the Wiltshire property market since the previous ELR, and the ongoing nature of these impacts mean medium and longer-term uncertainty. Effects have been an increased demand for distribution premises, and the impact of flexible working on the demand for offices.
- x. In 2021 there was 445,000 sq m of office space in Wiltshire and 2.7 million sq m of industrial space. Offices accounted for 14% of the total stock and industrial space accounted for 86%. The stock of employment space has grown by 1.6% between 2018 and 2021, with a larger percentage growth in office than industrial stock.
- xi. Industrial market rents in Wiltshire have been rising since 2018. Office market rents have remained roughly constant over the period from 2016 to 2021. Consultations with property agents have found that demand for industrial premises is outweighing supply; and the office market is well balanced, but speculative developments are unlikely to come forward. Demand for warehousing and logistics has increased significantly since 2018 and is expected to continue in the medium-term. Sites close to the M4 are particularly attractive to strategic logistics businesses.

Future demand for employment land

- xii. Wiltshire Council has provided data on gains and losses of employment premises from 2010 to 2019. If this decade's trend is extrapolated forward, it shows a potential demand for between 160 ha and 206 ha of employment land from 2020 to 2038.
- xiii. Economic and employment forecasts have been purchased from Cambridge Econometrics (CE) and Oxford Economics (OE) to inform the forecasting of future demand for employment sites and premises. A central scenario from the two sets of employment forecasts has been converted into demand for premises and sites and combined with the demand for the replacement of existing stock to forecast the overall demand for employment land from 2020 to 2038 (referred to as scenario 1a). The central scenario (1a) requirement for employment land is for between 94 ha and 120 ha over the Local Plan period driven by local economic growth. Additional demand for strategic logistics sites will be driven by regional and national demand i.e., in addition to the forecast local growth. An indicative value of 23 ha could be borne in mind when formulating planning policy affecting the A350 FEMA or M4/Swindon (Wiltshire) FEMA.

- xiv. Following Planning Practice Guidance (PPG), alternative scenarios including a higher growth scenario (scenario 2a) and a decline in office use (scenarios 1b and 2b) have been considered. Combined with the demand driven by strategic logistics, forecast demand may be for up to 170 ha of employment land. More than 70% of this will be for industrial development (including logistics) and the rest for offices (including R&D). Central and alternative demand scenarios can be seen in Figure 1 below.

Figure 1: Central and Alternative Demand Scenarios 2020 to 2038

Scenario	Office demand (ha)	Industrial demand (ha)	Total demand (ha)
1a: Central	18 - 44	76	94 - 120
2a: Higher growth	20 - 49	98	118 - 147
1b: Central with decline in office use	11 - 28	76	87 - 104
2b: Higher growth with decline in office use	13 - 33	98	111 - 131
Strategic logistics	-	23	23

Note: A notional demand for strategic logistics is additional to scenarios 1a to 2b.

- xv. The distribution across the three FEMAs can be seen in Figure 2 below.

Figure 2: Forecast Demand for Employment Land 2020 to 2038 (ha)

	A303	A350	M4/Swindon
1a: Central	23 - 32	53 - 66	18 - 22
2a: Higher growth	29 - 39	69 - 84	20 - 25
1b: Central with decline in office use	21 - 27	49 - 57	17 - 20
2b: Higher growth with decline in office use	27 - 34	65 - 75	19 - 24
Strategic logistics	-	23 (could be met in A350 or M4 FEMA)	

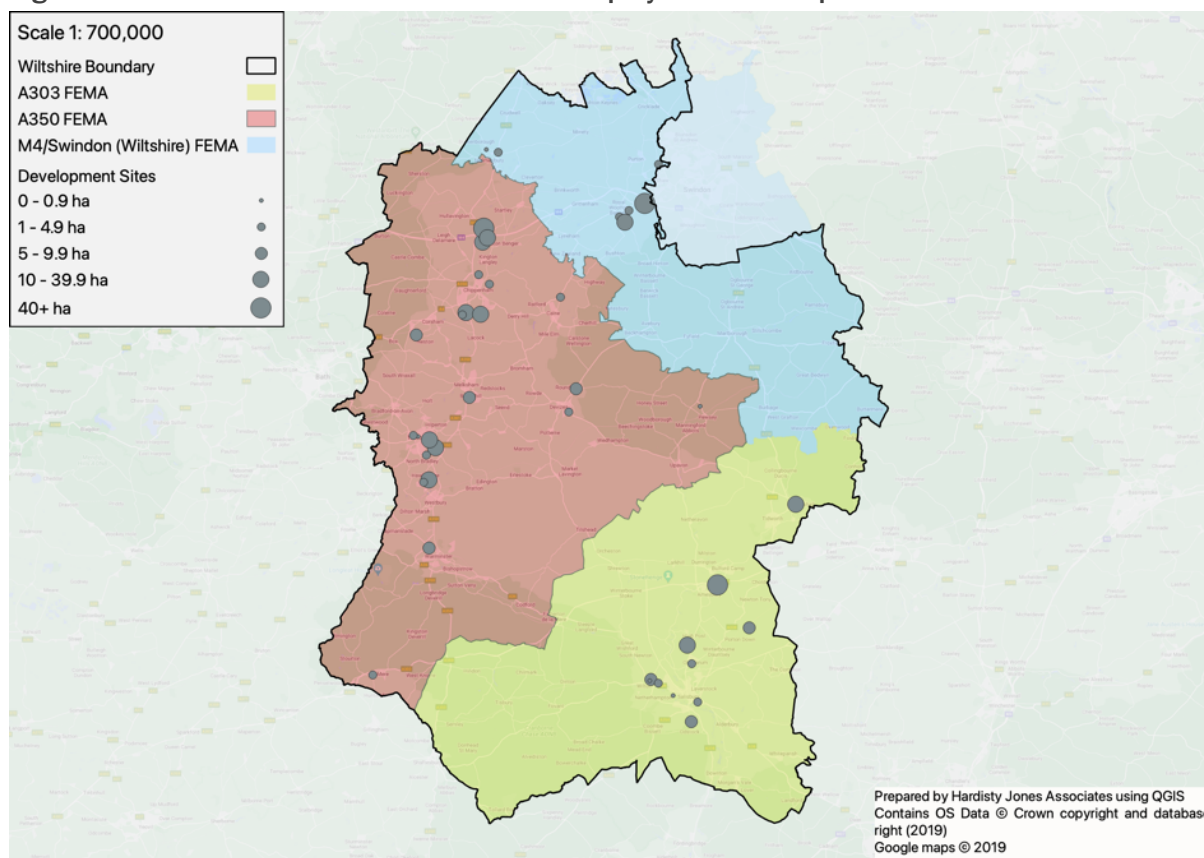
Note 1: Figures may not sum due to rounding

Note 2: Strategic logistics demand could be met in A350 or M4/ Swindon FEMAs

Supply of employment sites

- xvi. In 2017, Wiltshire Council carried out a review of 147 employment sites in the county, including both developed and undeveloped sites. In 2022, 29 existing and allocated sites have been identified with land available for potential employment development (i.e., Use Classes E(g), B2, and B8), with 160 ha of land. A further fifteen unallocated potential development sites have been reviewed for this ELR (which could potentially add up to another 348 ha, but each needs to be considered in the process of drafting the Local Plan). The locations of sites with potential for employment development (i.e. existing, allocated, and unallocated) are shown in Figure 3 below.

Figure 3: Location of Sites with Potential for Employment Development



- xvii. One of the 24 existing sites is suited to accommodating both strategic logistics developments and local demand, as it is close to Junction 17 of the M4. Excluding part of the site for strategic logistics, this leaves 147 ha of existing and allocated land that is suitable for local demand.
- xviii. Many sites could be developed for offices or industrial development, as they have allocations for multiple uses i.e., a combination of E(g), B2, and B8. Only 82 ha of the existing and allocated employment land is expected to be brought to the market within the next five years, with the rest coming to the market after five years.
- xix. An overall assessment of the deliverability of the sites has been undertaken, and the risk of non-delivery of sites was assessed as high, medium, or low. Only 6 ha of the existing and allocated supply has been assessed as high risk of non-delivery, with 44 ha assessed as medium risk and 110 ha as low risk. However, 48 ha of the supply has been identified as being under pressure for change of use, including from employment to residential. This figure includes sites that have been assessed as low and medium risk of non-delivery.
- xx. Of the total existing and allocated supply of 160 ha, 147 ha is suitable for local demand (i.e., excluding land best suited for strategic logistics), and is medium or low risk of non-delivery. When land under pressure from change-of-use is excluded, this falls to 95 ha.
- xxi. An overall assessment of development viability has found that office development is generally not commercially viable, but some development may take place where the developer's rate of return is less important (e.g., development for a particular occupier or owner-occupier). Pre-let industrial space is generally commercially viable where there are no abnormal costs. Speculative industrial and warehouse development is viable in the A350 and M4/Swindon (Wiltshire) FEMAs, where

abnormal costs are not prohibitive; and owner-occupier demand can drive development on less viable sites.

Fit between demand and supply

- xxii. Across Wiltshire the central scenario (1a) level of forecast demand is for up to 120 ha of employment land to meet local demand and potentially further land to meet the demand from regional and national strategic logistics (with an indicative figure of 23 ha). The higher growth scenario (2a) takes this combined demand up to 170 ha. Of the 160 ha of existing and allocated employment land, 147 ha is best suited to meet local demand, and some sites have risk of non-delivery, and are under pressure for change-of-use, leaving as little as 95 ha of land that is existing or allocated for employment development, suitable for local demand, is medium/low risk of non-delivery and is not under pressure for change-of-use. Therefore, there is insufficient land likely to be delivered to meet the forecast demand. The picture of demand and supply across different parts of Wiltshire is discussed in more detail below.

A303 FEMA

- xxiii. Under the central forecast scenario (1a) there is demand for up to 32 ha of employment land within this FEMA, rising to 39 ha under the higher growth scenario (2a). At present there is 31 ha of existing and allocated employment land within the FEMA, but 4 ha is at high risk of non-delivery, so there is likely to be insufficient land to meet the demand to 2038. There is a need for new sites, with potential for unmet demand in Amesbury, Salisbury, and some of the rural parts of the FEMA. Five currently unallocated sites have been reviewed, which could help to meet this need.

A350 FEMA

- xxiv. The total demand under the central forecast scenario (1a) is for up to 66 ha of land to meet local demand with the possibility of a further 23 ha of land to meet an indicative demand from regional and national strategic logistics. Under the higher growth scenario (2a) this is 84 ha for local demand and further land for strategic logistics. There is an existing and allocated supply of 106 ha that is suitable for local demand and a further 14 ha better suited to strategic logistics. However, there is a likely need for new sites, with potential for unmet demand in Corsham, Melksham, and in the rural parts of the FEMA. If some currently available employment sites are lost to other uses, then further sites will be needed. Six currently unallocated sites have been reviewed in the Chippenham, Corsham, and Melksham area but constraints on these will need to be overcome.

M4/Swindon (Wiltshire) FEMA

- xxv. Forecast demand under the central scenario (1a) is for up to 22 ha of employment land to meet local demand. This rises to 25 ha under the higher growth scenario (2a). At present there is only 9 ha of existing and allocated employment land in the FEMA, so a significant shortage of potential employment land to meet forecast demand. New sites are likely to be needed in Malmesbury, Marlborough, Wootton Bassett, and the rural parts of the FEMAs. Four potential sites have been reviewed, including one at Royal Wootton Bassett and three near Junction 16 of the M4.

Type of property in demand

- xxvi. There is demand for town centre offices in Chippenham, but limited demand elsewhere. The greatest demand for offices is for self-contained small offices in rural parts of the county. The greatest industrial demand is for units of between 1,500 sq. ft (140 sq. m) to 25,000 sq. ft (2,300 sq. m), but an increasing demand for units of between 50,000 sq. ft (4,600 sq. m) and 150,000 sq. ft (14,000 sq. m).

Conclusions and policy implications

- xxvii. Measures to help address the potential imbalance of demand and supply include:
- Resisting change-of-use on existing and allocated sites which continue to be suitable for employment. Wiltshire Council should discuss the situation with landowners and developers, with a view to protecting these sites and identifying ways in which support can be provided to help to bring them forward for employment
 - Wiltshire Council should discuss with landowners and developers any barriers to delivering sites that are part of mixed-use developments, to identify ways in which support can be provided to help to bring these forward
 - Considering the allocation of currently unallocated sites which are suitable for employment development
 - Additional new employment sites should be sought to help address levels of demand.
- xxviii. The availability of sites across the county and within each of the FEMAs needs to be closely monitored, and new allocations made when the supply is insufficient to meet demand across the Local Plan period, and within each five-year period. The Council should aim to ensure that there is a constant five-year supply of employment sites available.
- xxix. Where it is viable to deliver sites (both allocated and unallocated) and there is forecast demand for them then their employment status should be protected and change of use resisted. Where there is a need to redevelop existing employment premises that are no longer fit-for-purpose, then this should be encouraged on the same site, reducing the need for replacement sites.
- xxx. The Council needs to consider whether to allocate new sites in the rural parts of Wiltshire, or whether to prepare a criteria-based policy that enables rural sites to be developed for employment if they meet necessary standards.
- xxxi. NPPF and PPG identify the need to consider the logistics sector, including national and regional demand as well as locally driven demand. There is evidence of significant interest in locating strategic regional and national logistics in Wiltshire, close to Junctions 16 and 17 of the M4. Next steps should include:
- Consider how an indicative demand for 23 ha of land for strategic logistics could be met. This could lead to the allocation of sites for strategic logistics or potential reserve sites could be identified and a mechanism put in place for their release when they are needed.
 - Consider revisions to the current Wiltshire Local Plan Core Policy 34 to include criteria under which sites for strategic logistics can be considered, bearing in mind an indicative demand for 23ha of land, but allowing greater flexibility and less prescription.
- xxxii. There is no immediate quantitative need for the de-allocation of any employment sites in Wiltshire. However, if some sites cannot be viably developed during the Local Plan period, then they may distort the view of supply, and their de-allocation as employment sites and allocation for other uses should be considered.
- xxxiii. In some cases, allocated employment sites have not been developed due to deliverability and viability issues. It is necessary to look at the reasons for this on a site-by-site basis and consider whether there are barriers to delivery which can be addressed through public intervention. This may involve direct intervention by Wiltshire Council, or the lobbying of other public sector organisations

or funds to help overcome barriers. Suggestions for potential interventions are set out in the body of this report.

Policy and delivery implications

- xxxiv. Data gathering on the demand for, and especially the supply of employment land should be an ongoing process. Wiltshire Council should regularly review this document, updating the supply assessment on an annual basis, and updating the demand assessment at least once every five years.
- xxxv. For key sites that have already been assessed, Wiltshire Council should monitor their risk of non-delivery, focusing particularly on those which are at medium risk of non-delivery. Where necessary, intervention to support their delivery should be considered.
- xxxvi. All good quality existing employment sites should be maintained for employment use. Change of use from employment to any other use should only be considered if there are good reasons for doing so, and the site is making an insufficient contribution to the Wiltshire economy.
- xxxvii. New employment sites will be needed to ensure there is a sufficient supply of employment land to meet forecast demand over the Local Plan period, and during any rolling five-year period during this. New sites should be sought at Amesbury, Salisbury, Chippenham, Corsham, Malmesbury, Melksham, Marlborough, and Royal Wootton Bassett.
- xxxviii. There are few potential or allocated sites in the more deeply rural parts of Wiltshire, and there is likely to be demand here. It is not necessarily appropriate to allocate sites, but a set of criteria should be considered, and any proposals for development can be considered against these.
- xxxix. There is a need to maintain a supply of suitable space for small businesses, to enable new starts and growing businesses. The portfolio of sites and premises should accommodate the requirements of start-ups, early stage, SMEs and larger companies for office, industrial and warehouse use.

1 Introduction

1.0.1 This Employment Land Review (ELR) has been prepared for Wiltshire Council, to inform the preparation of the new Wiltshire Local Plan. This ELR is an update of a previous report published in 2018¹.

1.1 Background

1.1.1 Wiltshire's current Local Plan – the Wiltshire Core Strategy – was formally adopted in January 2015² and is under review. The Core Strategy covers the period up to 2026. Plan preparation (including evidence gathering) is ongoing.

1.1.2 Hardisty Jones Associates (HJA) along with BBP Regeneration (now SQW) previously prepared an ELR for Wiltshire Council in 2018, following the preparation of a Functional Economic Market Assessment on behalf of Swindon & Wiltshire Local Enterprise Partnership (SWLEP) in 2017.

1.1.3 Since the preparation of these reports:

- Consultation responses on the emerging spatial strategy of the Local Plan and evidence base have raised some questions about the future demand for employment land
- The UK's departure from the EU and the Covid-19 pandemic have had an immediate influence on the demand for employment land, and on future economic and employment growth prospects for the Wiltshire economy, which will have a future impact on the demand for employment land
- The allocation of sites for the distribution sector has become a national policy imperative, set out in Planning Practice Guidance
- There is greater emphasis on low carbon economic growth and the growth of the green economy
- There have been changes to the supply of sites and premises in Wiltshire
- The time period for the Local Plan evidence base has been extended to 2038.. The base date has moved to 2020.

1.1.4 This updated assessment of the demand for and supply of employment land is compliant with the latest National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

1.2 Latest NPPF and PPG guidance on employment land

1.2.1 The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) suggest how Local Plans should consider the demand for, and supply of, employment land.

National Planning Policy Framework

1.2.2 NPPF Paragraph 81 sets out how the Local Plan should support business growth and productivity:

Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities

¹ <https://www.wiltshire.gov.uk/media/361/Wiltshire-Employment-Land-Review/pdf/wilts-elr-report-final.pdf?m=637099367814970000>

² Following adoption of the Wiltshire Core Strategy, site allocation plans for Chippenham and Wiltshire were adopted in 2017 and 2020 respectively.

for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.

- 1.2.3 NPPF Paragraph 82 confirms the need for sustainable economic growth within a strategic context, providing sufficient and suitable sites to enable this, overcoming barriers to growth, and ensuring flexibility:

Planning policies should:

a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration

b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period

c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment

d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.

- 1.2.4 Paragraph 83 sets out the requirement to consider the needs of key sectors and clusters of activity within the local economy:

Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.

- 1.2.5 In the rural economy (Paragraphs 84 and 85), NPPF sets out the need for sustainable growth; diversification; tourism and leisure that is appropriate; and the retention and development of services and facilities that serve the local communities.

- 1.2.6 In respect of town centres (Paragraphs 86 to 91), NPPF suggests that the Local Plan should take a positive approach to their growth, management, and adaptation. This means including a range of uses including offices for at least ten years.

Planning Practice Guidance

- 1.2.7 PPG sets out guidance on assessing the need for and supply of employment land. The assessment of need should be evidence based. Need should be assessed at the level of the functional economic market area (FEMA). Previous work has identified three separate FEMAs within Wiltshire. The assessment should consider³:

- The existing stock of employment land
- Recent gains and losses to the stock
- Evidence of market demand, including market intelligence, surveys, and discussions

³ PPG Paragraph: 026 Reference ID: 2a-026-20190220Revision date: 20 02 2019

- Evidence of market failure
- Market signals relating to economic growth, diversification, and innovation

1.2.8 Market signals can include⁴:

- Economic and employment forecasts
- Assessment of local labour supply
- Analysis of past take-up and future property market requirements
- Consultations, studies of business trends, and an understanding of changes in business models

1.2.9 PPG notes that⁴:

Authorities will need to take account of longer term economic cycles in assessing this data, and consider and plan for the implications of alternative economic scenarios.

1.2.10 Employment and output forecasts should be translated into employment land demand, based on four key relationships⁵, between:

- Standard Industrial Classifications (SIC) sectors and Planning Use Classes
- Standard Industrial Classifications (SIC) sectors and types of property
- Employment to floorspace, using employment densities
- Floorspace to site areas, using plot ratios based on industry proxies

1.2.11 The logistics sector is highlighted in PPG as one that needs special consideration, because of its role in the economy and distinctive locational requirements. This should include provision of premises for ‘last mile’ distribution as well as national and regional logistics sites. This has become increasingly important with the rise of internet retailing, which has accelerated during the Covid-19 pandemic⁶.

1.2.12 The needs of specialist and new sectors should be considered. In Wiltshire, this means Defence and the Life Sciences⁷.

Supply

1.2.13 The availability of land for employment should be assessed. The allocation of land to meet demand should then be assessed.

Comparing supply and demand

1.2.14 The demand for employment land and supply should be compared, to identify any gap in current provision.

1.3 Objectives of this ELR

1.3.1 The objectives of this study set out in Wiltshire Council’s specification are:

- To update the socio-economic baseline assessment; review the existing evidence base; respond to consultation comments; and make recommendations to the Council

⁴ PPG Paragraph: 027 Reference ID: 2a-027-20190220. Revision date: 20 02 2019

⁵ PPG Paragraph: 030 Reference ID: 2a-030-20190220. Revision date: 20 02 2019

⁶ PPG Paragraph: 031 Reference ID: 2a-031-20190722. Revision date: 22 07 2019

⁷ PPG Paragraph: 032 Reference ID: 2a-032-20190722. Revision date: 22 07 2019

- Update job forecasts
- Update the assessment of employment land needs and supply, and undertake a gap analysis

1.4 Our approach

1.4.1 The stages of this study are:

1.4.2 **Stage One:** Shaping our approach, which includes:

- A review of the existing evidence base and context for the Local Plan, employment land policy and spatial strategy, to inform the methodology for undertaking this work
- An update of the socio-economic profile of Wiltshire
- A review of consultation comments on the draft spatial strategy, and refinement of the methodology in response.

1.4.3 **Stage Two:** Commissioning and review of updated economic and employment forecasts, and employment and premises requirement modelling for the period to 2038.

1.4.4 **Stage Three:** An updated assessment of the employment land supply in Wiltshire.

1.4.5 **Stage Four:** Matching of the demand and supply across Wiltshire, and the identification of gaps and over-supply.

1.4.6 **Stage Five:** Policy recommendations to ensure an adequate provision of employment land over the period to 2038.

1.5 The rest of this review

1.5.1 This ELR comprises the following chapters:

- Chapter 2 which sets out the socio-economic context and baseline for the ELR
- Chapter 3 which provides information on the recent performance of the Wiltshire land and property market
- Chapter 4 provides forecasts of the future demand for employment sites and premises
- Chapter 5 presents an overview of the supply of employment land in Wiltshire
- Chapter 6 compares the forecast demand against the current supply
- Chapter 7 sets out the conclusions of the study and policy implications

1.5.2 The appendices to this report include:

- Appendix 1: Socio-economic baseline
- Appendix 2: Policy review
- Appendix 3: Land and property market review
- Appendix 4: Economic and employment forecasts
- Appendix 5: Alternative growth scenarios
- Appendix 6: Site assessments
- Appendix 7: Site viability assumptions and assessment

2 Context

2.0.1 This chapter considers the context within which Wiltshire's employment land and premises market is operating, including the performance of the economy since the previous ELR in 2018. It sets out:

- The economic baseline position of Wiltshire
- The state of the labour market
- A review of the functional economic market areas
- A review of each of the main towns and market towns
- A review of key policies and strategies informing growth
- An assessment of the performance of the local property market

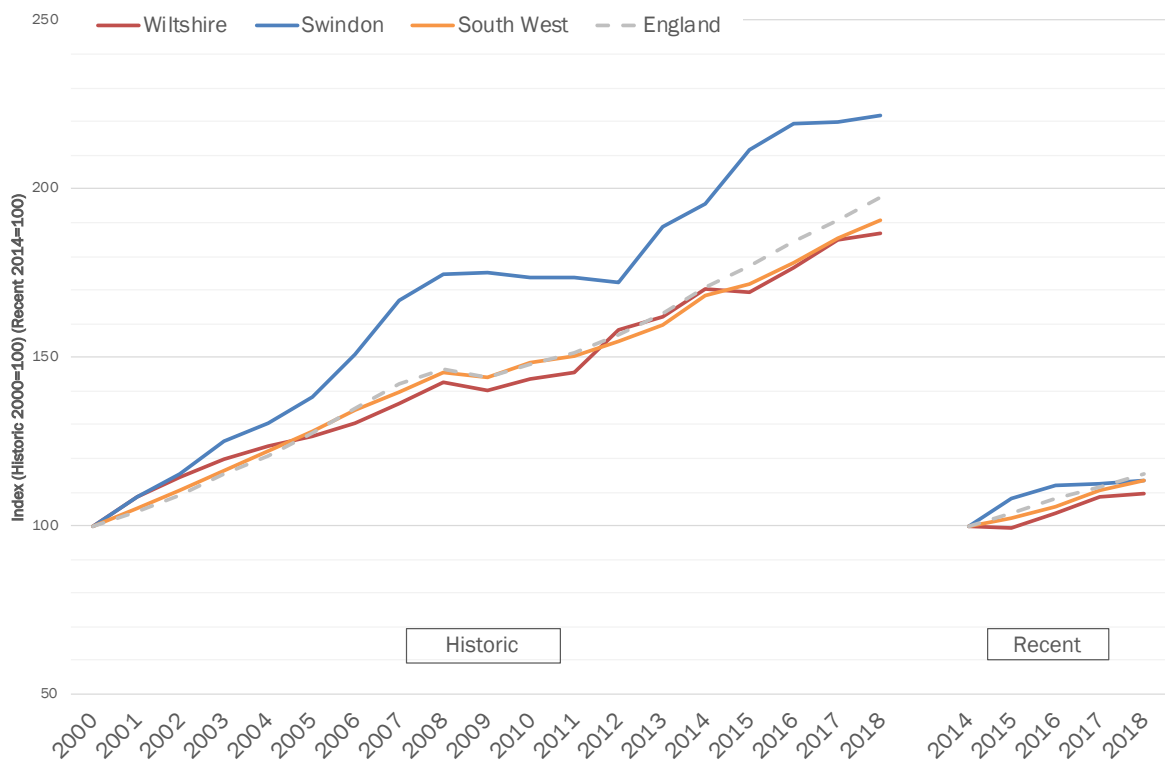
2.1 Economic baseline

2.1.1 This section summarises a more detailed review that is set out in Appendix 1.

Gross value added

2.1.2 Over the past 19 years growth in GVA in Wiltshire has fluctuated around the South West and England averages. Since 2014, GVA in Wiltshire has grown slower than the rate seen in Swindon, South West and England. GVA growth in Wiltshire between 2000 and 2018 compared with Swindon, the South West and England is shown in Figure 2.1 below.

Figure 2.1: Gross Value Added at Current Base Prices Indexed to 2000 and 2014



Source: Regional gross value added (balanced) by industry: local authorities by NUTS1 region: UK South West (2019)

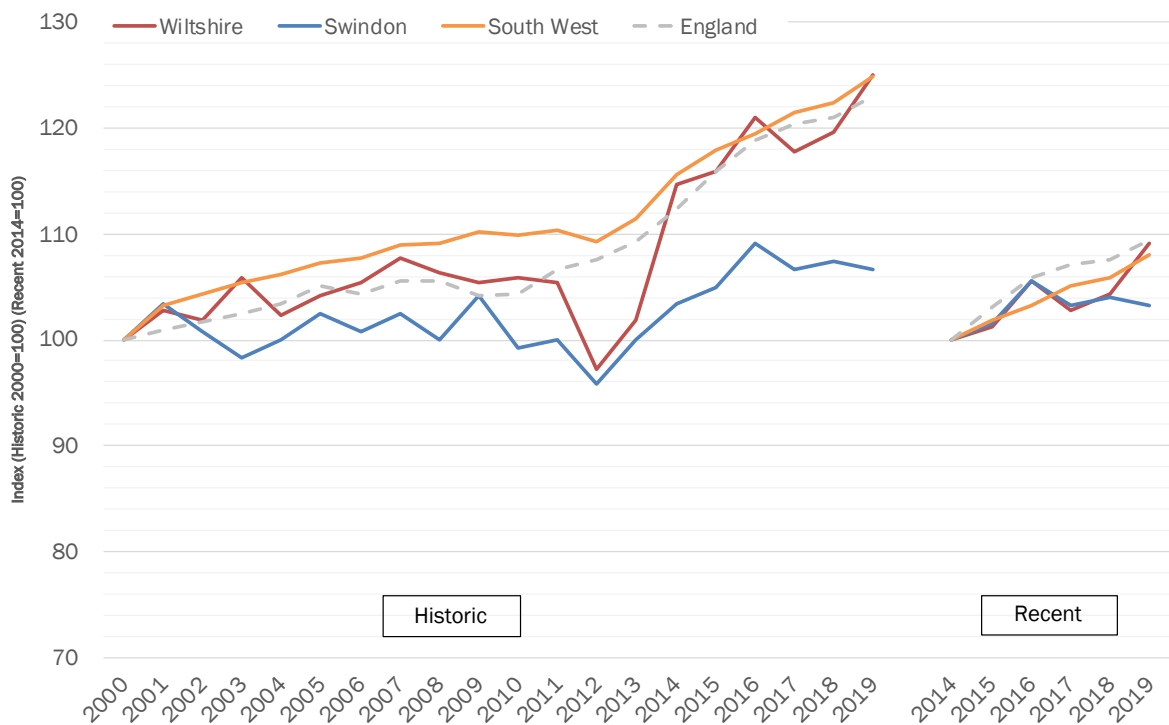
2.1.3 Sectors with an above-average concentration and GVA growth between 2014 and 2018 are:

- Agriculture & Utilities (ABDE)
- Manufacturing (C)
- Accommodation & Food Services (I)
- Real Estate (L)
- Professional, Scientific, and Technical Activities⁸ (M)
- Public Administration & Defence (O)

Employment

2.1.4 The number of jobs in Wiltshire in 2019 was 274,000. This is the largest number of jobs since 2015. Wiltshire is performing well relative to the comparator areas of Swindon, the South West and England in terms of total jobs, as shown in Figure 2.2 below.

Figure 2.2: Total Jobs in Wiltshire Indexed to 2000 and 2014



Source: ONS Jobs Density (2020)

2.1.5 Sectors with an above-average concentration and employment growth between 2015 and 2019 are set out below. The sectors that are underlined also feature as strong GVA sectors, above.

- Agriculture & Utilities (ABDE)
- Manufacturing(C)
- Construction (F)
- Accommodation & Food Services (I)
- Real Estate Activities (L)
- Public Administration & Defence (O)

⁸ There is an umbrella company based in Warminster that has moved from SIC K to SIC M during the period analysed. This may be distorting the level of GVA generated in these sectors.

Business demography

- 2.1.6 In 2020 there were 22,200 enterprises⁹ in Wiltshire. The number of enterprises in Wiltshire has remained broadly stable between 2016 and 2020. This is not in-line with Swindon, the South West and England where the number of enterprises has been slowly increasing. Most businesses (90%) in Wiltshire are micro businesses (those employing up to nine people). Over the period from 2014 to 2019 there has been an average of 2,370 business births per year in Wiltshire¹⁰. This amounts to an average increase of 10% on the number of active enterprises each year.
- 2.1.7 The Professional, Scientific, and Technical Activities sector still has the largest number of enterprises in the area despite a recent decline in the number of businesses.

Competitiveness

- 2.1.8 Data on the competitiveness of local economies can be found in the UK Competitiveness Index¹¹ (UKCI). The report considers competitiveness to be the capability of an economy to 'attract and maintain firms with stable or rising market shares in activity' (p7), while maintaining stable or increasing standards for residents. Wiltshire's competitiveness has improved significantly in the years from 2015 to 2019.
- 2.1.9 In 2015, Wiltshire was considerably less competitive than Swindon however, over the four-year period, Wiltshire's competitiveness score increase was much greater than Swindon's. Over the same period Wiltshire has also dramatically increased its competitive advantage over the South West region.
- 2.1.10 Given the proprietary nature of the modelling underpinning the UK Competitiveness Index, it is not known the exact cause of the increase in Wiltshire's score. However, it will be based on improvements in one or more factors that are used to develop the score:
- Economic activity rates
 - Business start-up rates per 1,000 inhabitants
 - Number of businesses per 1,000 inhabitants
 - Proportion of working age population with NVQ Level 4
 - Proportion of knowledge-based business
 - Gross Value Added per head at current basic prices
 - Productivity – output per hour worked
 - Employment rates
 - Gross weekly pay
 - Unemployment rates

Summary

- 2.1.11 Across Wiltshire as a whole, the most important sectors in relation to office space in terms of GVA and employment are the Real Estate, Professional, Scientific & Technical, and Public Administration & Defence sectors. Regarding industrial space, the most important sectors are Manufacturing and Wholesale & Retail Trade.

⁹ These can be made up of a number of individual sites under the control of one business

¹⁰ Note that in 2016 and 2017 the ONS identified that a significant number of businesses in Wiltshire were registered at the same postcode. These businesses have all been removed from the business births data so there is a possibility of underestimating the number of business births

¹¹ Huggins et al. UK Competitiveness Index 2019.

- 2.1.12 Some other sectors are notable when examining the business base across Wiltshire as a whole, Financial & Insurance in relation to office space, and Transportation & Storage in relation to industrial space.
- 2.1.13 Significant improvements to Wiltshire's competitiveness in recent years may attract more companies to locate in the County and so may increase demand for employment land.

2.2 Labour market

Population

- 2.2.1 The population of Wiltshire was 504,000 in 2020¹². Over the period from 2017 to 2020, Wiltshire has seen its population grow by 8,000, which is approximately 1.6% growth. This rate of growth is in line with the South West (1.8%) and England (1.6%) averages.
- 2.2.2 Wiltshire's working age population (16-64) has declined by approximately 900 people (a rate of 1.3%) over the period 2017-2020. Wiltshire has seen a slightly larger fall in its working age population than the England (-0.8%) and South West (-1.1%) averages.

Economic activity

- 2.2.3 In 2020 the economic activity rate in Wiltshire was 81%. From 2014 to 2017, the economic activity rate in Wiltshire was increasing (reaching a maximum of 84% in 2017) however, it has started declining between 2017 and 2020 and is now back to the same level as in 2014.

Unemployment

- 2.2.4 In 2020 the unemployment rate for those aged 16-64 in Wiltshire was 3%. Over the period 2014 to 2020, the three-year rolling average unemployment rate has decreased at a rate like the national, South West and Swindon averages. Throughout the period, Wiltshire's unemployment rate has remained below all three benchmarks.

Qualifications

- 2.2.5 Wiltshire's share of working age (16-64) residents qualified to NVQ4+ level was 40% in 2020. This is in line with the South West benchmark for those qualified to the highest level but is below the national average of 43%. Wiltshire's proportion of working age population with no qualifications in 2020 was 4%. This is a relatively low rate and is below the three comparator benchmarks of England, South West and Swindon.

Earnings

- 2.2.6 The resident-based median gross annual earnings in Wiltshire was £31,500 in 2020 which was only slightly below national average of £31,800. It was considerably higher than the South West average of £30,000 and in line with Swindon with an average of £31,600.
- 2.2.7 The workplace-based median gross annual earnings¹³ in Wiltshire was £29,100 in 2020. Jobs based in Wiltshire pay a lower amount than England (£31,800), South West (£29,500) and Swindon (£31,700).

¹² ONS Population Estimates (2021)

¹³ Annual Survey of Hours and Earnings – Workplace Analysis (2021)

Commuting

- 2.2.8 Wiltshire has large flows of commuters with more people commuting out of the area than into Wiltshire. Most flows in both directions are to neighbouring Swindon and Bath and North-East Somerset.

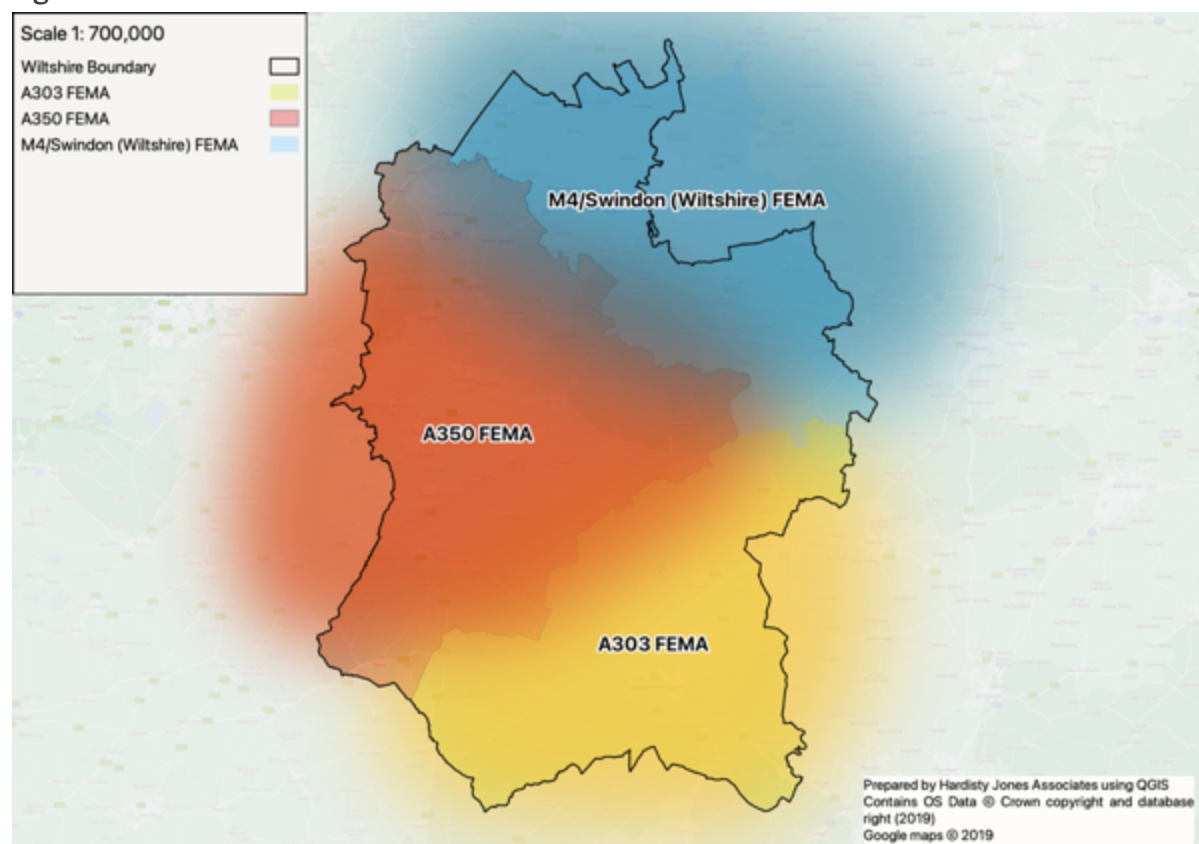
Summary

- 2.2.9 Wiltshire's population is becoming older, and at a rate faster than the English and South West averages. Economic activity rates are high compared to the national average but do show some recent signs of decline. This combined with the rising older population is likely to constrain the supply of labour and potentially impact the demand for employment land.
- 2.2.10 Qualifications data suggests that Wiltshire is performing relatively well compared to the local area. This could be attractive to businesses looking to locate close to a highly qualified workforce and may increase the demand for employment land.
- 2.2.11 Commuting data is somewhat dated at this point (from Census 2011) but wage data suggests that many residents in Wiltshire commute out of the area for work. This will constrain demand for employment land relative to the size of the population.

2.3 Functional economic market areas

- 2.3.1 There are three FEMAs in Wiltshire as identified in the Swindon and Wiltshire Functional Economic Market Area Assessment (FEMAA) of 2017: A303/Salisbury, A350, and M4/Swindon. These can be seen in Figure 2.3 below.

Figure 2.3: Functional Economic Market Areas in Swindon and Wiltshire



A303 FEMA

- 2.3.2 Salisbury Plain acts as a boundary between this FEMA and the A350 FEMA to the west. The primary direction of focus for this FEMA is to the south and east. Salisbury serves an important role in this FEMA but, it can be seen as somewhat separated from the rest of the area which includes a more military focus.

A350 FEMA

- 2.3.3 The A350 FEMA is a poly-centric FEMA consisting of a series of inter-related towns, mostly joined together by the A350. Towns in this FEMA tend to have closer relationships with their neighbouring towns but, connections between towns to the extreme north and south of this FEMA are more muted and these areas potentially have different drivers of growth.

M4/Swindon FEMA

- 2.3.4 This is the Wiltshire part of a larger Swindon-centred FEMA. The FEMA looks east towards Reading and the South-East of England driven by the influence of Swindon. The M4 corridor links this FEMA to the A350 FEMA.

FEMA Assessment

- 2.3.5 These FEMA definitions were used in the 2018 Wiltshire ELR and their suitability for use in this ELR has been reviewed. The FEMAs were defined based on factors including the Travel to Work Areas (TTWAs), Housing Market Areas (HMAs), retail catchment areas and stakeholder consultations. Since the FEMA study the HMA boundaries have been updated and slightly altered, but the other factors remain the same. Given that HMAs are only one input into defining the FEMAs it is not deemed appropriate to update the FEMA boundaries at this point. However, it will be important to reassess the suitability of these FEMA boundaries when the ELR is reviewed in five years as by that point, it is likely TTWAs will have been updated (as a result of the 2020 Census), and the impacts of Covid-19 and Brexit (if any) on the FEMAs within Wiltshire will be better understood.
- 2.3.6 FEMAs by their nature have 'fuzzy' boundaries that overlap. However, it is necessary to apply hard boundaries for the purposes of data analysis. Once again, to maintain consistency with the previous ELR the same hard boundaries have been applied as in 2017. This means that Malmesbury is considered as part of the M4/Swindon FEMA (to which it has stronger linkages) and Junction 17 of the M4 is considered part of the A350 FEMA (due to its proximity to Chippenham which has a westward focus towards Bath). However, there is the possibility that sites at J17 meet demand generated in the M4/Swindon FEMA.

Employment by FEMAs

- 2.3.7 In the years from 2015 to 2019, Wiltshire's overall employment growth has been concentrated in the M4/Swindon FEMA, with the A350 FEMA and A303/Salisbury FEMA experiencing more modest growth over this period. Despite this, the A350 FEMA remained the largest area of employment (116,500 in 2019), compared to the A303/Salisbury FEMA (61,500 in employment) and M4/Swindon FEMA (29,500 in employment).
- 2.3.8 The Wholesale & Retail Trade sector is the strongest influence on the M4/Swindon FEMA, seeing both significant growth over the period, and accounting for significant employment in the area.
- 2.3.9 The A350 FEMA has concentrations of employment in the Manufacturing sector (which influences the demand for industrial space) and the Public Administration & Defence and Real Estate sectors, both of which influence demand for office space.

2.3.10 The A303/Salisbury FEMA has seen the largest growth in employment in the Manufacturing sector although the Wholesale & Retail Trade sector has a large amount of employment in the area which will also require industrial employment land provision. The Professional, Scientific & Technical sector is likely the largest influence on demand for office space in this FEMA due to its above average concentration of employment.

2.4 Main towns and market towns

2.4.1 The table below sets out the highlights of the economic structure of each of the towns in Wiltshire and information on recent business activity provided by Wiltshire Council. Further information on the employment structure of each of the main settlements is set out in Appendix 1.

2.4.2 The employment sectors referenced in Figure 2.4 are from the 21 ‘sections’ of the UK Standard Industrial Classification of Economic Activities¹⁴. Office-based sectors are those where most activity is based in Use Class E(g)(i) or E(g)(ii)¹⁵. The industrial sectors are those where most activity is based in in Use Class E(g)(iii), B2, or B8¹⁶.

Figure 2.4: The Main Towns in Wiltshire

Amesbury	<p>The Professional, Scientific & Technical sector is the largest employer in Amesbury but has seen a decline in employment between 2015 and 2019. The Financial & Insurance and Administrative & Support Services sectors have grown significantly over the period. Employment in Transport & Storage has more than doubled over the period analysed, albeit from a small base.</p> <p>The 160-acre Solstice Park has been developed relatively rapidly with both large occupiers (the TJ Morris/ Home Bargains Southern distribution centre) and more recently multiple units e.g., the 36-unit Bluestone Centre, with no plots remaining; an indication of buoyant demand for well-connected employment sites with infrastructure in place. Recent developments include new headquarters for Animal Friends Insurance, The Tintometer, Birchall Teas; a Greggs distribution centre and the new Helix Trade Park; and multiple food outlets.</p>
Bradford on Avon	<p>The Wholesale & Retail Trade sector¹⁷ and the Manufacturing sector are large employers in the area. These sectors will influence demand for industrial space.</p> <p>Of sectors that influence demand for office space the Professional, Scientific & Technical is the largest in absolute terms. This sector alongside the Financial & Insurance sector are</p>

¹⁴ Office for National Statistics (2009) UK Standard Industrial Classification of Economic Activities 2007 (SIC 2007)

¹⁵ In this report we define the office-based sectors as: Information & Communication; Financial & Insurance Activities; Real Estate Activities; Professional, Scientific, & Technical Activities; Administration & Support Services; and Public Administration & Defence.

¹⁶ In this report we define the industrial sectors as: Manufacturing; Wholesale & Retail Trade; Repair of Motor Vehicles and Motorcycles; and Transportation & Storage.

¹⁷ Including the repair of motor vehicles and motorcycles

	<p>the only ones to have seen employment grow over the period analysed.</p> <p>2017 saw the construction of a new HQ and production facility for R&D-led automotive business AB Dynamics as part of the Kingston Farm mixed-use development, with further new business units following.</p>
Calne	<p>The Real Estate and Business Administration & Support Services sectors have both seen large employment increases in recent years. The former does not account for a significant amount of employment in the area, but the Business Administration & Support Services sector is now the fourth largest employer in absolute terms. The Manufacturing sector is particularly concentrated in Calne although it has seen some recent employment decline.</p> <p>Larger businesses are concentrated in the Porte Marsh Industrial Estate area; Deceuninck has expanded back into its 110,000 sq. ft warehouse facility there supporting production growth at Stanier Road.</p>
Chippenham	<p>Public Administration¹⁸ is by far the most dominant sector in Chippenham, which is driven by the presence of Wiltshire Council offices and other public services in the town. The Wholesale & Retail¹⁷ sector is a relatively concentrated and although it has experienced a small decline over recent years, it remains the largest employer in absolute terms.</p> <p>Chippenham is home to several of the county's larger employers in sectors including manufacturing, pharma, IT/electronics; with concentrations at Langley Park, Bumpers Farm and Methuen Park.</p> <p>Recent investments include the 32 ha St Modwen Park development north of the town at M4 Junction 17 now coming forward for large unit uses up to 74,000 sq. m; Woods Valldata's new HQ on the last undeveloped site on the Bumpers Farm Estate, which enjoys very high levels of occupancy; former Herman Miller office and industrial facilities taken up by Bechtel and Wincanton respectively; Wavin Group's factory/ stockyard expansion; and mixed-use redevelopment at Langley Park. The forthcoming 18 ha Southpoint Business Park south of the town at Showell Farm is expected to help meet demand for larger business units up to 500,000 sq. ft (46,500 sq. m). The multi-partner new Business Cyber Centre at Greenways Business Park</p>

¹⁸ Including Defence

	<p>representing a significant IT sector investment. There is virtually full occupancy of sites/ premises, and businesses report a shortage of availability. Building of eight small units has started at Methuen Park, all of which have been sold off plan. There is strong interest in the remaining 0.6 ha with contracts due to be exchanged with a single occupier shortly.</p>
Corsham	<p>The Real Estate sector in Corsham has an extremely high concentration of employment compared with the national average. The Financial & Insurance and Public Administration¹⁸ sectors have seen large employment growth in recent years but remain relatively small sectors absolute terms. The Manufacturing and Professional, Scientific & Technical sectors are both large employers in the area and have seen growth in recent years. Overall, office-based sectors have generally seen high employment growth in recent years.</p> <p>The presence of the MOD's Global Operations and Security Control Centre is significant. Corsham Science Park continues to grow with Pharmaxo completing a new manufacturing/ R&D facility and other business space, and a third phase of 20 flexible business units designed to meet expected demand from science-related businesses. Digital Mansion Corsham acts as a hub and for tech growth SMEs and a catalyst for start-ups and is full; Ark Data Centres have continued to expand their large-scale data facilities at Spring Park.</p>
Devizes	<p>Public Administration¹⁸ has an employment concentration far higher than the national average for its sector and has also seen strong growth in jobs in recent years.</p> <p>The Wholesale & Retail sector¹⁷ and Manufacturing sectors have above average concentrations of employment and high absolute levels of employment.</p> <p>There is a concentration of larger manufacturing businesses at the Hopton Road Estate. Larger investments have included a second production facility for MSA Latchways, Cross Manufacturing's expansion and ongoing growth at Bakkavor. Businesses report strong demand for any sites/premises in the area including to support local expansions. At least one larger manufacturing business has recently relocated away from the town, unable to secure suitable employment land available locally.</p>
Malmesbury	<p>Malmesbury's strongest sector is Wholesale & Retail Trade¹⁷. This includes the Dyson facility in Malmesbury, where most of the</p>

	<p>employment is classified in the “Wholesale of Electrical Household Appliances” sub-sector.</p> <p>Dyson has continued to invest, completing its Research Design Development campus including the new Dyson Institute, and further afield through the acquisition of Hullavington Airfield as a second new product development campus.</p>
Marlborough	<p>In Marlborough, the Wholesale & Retail Trade¹⁷ sector is particularly concentrated although it has not seen much growth in recent years. This sector (alongside Education) is the largest employment sector in absolute terms and accounts for just over 20% of total employment in the area. The Manufacturing sector has seen a reasonable amount of growth over the period, although from a small base.</p> <p>Marlborough’s Information & Communication sector has seen very high growth in recent years and is the only office-based sector to do so over the period analysed.</p>
Melksham	<p>Melksham has a strong specialisation in the Manufacturing sector as its concentration of employment in that sector is considerably higher than the national average. The Wholesale & Retail Trade¹⁷ sector is also an important sector with relatively large employment in absolute terms. The most important office-based sector in the area is the Administrative and Support Service sector which has relatively high employment in absolute terms.</p> <p>Major investments at Bowerhill have included consolidation of Herman Miller’s UK HQ offices into its factory; and Gompels Healthcare expansion; more recently refurbishment of several large former hangars for new logistics uses; and developments at Hampton Park West including the auto dealership, hotel and food outlets, and the new Wiltshire Air Ambulance airbase. Businesses and agents report significant demand for expansion space in the area against a shortage of available sites and premises. Cooper Tires have announced their intention to cease manufacturing at their town centre site in December 2023. The site is understood to have constraints including flood risk and potential decontamination requirements.</p>
Royal Wootton Bassett	<p>The Administrative and Support Service sector has also seen high growth over the period and is a large employer in absolute terms. The Wholesale & Retail Trade¹⁷ sector is also a significant employer in the area in absolute terms.</p>

	Interface Business Park is home to several larger employers in sectors including logistics, business services and IT.
Salisbury	<p>The Wholesale & Retail Trade¹⁷ sector is the largest sector in employment terms in Salisbury. There has been no growth in employment in sectors that influence demand for industrial space over the period analysed. The Professional, Scientific & Technical Activities sector has seen the highest job growth of all sectors in Salisbury. The Financial & Insurance and Information & Communication sectors saw the largest decline in jobs over the period, but Financial Services remains a significant presence.</p> <p>Investments at Churchfields include Nicholas & Harris' factory expansion. Eight small units have been built at Long Hedge, all of which sold off plan.</p> <p>Some central large footplate office space has been lost to residential conversion. Local businesses report difficulty finding suitable sites/ premises to accommodate growth in the area.</p> <p>High Post Trading Estate (which lies approximately 4.5 miles to the north of Salisbury) is again fully occupied, and investments at Churchfields include Nicholas & Harris' factory expansion. Eight small units have been built at Long Hedge, all of which sold off plan. There is a scarcity of allocated employment land around Salisbury to accommodate business growth.</p> <p>At Wilton, Wholesale & Retail Trade is one of the largest employers in absolute terms, as well as Manufacturing. Over the period the Administrative and Support Service Activities sector saw the highest employment growth in the area with all other office-based sectors seeing declining employment.</p> <p>To the northeast of Salisbury, there is the Porton Down is home to a globally significant defence/life sciences presence with occupiers including military science park, whose occupiers include the Defence Science Technology Laboratory (DSTL Dstl), UK Health Protection Security Agency (UKHSPA), Porton Science Park and Porton Biopharma. Life sciences and defence-related investments in the area remain strong, with full occupancy of Phase One of the Porton Science Park achieved in May 2021 and Phase 2 recently completed.</p>
Tidworth and Ludgershall	Public Administration & Defence has a high concentration of employment and, alongside the Real Estate sector has relatively high employment. The Real Estate sector accounts for

	<p>approximately 13% of employment in the area, making it one of the largest employment sectors in absolute terms.</p> <p>The Transport & Storage sector has seen a decline in employment over the period analysed, although it is not a large sector in absolute terms.</p> <p>MoD related property investment has been comprehensive, supporting the relocation of up to 4,000 service personnel into the garrison area through the Army Basing Programme. The existing units nearby in Ludgershall at Castledown Business Park enjoy strong occupancy and a further phase has been marketed for development. However, the sale of the employment land has stalled due to the cost and length of time it will take to get power to the site.</p>
Trowbridge	<p>The sectors that experienced the highest growth over the period were generally office-based sectors, such as Administrative & Support Service Activities and Finance & Insurance sectors. The Administrative & Support Service Activities sector is a relatively large employer (accounting for close to 10% of employment in the area), but the Finance and Insurance sector is a small employer in absolute terms.</p> <p>The Wholesale & Retail Trade¹⁷ sector is the largest in absolute terms, and the Manufacturing sector has seen strong growth recently and has a higher concentration of employment than the national average.</p> <p>Recent investments include the St Stephen's Place leisure/food/retail offer, the Novuna Vehicle Solutions new HQ, and a number of several factory expansions/investments. White Horse Business Park has strong occupancy (as has Canal Road Industrial Estate), with only one undeveloped plot and limited further development space. Residential/ mixed-use redevelopment of the long-empty former offices at The Pavilions is in progress, a loss of employment space at White Horse Business Park.</p>
Warminster	<p>Warminster's Manufacturing sector is a strong employer in absolute terms and has seen growth over the period analysed. There has been employment growth in the sectors that influence demand for office space, but none of these sectors are particularly large employers in absolute terms.</p> <p>There has been very strong take up of new units at the Swan Business Centre at Warminster Business Park, providing 40,000 sq. ft (3,700 sq. m) of new B use space in the town.</p>

Westbury	<p>Westbury has a number of sectors with employment concentrations that are above the national average, notably all those sectors influence demand for industrial space. However, none of these sectors have seen significant growth in employment over the period. The Professional, Scientific & Technical and Administrative & Support Service Activities sectors offer the largest office-based employment.</p> <p>Welton Bibby & Baron have invested significantly at their West Wiltshire Trading Estate site following relocation to the area; there has been good take up at a development of new industrial/warehouse units at Rockhaven Business Centre. There has been infrastructure investment into Hawke Ridge Business Park, located next to the A350 between Westbury and Trowbridge. There are indications that this entire allocation could come forward in the next 18 months for two major employers.</p>
----------	---

2.5 Policy and strategy drivers

2.5.1 Several regional employment plans and assessments have been examined to understand the local policy aspirations for sectors in Wiltshire in terms of their impact on future demand for employment land. These are discussed in more detail in Appendix 2. The most pertinent documents are discussed below.

Swindon & Wiltshire Economic Assessment (2022)¹⁹

2.5.2 This document provides the most recent comprehensive review of local economy conditions and will be used to inform future policy decisions. The Swindon & Wiltshire Local Enterprise Partnership (LEP) have identified six key priority sectors:

- Advanced Manufacturing and Engineering
- Creative Industries
- ICT/Cyber Security
- Life Sciences
- Low Carbon
- Professional Business Services

2.5.3 These sectors have been selected due to the fact they are either existing strengths for the area, and/or future growth is anticipated.

2.5.4 The Economic Assessment notes that there has been a decline in vacancy rates across office and industrial premises. High demand for industrial property space has been driving down Industrial Property Vacancy Rates in recent years. There is a need to ensure a suitable mix of floorspace is available in the area, particularly to support growth in advanced engineering and high-tech digital innovation.

¹⁹ Swindon & Wiltshire Local Enterprise Partnership (2022) Swindon and Wiltshire Local Economic Assessment

Swindon & Wiltshire Skills Plan (2020)²⁰

- 2.5.5 There is an imbalance of supply and demand for skills which has recently been exacerbated. There is a need for more high-skilled jobs, and a need for HE-level STEM training. There is a high level of NEETs, providing some opportunity to increase economic activity rate.

Swindon Employment Land Review (2017)²¹

- 2.5.6 There is a strong demand for offices, with take-up out-of-town, and high demand for industrial space, largely logistics. Sufficient supply exists to meet forecast demand if sites are delivered

²⁰ Swindon & Wiltshire Local Enterprise Partnership (2020) Swindon and Wiltshire Skills Plan

²¹ Nathaniel Lichfield & Partners (2017) Swindon Employment Land Review

3 Recent Property Market Performance

3.0.1 Property expert SQW has undertaken a review of the recent performance of the Wiltshire property market, focusing on the recent changes since the last ELR in 2018. The data below summarises more detailed findings that are set out in Appendix 3.

3.1 Markets

3.1.1 Global economic change, Brexit, and Covid have all impacted on the property market since the previous ELR, and the ongoing nature of these impacts mean medium and longer-term uncertainty in the property markets. There are accelerated trends for flexible/ remote working; e-commerce/ delivery; and the use of automation and self-service.

3.1.2 The UK office market activity is recovering from the Covid induced slump, with positive demand for offices in the south of England, but a longer-term decline is expected. The South West office market is dominated by Bristol. In Swindon the greatest demand is for smaller offices, and self-contained buildings. Wiltshire is not a major centre for offices, but rather sits between these two important South West regional commercial centres. There has been a national trend towards demand for town centre offices, as well as for policies encouraging town centre office development to stimulate economic activity in response to the decline of retail in many town centres. Demand for town centre offices in Wiltshire, however, is limited outside of Chippenham, with greatest demand for self-contained small offices in rural areas. However, overall enquiries remain low in Wiltshire, and speculative development is limited. There is some interest from developers in flexible offices across Wiltshire generally, with mixed opinions on their likely success as this is an untested market which a small number of developers are considering entering. Flexible office concepts would likely be most attractive in a market like Chippenham.

3.1.3 There is strong demand for industrial units of all sizes in Wiltshire, with most enquiries from small businesses for units of between 1,500 sq. ft (140 sq. m) to 25,000 sq. ft (2,300 sq. m) around all towns in Wiltshire; but an increasing demand for units of between 50,000 sq. ft (4,600 sq. m) and 150,000 sq. ft (14,000 sq. m). Some demand for industrial units may be driven by the re-shoring of manufacturing to the UK, exacerbating the demand for industrial units. The pharmaceuticals sector has been identified as a driver of growth, particularly around Corsham and Chippenham. The UK and South West industrial and logistics market is booming. E-commerce has driven demand for logistics space, and this growth is expected to continue. Following initial stockpiling leading to demand for warehousing in the wake of Brexit, the longer-term impacts are not known. Shortages of materials and labour have slowed the delivery of new industrial stock. Rents are likely to rise because of the imbalance between supply and demand.

3.2 Workplace trends

3.2.1 There is an acceleration of retail changes and working-from-home/ hybrid working. Offices are expected to be used differently, with more emphasis on collaboration, community, and learning. It is not clear what the eventual impact will be on office demand, but there is a need for greater flexibility in this sector.

3.3 Stock of employment space

3.3.1 The stock of employment space is growing slowly in Wiltshire. There is greater growth in the number of units than in the total amount of space. Between 2018 and 2021 office floorspace increased

by 2.3%, and industrial floorspace increased by 1.5%, giving a combined growth rate of 1.6% over the three-year period. However, the number of properties grew at the higher rate of a combined 6.1% over the three-year period (a 5.9% increase in the number of offices, and 6.2% increase in the number of industrial units).

3.3.2 In 2021 there was 445,000 sq. m of office space in Wiltshire and 2.7 million sq. m of industrial space. Offices accounted for 14% of the total stock and industrial space accounted for 86% of the total stock.

3.4 Market signals

3.4.1 Industrial market rents are lower in Wiltshire than in the South West and UK, and have been rising since 2018, in parallel to, but below the levels in the South West and UK. Leasing activity in Wiltshire has increased since 2017, contrary to declines in the South West and the UK. The industrial property availability rate increased from 2016 to 2020 but fell in 2021 to 6.5%²². Availability rates are moving broadly in-line with, but are slightly higher than, those in the South West and the UK.

3.4.2 Office market rents in Wiltshire have been consistently below those in the South West and the UK and have remained roughly constant over the period from 2016 to 2021. Office leasing activity has been falling since 2018 (although with an up-tick in 2021), broadly in-line with trends in the South West and the UK (except for the uncharacteristic 2021 figures). The office availability rate is lower in Wiltshire than in the South West and the UK, and has increased since 2019, in-line with trends in the South West and the UK.

3.4.3 Recent market activity over the period from 2016 to 2021 is summarised in Figure 3.1 below. More detailed information on market activity is set out in Appendix 3.

Figure 3.1: Market Signals

FEMA and sector	Commentary
A303/ Salisbury FEMA industrial	Take-up fell in 2020 but started to recover in 2021. 85% of transactions have been for units of less than 5,000 sq. ft (460 sq. m). Rental levels have seen some, but limited, growth over the period, driven by the lack of supply of small units. Overall availability in the market exceeds two years of take-up ²³ , but there is limited availability of properties of less than 10,000 sq. ft (930 sq. m). All the available premises are of adequate quality. Warehousing and distribution premises tend to be smaller than those located close to the M4.
A303/ Salisbury FEMA offices	Take-up of office space did not dip in 2020 but may have fallen in 2021. Over 80% of take-up is for units of less than 200 sq. m and 93% in units of less than 500 sq. m. Rental levels have declined over the period from 2016, but with some leveling out since 2019. There is just over two years of supply available, but the supply of units of less than 300 sq. m is more limited.

²² 'Available' property is available in the market, but not necessarily vacant i.e. the current occupier may be moving out soon.

'Vacant' property is currently vacant i.e. has no occupier

²³ Take-up as recorded by CoStar and Estates Gazette databases

FEMA and sector		Commentary
A350 industrial	FEMA	As expected, the amount of take-up in this FEMA is greater than in the others. Take-up fell in 2020 but recovered in 2021. 55% of the take-up between 2016 and 2021 was B8 units. Demand is greatest for units of less than 25,000 sq. ft (2,300 sq. m). Chippenham is increasingly being viewed as a location for strategic logistics. Rental levels are increasing. Units are generally rated as of least adequate quality. Excluding premises suited to strategic logistics (i.e., 100,000 sq. ft +), there is less than two years of supply of premises in the FEMA, so the market is considered as 'under-supplied.' There is a stronger supply of larger units (i.e., 10,000 sq. Ft/9 30 sq. m +) and a weaker supply of smaller units.
A350 offices	FEMA	Take-up has fallen since a peak in 2018, and in 2021 was struggling to recover from the previous year's fall. Around two-thirds of transactions are for units of less than 200 sq. m and over 90% for units of less than 500 sq. m. Rental levels have been constant over the period but have not shown growth. Overall, there is just over two years of supply available, but more limited availability of units of less than 500 sq. m. There is limited availability of flexible offices, and take-up has varied across schemes.
M4/ FEMA industrial	Swindon	Rental levels are rising and are higher than in the other two FEMAs. The availability of premises has increased over the period from 2016, and available stock is generally of adequate quality. However, supply is relatively constrained, With no available units of between 50,000 sq. ft and 100,000 sq. ft (4,600 sq. m to 9,300 sq. m). Take-up is largely B8. Take-up has been for units of up to 25,000 sq. ft (4,600 sq. m), but lack of supply could be the constraint. There is less than two years of supply of premises in every size band, so the market is considered as 'under-supplied.'
M4/ FEMA offices	Swindon	Take-up fell in 2020 but recovered in 2021. There is a stronger demand for smaller units of less than 500 sq. m. Rental levels are turbulent, due to the low numbers of transactions. Overall, the availability of premises is relatively high.

3.5 Consultees' views on the industrial market

- 3.5.1 Consultations with local agents undertaken by SQW in 2021 and 2022 have found that demand for industrial premises is outweighing supply. Demand is found in all towns across Wiltshire, and occupiers are struggling to find units to move in to. There is very strong demand for units of between 1,500 sq. ft and 25,000 sq. ft (140 sq. m to 2,300 sq. m), but an increasing demand for units of between 50,000 sq ft (4,600 sq m) and 150,000 sq ft (14,000 sq m). When businesses founded in Wiltshire seek new premises for growth, they prefer to stay relatively close to retain their local employees. There is a desire for modern flexible units. Whilst many occupiers would like to buy their premises, they are often priced-out by investors.
- 3.5.2 One agent has noted increasing enquiries from pharmaceuticals manufacturing businesses in the Corsham and Chippenham area.

3.5.3 Larger industrial units are mostly sought in north and west Wiltshire (i.e., the A350 FEMA), driven by proximity to a relatively large local workforce and good road linkages. The Chippenham area is noted as an increasingly attractive location for strategic logistics. Demand for units of 50,000 sq. ft to 100,000 sq. ft (4,600 sq. m to 9,300 sq. m) is strong along the M4, particularly on the motorway junctions. There is less interest in larger units in the south of Wiltshire, which unlike the north that has good access to the M4, is characterised by local businesses seeking smaller units.

3.5.4 Consultees' views on the reasons for the imbalance between supply and demand include:

- Employment sites tied-in to mixed-use developments alongside residential development are not coming forward, and they are not providing B2 and B8 opportunities because of proximity to residential
- Some sites are owned by housebuilders who are holding-out for change-of-use to residential
- Many sites have significant access, environmental, infrastructure, or viability constraints to their deliverability
- More land is needed in the right places which are around major towns such as Chippenham, Melksham and Westbury, and the M4 FEMA and A350 FEMA (north of Melksham) generally with good access to the strategic road network
- The long planning timeframe to secure permission is causing costly delays
- Planners do not have a good understanding of the market reality on the ground, so are not supporting non-compliant development opportunities

3.6 Consultees' views on the office market

3.6.1 The office market in Wiltshire has been struggling since before the Covid pandemic, with consultees suggesting weak demand since 2008. Chippenham is the strongest office location in Wiltshire, but commuting levels have not recovered to pre-pandemic levels. Of note is the emerging pharmaceuticals sector in the Chippenham and Corsham area, which is looking for larger offices for headquarters functions. Other towns are more focused on local services and professionals.

3.6.2 There is some demand for flexible office space, but limited supply of this. Some offices are being converted to residential, which is leading to the loss of lower-quality office space and therefore an improvement in the overall quality of the office stock.

3.6.3 Overall, the office market is fairly well balance, but speculative developments are unlikely to come forward.

3.7 Consultees' views on strategic logistics

3.7.1 National demand for warehousing and logistics has increased significantly since 2018. This has been driven by a change in shopping habits and shift to online retail, accelerated dramatically due to the pandemic restrictions introduced in March 2020. Additionally, increased demand for warehousing space was driven by preparation for and uncertainty surrounding Brexit trade arrangements and the need for stockpiling of goods in anticipation, as well as increased stockpiling needs of medical, PPE, and other sectors arising from responses to the pandemic.

3.7.2 These short-term trends are expected to continue, at least in the medium-term. The strategic logistics sector is looking for sites in a wider geographical area than in the traditional Midlands 'Golden Triangle.' The South West has a relatively low level of supply of large warehouse units. There are several requirements for warehouse units of more than 100,000 sq. ft (9,300 sq. m)

between London and Chippenham, but limited supply. Sites close to the M4 are particularly attractive to strategic logistics occupiers.

4 Future Demand for Employment Sites and Premises

4.0.1 This section sets out forecasts of the future demand for employment sites and premises in Wiltshire. Several approaches to estimating future demand are set out below, including two assessments based on recent gains and losses, and an assessment based on economic and employment forecasts.

4.0.2 This chapter sets out:

- Future demand based on extrapolations of historic take-up
- Future demand based on economic and employment forecasts
- Alternative demand scenarios drawing on further market signals

4.0.3 Much of the detailed analysis undertaken in support of this work is set out in more detail in Appendices 4 and 5.

4.1 Extrapolation of historic take-up

4.1.1 PPG suggests that one method of assessing future demand for sites and premises is to look at past take-up. Whilst straightforward, this approach does not take account of future changes in the structure of the economy, changing demand for types of premises in the future, or trends such as increasing flexible working.

Historic completions and losses

4.1.2 Data on historic completions and losses of employment sites and premises has been provided by Wiltshire Council. Unfortunately, this data cannot be broken down into Use Classes or sectors of employment. Figure 4.1 below sets out the gross gains, gross losses, and net gains. Averages for the whole period are shown, along with averages for the period from 2016 onwards, which illustrates the period after the UK's decision to leave the EU.

4.1.3 There was a large gain in 2015 which is driven by large completions of 54,000 sq. m of B2 and B8 premises in the Chippenham area and 94,000 sq. m of E(g) and B8 premises in the Salisbury area. However, these should not be disregarded as there is clearly demand for these premises during this period.

Figure 4.1: Completions and Losses of Employment Premises in Wiltshire (sq. m)

	Gross gains	Gross losses	Net change
2010	43,000	3,000	40,000
2011	56,000	9,000	47,000
2012	28,000	10,000	19,000
2013	26,000	23,000	3,000
2014	24,000	12,000	12,000
2015	194,000	29,000	165,000
2016	19,000	26,000	(7,000)
2017	83,000	19,000	64,000
2018	53,000	29,000	24,000
2019	45,000	10,000	35,000
Average p.a. 2010-19	57,000	17,000	40,000
Average p.a. 2016-19	50,000	21,000	29,000

Source: Wiltshire Council

4.1.4 The gross gains can be broken down by the three FEMAs, as shown in Figure 4.2 below.

Figure 4.2: Gross Gains in Employment Premises Completions for Wiltshire FEMAs (sq. m)

	A350 FEMA	A303 FEMA	M4/Swindon FEMA
Average p.a. 2010-19	30,000	20,000	7,000
Average p.a. 2016-19	39,000	7,000	4,000

Source: Wiltshire Council

Extrapolating gross completion data

4.1.5 The gross gains have been extrapolated because these will be driving the demand for new sites. Sites being lost to employment use will have been redeveloped for other uses, including residential and retail. If the gross change in employment premises across Wiltshire over the period from 2010 to 2019 (57,000 sq m p.a.) is extrapolated over the period from 2020 to 2038, then this suggests a demand for 1,030,000 sq m of space. If the gross change over the post-Brexit period from 2016 to 2019 (50,000 sq m) is extrapolated over the period from 2020 to 2038, then this suggests a demand for 903,000 sq m of space.

4.1.6 The original data cannot be accurately broken down into Use Classes or sectors, so this projected demand cannot be broken down either. Earlier research undertaken in Swindon and Wiltshire, and experience of other similar places, informs an assumption that 20% of new employment space is delivered on existing employment sites and the rest on new sites. Therefore, sites will need to be found for the remaining 80% of the demand.

4.1.7 Using standard industry densities of 40% site coverage for industrial development and between 40% and 100% for office development, this suggests a potential demand for between 160 ha and 206 ha of employment land in Wiltshire over the Local Plan period.

4.2 Forecast demand using economic and employment growth projections

4.2.1 This section summarises a more detailed explanation of the method undertaken to forecast future demand for employment land and premises, which is set out in Appendix 4.

4.2.2 Economic and employment forecasts have been purchased from Cambridge Econometrics (CE) and Oxford Economics (OE). These are two of the leading economic forecasters for UK local and regional economies. These were produced in 2021 and as a result they take explicit account of the impact of Covid-19 and Brexit on the economy.

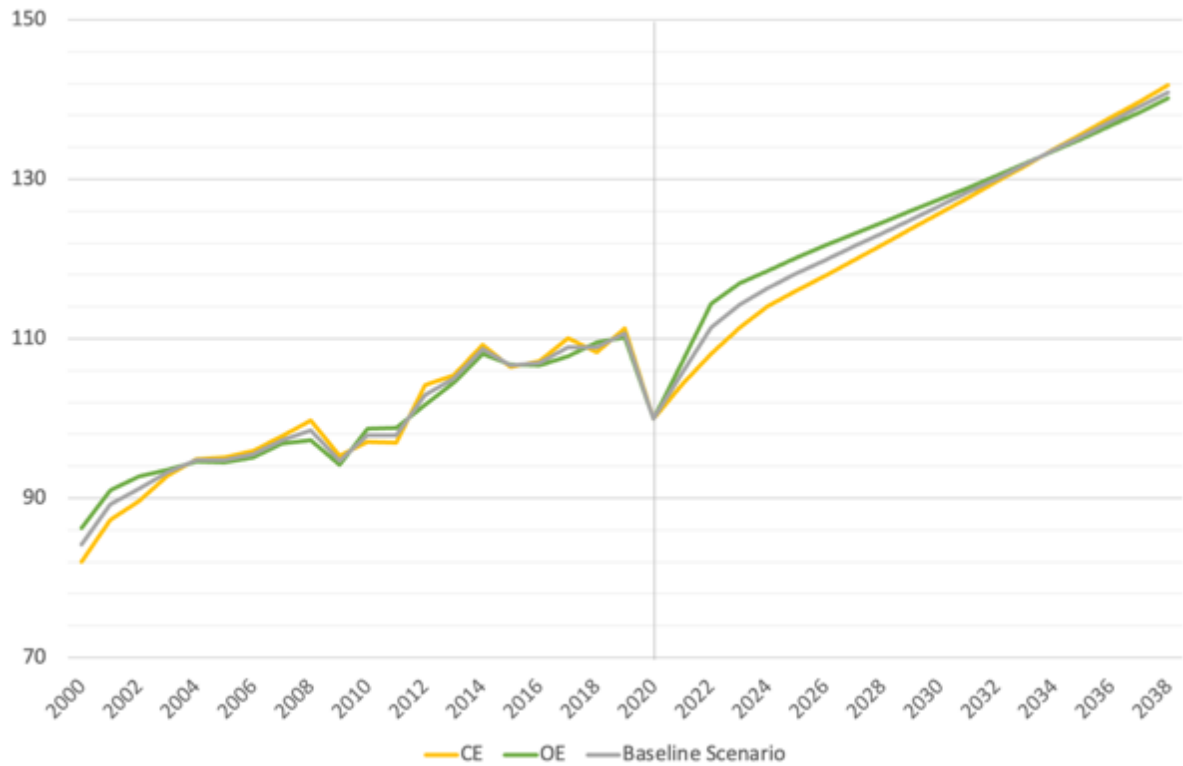
Headline economic performance

4.2.3 Set out below is analysis of three key indicators of headline economic performance:

- Gross Value Added (GVA) – a measure of economic output
- Total Employment – a measure of total jobs including employment and self-employment
- Productivity – a measure of output per job (i.e., GVA divided by employment)

4.2.4 **Gross Value Added (GVA):** Both forecasts indicate continued growth in GVA above historic levels, as shown in Figure 4.3 below. CE forecasts slightly higher growth than OE over the period 2020 to 2038. In the forecast period from 2020 to 2040, CE anticipate a higher average annual growth rate of 2.3% compared with OE's predicted 2.1% GVA growth per annum. OE expects a sharper increase in GVA in the initial forecast years followed by slower growth to 2038, whilst CE anticipates a more gradual increase in GVA throughout the period. In both cases, forecasted GVA growth is anticipated to be higher than the assessed historic levels of growth.

Figure 4.3 Wiltshire GVA historic and forecast, index (2020 = 100)



Source: HJA based on CE and OE

4.2.5 **Total Employment:** Figure 4.4 below shows diverging levels of total employment growth forecasted by CE and OE over the period from 2020 to 2038. CE forecasts a higher average annual rate of employment growth than OE at 0.7% and 0.1%, respectively. Both forecasts predict a lower level of employment growth in the period 2020-2038 than in the historic period. Notably, CE expects total employment to grow at a gradual rate across the 18-year period, but OE anticipates high growth up to 2026 followed by a decline in total employment later in the period. In absolute terms, CE forecasts an increase in employment of 34,600 whilst OE forecasts an increase of 7,900 over the period 2020 to 2038.

Figure 4.4 Wiltshire employment historic and forecast, index (2020 = 100)



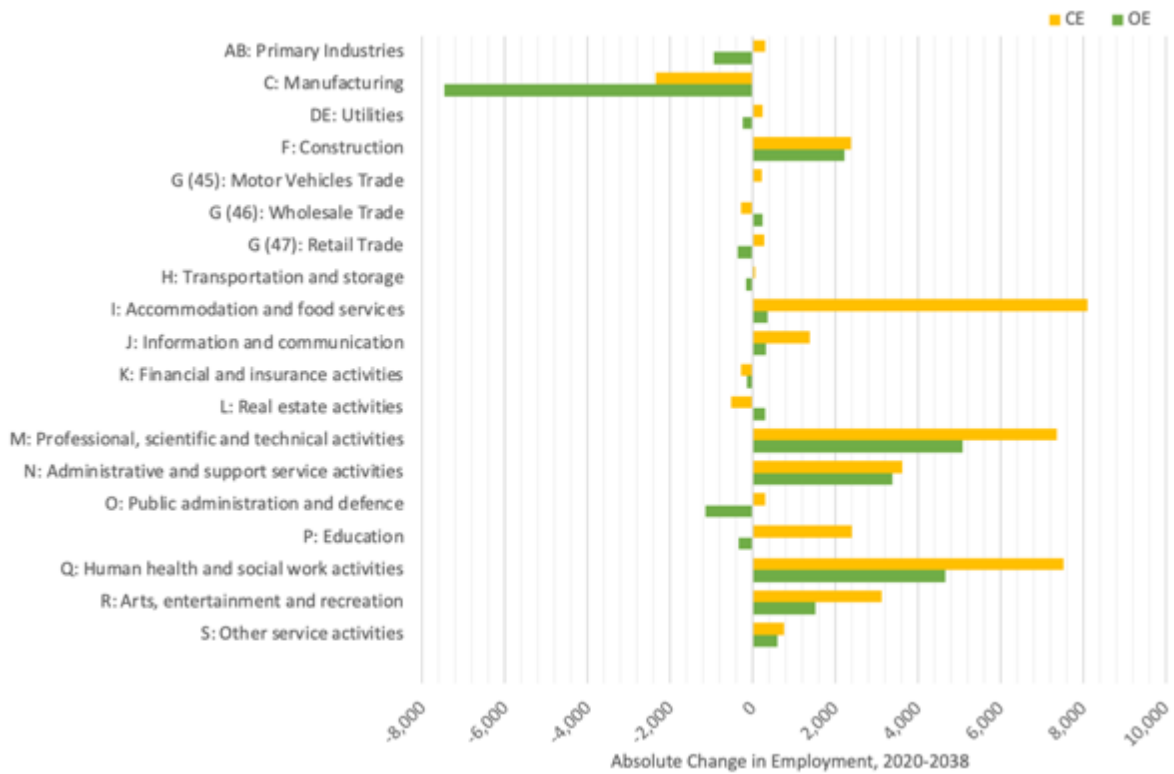
Source: HJA based on CE and OE

- 4.2.6 **Productivity:** The calculation of productivity is undertaken by HJA based on GVA per job from the two forecasters' outputs. This shows that OE has a higher growth expectation in productivity (1.9% per annum) than CE (1.3% per annum). Given OE's lower employment predictions, it expects GVA growth to originate from increased productivity. The total increase in productivity in the years 2020 to 2038 forecasted by CE is 27%, which is lower than the anticipated rise of 40% by OE.

Sectoral Performance

- 4.2.7 A key determinant of the employment forecasts of both OE and CE are their sectoral expectations, which are discussed in more detail in Appendix 4.
- 4.2.8 **GVA:** This is anticipated to grow for all sectors except for *Primary Industries*, which shows a very small decline according to OE. There are some significant variations between the two forecasters, particularly for *Utilities, Wholesale Trade, Real Estate, Professional, Scientific & Technical, Public Administration & Defence and Education*.
- 4.2.9 **Employment:** As shown in Figure 4.5, there are several significant differences between the two forecasters, and notably several sectors in which employment changes are expected in different directions. However, in most of these cases the range of difference is quite small. Across the board, CE generally has more positive expectations for employment, but particularly in *Manufacturing, Accommodation & Food Services, Professional, Scientific & Technical, Human Health & Social Work and Education*.

Figure 4.5 Change in employment by sector, 2020-2038



Source: HJA based on CE and OE

4.2.10 **Productivity:** For many of the sectors, the forecasters predict a change in productivity in the same direction, albeit at varying levels. The most notable differences occur in *Manufacturing*, *Utilities*, *Real Estate Activities*, *Financial & Insurance Activities* and *Public Administration & Defence*. Again, CE exhibit more positive expectations of productivity increases in the period 2020 to 2038 than OE.

Approach to calculating demand for sites and premises

4.2.11 Figure 4.6 below provides a summary diagram of the approach adopted to assess future sites and premises requirements, based on the forecast level of employment. This follows the approach suggested in Planning Practice Guidance and discussed in section 1.2 of this report.

Figure 4.6 Approach to assessing sites and premises requirements



4.2.12 **Phase 1** takes account of the net changes in the economy i.e. the growth and decline of sectors. The sectoral employment projections are converted to Use Classes. This provides an indication of the spread of future employment change across the full range of planning Use Classes and none. From that point onward the focus is upon Use Classes E(g), B2, and B8, with other elements of the

evidence base more suited to informing the detailed requirements for C, other E uses except for E(g), and Sui Generis. The net employment changes in the E(g), B2, and B8 Use Classes are then converted to property and land requirements using employment and development density assumptions.

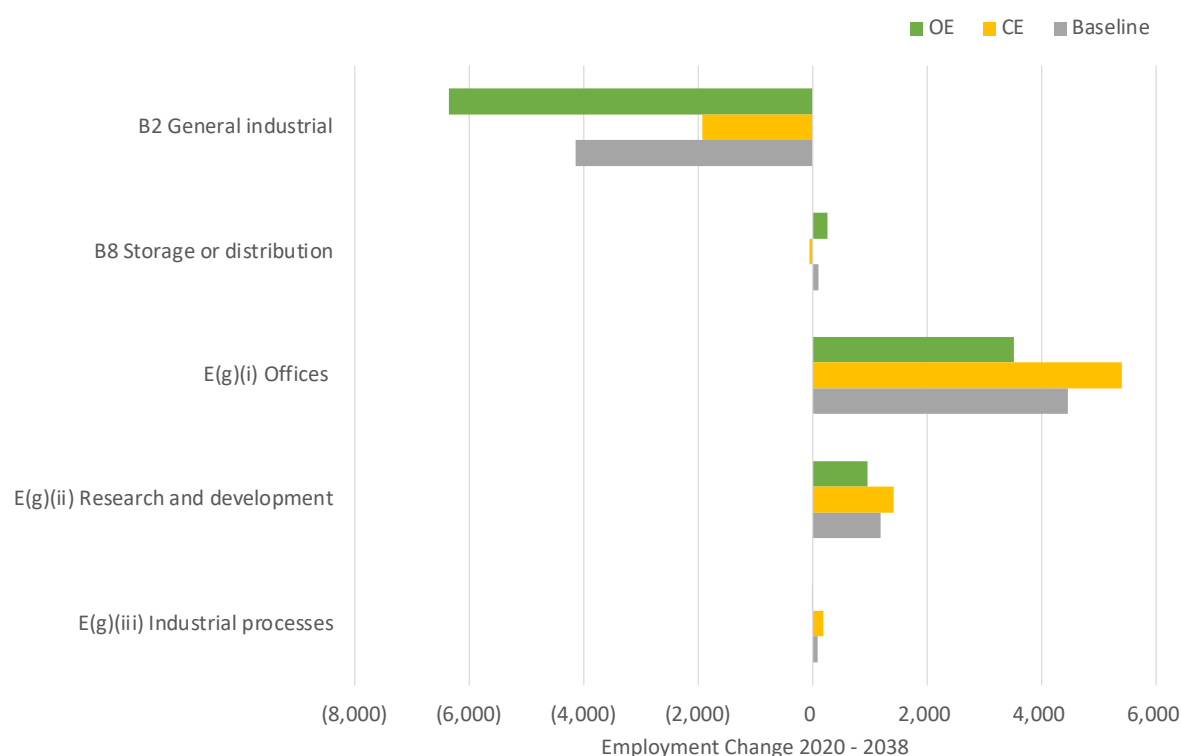
- 4.2.13 **Phase 2** then considers wider market factors, particularly the need to recognise the churn in the economy and the associated need to replace and upgrade property stocks. For example, whilst the manufacturing sector has experienced well-documented decline in its employment base, there has been a continued demand for new premises within which to operate. This demand can be driven by existing companies needing more/less space, a different location, or a different type of premises. This can be driven by the introduction of technology and automation in manufacturing, which reduces the demand for workers without a commensurate reduction in space required²⁴. It can also be driven by new companies in the market, which may not find the right type of property available in the right location within the market. As a result, whilst overall a sector may have employment decline (although this still applies to growing sectors too), there are changes beneath the surface that continue to drive demand. This can be a particular issue where existing stock is ageing or where vacant sites are no longer in the locations that are suitable to modern occupiers. This also ensures provision is made for replacing sites that might be lost from employment use to other uses. Also, within Phase 2 the assessment builds in an allowance for choice and flexibility. This element needs to take account of offering location choice as well as choice in terms of the type of property and setting.

Phase 1: Net additional demand

- 4.2.14 Employment change by sector is converted to Use Classes using a conversion matrix, which is set out in Appendix 4. This matrix has been tailored to the Wiltshire economy using fine-grained employment data from the ONS BRES dataset. Employment is not confined to the E(g), B2, and B8 Use Classes (traditionally referred to as the 'employment' Use Classes). A significant share of growth is forecast in the 'none and homeworking' category. This includes not only home-based workers but also those such as cleaners who work in the workplace of others, or peripatetic workers such as many in the construction industry.
- 4.2.15 Figures 4.7 and 4.8 below show the distribution of change in employment, converted from SIC sectors to Planning Use Classes.

²⁴ The Swindon and Wiltshire Local Economic Assessment (March 2022) claims that 110,000 jobs are at 'high risk' from automation in Wiltshire (Executive Summary p.x) and 67% of jobs are at medium to high risk of automation (p.120)

Figure 4.7: Employment Change by Use Class 2020-2038



Source: HJA (negative values in parentheses)

Figure 4.8 Forecast net changes in employment (FTE jobs) 2020–2038

Use Class (as of 1 September 2020)	OE	CE	Central
B2	(6,400)	(1,900)	(4,100)
B8	300	(100)	100
E(g)(i)	3,500	5,400	4,500
E(g)(ii)	1,000	1,400	1,200
E(g)(iii)	0	200	100

Source: HJA (negative values in parentheses)

4.2.16 The employment change can then be converted into floorspace requirements. This is detailed below and shown in Figure 4.9. Please note that this is only the first Phase of the process set out in Figure 4.6 above, and there are other factors driving demand discussed from paragraph 4.2.22 below.

4.2.17 **E(g)(i) Offices:** The forecasts provide a range of between 3,100 and 4,800 full-time equivalent (FTE) jobs. Best practice guidance²⁵ has informed the assumption of 13.6 sq. m gross external area (GEA) per FTE worker. Taking the average of 3,900 FTEs, the central scenario leads to an estimated 53,200 sq. m of net additional office space requirement across Wiltshire to accommodate this growth.

²⁵ HCA (2015) Employment Density Guide, 3rd edition is the primary source. Appendix 1 sets out further details of the approach taken.

- 4.2.18 **E(g)(ii) Research & Development:** There is forecasted growth of between 900 FTEs and 1,300 FTEs. Taking the average for the central scenario leads to a 1,100 FTEs. At a density of 61.9 sq. m per FTE this leads to a requirement for 66,300 sq. m of premises.
- 4.2.19 **E(g)(iii) Light Industrial:** There is little change forecast in light industrial premises with a range of between minus 10 and plus 140 FTEs. With a density of 58.2 sq. m per FTE job, taking the central average of 70 FTEs this change generates a requirement of around 3,900 sq. m of net additional premises.
- 4.2.20 **B2 General Industry:** Both forecasters suggest a decline in employment in sectors that use B2 premises. The range is for a decline of between minus 6,100 and minus 1,900 FTEs. The central scenario uses the average of minus 4,000 FTEs. This has the potential to reduce the total requirement for B2 space by around minus 150,600 sq. m at 37.9 sq. m per FTE job.
- 4.2.21 **B8 Storage & Distribution:** One of the forecasts suggests that employment in this sector will decline by minus 40 FTEs, whilst the other indicates an increase of 220 FTEs. Taking the average of these for the central scenario equates to around 90 additional FTE jobs. Based on a density of 80 sq. m per FTE this will generate a requirement of approximately 7,200 sq. m of storage and distribution warehousing.

Figure 4.9 Forecast net changes in floorspace (based on FTE jobs) 2020–2038 (sq. m)

Use Class (as of 1 September 2020)	OE	CE	Central
B2	(230,950)	(70,330)	(150,600)
B8	17,900	(3,540)	7,200
E(g)(i)	41,680	64,720	53,200
E(g)(ii)	53,590	78,990	66,300
E(g)(iii)	(330)	8,160	3,900
Total	(118,110)	78,000	(20,000)

Source: HJA (negative values in parentheses)

Phase 2: Replacement, churn, and flexibility

- 4.2.22 Phase 1 considered only the net changes in the economy to ensure all E(g), B2, and B8 Use Class activity can be accommodated. Phase 2 deals with the need to ensure that the existing economy, and the on-going changes within it, are supported through the provision of sufficient employment stocks.
- 4.2.23 **Replacement:** The methodology employed for estimating the level of replacement demand assumes that a proportion of the total existing stock of employment property needs to be replaced each year to ensure the overall stock of premises is sufficient and appropriate for modern needs, in terms of both building quality and site characteristics. This is particularly important for the manufacturing sector where on-going development of industrial premises has been observed, despite a decline in employment in the sector over many years. HJA estimates a replacement requirement equivalent to 1% of stock per annum. Data on commercial property stocks is available for 2021. This indicated 445,000 sq. m of offices²⁶ and 2,701,000 sq. m of industrial²⁷ premises in the district in 2021. Commercial stock data is only split by office and industrial and does not

²⁶ In the absence of detailed guidance, it is assumed that the VOA's definition of office space equates to E(g)(i) and E(g)(ii) in the new Use Class order.

²⁷ In the absence of detailed guidance, it is assumed that the VOA's definition of industrial space equates to E(g)(iii), B2, and B8 in the new Use Class order.

therefore allow fine-grained analysis by Use Class. This estimate of commercial stocks is used to calculate replacement and upgrading requirements in the future.

- 4.2.24 In aggregate the replacement requirement is far more significant than the needs resulting from net changes in the economy; with up to +80,100 sqm of offices and +486,180 sqm of industrial (including light industrial and warehousing), as shown in Figure 4.10 below.

Figure 4.10 Forecast replacement requirement 2020-38 (sq. m)

Use	Total Stock (2021)	Annual Replacement	18 Year Plan Period Total
Office (1% pa)	445,000	4,450	80,100
Industrial (1% pa)	2,701,000	27,010	486,180
Total	3,146,000	31,460	566,280

Source: HJA based on SQW analysis of VOA data

- 4.2.25 **Reuse of Employment Sites:** The analyses of both net additional and replacement requirements set out above do not consider whether the development activity takes place on existing employment sites (replacing or substantially refurbishing one building with another on the same plot of land) or whether currently unoccupied land needs to be made available. The evidence and market observation suggest there will be elements of both, particularly as some former employment sites are lost to alternative uses e.g., to residential uses through PDRs.
- 4.2.26 An assumption that 20% of gross employment development activity can be achieved through reuse of previously developed E(g), B2, and B8 Use Class sites is based on earlier work on the re-use of sites in Swindon and Wiltshire and experience from other similar places. The corollary of this is a need for the remaining 80% of gross requirements to be provided for through new development land (this can include previously or currently allocated but not yet developed employment sites).
- 4.2.27 **Development density:** A development density of 40% is assumed for industrial premises development to reflect the different needs of occupiers. For offices, requirements are best reported in terms of floorspace for planning purposes, as the varying development densities generated by different types of office developments can create large ranges e.g., the differing nature of multi-storey development ‘in-town’ (typically 100%+) and fewer storeys ‘out-of-town’ (typically ~40%). The employment land requirements of development densities of both 40% and 100% for office premises have been examined to reflect this range.
- 4.2.28 **Choice & Flexibility:** A percentage uplift of the combined requirement for net additional and churn/replacement is applied to ensure an allowance for range and choice is incorporated. This uplift also builds in some additional flexibility to allow the normal frictional movement in the market. As such, in line with industry standards, an uplift of 10% has been applied.

Total requirement

- 4.2.29 The total requirement for offices and industrial sites and premises is set out in Figures 4.11 and 4.12 below. Each table is colour coded. The row shaded grey (B) identifies the net additional requirements arising from the various scenarios. The green shaded row (G) indicates the overall requirement in floorspace terms that will need to be accommodated on new employment sites (i.e., redevelopment within existing employment areas has been removed). The pink/ red shaded row shows the requirement in hectares for new employment land.

- 4.2.30 Both tables highlight the relative importance of replacement requirements when compared to net additional changes.

Figure 4.11 Total estimated future sites and premises requirements (offices) (sq. m unless stated)

	Offices
Replacement Provision (A)	80,100
Net Additional Requirement (B)	119,500
Gross Requirement (C=A+B)	199,600
Delivered on Existing Employment Sites (D)	39,900
Net Requirement (E=C-D)	159,700
Flexibility Allowance (F)	16,000
Total Requirement (G=E+F)	175,600
Average Annual Requirement	9,800
Total Land Requirement (ha)	17.6 - 43.9
Average Annual Land Requirement (ha)	1.0 - 2.4

Figure 4.12: Total estimated future sites and premises requirements (industrial) (sq. m unless stated)

	Industrial
Replacement Provision (A)	486,200
Net Additional Requirement (B)	-139,500
Gross Requirement (C=A+B)	346,700
Delivered on Existing Employment Sites (D)	69,300
Net Requirement (E=C-D)	277,300
Flexibility Allowance (F)	27,700
Total Requirement (G=E+F)	305,100
Average Annual Requirement	16,900
Total Land Requirement (ha)	76.3
Average Annual Land Requirement (ha)	4.2

- 4.2.31 The total requirement for employment land will be between 93.9 ha and 120.2 ha over the Local Plan period.

Forecast demand over time

- 4.2.32 The demand can be split up into smaller periods of time, as shown in Figure 4.13 below, to help understand when employment land will be needed. This shows three five-year periods and a three-year period, covering the full 18-year period under consideration. Demand is greater during the first five years because the forecast rate of growth in employment is higher during this period than in subsequent years (see Figure 4.4).

Figure 4.13: Forecast demand over time

	2020-25	2025-30	2030-35	2035-38
Industrial demand (sq m)	118,300	73,400	69,700	43,900
Industrial demand (ha)	30	18	17	11
Office demand (sq m)	62,900	41,900	44,800	26,100
Office -demand (ha)	6 - 16	4 - 11	5 - 11	3 - 7

Forecast demand by FEMA

- 4.2.33 Following the same approach set out above for the whole of Wiltshire, the demand for sites and premises in each of the FEMAs can be calculated. More detail on this is set out in Appendix 4. The results are set out in Figures 4.14 and 4.15 below.

Figure 4.14 Total estimated future sites and premises requirements (offices) (sq m unless stated)

	A350	A303	M4/Swindon
Replacement Provision (A)	46,100	20,300	13,700
Net Additional Requirement (B)	53,200	47,100	19,200
Gross Requirement (C=A+B)	99,300	67,400	32,900
Delivered on Existing Employment Sites (D)	19,900	13,500	6,600
Net Requirement (E=C-D)	79,400	54,000	26,300
Flexibility Allowance (F)	7,900	5,400	2,600
Total Requirement (G=E+F)	87,400	59,300	28,900
Average Annual Requirement	4,900	3,300	1,600
Total Land Requirement (ha)	8.7 - 21.8	5-9 - 17.3	2.9 - 7.2
Average Annual Land Requirement (ha)	0.5 - 1.2	-0.3 - 1.0	0.2 - 0.4

Figure 4.15: Total estimated future sites and premises requirements (industrial) (sq. m unless stated)

	A350	A303	M4/Swindon
Replacement Provision (A)	302,600	106,300	77,300
Net Additional Requirement (B)	(101,300)	(27,600)	(10,700)
Gross Requirement (C=A+B)	201,300	78,700	66,600
Delivered on Existing Employment Sites (D)	40,300	15,700	13,300
Net Requirement (E=C-D)	161,100	62,900	53,300
Flexibility Allowance (F)	16,100	6,300	5,300
Total Requirement (G=E+F)	177,200	69,200	58,600
Average Annual Requirement	9,800	3,800	3,300
Total Land Requirement (ha)	44.3	17.3	14.6
Average Annual Land Requirement (ha)	2.5	1.0	0.8

Forecast demand by main settlements and rural areas

- 4.2.34 Wiltshire Council has requested that demand is also modelled at the level of individual main settlements and the rural areas outside of the main settlements. It is noted that allocating demand at this level is less robust, as demand is typically met within a FEMA rather than at the main settlement level.
- 4.2.35 To calculate demand across each of the FEMAs, the share of employment in each sector in each of the FEMAs has been calculated and applied to the employment forecasts. For the main settlements and rural areas, this process has been undertaken again, this time calculating the share of employment in each settlement or rural area and applying this to the FEMA forecasts generated in the previous step. To calculate employment in the rural areas of each FEMA, employment across all the main settlements in each FEMA has been added together, and then deducted from the FEMA total. These figures are indicative only.

4.2.36 Figures 4.16 to 4.18 below give an indication of demand under the Central Scenario for each of the main settlements in Wiltshire and for the non-main settlement rural parts of each FEMAs.

Figure 4.16: Forecast demand in main settlements and rural areas in the A303 FEMA

	Office	Industrial
Amesbury		
Total Requirement (sq. m)	7,390	18,380
Total Land Requirement (ha)	-	4.6
Salisbury		
Total Requirement (sq. m)	21,710	14,640
Total Land Requirement (ha)	-	3.7
Tidworth & Ludgershall		
Total Requirement (sq. m)	1,630	1,530
Total Land Requirement (ha)	-	0.4
Wilton		
Total Requirement (sq. m)	760	2,170
Total Land Requirement (ha)	-	0.5
A303 outside main settlements (rural)		
Total Requirement (sq. m)	27,960	32,550
Total Land Requirement (ha)	-	8.1

Figure 4.17: Forecast demand in main settlements and rural areas in the A350 FEMA

	Office	Industrial
Bradford on Avon		
Total Requirement (sq. m)	3,980	270
Total Land Requirement (ha)	0.4 - 1.0	0.1
Calne		
Total Requirement (sq. m)	2,170	10,990
Total Land Requirement (ha)	0.2 - 0.5	2.7
Chippenham		
Total Requirement (sq. m)	15,280	20,940
Total Land Requirement (ha)	1.5 - 3.8	5.2
Corsham		
Total Requirement (sq. m)	12,270	17,090
Total Land Requirement (ha)	1.2 - 3.1	4.3
Devizes		
Total Requirement (sq. m)	7,330	12,810
Total Land Requirement (ha)	0.7 - 1.8	3.2
Melksham		
Total Requirement (sq. m)	4,940	27,510
Total Land Requirement (ha)	0.5 - 1.2	6.9
Trowbridge		
Total Requirement (sq. m)	13,930	13,600
Total Land Requirement (ha)	1.4 - 3.5	3.4

	Office	Industrial
Warminster		
Total Requirement (sq. m)	4,600	4,506
Total Land Requirement (ha)	0.5 - 1.1	1.1
Westbury		
Total Requirement (sq. m)	2,690	8,210
Total Land Requirement (ha)	0.3 - 0.7	2.1
A350 outside main settlements (rural)		
Total Requirement (sq. m)	20,140	61,220
Total Land Requirement (ha)	2.0 - 5.0	15.3

Figure 4.18: Forecast demand in main settlements and rural areas in the M4/ Swindon (Wiltshire) FEMA

	Office	Industrial
Malmesbury		
Total Requirement (sq. m)	5,720	9,660
Total Land Requirement (ha)	0.6 - 1.4	2.4
Marlborough		
Total Requirement (sq. m)	4,200	2,980
Total Land Requirement (ha)	0.4 - 1.1	0.7
Royal Wootton Bassett		
Total Requirement (sq. m)	8,300	16,320
Total Land Requirement (ha)	0.8 - 2.1	4.1
M4/ Swindon (Wiltshire) outside main settlements (rural)		
Total Requirement (sq. m)	10,650	29,670
Total Land Requirement (ha)	1.1 - 2.7	7.4

4.3 Alternative scenarios

- 4.3.1 Section 1.2 discussed the NPPF, which emphasises the need to support economic growth and productivity. PPG, also discussed in Section 1.2 states that:

Authorities will need to take account of longer term economic cycles in assessing this data, and consider and plan for the implications of alternative economic scenarios. (Paragraph 027)⁴

- 4.3.2 The approach to considering alternatives to the central scenario set out above (hereafter referred to as scenario 1a), including considering a higher level of economic growth, is summarised here and set out in detail in Appendix 5.

Brexit and Covid

- 4.3.3 Both CE and OE have considered the impact of Brexit and Covid-19 within their employment forecasts that have been used for the central scenario. As these two economic shocks have already been considered, no further adjustments are needed to the central GVA and employment growth forecasts for Wiltshire. However, Covid may have additional indirect impacts including increasing levels of flexible working and rationalisation of supply chains. The impact of flexible working on sites and premises is considered below.

Higher level of economic growth

- 4.3.4 Given the differences between the CE and OE employment change forecasts for some sectors, it is helpful to consider one or more alternative scenarios, to determine whether any contingency may be needed in the future supply of employment land to accommodate different future levels of demand. Additional evidence has been considered to help to decide whether to consider alternative levels of growth in some of the key sectors.
- 4.3.5 Through consultations with Wiltshire stakeholders and a review of growth policies²⁸, including the latest Local Economic assessment (2022), the sectors which are either existing strengths for the area, and/ or where future growth is anticipated are:
- Advanced Manufacturing and Engineering
 - Creative Industries
 - ICT/Cyber Security
 - Life Sciences
 - Low Carbon
 - Professional Business Services
- 4.3.6 At this stage there is not sufficient evidence to change the employment floorspace assumptions used for the Manufacturing sector. However, considering a scenario with a smaller employment decline in the sector would generate an increased requirement for employment land. This enables consideration of a potentially higher demand for floorspace by this sector because of a move towards Advanced Manufacturing.
- 4.3.7 The Professional, Scientific & Technical sector is a strength in Wiltshire according to local strategies and plans, and parts of the sector are considered to have potential for growth according to local consultees. An alternative scenario should examine the impacts of the higher employment growth forecast in this sector. The Real Estate and Public Administration & Defence sectors are existing strengths in Wiltshire according to ONS data. Employment growth in these sectors should be considered in the alternative scenario.
- 4.3.8 The Wholesale Trade sector has seen growth in employment in Wiltshire, but the Transport & Storage sector has seen a decline in employment in recent years, and no growth in GVA. The forecasts do not anticipate significant growth in Wiltshire in either of these sectors across the plan period. Whilst the overall UK picture is for significant growth in the sector²⁹, particularly following the impacts of Covid-19. The alternative scenario should examine the highest forecast employment growth across both these sectors.

Net zero

- 4.3.9 The Government Net Zero Strategy published in 2021³⁰ promotes cycling and walking to work, which should lead to the co-location or closer location of homes and employment land. The transition to electric vehicles (EVs) could impact on the automotive supply chain, which may influence businesses and their property requirements in Wiltshire. However, the precise

²⁸ NPPF Paragraph 82, discussed in Section 1.2 states that economic development and regeneration policies should be considered

²⁹ Lambert Smith Hampton (2021) Scaling New Heights: ILM 2021

³⁰ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1028157/net-zero-strategy.pdf

implications of this are not yet clear. The Government’s Energy White Paper published in 2020³¹ set out a commitment that rented commercial and industrial properties should reach EPC band B by 2030, where this is cost-effective. This could lead to significant investment in the refurbishment of premises or their replacement. At this point it is not clear what practical impact this will have on the Wiltshire property market, so no further adjustment has been made to the scenarios at this point. However, this situation should be monitored to understand how the market responds to this requirement.

4.3.10 Based on this review a **Higher Growth Scenario (2a)** has been developed. Under this scenario there is a demand for 197,400 sq. m of offices (between 20 ha and 49 ha of land, depending on site density) and 391,800 sq. m or 98 ha of land for industrial development.

Flexible and home working

4.3.11 There is significant anecdotal evidence about an increase in flexible working and working-from-home since the start of the Covid-19 pandemic, and a little data. It is believed to have increased by around ten percentage points in office-based sectors, and around 17 percentage points in the public sector above pre-pandemic levels. Whilst this could lead to a decrease in demand for office space, this needs to be considered against the following:

- Some people do not have adequate home-working facilities so will not want to work at home much, or will need access to flexible/ hot-desk workspace near to their homes
- Many people will spend part of their time working at home and part of the time in the office. With anecdotal evidence of a preference of many staff to work in the office on Tuesdays, Wednesdays, and Thursdays, there will still be a demand for significant amounts of office space on these days. Therefore, the decline in office-based working may not lead directly to a decline in total office space
- Whilst office occupation might fall, the occupation density of workspaces may also fall to allow for social distancing, so the amount of space required may not decrease in line with the fall in office use

4.3.12 Based on the above factors (and more detail in Appendix 5) the impact of a 10% decline in office use has been examined, once employment growth in office-based sectors is accounted for. **Scenarios 1b and 2b**, are variations on 1a and 2a, taking account of less office use. These scenarios do not impact on levels of employment but reduce the future demand for office space.

Alternative scenarios

4.3.13 The Central Scenario and alternative scenarios can be seen in Figure 4.19 below.

Figure 4.19: Central and Alternative Demand Scenarios

Scenario	Office demand (sq. m)	Office demand (ha)	Industrial demand (sq. m)	Industrial demand (ha)
1a: Central	176,000	18 - 44	305,000	76
2a: Higher growth	197,400	20 - 49	391,800	98
1b: Central with decline in office use	113,600	11 - 28	305,000	76
2b: Higher growth with decline in office use	133,100	13 - 33	391,800	98

³¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945899/201216_BEIS_EWP_Command_Paper_Accessible.pdf

Alternative scenarios over time

4.3.14 The way in which these scenarios emerge over the plan period can be seen in Figures 4.20 to 4.23 below.

Figure 4.20: Scenario 1a: Central scenario

	2020-25	2025-30	2030-35	2035-38
Industrial demand (sq. m)	118,300	73,400	69,700	43,900
Industrial demand (ha)	30	18	17	11
Office demand (sq. m)	62,900	41,900	44,800	26,100
Office demand (ha)	6 - 16	4 - 11-5 - 11	3 - 7	

Figure 4.21: Scenario 2a: Higher growth

	2020-25	2025-30	2030-35	2035-38
Industrial demand (sq. m)	140,100	105,600	90,800	55,200
Industrial demand (ha)	35	26	23	14
Office demand (sq. m)	67,400	49,700	50,400	29,900
Office demand (ha) - -	7 - 17	5 - 12	5 - 13	3 - 8

Figure 4.22: Scenario 1b: Central scenario with decline in office use

	2020-25	2025-30	2030-35	2035-38
Industrial demand (sq. m)	118,300	73,400	69,700	43,900
Industrial demand (ha)	30	18	17	11
Office demand (sq. m)	44,200	25,400	27,900	16,100
Office demand (ha)	4 - 11	3 - 6	3 - 7	2 - 4

Figure 4.23: Scenario 2b: Higher growth with decline in office use

	2020-25	2025-30	2030-35	2035-38
Industrial demand (sq. m)	140,100	105,600	90,800	55,200
Industrial demand (ha)	35	26	23	14
Office demand (sq. m)	48,300	32,400	33,000	19,500
Office demand (ha)	5 - 12	3 - 8	3 - 8	2 - 5

Alternative demand by FEMAs

4.3.15 The alternative scenarios can also be broken down across the three FEMAs in Wiltshire, as shown in Figures 4.24 to 4.27 below.

Figure 4.24: Scenario 1a: Central scenario

	A303	A350	M4/Swindon
Industrial Demand (sq. m)	69,200	177,200	58,600
Industrial Demand (ha)	17	44	15
Office Demand (sq. m)	59,400	87,400	28,900
Office Demand (ha)	6 - 15	9 - 22	3 - 7

Figure 4.25: Scenario 2a: Higher growth

	A303	A350	M4/Swindon
Industrial Demand (sq. m)	86,200	235,900	69,700
Industrial Demand (ha)	22	59	17
Office Demand (sq. m)	67,600	98,000	31,800
Office Demand (ha)	7 - 17	10 - 25	3 - 8

Figure 4.26: Scenario 1b: Central scenario with decline in office use

	A303	A350	M4/Swindon
Industrial Demand (sq. m)	69,200	177,200	58,600
Industrial Demand (ha)	17	44	15
Office Demand (sq. m)	42,200	53,100	18,400
Office Demand (ha)	4 - 10	5 - 13	2 - 5

Figure 4.27: Scenario 2b: Higher growth with decline in office use

	A303	A350	M4/Swindon
Industrial Demand (sq. m)	86,200	235,900	69,700
Industrial Demand (ha)	22	59	17
Office Demand (sq. m)	49,600	62,600	21,000
Office Demand (ha)	5 - 12	6 - 16	2 - 5

4.4 Strategic distribution and logistics

- 4.4.1 NPPF paragraph 83 and PPG paragraph 31 state that special consideration should be given to the logistics sector because of its important role in the economy and distinctive locational requirements.
- 4.4.2 Neither CE nor OE predict large increases in employment in the Wholesale Retail or Transport & Storage sectors in Wiltshire over the forecast period. However, there is other evidence of strong demand for strategic regional and national logistics sites and premises throughout the UK. Some future demand for logistics space in Wiltshire will be generated by growth in the Wiltshire economy, and some will be generated by regional and national distribution businesses that want to be in the M4 corridor, either in Wiltshire or elsewhere in the corridor, to serve a larger market. Work undertaken by property adviser Turley for the British Property Federation³² suggests that a national distribution centre would require 1 million sq ft of space on a site of between 23 ha and 40 ha, and a regional distribution centre would require 500,000 sq. ft of space (on a site of around 12 ha). On the basis of this information, 23ha is considered a reasonable notional figure as an indicator of demand.
- 4.4.3 Several local site promoters and property agents have been consulted and have provided written evidence on the demand for logistics sites and premises in the UK, South West, or M4 corridor (albeit there is little evidence on the demand specifically in Wiltshire). Evidence from the British Property Federation, CBRE, JLL, Knight Frank, Lambert Smith Hampton, Pegasus, Savills, Turley, and Tritax Symmetry has been reviewed. At a national level, the consensus is that there is a significant demand for logistics sites and premises, but limited supply. This has been driven by the growth in online retailing, which requires premises across the UK rather than the traditional logistics core location of central England. There is also evidence of significant demand and limited

³² Turley for the British Property Federation (undated) What Warehousing Where? Understanding the Relationship Between Homes and Warehouses to Enable Positive Planning

supply in the South West & Wales and London & South East regions. Savills states that there were 10 live requirements, for a total of 2.7 million sq. ft (250,000 sq. m) of strategic logistics space across the South West in 2021, and available supply to accommodate less than one year's demand (based on past take-up). Six of these requirements are looking at Wiltshire alongside other places in the South West (and possibly in other regions).

4.4.4 Savills and Pegasus claim that there is a lack of sufficient supply to meet the demand for strategic logistics along the M4 corridor (which is not precisely defined but appears to cover the M4 from Bristol to the M25). None of the evidence quantifies the demand for strategic logistics sites in Wiltshire. Several developers have shown interest in developing sites close to both J16 and J17 of the M4, but the precise level of demand is not clear. A demand for 23 ha could be used as an informal and notional value to inform plan-making in Wiltshire.

4.4.5 Savills has suggested three approaches to dealing with the future demand for strategic logistics:

- When the quantitative demand is known, sites can be allocated in suitable locations. This is not yet the case in Wiltshire
- Reserve sites for strategic logistics can be identified, and a mechanism put in place for their release when they are needed. This could take account of factors such as: evidence of strong demand for strategic logistics sites at the national and M4 corridor levels; a coordinated and agreed approach to strategic logistics among the M4 corridor local planning authorities; evidence of interest from a business to locate in Wiltshire; and evidence that there are no other suitable sites or premises in Wiltshire [or the M4 corridor] that can meet their needs
- A development management policy can be put in place to allow sites to be delivered if certain criteria are met (as discussed above). This has previously been done under Core Policy 34, which could be refined so that it is suitable for strategic logistics i.e. meeting the needs of the strategic logistics sector, and adjacent to a motorway junction

4.5 Conclusion

4.5.1 The extrapolation of historic take-up gives a range of values for potential demand over the Local Plan period. The extrapolation of the historic gross gains leads to a figure of between 160 ha and 206 ha over the Local Plan period.

4.5.2 The calculation of demand for employment sites based on economic and employment growth forecasts leads to several scenarios, as shown in Figure 4.28 below, including a central scenario between the two sets of economic forecasts; a higher growth scenario; and alternatives with a decline in office use.

Figure 4.28: Central and Alternative Demand Scenarios

Scenario	Office demand (ha)	Industrial demand (ha)	Total demand (ha)
1a: Central	18 - 44	76	94 - 120
2a: -Higher growth	20 - 49	98	118 - 147
1b: Central with decline-in office use	11 - 28	76	87 - 104
2b: Higher growth with decline-in office use	13 - 33	98	111 - 131

- 4.5.3 In addition, there is potential demand for land for strategic regional and national distribution (with an indicative value of 23 ha). This gives a total potential demand of up to 170 ha under the highest demand combination.
- 4.5.4 This is between 6% greater and 17% lower than the extrapolation of the historic figure, so demand could be higher than forecast if historic trends are continued. Effective monitoring of take-up over the Local Plan period will be needed to identify whether a higher level of demand needs to be accommodated.
- 4.5.5 Chapter 3 sets out data on the recent performance of the property market, including evidence on the limited recent demand for offices, but strong demand for industrial premises for B2 and B8 uses³³. Therefore, it will be important to consider the impacts of the higher forecast scenarios for industrial demand and the lower forecast scenarios for office demand that are set out above.

³³ Noting that demand for B2 and B8 premises is driven by replacement demand and demand for new premises to accommodate new processes and ways of working rather than change in employment

5 Supply of Employment Land

- 5.0.1 In 2017, Wiltshire Council carried out a review of 147 sites in the county, covering a mix of developed and undeveloped sites. The 147 sites were selected for assessment by Wiltshire Council officers. These sites were selected as they are either identified as principal employment areas/larger employment sites (i.e., those over 0.5 Ha), Core Strategy and Chippenham Site Allocation Plan allocations, or saved local plan allocations. A small number of un-allocated sites were also assessed as part of the review. These were identified in some of the areas where Wiltshire Council may want to consider additional employment allocations. These unallocated sites require further investigation alongside other alternatives that might be being promoted.
- 5.0.2 In 2022, SQW reviewed the list of 147 current and potential employment sites provided by Wiltshire Council. A further eighteen reviews of potential sites (including one extension of an existing site) have been carried out in 2022, bringing the total to 164 sites. This analysis provides a snapshot of the supply at the current time, and this is likely to change over the plan period. The changes between the previous and current ELRs are set out in Appendix 6.

5.1 Potentially available employment land

- 5.1.1 Potentially available employment land is defined as an 'area with potential for growth'. This could be an existing site with room for expansion, regeneration opportunities or greenfield land that has not yet been developed. These may be sites being promoted for employment use through the Local Plan where they are in locations that may be appropriate for new employment growth. Sites are grouped as existing and allocated, or unallocated for employment use. A total of 44 sites with potential as employment land have been identified in Wiltshire. The locations of sites with potential for employment development (existing, allocated, and unallocated) are shown in Figure 5.1 below.

Figure 5.1: Location of Sites with Potential for Employment Development

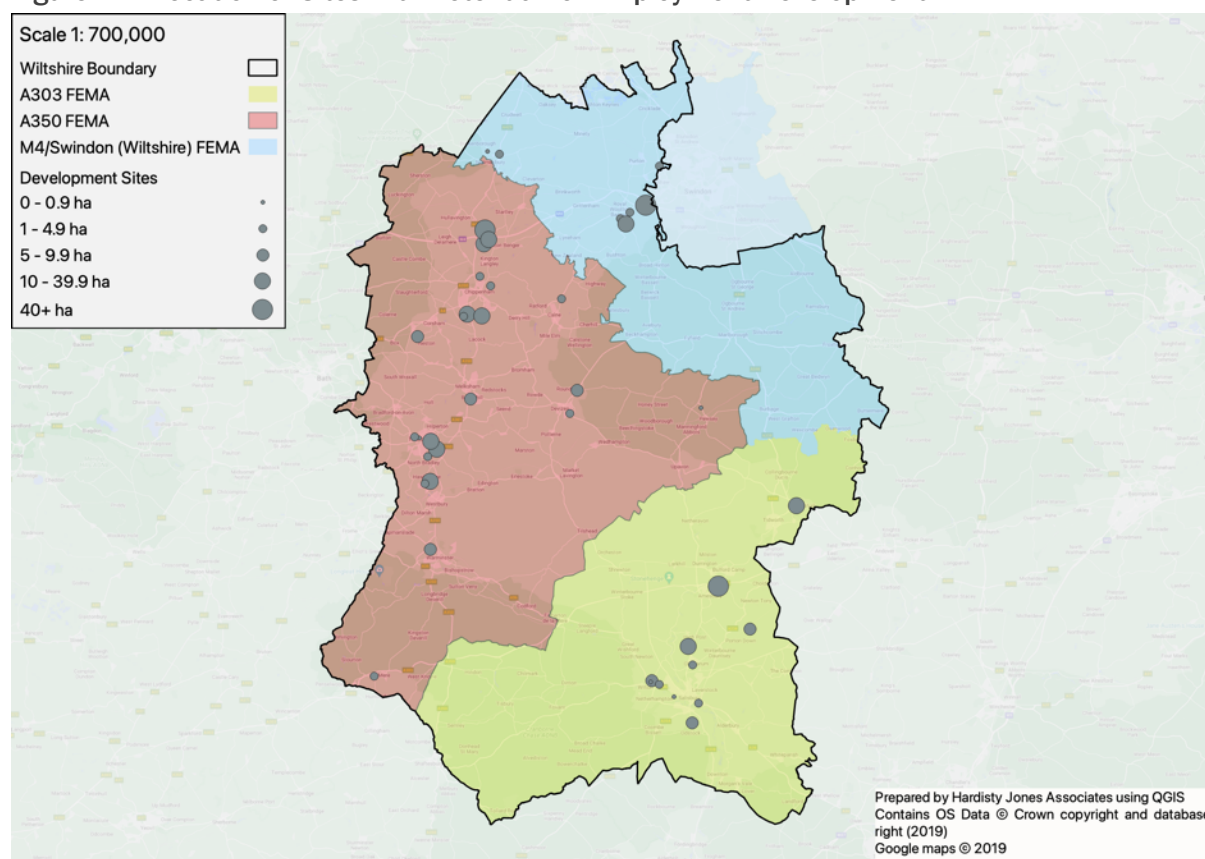


Figure 5.2: Sites with Available Land

Site	Location
Existing and allocated sites	
Porton Science Park	Amesbury
Fugglestone Red	Salisbury
Old Sarum (LPA)	Salisbury
Imerys Quarry, Quidhampton	Salisbury
Castledown Business Park	Tidworth & Ludgershall
UKLF Site	Wilton
Rawlings Green	Chippenham
Hunters Moon	Chippenham
Land at Horton Road	Devizes
Land at Nursteed Road	Devizes
Land at Mere	Mere
Land at Marlborough Road	Pewsey
Ashton Park Urban Extension	Trowbridge
South Trowbridge Business Park/ West Ashton Road	Trowbridge
Land at Bradford Road	Trowbridge
White Horse Business Park	Trowbridge
Bowyers, Stallard Street	Trowbridge
West Warminster Urban Extension	Warminster
Hawke Ridge Business Park	Westbury
West Wiltshire Trading Estate	Westbury
Land East of Beversbrook Farm and Porte Marsh Industrial Estate	Calne

Site	Location
Chippenham Gateway (potential for allocation of further 6 ha)	Chippenham
Hill Corner	Chippenham
Showell Farm/ Southpoint Business Park	Chippenham
Land to the West of Templars Way	RWB & Cricklade
Interface Industrial Estate	RWB & Cricklade
Purton Industrial Estate	RWB & Cricklade
Land at Garden Centre	Malmesbury
Land North of Tetbury Hill	Malmesbury
Unallocated sites	
Earl's Farm Down	Amesbury
Land west of A345 at High Post (Fourmile Hill) & Land adjacent to High Post Business Park	Salisbury
Land South of Southampton Road	Salisbury
Churchfields (potential for redevelopment considered, rather than new land)	Salisbury
Salisbury District Hospital (primarily employment and education uses adjacent to the existing hospital)	Salisbury
Stanton Park	Chippenham
Land NE of B4122, south of M4 motorway	Chippenham
Land South of Pewsham Way	Chippenham
Land West of Chippenham Gateway	Chippenham
Sands Quarry	Corsham
Golf Course Land	Melksham
M4 J16 Site Ref 3613	RWB & Cricklade
M4 J16 Site Ref 2042	RWB & Cricklade
M4 J16 Sites Ref 3755 & 1116	RWB & Cricklade
Land South of Royal Wootton Bassett	RWB & Cricklade

5.2 Sites with development land available

- 5.2.1 Sites with available development land are listed in Figure 5.2 above. The 29 sites which are existing employment sites or allocated for development, comprise 160 ha. The 15 unallocated sites could potentially provide up to an additional 348 ha, but the suitability of each needs to be considered through the process of preparing the Local Plan.
- 5.2.2 At least four of the unallocated sites are close to motorway junctions and so are likely to be suitable for strategic logistics.

5.3 Distribution by FEMAs

- 5.3.1 The distribution of the currently identified sites across the FEMAs is set out in Figure 5.3 below. This shows the amount of land that is currently allocated for employment development (second and third columns), and the potential land on currently unallocated sites (fourth and fifth columns).
- 5.3.2 The suitability of each site to meet local demand generated by the Wiltshire economy (as distinct from sites best suited to meet regional and national logistics demand i.e., those close to motorway junctions) is considered in the third and fifth columns.
- 5.3.3 This shows that 70% of existing and allocated land is located within the A350 FEMA, but the unallocated sites are spread across the three FEMAs. It is noted that there are 'fuzzy' boundaries

between FEMAs so some of the sites close to the boundaries could help to meet the demand from more than one FEMA.

Figure 5.3: Distribution of Allocated and Unallocated Land

	Allocated (ha)	Existing and allocated and suitable for local demand (ha)	Unallocated (ha)	Unallocated and suitable for local demand (ha)
Wiltshire	160	147	348	210
A303	31	31	163	163
A350	119	106	69	37
M4/Swindon (Wiltshire)	9	9	116	11

Source: SQW Assessment of Wiltshire Council Site Assessments and Additional Assessments

5.4 Changes in land availability between 2018 and 2021

- 5.4.1 There has been a considerable change in land availability since 2018, as shown in Figure 5.4 below. Approximately, 71 ha of land has been developed or lost to other uses (e.g., residential) compared to 2018 levels. However, new sites have been proposed for employment development in the future, bringing the potential area of employment sites up to 474 ha (subject to consideration in the Local Plan making process). There will be ongoing change to the supply during the Local Plan period.

Figure 5.4: Changes in Available Land to Accommodate Future Development

	All (including not allocated)		Existing/Allocated	
	ha	Sites	ha	Sites
Total Potential Area for Growth 2018	273	42	172	37
Total Potential Area for Growth 2022	474	44	160	29

Source: SQW Assessment of Wiltshire Council Site Assessments and Additional Assessments

5.5 Likely use of the sites

- 5.5.1 Some of the sites already have planning permission or are allocated for specific uses. For most of the sites without planning permission or an allocated use, SQW has identified its most likely use. Many sites could be used for offices or industrial, so they are included in both totals in the figure below. Offices include Use Classes E(g)i (offices) and E(g)ii (R&D), and Industrial includes Use Classes E(g)iii (light industrial which can be carried out in a residential area), B2 (general industrial), and B8 (storage or distribution).
- 5.5.2 Some sites are allocated for Use Classes B2 or B8 only, so are not available for all employment uses. Figure 5.5 below shows the amount of land that could potentially be developed for each use. It is important to note that because some sites can be put to multiple uses, the figures below should not be summed.
- 5.5.3 Given the nature of demand in Wiltshire it is more likely that sites allocated or identified for multiple Use Classes will come forward for Industrial than for Offices given the emphasis of market signals on Industrial demand.

Figure 5.5: Potential Use of Sites (Note: figures should not be summed)

	All (ha)	Existing and allocated only (ha)	Existing and allocated and suitable for local demand (ha)
Offices	137	107	107
Industrial	443	157	143

5.6 Overall deliverability

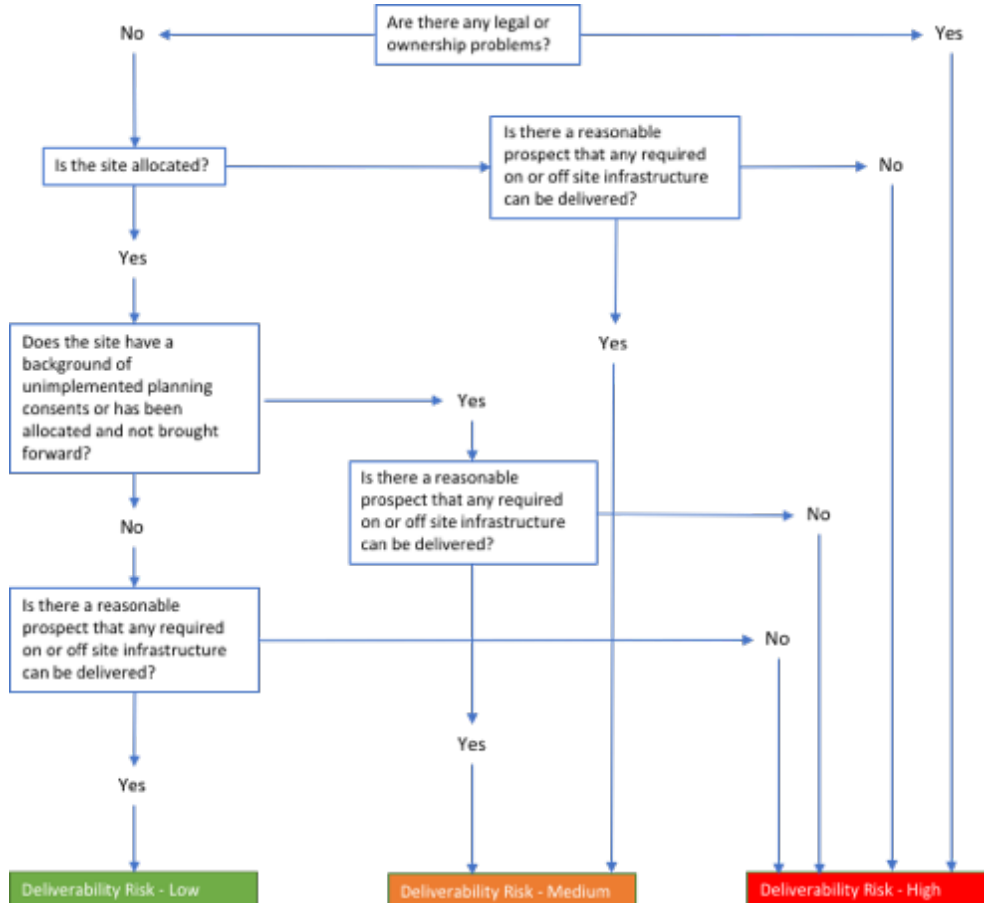
5.6.1 The risk of non-delivery of each site has been assessed as high, medium, or low. Of the existing and allocated sites, 110 ha is at low risk of non-delivery; 44 ha is at medium risk of non-delivery; and 6 ha is at high risk of non-delivery. All the unallocated sites are at medium risk of non-delivery.

5.6.2 Even though sites have been identified as potentially being available, there are still several risks around their deliverability. According to the Planning Practice guidance on the assessment of housing and economic land availability (Para 020 Reference ID: 3-0202-20140306 Revision date 06 03 2014):

A site is considered available for development, when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. Because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should also be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions.

5.6.3 In response to this guidance, the deliverability risk associated with each site has been assessed. The process by which this has been done is summarised in Figure 5.6 below.

Figure 5.6: Process for Assessing the Deliverability Risk of Sites



5.6.4 The risk of non-delivery of the land on the 24 existing and allocated sites with development potential is shown in Figure 5.7 below.

Figure 5.7: Risk of Non-Delivery of Existing and Allocated Sites

	Low (ha)	Medium (ha)	High (ha)
Wiltshire	110	44	6
A303	15	12	4
A350	94	24	2
M4/Swindon (Wiltshire)	1	8	0

5.6.5 As mentioned above, all unallocated sites are at medium risk of non-delivery.

5.7 Deliverability within five years

5.7.1 The deliverability of each of the currently identified sites within five years has been assessed. This provides an estimate of the existing or allocated land which is expected to be delivered for employment use within five years, and land which is not expected to be brought forward until after 2026, as shown in Figure 5.8 below. This shows that 82 ha of land could be delivered by 2026, with the majority of this in the A350 FEMA.

Figure 5.8: Deliverability of Existing and Allocated Land

	By 2026 (ha)	After 2026 (ha)
Wiltshire	82	78
A303	17	15
A350	64	56
M4/Swindon (Wiltshire)	2	7

5.8 Sites under pressure for change of use

5.8.1 Several of the currently identified sites have been identified by Wiltshire Council as being under pressure for change of use, largely from employment to residential. In total, 48 ha of land is under pressure. It is not known how much of this land could be subject to change of use but a worst-case scenario has been considered in which it is all lost to employment uses. When this is removed from the supply, the remaining land that is not under pressure can be seen in Figure 5.9 below.

Figure 5.9: Existing and Allocated Land Not Under Pressure from Change of Use

	Existing and Allocated (ha)
Wiltshire	112
A303	19
A350	84
M4/Swindon (Wiltshire)	9

5.9 Medium and low risk sites

5.9.1 Drawing on all the information above, it is possible to identify the amount of land that is existing or already allocated, suitable for local demand (i.e., excluding land best suited for strategic logistics), is medium or low risk of non-delivery, and not under pressure for change of use. This can be seen in Figure 5.10 below.

Figure 5.10: Amount of Land at Lowest Risk of Non Delivery

	Allocated and L/M risk (ha)	Allocated, L/M risk, and not under pressure (ha)
Wiltshire	140	95
A303	27	15
A350	104	70
M4/Swindon (Wiltshire)	9	9

5.10 Viability of site development

5.10.1 NPPF guidance states that pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. High-level financial viability from a commercial property developer's perspective, based on an assessment of typologies of development in the different market areas, has been considered by SQW, and the approach taken, and results of the analysis are presented in Appendix 7. The findings are that while in many locations, abnormal costs associated with the implementation of utilities make viability challenging. Where sites have adequate provision of utilities, industrial development is likely to be viable across Wiltshire, with Gross Development Values exceeding the cost of the land and construction plus associated fees. Office development on the other hand remains unviable.

5.10.2 The headlines messages from this viability assessment are:

- In the wake of the Covid 19 pandemic, office trends are very uncertain and office development may well not be viable in the short term at least, even on a pre-let basis in strong locations with good infrastructure and services provision, such as Chippenham and Salisbury
- Speculative office development is generally not viable across the county and has not been modelled in the viability assessment. There will however be exceptions due to local circumstances, for example where a developer or contractor is willing to accept a lower rate of return
- Increase in demand for industrial space since 2017 means that pre-let industrial development is generally viable on both greenfield and brownfield land assuming that the land is fully serviced and remediated. High abnormal costs associated with implementing utilities apply to many sites which would make viability of pre-let industrial challenging
- Speculative industrial and warehousing is viable in the A350 and M4/ Swindon FEMAs with residual land values exceeding both greenfield and brownfield benchmark land values
- The supply of speculative industrial and warehousing accommodation in many locations is likely to be restricted if sites do not have good access to the strategic road network. Sites in a good strategic location demand higher rents and sharper yields, generally improving viability. However, the speculative development logistic market is largely untested, therefore resulting in developers holding out for pre-lets. A small proportion of speculative plots/ developments may come forward to test market appetite where abnormal costs are not prohibitive
- Development may be undertaken by owner occupiers directly where there is a wider investment case for doing so, which may give rise to some new development across the county
- It is important to exercise considerable caution when considering the viability, and to consider the potential for owner-occupier demand where viability of a certain site is being cited as justification for change of use. A business may build out premises for operational, strategic or other internal reasons at a location which may not be commercially viable
- Notwithstanding questions over the viability of development, Wiltshire Council needs to work with developers to find ways to address viability issues where they arise

5.10.3 Later in this section the potential for public sector interventions is discussed to help to improve the viability of potential development sites. Largely this will involve addressing any abnormal costs or restrictions to site development. On some sites, mixed-use allocations may be suitable, and higher land values on part of the site can cross-subsidise lower land values elsewhere, improving overall viability.

5.10.4 Corporate interventions to improve viability could include: the local authority undertaking direct works to improve infrastructure or access; provision of equity or grant funding to support infrastructure development; land acquisition to enable development, either by negotiation or Compulsory Purchase; working with the Local Enterprise Partnership to identify funding solutions; or development either directly or through a joint venture or partnership e.g. of an enterprise centre or grow-on space.

5.10.5 Some employment development is not undertaken as landowners hold out for change of use to an alternative use e.g., residential development which supports a higher land value. By rigorously defending employment land allocations it may be possible to discourage this and encourage employment development to be delivered. The review discusses below the principle that any evidence for change of use of an employment site should disregard higher land values that might be generated by alternative, but policy non-compliant, land uses.

Barriers to delivery

- 5.10.6 It can be seen in Section 5.6 above that a proportion of the supply has been assessed as being medium risk of non-delivery. It is important to understand firstly why this is the case, and secondly what needs to be done to mitigate these risks. Success or otherwise in doing so is likely to have a material impact on ensuring a suitable supply of land and premises to meet the county's needs.
- 5.10.7 The reasons that sites are assessed as medium risk vary, but there is a common circumstance that delivery is at risk despite there being no obvious land ownership impediments or significant infrastructure constraints. In these cases, a significant amount of the employment allocations form part of mixed-use developments promoted by housebuilders, and there is a history of unimplemented planning permissions or of an allocation not being brought forward. There appear to be several reasons for this:
- On some sites promoted by housebuilders, an employment allocation forms part of a mixed-use development alongside residential uses. Developers have shown caution about promoting employment activities stating concerns that they may be 'bad neighbour' uses to housing, although master planning has been central to major strategic allocations to avoid this, and therefore it should not be an impediment
 - Several stakeholders consulted for this project have suggested that housebuilders are making limited efforts to attract employment development to these sites, with a long-term view of trying to change the use to residential
 - There does not appear to be sufficient financial incentive to promote employment development
 - There is insufficient planning control to firmly encourage the delivery of serviced employment land. There is not a sufficient 'carrot' or 'stick'
 - Financial viability is a key factor, as the analysis in Appendix 7 demonstrates. In all but the strongest market areas there is a gap funding requirement, and generally development finance is difficult to obtain
- 5.10.8 Whilst there is evidence of occupier demand, there is a market failure occurring, which is deterring new employment development. As a result, there is very little activity by developers building speculative office or industrial/ warehouse premises across the county, albeit that industrial warehouse premises with ancillary offices are being delivered at junction 17 of the M4. One feature notable in Wiltshire is that most mixed-use strategic sites are owned or controlled by volume house builders. Land values for residential uses are higher than for employment uses leading to some site promoters appearing to play a 'long game', seeking to evidence lack of market demand, with a view to securing a change of use.
- 5.10.9 The consequences of this lack of development activity are potentially damaging for the county's economy. Anecdotal evidence from several sources highlights cases where a lack of supply has led to locally grown companies moving elsewhere due to a lack of suitable expansion space, and inward investors being deterred for the same reason. There are several businesses facing considerable difficulties now with little or no flexibility of site/premises choice in their search area. Grant Engineering, Devizes, has recently relocated to Swindon, and Test Valley Packaging, to Andover from Salisbury in the absence of more local site options. Two larger and growing businesses in Melksham have investigated out-of-area options in the absence of local deliverable expansion sites. If a business must move outside its immediate travel to work area, this carries the risk that it may relocate out of region. It should be emphasised that this problem is not unique to Wiltshire and is experienced in several areas in the UK where the supply of employment land and

premises is not keeping pace with the demand, and the land supply is also under pressure for housing development.

5.10.10 Responses to these challenges are set out in the recommendations in Chapter 7, in Section 7.4.

6 Comparing Supply and Demand

- 6.0.1 This chapter sets out the comparison of the demand for employment land over the Local Plan period with the current supply, which may change over time. Starting with a review at the county level, the chapter then looks in detail at the match of supply and demand in the FEMAs and the distribution of demand and supply within each of them.
- 6.0.2 The chapter then considers evidence on the type of units sought and their availability.

6.1 Comparing supply and demand at the Wiltshire level

Overall fit

- 6.1.1 The first step in the analysis of demand and supply is a quantitative assessment of whether the total demand for employment land can be met in Wiltshire, regardless of where it is met. The sub-county geographical distribution is then considered below.
- 6.1.2 The demand for land in Wiltshire under the central scenario (1a) is for 76 ha of industrial land and between 18 and 44 ha of land for offices, giving a total requirement for between 94 ha and 120 ha of land. This does not include land for strategic logistics (i.e., driven by regional and national demand rather than local demand), for which an additional indicative 23 ha could be a consideration. However, as noted in Section 4.5, it is prudent to consider the demand for more land for industrial (up to 98 ha under the higher growth scenario) and less land for offices (from 18 ha to as little as 11 ha).
- 6.1.3 The 29 existing employment sites and allocated sites with land suited for local demand (rather than strategic logistics) comprise 147 ha, which is enough to accommodate the highest level of local demand under the Central Scenario. Fifteen unallocated sites have been considered in this review, and eight can accommodate some local demand. These sites, alongside the existing and allocated sites, if protected for such uses could accommodate the total scale of demand in Wiltshire set out above. However, the location of sites within Wiltshire and their potential to meet the geographical distribution of demand within Wiltshire is discussed in detail in sections 6.2, 6.3, and 6.4 of this chapter.
- 6.1.4 As shown in Figure 6.1 below, under the higher growth scenario (2a), the maximum local demand for sites increases to 147 ha which may require new employment site allocations to be made. In the two scenarios that consider a decline in office use (1b and 2b) the highest demand is up to 131 ha which is possible to meet within the potential supply at a Wiltshire level (although not within certain areas within Wiltshire).
- 6.1.5 The strategic logistics sector will require land close to an M4 motorway junction. The existing Chippenham Gateway site is well suited to meet this need, and further unallocated sites have been identified close to Junctions 16 and 17 of the M4 if they are required.

Figure 6.1: Overall Demand for and Potential Supply of Employment Land

	ha
1a: Central scenario (local demand)	94 - 120
2a: Higher growth (local demand)	118 - 147
1b: Central with decline in office use (local demand)	87 - 104
2b: Higher growth with decline in office use (local demand)	111 - 131
Demand for strategic logistics	23 (indicative value)
Supply – existing and allocated for development	160
Existing, allocated and suitable to meet local demand	147

Offices and industrial

- 6.1.6 As shown in Figure 6.2 below, in the Central Scenario (1a), there is local demand for 76 ha of industrial land and between 18 and 44 ha of land for offices. Of the existing and allocated supply suitable for local demand of 147 ha, up to 143 ha is suitable for industrial and 107 ha is suitable for offices (noting that most sites are suitable for both, so there is overlap between these two figures).
- 6.1.7 Without yet considering the geographical distribution of demand and supply, it appears there is sufficient existing and allocated employment land available in Wiltshire to meet the forecast demand for the lowest level of offices and all the industrial development. With a high demand for offices, new allocations will be needed.
- 6.1.8 As mentioned already, sites that are suitable for both are more likely to have interest for industrial rather than office development.

Figure 6.2: Demand and Supply for Offices and Industrial

	ha
1a: Central scenario – Local Demand for Offices	18 - 44
1a: Central scenario – Local Demand for Industrial	76
Demand for strategic logistics (Industrial)	12 - 23
Supply – allocated sites suitable for Offices	107
Supply – allocated sites suitable for local Industrial	143
Supply – allocated sites suitable for strategic distribution	14

First five years

- 6.1.9 As shown in Figure 6.3 below, in the Central Scenario (1a), there is local demand for 30 ha of employment land for industrial in the first five years, and between 6 and 16 ha of land for offices, so a demand of up to 46 ha of land. This increases to 52 ha under Scenario 2a, and 47 ha under Scenario 2b.
- 6.1.10 In total, 69 ha of existing and allocated land to accommodate local demand is deliverable by 2026, and a further 14 ha to accommodate strategic logistics. At the Wiltshire level it may be possible to meet the local demand in the first five years on existing and allocated sites if most of the potential sites are delivered. The strategic logistics demand can be met, and there are other unallocated sites likely to be suitable for strategic logistics.

Figure 6.3: Demand and Supply for Offices and Industrial in First Five Years

	ha
Scenario 1a: Central scenario – Local Demand for Offices	6 – 16
Scenario 1a: Central scenario – Local Demand for Industrial	30
Demand for strategic logistics (Industrial)	12 – 23
<hr/>	
Supply – allocated sites suitable for Offices	68
Supply – allocated sites suitable for local Industrial	55
Supply - allocated sites suitable for strategic distribution	14

Deliverability of sites

- 6.1.11 The deliverability of all sites with development land has been assessed, showing that 110 ha of existing and allocated land is at low risk of non-delivery, 44 ha of existing and allocated land is at medium risk of non-delivery, and 6 ha of existing and allocated of land is at high risk of non-delivery. If the barriers to delivery on medium risk sites can be overcome, then 154 ha of land could potentially be available. In this case, the demand can be met from within the potential sites.

Pressure for change of use

- 6.1.12 Eight of the 29 existing and allocated sites have been identified by Wiltshire Council as being under pressure for change of use, primarily to residential. When sites under pressure are removed from the total area of existing and allocated sites, it is reduced to 112 ha. If all these sites were subject to change of use, then further sites would need to be allocated to accommodate the forecast growth.

Medium and low risk sites

- 6.1.13 In total there is 140 ha of potential employment land that is suitable to meet local demand, is already allocated and is identified as medium or low risk of non-delivery. When land under pressure for change of use is removed, this falls to 95 ha.

Conclusions

- 6.1.14 There are several challenges to the supply of land, which need to be overcome.
- 6.1.15 Although there is potential for Wiltshire to accommodate forecast demand, with development on as-yet unallocated sites (subject to their detailed consideration in the process of preparing the Local Plan) and allocated sites, the distribution of demand and supply across Wiltshire means there is insufficient supply in some of the FEMAs. The situation in each of the FEMAs is discussed in more detail below.

6.2 Demand and supply in the A303 FEMA

Overall fit

- 6.2.1 The total demand in the A303 FEMA under the Central Scenario (1a) is for 17 ha of land for industrial development and between 6 and 15 ha of land for office development, so a maximum demand for 32 ha of land to meet local demand. There is a current supply of 31 ha, all of which is already allocated for development, but 4 ha is a high risk of non-delivery. Under Scenario 1a there is insufficient allocated land to meet the highest forecast level of demand over the Local Plan

period, and it should be noted that the 5 ha Porton Down site is proposed for science park uses rather than general employment³⁴, and 4 ha is high risk.

- 6.2.2 Under Scenario 2a the demand increases to a maximum of 39 ha, which cannot be met within the existing supply. New sites would have to be allocated to meet the demand generated by this scenario.

Offices and industrial

- 6.2.3 Of the total existing and allocated supply in the A303 FEMA 27 ha is suitable for office development and 31 ha is suitable for industrial development (noting that some sites can be developed for either, so there is overlap between these two figures). It should be noted that 5 ha at Porton Down is intended for science park use, which falls under offices.

First five years

- 6.2.4 As shown in Figure 6.4 below, under the Central Scenario (1a) there is demand for 6 ha of industrial land and between 2 and 5 ha of land for offices in the first five years of the period, so a maximum demand for 11 ha of land. There is a current supply of 17 ha that is expected to be available during the first five years. There is sufficient supply to meet the demand during the first five years.

Summary

Figure 6.4: Scenario 1a: Central Scenario in A303 FEMA

Demand		ha
Demand for Offices		6 – 15
Demand for Industrial		17
Demand total (maximum)		32
Supply		
Supply – existing and allocated sites with potential for Offices		27
Supply – existing and allocated sites with potential for Industrial		31
Supply total		31
First Five Years		
Demand in first 5 years		8 – 11
Supply in first five years		17

Note: Some sites are suitable for offices and industrial, so the supply of each may not sum to the total supply

Unallocated sites

- 6.2.5 Four unallocated sites with the potential for employment development have been identified in the A303 FEMA, which could possibly deliver up to 163 ha of land. This includes 7 ha of land at Salisbury District Hospital which could be developed for life sciences and higher education alongside some redevelopment of the existing hospital site. A fifth site, Churchfields in Salisbury, which is a current employment site but identified in the Core Strategy as a strategic site for residential led regeneration, has been considered for its retention and evolution as an employment location building upon the Central Area Framework for Salisbury.

³⁴ Forecast growth driven demand for E(g)ii (R&D) land in the A303 FEMA is 6.9 ha over the plan period. Replacement demand will be additional to this. The Porton Down site has 5 ha of land available. Therefore, forecast demand for R&D space is higher than the level of supply in this FEMA

Distribution within the FEMA

Indicative demand

- 6.2.6 Indicative demand has been estimated at the main settlements, but it should be noted that demand figures are less reliable below the FEMA level. These figures are intended to provide an indication of the distribution of demand throughout the FEMA and not an accurate assessment of demand in each town.
- 6.2.7 In consultation with Wiltshire Council, settlements have been clustered together where the indicative demand could be met in any of the settlements. In this FEMA, Salisbury and Wilton form a cluster. The indicative demand for sites in each of the settlements, and the clusters of settlements can be seen in Figure 6.5 below. Note that the rest of the FEMA demand is all of that outside the settlements.

Figure 6.5: Indicative Demand at Settlements and Rest of the FEMA

	Demand for Offices (ha)	Demand for Industrial (ha)	Total (ha)
Amesbury	0.7 – 1.8	4.6	5.3 – 6.4
Salisbury and Wilton	2.3 – 5.6	4.2	6.5 – 9.8
Salisbury	2.2 – 5.4	3.7	
Wilton	0.1 – 0.2	0.5	
Tidworth & Ludgershall	0.2 – 0.4	0.4	0.6 – 0.8
Rest of A303 (outside settlements)	2.8 – 7.0	8.1	10.9 – 15.1

Supply

- 6.2.8 The sites with available development land in the A303 FEMA are set out in Figure 6.6 to 6.8 below.

Figure 6.6: Potential Sites in the A303 FEMA

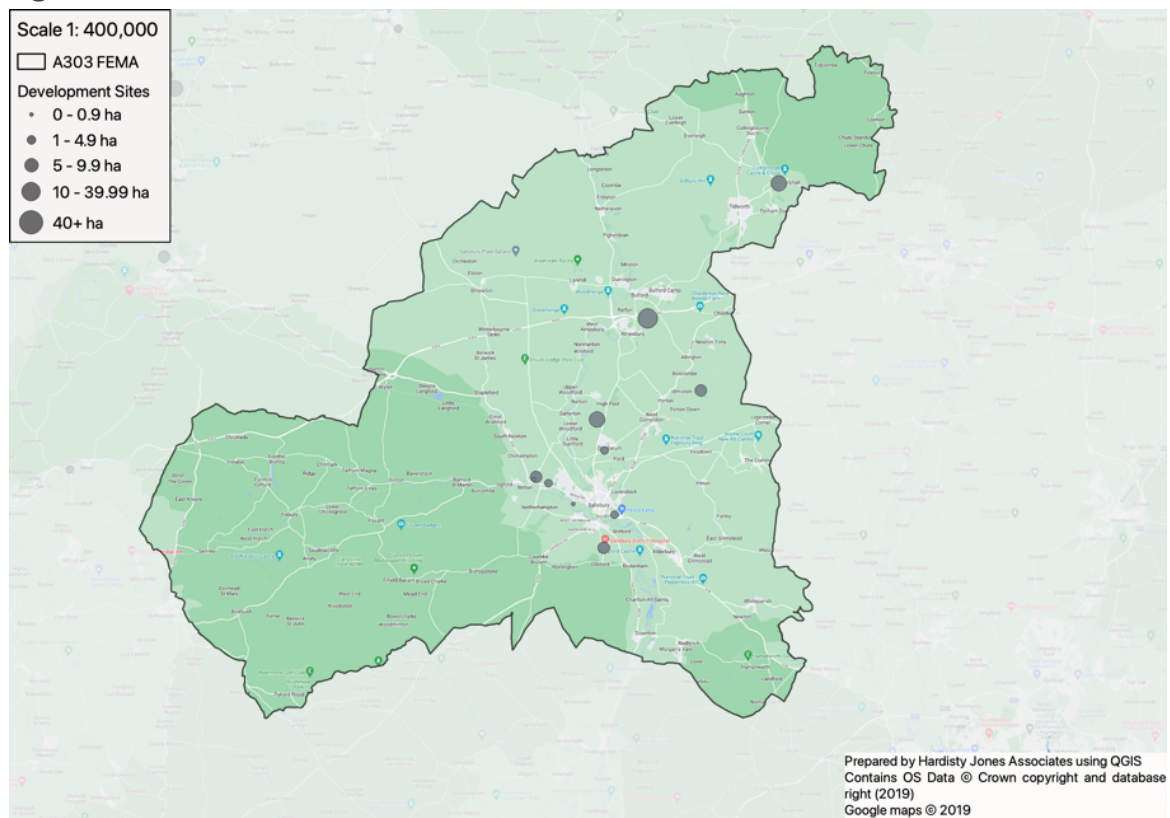


Figure 6.7: Existing and Allocated Sites in the A303 FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
Porton Science Park	Amesbury	5.0	Offices and R&D	Allocated	L	No	Phase One (Incubation Centre) opened in January 2018. Full occupancy achieved in May 2021. Phase Two (Innovation Centre) recently completed. Anticipated that 50% of Phase 2 will be occupied by April 2023. Further phases could be delivered in the short to medium term, likely to be suited to R&D/ Life Science focussed businesses.
Fugglestone Red	Salisbury	8.0	Offices and Light Industrial (part of mixed-use residential scheme)	Allocated	M	Yes	It is understood that there is an unwillingness from the landowner to deliver the full 8 ha of employment land. There is demand for small business units, such as E(g) uses, which this site could accommodate and still be complementary to the neighbouring residential uses. Whilst the site is in an attractive location for employment, general light industrial might see the proximity to residential uses as a disadvantage.
Old Sarum (LPA)	Salisbury	3.8	Offices and Industrial	Allocated	M	Yes	The rest of the site has been developed for residential. As a result, there may be access issues going through residential development and it is likely to be a deterrent to some types of industrial use. Therefore, the employment use will need to be complementary to the surrounding residential development.
Quidhampton (Imerys) Quarry	Salisbury	4.0	Industrial	Existing site	H	No	Very high costs of remediation and introduction of appropriate infrastructure to allow access, which is currently via a narrow track, part of which runs over a railway line. Without substantial funding, the site is not likely to come forward.
UKLF Site	Wilton	0.5	Offices and Industrial	Allocated	M	Yes	Proposals for residential development include an employment hub, which is likely to be used for training rather than B2, B8 and E(g) uses, and provide a mixture of office, studio and light industrial/ workshop

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
							space for those looking to set up new businesses and support veterans into new areas of employment.
Sub Total		16.3	Offices: 12.3 Industrial: 16.3	16.3	L/M: 12.3	Safe: 4.0	
Castledown Business Park	Tidworth & Ludgershall	10.0	Offices and Industrial	Existing/Allocated	L	No	While there is unlikely to be strong demand to develop 10ha in the short term, small parcels of land could be developed with strong demand for existing units and proposals for further development. However, SSE quote three years to bring power to the site at a cost of £3m, a potentially prohibitive cost to future development.

Figure 6.8: Unallocated Potential Sites in the A303 FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Earls Down Farm	Amesbury	65	Industrial	Not allocated	M	n/a	This site could provide additional employment land to Amesbury as an extension of Solstice Park which is a successful employment park subject to further site assessment. Access is available through Solstice Park and the site has good accessibility on to the A303. It is understood that the site owner is pursuing allocation for B8 employment uses as an extension to Solstice Park which is almost reaching full capacity with the Helix at Solstice Park Phase 1 underway. Despite the desire for B8 uses, the Council could mandate that a proportion of land accommodates local employment demand as well as logistics.
Land West of A345 at High	Salisbury	88	Industrial	Not allocated	M	n/a	Given potential growth prospects at the principal employment site, High Post Business Park, evidenced through recent planning applications with named

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Post and Land Adjacent to High Post Business Park							occupiers, there may be demand to allocate additional employment land at Site A. Site B is likely to be able to provide some employment, education, or leisure facilities on a residential-led development.
Land South of Southampton Road	Salisbury	2.35	Offices and Industrial	Not allocated	M	n/a	<p>The site has a history of planning withdrawals for retail use. Site proposals have changed, and the site could provide additional employment land for Salisbury. The landowner is flexible and willing to accommodate employment uses that the Council deem necessary.</p> <p>Saved Salisbury District Local Plan Policy E7 prohibits development in this area because of environmental, landscape and drainage constraints. The policy constraint is a limiting factor for site delivery and would need to be readdressed for the site to come forward.</p>
Salisbury District Hospital	Salisbury	7	Hospital, education, and employment	Not allocated	M	n/a	The NHS Trust has an option to buy the land to the east of the existing Hospital site. This site, as part of wider regeneration proposals for the hospital, provides an opportunity for additional employment land aiming to provide life science and higher education facilities to compliment the healthcare provision at the hospital.
Churchfields	Salisbury	-	Employment	Existing employment site	n/a	n/a	Churchfield's estate is currently acting as an important and established business park in Salisbury but is not without its challenges. Its location is not suitable for HGV lorries and heavy industrial uses due to the narrow roads and heavy traffic through the city centre. Lack of designated parking is an issue too. However, the full occupancy of the estate suggests it

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
------	----------	---------------------	-----	-----------	----------------------	----------------------------	----------------------------

is performing as a successful employment area. The fragmented land ownership is a significant constraint in terms of gaining a collective willingness to bring forward a large-scale site improvement programme and impacts viability through land assembly costs. An estate regeneration plan should be developed to implement improvements.

Fit between indicative demand and supply

- 6.2.9 It should be noted that some of the indicative demand for the rest of this FEMA could be met on the sites listed under the settlements and vice versa, depending on their location.
- 6.2.10 At Amesbury there is indicative demand for up to 1.8 ha for Offices and 4.6 ha for Industrial sites, giving a total indicative demand for up to 6.4 ha of employment land. There is an allocation of 5 ha at Porton Science Park which is less than the indicative demand, and which is intended for science park activity so is not suitable for Industrial activity. One unallocated potential site has been reviewed at Earl's Down Farm, which could provide an extension to Solstice Park subject to there being no constraints to development.
- 6.2.11 At Salisbury and Wilton there is cumulative indicative demand for up to 5.6 ha for Offices and 4.3 ha for Industrial so a cumulative demand for up to 9.8 ha. There are four allocated sites in this area with a supply of 16.3 ha, of which 12.3 ha are medium or low risk of non-delivery, so this demand can be met. However, it is worth noting that none of these sites is located within Salisbury's central area, and most of the land is part of mixed-use developments alongside residential delivery. Two unallocated sites have been reviewed at High Post and Southampton Road, with potential for 91 ha of employment land. A site at Salisbury District Hospital has been reviewed, with potential for life sciences and higher education. The Churchfield site in Salisbury has been considered for redevelopment and is discussed above.
- 6.2.12 Tidworth & Ludgershall has indicative demand for up to 0.4 ha of Offices and 0.4 ha of Industrial land, so cumulative demand for 0.8 ha of employment land. There is a 10 ha site at Ludgershall so significantly more land than is needed to meet this demand. This site could also help to meet demand arising from the rest of the FEMA i.e., from outside the main settlements.
- 6.2.13 In the rest of the FEMA, outside the settlements, there is cumulative demand for up to 7.0 ha of Offices and 8.1 ha of Industrial land, so a cumulative demand for around 15 ha of employment land. Whilst this demand will be spread across the rural part of the FEMA and largely met on many small sites, some of this demand could potentially be met at the Castledown Business Park in Ludgershall and the sites at Salisbury and Wilton. However, these sites do not have excess capacity to meet all the demand outside the settlements, so additional sites will be needed to meet this demand.

6.3 Demand and supply in the A350 FEMA

Overall fit

- 6.3.1 As shown in Figure 6.9, the total demand in the A350 FEMA under the Central Scenario (1a) is for 44 ha of land for industrial development and between 9 and 22 ha of land for office development, so a maximum demand for 66 ha of land to meet local demand. There is a current supply of 106 ha of existing employment land or land allocated for local development, and 14 ha for strategic logistics. The total demand could be met at the FEMA level on existing and allocated sites. The fit of demand and supply below the FEMA level is discussed in more detail below.
- 6.3.2 Under Scenario 2a the total local demand increases to a maximum of 84 ha. This scenario, plus demand for strategic logistics, could be met in this FEMA.

Offices and industrial

6.3.3 Of the current and allocated supply in the A350 FEMA, 72 ha is suitable for local office development and 103 ha is suitable for local industrial development (noting that some sites can be developed for either, so there is overlap between these two figures). There is sufficient supply to meet the local demand for both offices and industrial land in the A350 FEMA.

First five years

6.3.4 Under the Central Scenario (1a) there is demand for 17 ha of industrial land and between 3 and 8 ha of land for offices in the first five years of the period, so a maximum demand for 25 ha of land. There is a current supply of 50 ha that is suitable for local demand and expected to be available during the first five years. Local demand can be met by the current supply.

Land suitable for strategic logistics

6.3.5 Of the existing and allocated supply of 119 ha, 14 ha of this is more suitable for strategic logistics. An indicative value of 23 ha is suggested for strategic logistics.

Summary

Figure 6.9: Scenario 1a: Central Scenario in A350 FEMA

Demand	ha
Demand for Offices (local)	9 - 22
Demand for Industrial (local)	44
Local demand (maximum)	66
Demand for strategic logistics	23 (indicative value)
Total demand incl. strategic logistics (maximum)	89
Supply	
Supply – existing and allocated sites with potential for Offices	72
Supply – existing and allocated sites with potential for Industrial	117
Supply – existing and allocated total	119
First Five Years	
Local demand in first 5 years	20 - 25
Existing supply in first five years suitable for local demand	50

Note: Some sites are suitable for offices and industrial, so the supply of each may not sum to the total supply

Distribution within the FEMA

Indicative demand

6.3.6 *Indicative* demand has been estimated at the level of settlements, but it should be noted that demand figures are less reliable below the FEMA level. These figures are intended to provide an indication of the distribution of demand throughout the FEMA and not an accurate assessment of demand in each town.

6.3.7 In consultation with Wiltshire Council, settlements have been clustered together where the indicative demand could be met within the cluster. The indicative demand for sites in each of the settlements, and the clusters of settlements can be seen in Figure 6.10 below. Note that the rest of the FEMA demand is all of that outside the main settlements. The clusters of settlements are:

- Bradford on Avon, Trowbridge, and Westbury
- Chippenham, Corsham, and Melksham

6.3.8 The other main settlements stand alone and do not form part of a cluster.

Figure 6.10: Indicative Demand at main Settlements and Rest of the FEMA

	Demand for Offices (ha)	Demand for Industrial (ha)	Total (ha)
Bradford on Avon, Trowbridge, and Westbury	2.1 – 5.2	5.6	7.7 – 10.8
Bradford on Avon	0.4 - 1.0	0.1	
Trowbridge	1.4 - 3.5	3.4	
Westbury	0.3 - 0.7	2.1	
Calne	0.2 - 0.5	2.7	2.9 – 3.2
Chippenham, Corsham, and Melksham	3.2 – 8.2	16.4	19.6 – 24.6
Chippenham	1.5 - 3.8	5.2	
Corsham	1.2 - 3.1	4.3	
Melksham	0.5 - 1.2	6.9	
Devizes	0.7 - 1.8	3.2	3.9 – 5.0
Warminster	0.5 - 1.1	1.1	1.6 – 2.2
Rest of A350 (outside the settlements)	2.0 - 5.0	15.3	17.3 – 20.3
<i>Strategic Logistics</i>		23 (indicative value)	23

Supply

6.3.9 The sites with available development land in the A350 FEMA are set out in Figures 6.11 to 6.13 below.

Figure 6.11: Location of Potential Sites in the A350 FEMA

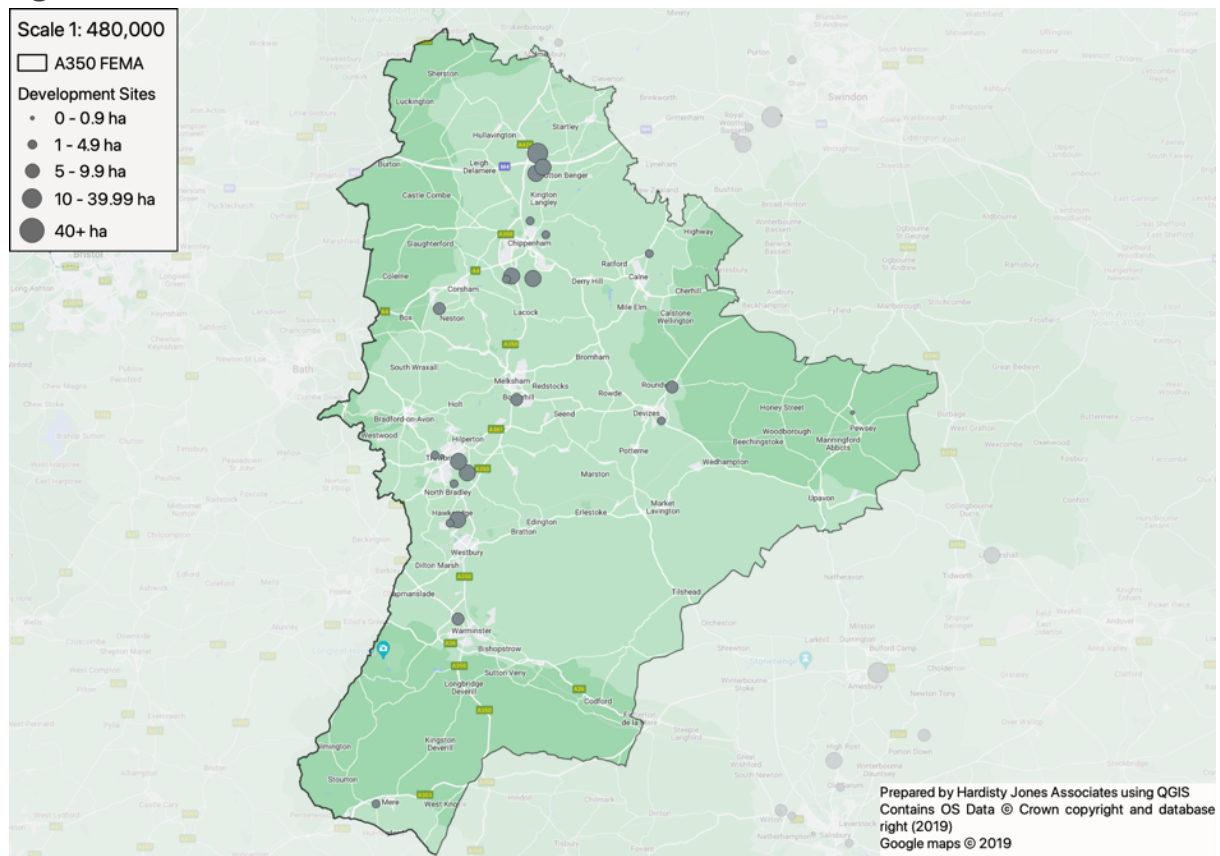


Figure 6.12: Existing and Allocated Sites in the A350 FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Ashton Park Urban Extension	Trowbridge	15.0	Office and Industrial	Allocated	L	No	The employment land is intended to act as a buffer to protected habitats and so is not at risk from pressure for change of use to residential. Planning conditions in the draft Section 106 agreement require (i) at least 13.6ha of employment land, and (ii) that both marketing and construction of the road infrastructure for the employment land take place before the first 1,250 dwellings are occupied. Investment in infrastructure, a link road, will be required to unlock the site and there are ecological constraints about bat protection.
South Trowbridge Business Park	Trowbridge	7.6	Office and Industrial	Allocated	M	Yes	Site has had permissions for employment uses dating back to the 1990s, however no development has occurred. Persimmon submitted a residential scheme application which was withdrawn in December 2020. Viability and market appetite is cited by the developer as the main constraint on pursuing employment development.
Land at Bradford Road	Trowbridge	3.2	Office and Industrial	Allocated	L	No	Proposals for a predominantly office-led scheme may face viability challenges, while B8 uses may pose access challenges (access is via a narrow road that is subject to flooding), though outline planning and reserved matters applications have been approved for three B8 units at the site. Current application for a care home on part of the site.
White Horse Business Park	Trowbridge	1.5	Office and Industrial	Existing	L	No	This existing site is identified as a principal employment area, supported in accordance with Core Policy 35, and therefore should be protected for

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
							employment uses. There is one remaining undeveloped plot at the southern end of Epsom Way. BP Estates, operators of White Horse Business Park intend for it to be developed for employment use.
Bowyers, Stallard Street	Trowbridge	0.1	Office and Light Industrial (part of mixed-use residential scheme)	Existing	M	No	Trowbridge Masterplan promotes mixed use commercial (office-focused), retail, leisure and residential for this area on edge of town centre. However, this site is unlikely to come forward for B uses. Consent granted in 2013 for a food store, non-food retail units, leisure floorspace, food and drink floorspace and associated petrol filling station.
Hawke Ridge Business Park	Westbury	14.7	Office and Industrial	Existing	L	No	This site is an existing business park and strategic employment site allocated in the Wiltshire Core Strategy. There is a current planning application for B8 uses on part of the site.
West Wiltshire Trading Estate	Westbury	2.0	Office and Industrial	Existing	L	No	This site is an existing business park and Principal Employment Area. The site is well-occupied. Some vacancies exist, including Romney buildings and other industrial/ warehouse units are also listed as available.
Sub Total		44.1	Office: 44.1 Industrial: 44.1	44.1	L/M: 44.1	Safe: 36.5	
Rawlings Green	Chippenham	5.0	Office, Industrial and Others	Allocated	M	Yes	This site is a strategic allocation in the Chippenham Site Allocations Plan. It will require new infrastructure to unlock the site. Once this is in place the site will have good connections to the M4 and main A roads. The site is close to Chippenham railway station and the edge of the town centre.

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Hunters Moon	Chippenham	2.4	Office and Industrial	Allocated	M	Yes	There are delivery concerns around the landowner's willingness to develop employment land that have been evidenced by the delay of employment uses coming forward and the current planning application to change the use of the employment area to residential. However, there is significant demand for industrial uses (including light industrial use) in Chippenham. The location of employment land is in a good position from a planning and market perspective because it is close to a strategic road network, located next to an established employment park and can be separated from residential development by appropriate screening.
Hill Corner	Chippenham	2.7	Office and Industrial	Allocated	M	No	Employment allocation included as part of the residential led north Chippenham development. Site is greenfield and proposes up to 12,710 sq m employment development for B1,B2,B8 uses. Planning consent granted in February 2016
Showell Farm/Southpoint Business Park	Chippenham	18	Office and Industrial	Allocated	M	No	18 ha of greenfield land of which 25 acres are developable and for which planning consent has been granted.
Chippenham Gateway	M4 J17	27(13.5 for local demand)	Industrial	Existing	M	No	This site has potential to meet strategic regional and national logistics demand and local demand. Planning permission has been granted for up to 1 million sq. ft of B8 development since 2017. Indications form marketing and take-up so far are that there is strong demand for logistics and distribution units.
Sub Total		41.5	Office: 28.0 Industrial: 41.5	41.5	L/M: 41.5	Safe: 34.2	

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Land at Horton Road	Devizes	8.4	Office and Industrial	Allocated	M	No	Retain for employment use. The previous threat of non-delivery from residential development pressure seems to have subsided. A recent planning application for up to 25,000 sqm of B2, B8 and E(g)(i-iii) was refused on transport/access grounds.
Land at Nursted Road	Devizes	1.5	Office and Industrial	Allocated	L	No	A planning permission (18/02650/FUL) has been implemented on this site for a change of use from an agricultural field to a car and lorry park and lorry crane testing area.
Sub Total		9.9	Office: 9.9 Industrial: 9.9	9.9	L/M: 9.9	Safe: 9.9	
West Warminster Urban Extension	Warminster	5.6	Office and Industrial	Allocated	L	Yes	This site is part of a mixed-use urban extension. Significant investment in infrastructure will be required to unlock the site as part of the second phase of a residential led scheme. However, discussions with the developer have indicated that they plan to build as many homes as possible on the site. There has been some interest from a brewery for a pub on the site.
Land at Mere	Mere	1.5	Office and Industrial	Allocated	L	No	This site is currently being marketed and Wiltshire Council is aware of multiple bidders, all wanting to bring it forward for employment. Planning permission for a care home on part of the site has been granted. Planning application for a business unit on site recently been received but will not be determined till a bat survey has been carried out in the spring. If granted approx. 0.5Ha will be left.
Land at Marlborough Road	Pewsey	0.5	Office and Industrial	Allocated	M	No	Employment provision will need to be fitting with the surrounding residential area. The Pewsey Neighbourhood Development Plan (NDP) welcomes employment development on this site but, wanting to be flexible in the expectation of housing pressure on

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
							the site, also supports mixed-use development and an expansion of the Salisbury Road site to compensate for any loss of employment land at Marlborough Road.
Land East of Beversbrook Farm and Porte March Industrial Estate	Calne	1.9	Office and Industrial	Allocated	M	No	Site to the east of Oxford Road. The southern part of the original employment allocation has been lost to housing; however, remainder northern section has had permission granted for retail store (Phase I) and 10 employment units (Phase II). The Phase II employment land comprises 1.94ha.

Figure 6.13: Unallocated Potential Sites in the A350 FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non-Delivery	Pressure for Change of Use	Notes from Review of Sites
Land South of Pewsham Way	Chippenham	10.0	Office and Light Industrial	No	M	No	This site is part of a proposed urban extension, therefore, promoting sustainable development principles. However, long-delivery timescale given the size of the site and the need for a southern link road to improve access to the primary road network. It is within mixed ownership including Wiltshire Council and the site has been included within proposals for mixed use development in the Planning for Chippenham paper in the Local Plan Review consultation (2021).
Sands Quarry	Corsham	9.8	n/a	No	H	No	This site is a high risk of non-delivery, at least not without considerable expense, because of the inability to easily access the surrounding drainage infrastructure. Grampian condition imposed on withdrawn planning application (N/12/01289/OUT) would require that connection to the surrounding drainage infrastructure would involve negotiation with multiple third parties and with no

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
							ability for Wessex Water or the Council to exercise their statutory powers to assist.
Golf Course Land	Melksham	5.0	Industrial	No	M	No	This site should be considered for employment use if it becomes available. Awaiting decision from Wiltshire Council strategic property on a location for new highways transfer station. Site is within Wiltshire Council ownership and there is business interest in the site. There is the potential for assembly with privately owned land adjacent, subject to access arrangements. However, Wiltshire Council depot strategy review (2022) indicates there may not be surplus land available for employment development.
Chippenham Gateway (plot D)	M4 J17	6.0	Industrial	No	M		The first phase of the consented scheme of development at this site is being delivered with the remaining phases expected by the developer to be built out by 2025. As a result of demand at this site, the developer is proposing to promote the 6ha Plot D as an extension, as well as a further c17ha site to the east.
Land NE of B4122, south of M4 motorway	M4 J17	17.5	Industrial	No	M		This unallocated greenfield site under the same ownership of the consented Chippenham Gateway/ St Modwen Park site nearby is being proposed as a potential c17.5ha extension to the consented scheme south-east of junction 17 on the M4. The site shares similar characteristics with the consented site in terms of assessment criteria though there may be some additional traffic issues to consider given the site's greater distance from junction 17. The site promoters have not undertaken any analysis of issues, though the commercial success of the consented scheme suggests there are not likely to be viability issues in delivering the proposed development at the site.

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
Stanton Park	M4 J17	21	Industrial	No	M	No	This unallocated site has the potential to meet strategic regional and national logistics demand..

Fit between indicative local demand and supply

- 6.3.10 At Bradford on Avon, Trowbridge, and Westbury there is indicative demand for up to 5.2 ha for Offices and 5.6 ha for Industrial. There are seven sites in this area, comprising 44.1 ha of land. All these sites are existing or allocated and at low or medium risk of non-delivery. There is significantly more supply than demand in this area. Some of the demand arising from the rest of the FEMA, outside the settlements, could also be met on these sites.
- 6.3.11 At Chippenham, Corsham and Melksham there is indicative demand for up to 8.2 ha for Offices and 16.4 ha for industrial, so a cumulative demand for up to 24.6 ha of land. Some 41.5 ha of land is currently allocated for development. Six further sites have been reviewed which are not yet allocated: Land South of Pewsham Way, Sands Quarry, Golf Course Land, Chippenham Gateway Plot D, Land NE of B4122, and Stanton Park. The latter three could help to meet regional and national logistics demand as well as local demand. They should be considered for allocation, and all constraints on the delivery of these sites should be investigated, and solutions identified. If all these sites are allocated, they could also help to meet demand arising from the rest of the FEMA, outside the settlements.
- 6.3.12 There is indicative demand for around 3 ha of employment land at Calne and a site with 1.9 ha of potential development land. If no further sites can be identified at Calne, this demand could potentially be met at sites in the Chippenham, Corsham and Melksham area.
- 6.3.13 Devizes has indicative demand for up to 1.8 ha for Offices and 3.2 ha of Industrial land, so a cumulative demand for around 5 ha of land. Two sites in Devizes provide 9.9 ha of potential land, so are large enough to meet the indicative demand. These sites could also help to meet some of the demand arising from the rest of the FEMA, outside the settlements.
- 6.3.14 Warminster has indicative demand for 1.1 ha of Offices and 1.1 ha of Industrial land, so a cumulative demand for 2.2 ha of employment land. A single site as part of the West Warminster Urban Extension could provide 5.6 ha of employment land. This site could also help to meet demand arising from the rest of the FEMA.
- 6.3.15 In the rest of A350 FEMA, comprising the rural area, there is cumulative demand for up to 20 ha of employment land. Whilst this demand will be spread across the rural part of the FEMA and largely met on many small sites, some of this demand could potentially be met at two sites at Mere and Pewsey – with around 2 ha of land available. The sites associated with the settlements that are discussed above, if delivered, could help to meet this demand. There is potential excess supply of 36 ha at Trowbridge and Westbury; 4 ha at Devizes; and 4 ha at Warminster if all potential sites are delivered. These sites, along with those at Mere and Pewsey, give a good spread of potential supply along the A350 FEMA.

Strategic logistics

- 6.3.16 There is strong market interest in a strategic logistics site close to a motorway junction. There is land available at Chippenham Gateway and a further site has been proposed at Stanton Park, although this is not allocated for development.

6.4 Demand and supply in the M4/Swindon (Wiltshire) FEMA

Overall fit

- 6.4.1 As shown in Figure 6.14 below, the local demand in the M4/ Swindon FEMA under the Central Scenario (1a) is for 15 ha of land for industrial development and between 3 and 7 ha of land for office development. There is a current supply of 9 ha of land that is existing employment land or allocated for development, which is insufficient to meet the demand. Under Scenario 2a this increases to 17 ha of industrial demand and between 3 and 8 ha of office land, so up to 25 ha in total.

Offices and industrial

- 6.4.2 Of the existing and allocated supply in the M4 FEMA, 8 ha could be developed for offices, and 9 ha for industrial (noting that some sites can be developed for either, so there is overlap between these two figures). The industrial demand under the Central Scenario (1a) cannot be met, and the office demand could be met if most of the potential supply is developed for offices rather than industrial.

First five years

- 6.4.3 Under the Central Scenario (1a) there is demand for 6 ha of industrial land and between 1 and 3 ha of land for offices in the first five years of the period, so a maximum demand for 9 ha of land. There is a current supply of only 2 ha that is expected to be available during the first five years. There is insufficient supply to meet the demand during the first five years.
- 6.4.4 As discussed above, it may be possible that some of the demand arising in this FEMA could be met in adjoining areas.

Summary

Figure 6.14: Scenario 1a: Central Scenario in M4/ Swindon (Wiltshire) FEMA

Demand	ha
Demand for Offices	3 – 7
Demand for Industrial	15
Demand total (maximum)	22
Supply	
Supply – potential for Offices	8
Supply – potential for Industrial	9
Supply total	9
First Five Years	
Demand in first 5 years	7 – 9
Supply in first five years	2

Note: Some sites are suitable for offices and industrial, so the supply of each may not sum to the total supply

Distribution within the FEMA

Indicative demand

- 6.4.5 Indicative demand has been estimated at the level of main settlements, but it should be noted that demand figures are not reliable below the FEMA level.
- 6.4.6 The indicative demand for sites in each of the main settlements, and the rest of the FEMA can be seen in Figure 6.15 below. Note that the rest of the FEMA demand is all of that outside the settlements.

6.4.7 There is also evidence of demand for strategic logistics sites in the M4 corridor, with interest in developing at J16. However, the level of demand is not quantified .

Figure 6.15: Indicative Demand at Main Settlements and Rest of the FEMA

	Demand for Offices (ha)	Demand for Industrial (ha)	Total (ha)
Malmesbury	0.6 - 1.4	2.4	3.0 - 3.8
Marlborough	0.4 - 1.1	0.7	1.1 - 1.8
Royal Wootton Bassett	0.8 - 2.1	4.1	4.9 - 6.2
Rest of M4/Swindon FEMA (i.e., outside the settlements)	1.1 - 2.7	7.4	8.5 - 10.1

Supply

6.4.8 The sites with available development land in the M4/Swindon (Wiltshire) FEMA are set out in Figures 6.16 to 6.18 below.

Figure 6.16: Potential Sites in the M4/Swindon (Wiltshire) FEMA

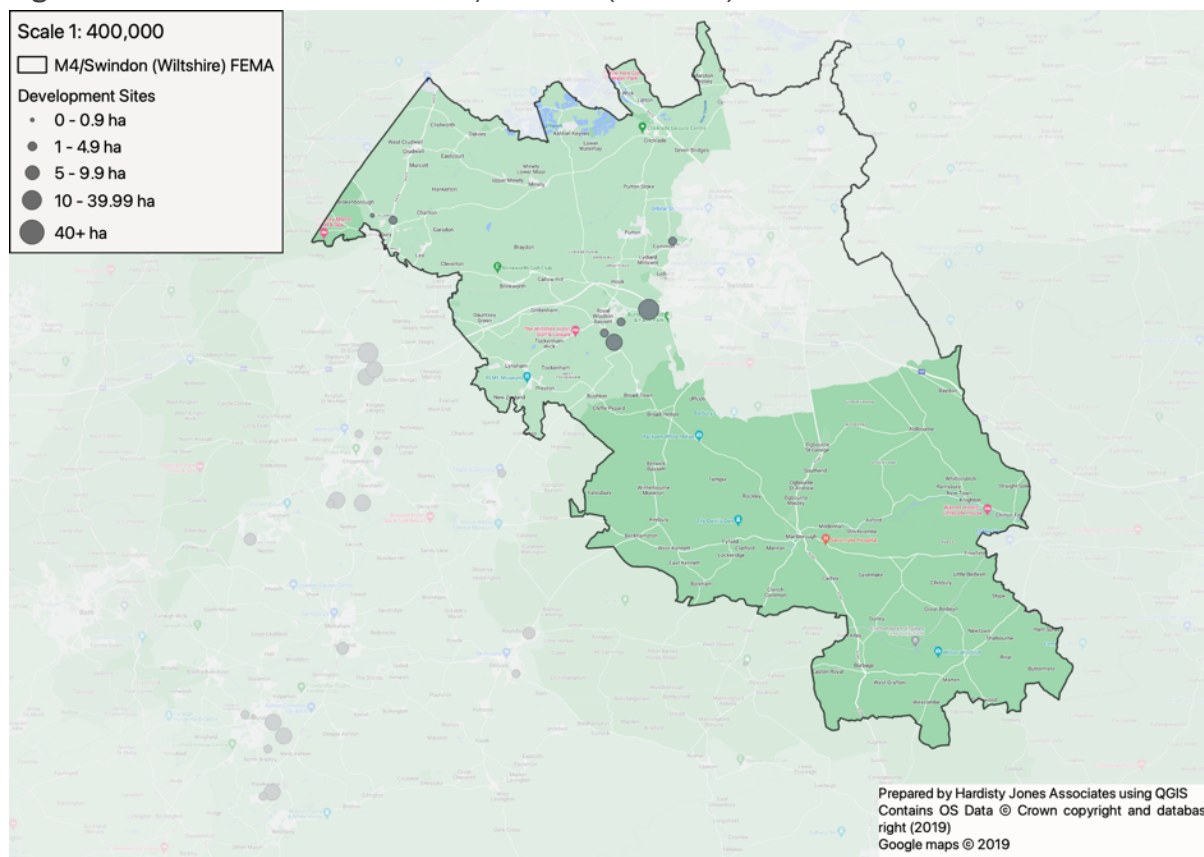


Figure 6.17: Existing and Allocated Sites in the M4/Swindon (Wiltshire) FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
Land at Garden Centre	Malmesbury	2.6	Offices and Industrial	Existing	M	No	Garden centre located in the north of Malmesbury. Site identified as a saved North Wiltshire District Plan allocation for 4 ha of employment land. 2.57 ha land remaining that could be used for employment use
Land North of Tetbury Hill	Malmesbury	0.7	Offices	Allocated	M	No	1ha of employment land which is a saved North Wiltshire District Plan Allocation. 0.72 ha remains undeveloped. Approval with conditions for office development and associated works.
Land to the West of Templars Way	Royal Wootton Bassett	3.7	Offices and Industrial	Allocated	M	No	Outline planning application for E and B8 uses submitted in April 2022 and approved, subject to conditions, April 2023. Access to the site is via residential streets so may not be suitable for larger scale business operations that require good road access for HGVs. Potential for further employment on the remainder of the allocated site.
Interface Industrial Estate	Royal Wootton Bassett	1.4	Industrial	Existing	L	No	The site has excellent access to the M4 with nearby public transport routes. Most of the stock is modern and the site has good rates of occupation. Neighbouring residential and agricultural uses. One vacant plot remains, approximately 1.4ha, which is currently being marketed.
Purton Industrial Estate	Purton	1.0	Offices and Industrial	Existing	M	No	This is an existing site, with some space being promoted for open/ external storage. Part of the site is covered by Saved Policy BD1: Brickworks, Purton

(3.1ha). However, this has been implemented (Household Recycling Centre).

Figure 6.18: Unallocated Potential Sites in the M4/Swindon (Wiltshire) FEMA

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
M4 J16 Site Ref 3613 – Land at Spittleborough Farm, to the southwest of J16 of the M4	Royal Wootton Bassett	36	Industrial	Not allocated	M	n/a	The site requires no strategic infrastructure to unlock it, however the site requires access to be widened for heavy traffic use. It is strategically well located along Swindon Road with proximity to Junction 16 of the M4. There is a single landowner who is willing to bring the site forward for employment uses. This site could provide additional employment land for strategic logistics, for which demand exists, over and above provision for local employment demand. Additionally, considering the limited supply of land available to meet local employment demand, the option for a proportion of the site to cater for local employment demand and logistics could be explored.
M4 J16 Site Ref 2042 – Land north of M4, south of Hook Street	Royal Wootton Bassett	53	Industrial	Not allocated	M	n/a	This large site is under one landowner who is willing to bring the site forward for employment use. The level of intervention required at junction 16 to ensure there is enough highway capacity to accommodate a development of this size is unknown. Discussions with the Highways Authority is underway between National Highways and Wiltshire and Swindon Councils are ongoing. The site presents an opportunity to meet both Wiltshire and Swindon’s employment need.
M4 J16 Sites Ref 3755 & 1116 – Land	Royal Wootton Bassett	16	Industrial	Not allocated	M	n/a	Given the sites’ strategic location next to the M4, they could be allocated to provide additional employment land to Wiltshire that will also cater for the Swindon market as well as Royal Wootton Bassett. Further

Name	Location	Available Land (ha)	Use	Allocated	Risk of Non Delivery	Pressure for Change of Use	Notes from Review of Sites
adjoining J16 of the M4 (immediately west of junction) and Land directly east of J16 of the M4 (between Hay Lane, railway and the M4)							information is required to understand the proposals for site A once the sale is complete. The sites should be considered as separate sites for allocation because they have different landowners.
Land South of Royal Wootton Bassett	Royal Wootton Bassett	11	Offices and Industrial	Not allocated	M	n/a	The site could provide additional employment land alongside residential development. Its proximity to the Market Town of Royal Wootton Bassett suggests it is in a good strategic location for a large settlement. The site was promoted through the Local Plan Review consultation, in January 2021, and there were multiple landowners who have jointly signed the consultation response in support of the proposed development, suggesting that they are willing to bring the land forward.

Fit between indicative demand and supply

- 6.4.9 Whilst it is not recommended trying to match supply and demand below the FEMA level because the distribution of demand is less robust, the largest concentration of local demand is likely to be at Royal Wootton Bassett (up to 6 ha over the Local Plan period) and then Malmesbury (up to 4 ha over the Local Plan period). There could also be demand for up to 2 ha of employment land at Marlborough and 10 ha in the rest of the FEMA. There is a limited supply of sites within this FEMA, with approximately 5 ha in Royal Wootton Bassett, 3.3 ha at Malmesbury, and none at Marlborough. Four of the sites are at medium risk of non-delivery, so the constraints to development on these sites need to be reviewed and potential solutions identified.
- 6.4.10 To meet the demand within the FEMA additional employment sites will need to be found throughout the area. Four unallocated potential sites have been reviewed – one at Royal Wootton Bassett and three near Junction 16 of the M4. The site at *Land South of Wootton Bassett* could deliver 11 ha of employment land alongside residential development. The three sites close to Junction 16 could potentially deliver in the region of 100 ha of employment land. They will be suited to strategic logistics but could possibly accommodate local demand. Their location on the boundary of Wiltshire and Swindon means they could meet demand generated by both areas.

6.5 Type of property in demand

- 6.5.1 SQW's assessment of the local property market set out in Chapter 3 has identified the type of units that are currently sought. This assessment has been complemented with information from other stakeholder consultations, and combined into the information below, which complements the information set out above on the quantity of demand.

General

- 6.5.2 There is demand for town centre offices in Chippenham, but limited demand elsewhere. The greatest demand for offices is for self-contained small offices in rural parts of the county. There is some interest in flexible office space (i.e., shared or self-contained offices, with hot-desks, on easy-in/easy-out terms).
- 6.5.3 The greatest industrial demand is for units of between 1,500 sq. ft (140 sq. m) to 25,000 sq. ft (2,300 sq. m), but there is increasing demand for units of between 50,000 sq. ft (4,600 sq. m) and 150,000 sq. ft (14,000 sq. m).

A303 FEMA

- 6.5.4 Nearly all office take-up has been units of less than 500 sq. m, with the majority of this being units of less than 200 sq. m.
- 6.5.5 Most recent industrial transactions have been for units of less than 5,000 sq. ft (460 sq. m).

A350 FEMA

- 6.5.6 In common with the A303 FEMA, nearly all office take-up has been units of less than 500 sq. m, with the majority of this being units of less than 200 sq. m.
- 6.5.7 Industrial demand is greatest for units of less than 25,000 sq. ft (2,300 sq. m). There is a stronger supply of larger units (i.e., 10,000 sq. ft/930 sq. m +) and a weaker supply of smaller units. Demand for units of 50,000 sq. ft to 100,000 sq. ft (4,600 sq. m to 9,300 sq. m) is strong along the M4, particularly on the motorway junctions.

M4/Swindon (Wiltshire) FEMA

- 6.5.8 There is strong demand for offices of less than 500 sq. m.
- 6.5.9 Industrial take-up has been for units of up to 25,000 sq. ft (4,600 sq. m), but lack of supply could be the constraint. Demand for units of 50,000 sq. ft to 100,000 sq. ft (4,600 sq. m to 9,300 sq. m) is strong along the M4, particularly on the motorway junctions.

7 Conclusions and Policy Implications

7.0.1 This chapter draws together the conclusions from the preceding analysis and identifies the policy implications of these. It sets out:

- A summary of the balance of demand and supply discussed in the previous chapter and the implications of this
- Views on ensuring a suitable supply of sites
- Suggestions for public sector intervention
- Policy and delivery implications

7.1 Balance of demand and supply

7.1.1 The balance of demand for employment land and the potential supply is discussed in detail in Chapter 6. The key messages are summarised below, and the implications of these are set out.

Wiltshire

7.1.2 Across the whole of Wiltshire, the central scenario (1a) forecasts demand for between 94 ha and 120 ha of employment land over the Local Plan period to meet local growth potential. Under a higher growth scenario (2a) the demand could be up to 147 ha of employment land. However, demand for office sites may be at the lower end of the forecast range and industrial demand at the higher end of the forecast range. In addition, there is demand for land for strategic logistics. Together these could present a demand of between 143 ha and 170 ha.

7.1.3 The sites review has identified 44 sites across Wiltshire that could accommodate further employment development, with 160 ha of existing employment land or land allocated for future development and a further 348 ha of unallocated land. Much of the land is suitable for both offices and industrial development. The majority is at low or medium risk of non-delivery. However, eight of these sites are under pressure for change of use from employment. In total there is 140 ha of potential employment land that is suitable to meet local demand, is already allocated, and is identified as medium or low risk of non-delivery. When land under pressure for change of use is removed, this falls to 95 ha, which is insufficient to meet the forecast demand across the county.

7.1.4 To address the potential imbalance of demand and supply at this level:

- Potential barriers to the delivery of sites should be investigated and solutions sought
- Change of use should be resisted on existing and allocated sites which continue to be suitable for employment
- Unallocated sites which are suitable for employment development should be considered for allocation
- Possible new employment sites should be sought

7.1.5 However, the balance of supply and demand varies within each of the FEMAs. They are discussed below.

A303 FEMA

7.1.6 The total demand in the A303 FEMA under the Central Scenario (1a) is 17 ha of land for industrial development and between 6 and 15 ha of land for office development, so up to 32 ha of land, rising to 39 ha under the higher growth scenario (2a). There is a current supply of 31 ha which is

already allocated for development. Under scenarios 1a and 2a there is a shortfall of sites currently available to meet the highest level of forecast demand.

7.1.7 Within the FEMA:

- The 5 ha site at Porton Down is intended for science park use, but this cannot accommodate all the R&D demand in the FEMA. In addition, there are no other sites in Amesbury to meet local demand
- There are sites available in the Salisbury and Wilton area to meet local demand, but none is in the central area of Salisbury and most of the land is part of mixed-use developments alongside residential delivery, with concerns about the three sites in Salisbury and Wilton having been identified by Wiltshire Council as being under pressure for change of use to residential
- Tidworth & Ludgershall has a large site which will more than meet the local demand and can help to meet some of the demand from the rural part of the FEMA. No other sites have been identified in the rural part of the FEMA. More sites will be needed to accommodate this forecast demand.

7.1.8 Four currently unallocated potential employment sites have been reviewed. They could deliver up to 163 ha of employment land in the Amesbury and Salisbury areas. One of these, at Salisbury District Hospital, is suited to life sciences and higher education. In addition, the Churchfields industrial area has undergone a review highlighting opportunities to improve the industrial estate in its current use.

7.1.9 To address the imbalance of demand and supply:

- More employment sites are needed, to address the lack of supply in Amesbury, Salisbury, and in those rural parts of the FEMA with poorer access to existing sites (see map in Figure 6.6)
- Wiltshire Council should discuss with landowners and developers any barriers to delivering sites that are part of mixed-use developments, to identify ways in which support can be provided to help to bring these forward
- Where sites have been identified as being under pressure for change of use to residential, Wiltshire Council should discuss the situation with landowners and developers, with a view to protecting these sites and identifying ways in which support can be provided to help to bring them forward for employment

A350 FEMA

7.1.10 The total demand in the A350 FEMA under the Central Scenario (1a) is for 44 ha of land for industrial development and between 9 and 22 ha of land for office development, so up to 66 ha to meet local demand. In addition, there is potential demand for land for strategic logistics (with an indicative value of 23 ha), giving a total demand for up to 89 ha. Under the higher growth scenario (2a) this could increase to 107 ha. There is a current supply of 119 ha of existing land and sites allocated for development. Of this, 106 ha is best suited to local demand and 14 ha to strategic logistics. At the FEMA level the forecast demand can potentially be met without further allocations. The forecast demand over the first five years can be met at a FEMA level. There are advantages in bringing forward sites that are not linked to residential development, to encourage fast build-out.

7.1.11 The situation below the FEMA level is discussed in the paragraphs below.

- 7.1.12 There are no available sites in Bradford on Avon, but there are sites at Trowbridge and Westbury that can accommodate forecast growth in this cluster of towns. There is sufficient supply in this cluster to meet the forecast demand, although two sites comprising 25 ha of land have been identified by Wiltshire Council as being under pressure for change of use.
- 7.1.13 At Chippenham, Corsham and Melksham there are five existing and allocated sites (including Chippenham Gateway), and two of these have been identified by Wiltshire Council as being under pressure for change of use, so the supply of sites in this area is uncertain. To tackle these challenges Wiltshire Council needs to work with the landowners of threatened sites to ensure these can be delivered for employment; support the allocation of currently unallocated sites which are suitable for development; and seek new employment sites in this area. The Chippenham Gateway site is expected to partly accommodate strategic logistics, with expansion land and adjacent land identified as potential future sites to help meet both local demand and regional/national logistics demand.
- 7.1.14 There is one site at Calne, which is not sufficient to accommodate potential demand, but local demand may possibly be met in the Chippenham, Corsham and Melksham cluster (recognising the potential shortfalls discussed above).
- 7.1.15 There are two sites in Devizes, which could accommodate the forecast demand. Warminster has a single site which could accommodate the forecast demand, but it has been identified by Wiltshire Council as being under pressure for change of use.
- 7.1.16 In the rest of the FEMA there are sites at Mere and Pewsey which could accommodate some of the forecast demand in the rural area. If all the town sites discussed above are delivered then they will help to meet the demand in the rural part of the FEMA, but more rural sites may be needed.
- 7.1.17 Whilst there may be sufficient land available across the FEMA (subject to delivery constraints discussed above), there are challenges in particular locations within the FEMA. To address the potential imbalance of demand and supply:
- More employment sites are likely to be needed, to address the challenges to supply in those parts of the rural area which are less well served. Employment-only sites not linked to residential development, with few constraints, should be prioritised for delivery in the first five years
 - Wiltshire Council should discuss with landowners and developers any barriers to delivering sites, including those that are part of mixed-use developments, to identify ways in which support can be provided to help bring these forward
 - Where sites have been identified as being under pressure for change of use to residential, Wiltshire Council should discuss the situation with landowners and developers, with a view to protecting these sites and identifying ways in which support can be provided to help to bring them forward for employment

M4/Swindon (Wiltshire) FEMA

- 7.1.18 There is a significant under-supply of sites to meet the forecast demand in this FEMA, with only 9 ha of existing and allocated land available to meet a forecast demand of at least 18 ha and likely more than this. There are no sites at Marlborough and a shortfall of land at Royal Wootton Bassett to meet the forecast demand. There is one site at Purton, but a need for more sites to meet the forecast demand in the rural part of the FEMA.

- 7.1.19 Four currently unallocated potential employment sites have been reviewed – one at Royal Wootton Bassett and three near to Junction 16 of the M4. Together they could deliver more than 100 ha of employment land. Much of this would be suited to strategic logistics, but Wiltshire Council could mandate that a proportion of the development is suitable to meet local employment needs.
- 7.1.20 To meet the demand within the FEMA additional employment sites will need to be found throughout the area. Wiltshire Council should also work with the landowners of identified sites to help to overcome any barriers to their delivery. Given the proximity of the FEMA to the Borough of Swindon, a coordinated approach should be considered with Swindon Borough Council. Wiltshire Council should also engage with the highways authorities to understand highways constraints and potential solutions.

7.2 Ensuring a suitable supply of sites

- 7.2.1 NPPF paragraph 82 (discussed in Section 1.2) states that a Local Plan should “*set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period.*”
- 7.2.2 As shown in Section 7.1 above, there is insufficient supply of sites to meet demand in some places in Wiltshire, so a need for new allocations. Several sites have been considered within the review, and all currently unallocated sites should be considered for development.
- 7.2.3 The availability of sites across the county and within each of the FEMAs needs to be closely monitored, and new allocations made when the supply is insufficient to meet demand across the Local Plan period, and within each five-year period. The Council should aim to ensure that there is a constant five-year supply of employment sites available.
- 7.2.4 Wiltshire Council should allocate and support the delivery of a portfolio of sites and premises across Wiltshire, and across each FEMA, to meet forecast demand and allow for flexibility and choice. The portfolio of sites and premises should accommodate the requirements of start-ups, early-stage businesses, SMEs and larger businesses for office, industrial and warehouse use. The delivery of speculative development should be actively promoted to meet the requirements of businesses whose timescales are short. Fully serviced ready-to-develop sites should also be actively promoted for businesses which are seeking bespoke accommodation.

Protecting existing allocations

- 7.2.5 Where it is viable to deliver sites (both allocated and unallocated) and there is forecast demand for them then their employment status should be protected and change of use resisted. Where there is a need to redevelop existing employment premises that are no longer fit-for-purpose, then this should be encouraged on the same site, reducing the need for replacement sites. Advice on criteria for de-allocation are set out below.

Need for new sites

- 7.2.6 The potential need for new sites, in addition to those currently identified, is set out in Section 7.1 above. To support the aspiration for economic growth throughout the county, new sites are needed to accommodate a range of uses in the:
- A303 FEMA at Amesbury, Salisbury, and rural parts of the FEMA with poorer access to existing sites

- A350 FEMA in the Corsham and Melksham area if currently identified sites cannot be brought forward for development; and the rural parts of the FEMA with poorer access to existing sites, if currently identified sites cannot be brought forward for development
- M4/Swindon (Wiltshire) FEMA in Malmesbury, Marlborough, Royal Wootton Bassett, and the rural parts of the FEMA

7.2.7 Maintaining the current level of supply of employment land and making some further targeted allocations is important to the economic future of Wiltshire, to support the aspiration for growth throughout the county. If a significant number of existing sites are lost to other uses, then further allocations will be needed to enable the county's continued economic growth.

7.2.8 If employment land is allocated as part of a mixed-use scheme alongside residential development, then it will be important to ensure that the employment land is easily accessible to the road network, and the operation of businesses is not constrained or compromised by having to pass through the residential area to get to the employment site and premises.

7.2.9 There is demand for new employment sites in rural areas, largely for the replacement of premises that are no longer fit-for-purpose, and to accommodate some employment growth. There are few allocated sites in the more deeply rural parts of Wiltshire. The Council needs to consider whether to allocate new sites in rural Wiltshire, or whether to prepare a criteria-based policy that enables rural sites to be developed for employment if they meet the necessary standards.

Strategic logistics sites

7.2.10 NPPF and PPG identify the need to consider the logistics sector, including national and regional demand as well as locally driven demand. There is evidence of significant interest in locating strategic regional and national logistics in Wiltshire, close to Junctions 16 and 17 of the M4.

7.2.11 There is currently a significant opportunity at Chippenham Gateway, with permission for c.1 million sq. m of space, of which only around 100,000 sq. m is currently built, hence capacity for more development on this site.

7.2.12 Other sites have been put forward at both Junction 16 and Junction 17. Swindon Borough Council is prioritising the delivery of the Panattoni Park site in Swindon.

7.2.13 Further activity could include:

- Consider how an indicative demand for 23ha of land for strategic logistics could be met. This may lead to the allocation of sites for strategic logistics or potential reserve sites could be identified, and a mechanism put in place for their release when they are needed
- Consider revisions to the current Wiltshire Local Plan Core Policy 34 to include criteria under which sites for strategic logistics can be considered, bearing in mind an indicative demand for 23ha of land, but allowing greater flexibility and less prescription.

De-allocation of sites

7.2.14 There is no immediate quantitative need for the de-allocation of any employment sites in Wiltshire. However, if some sites cannot be viably developed during the Local Plan period, then they may distort the view of supply, and the balance of forecast demand and supply. In this case, their de-allocation as employment sites, and allocation for other uses should be considered. Sites that have been identified as having a high risk of non-delivery will need further assessment by Wiltshire Council to decide whether they need to be de-allocated.

7.2.15 If there is no reasonable prospect of delivering a proposal within the Local Plan period, then it should be deleted or amended through the formal Local Plan review process. Developers will need to demonstrate there are material considerations that set aside the policies and proposals of the development plan if they are seeking to use a site allocation for different uses to those set out. They will need to show:

- ‘Compelling’ evidence that a site is not suitable or needed for employment uses, discussed in Section 5.10
- Constraints on their development that would limit their development potential for employment uses

7.3 Public sector intervention

7.3.1 In some cases, allocated employment sites have not been developed due to deliverability and viability issues. It is necessary to look at the reasons for this on a site-by-site basis and consider whether there are barriers to delivery which can be addressed through public intervention. This may involve direct intervention by Wiltshire Council, or the lobbying of other public sector organisations or funds to help overcome barriers.

7.3.2 There are supply side issues which if not addressed will act as a constraint on economic development in Wiltshire. There is a case to be considered for a significant programme of activity targeting:

- Improved road access to sites
- Improved delivery of utilities to sites (e.g., electricity, gas, water, sewage, broadband)
- Purchase of part or all of a site to enable development to take place
- Establishing a ‘development vehicle’ to address market failures and with step in rights where there is failure to deliver employment allocations
- A programme of direct development by a development vehicle to provide enabling infrastructure and speculative employment accommodation (e.g., enterprise centres targeting start-up/early-stage businesses and grow on space)

7.3.3 Such a programme could be undertaken directly by the Council or through a joint venture arrangement with a private sector development partner. It may be able to access grant or loan funding through the LEP and other sources, and uplifts in Business Rates may be considered as a means of repayment. It is recommended that a business case is developed to explore the options, estimate the benefits, funding requirements, funding sources and mechanisms to deliver such a programme.

7.4 Policy and delivery implications

7.4.1 There are several policy and delivery implications from this Employment Land Review, that can be addressed by Wiltshire Council. These are discussed below.

Employment Land Review

7.4.2 Data gathering on the demand for, and especially the supply of employment land should be an ongoing process. This latest ELR provides a snapshot of supply at a moment in time. This is likely to change, and Wiltshire Council should continue to carry out assessments of employment sites, to build up an ongoing and comprehensive picture of supply in the county.

- 7.4.3 Wiltshire Council should regularly review this document, updating the supply assessment on an annual basis, and updating the demand assessment at least once every five years.
- 7.4.4 For key sites that have already been assessed, Wiltshire Council should monitor their risk of non-delivery, focusing particularly on those which are at medium risk of non-delivery. Where necessary intervention to support their delivery should be considered.

Allocation of sites and change of use

- 7.4.5 All good quality existing employment sites should be maintained for employment use.
- 7.4.6 Change of use from employment to any other use should only be considered if there are good reasons for doing so, and the site is making insufficient contribution to the Wiltshire economy. See Section 7.2 above.
- 7.4.7 New employment sites will be needed to ensure that there is a sufficient supply of employment land to meet forecast demand over the Local Plan period, and during any rolling five-year period during this. New sites should be sought at Amesbury, Salisbury, Corsham, Malmesbury, Marlborough, Melksham, and Royal Wootton Bassett.
- 7.4.8 There are few potential or allocated sites in the more deeply rural parts of Wiltshire, and there is likely to be demand here. It is not necessarily appropriate to allocate sites, but a set of criteria should be considered, and any proposals for development can be considered against these, for example based around suitability, demand and need for local communities to achieve a balance of homes and jobs. The Local Plan Core Strategy Policies 1 and 34 provide a structure for supporting new development in towns, villages and the rural parts of Wiltshire. Neighbourhood Plans should also be taken into consideration.

Supporting the delivery of allocated sites

- 7.4.9 To support economic growth, it is essential that high quality, strategic employment sites and their occupiers are protected against alternative uses that could impact on the vitality of the site. Measures can be taken to mitigate these risks.
- 7.4.10 Policy and development management measures in combination should strongly support employment allocations. Changes of use should be firmly resisted unless there is ‘compelling’ evidence that a site is not suitable or needed for employment uses. In this context ‘compelling’ evidence that a site is not suitable or needed for employment uses would need to include:
- A detailed property market report prepared by a reputable commercial property agency detailing the marketing activities sustained over time - probably a minimum of five years – including the responses/ enquiries received, terms quoted, feedback from potential occupiers, and a commentary on potential demand from owner-occupiers. The marketing report should include:
 - Evidence of marketing material, including adverts on e.g., CoStar, and Estates Gazette
 - Listed responses/enquiries received and feedback detailing why the site in question was not suitable for businesses requirements/ employment use
 - Evidence of a visible for sale or letting board on the land or property throughout the period of marketing
 - Quoting terms/details on leasehold and freehold purchase options, reflecting market conditions.

- Details of a marketing strategy including how it has been refreshed regularly to adapt to changing market conditions, opportunities, and constraints
- Details of any ownership, infrastructure or other barriers which make the site undeliverable for employment uses
- Evidence to demonstrate that the removal of an allocated site would not leave a shortfall or lack of choice in the amount of allocated employment land as identified in this Employment Land Review.
- Evidence that there is no long-term requirement for the site to remain in employment uses (including for example, the impact of removal of the site on local supply, detailed evidence on site viability, evidence that a range of B Uses and other policy compliant employment generating uses have been explored for the site, and an analysis of take-up data)

7.4.11 For the avoidance of doubt, any financial viability considerations should disregard higher land values which may be generated by alternative policy non-compliant land uses, and in the case of mixed-use development schemes should take account of the potential for higher land value uses to cross-subsidise employment land uses, if these are lower.

7.4.12 To assist in delivering mixed-use development, new development management approaches based on well researched masterplans and possibly more flexible outline planning permissions will need to be explored. Development management decisions should support the principles of sustainable development and provide trigger points (e.g., no more than 'x' homes to be occupied prior to 'y' sq. m of employment space having been completed), milestones and require implementation plans to enable employment allocations to be brought forward.

7.4.13 Development briefs and masterplans should be evidenced by local employment studies ensuring that the quantity and type of employment uses is appropriately provided for, and issues such as separation of access and buffer zones are reflected in plans.

Corporate interventions

7.4.14 Interventions should be targeted at addressing the supply side market failures:

- Working with site promoters to help overcome infrastructure or ownership barriers to development. This might take the form of direct works; equity or grant funding of landowners to overcome infrastructure deficits; or land acquisitions where there are ownership barriers, through negotiations or compulsory purchases should it prove necessary
- Identifying any funding gaps; understanding the reasons for these gaps; and seeking to address them where possible
- Engaging with other stakeholders, e.g., the Local Enterprise Partnership, to secure funding

7.4.15 Considering a programme of development, directly or as a joint venture with a private sector partner, to deliver employment space for start-ups and growing businesses. This might be in the form of enterprise centres and grow-on space of industrial/ warehousing uses. Wiltshire Council is already doing this at Fitz Gilbert Court, Ludgershall, and all units are let at present. Other local authorities are actively considering interventionist measures to address this problem. Finance might be raised through borrowings repaid through uplift in business rates revenues, an approach being considered in several Enterprise Zones in England.

Range of premises

7.4.16 There is a need to maintain a supply of suitable space for small businesses, to enable new starts and growing businesses. As already mentioned above, the portfolio of sites and premises should accommodate the requirements of start-ups, early stage, SMEs and larger companies for office, industrial and warehouse use. Start-up and early-stage businesses will require smaller premises, that are affordable, and which are let on flexible terms, so that they can move to larger premises in a timely manner as they grow. Larger and more established businesses generally need less flexibility in their occupancy terms. The provision of speculative accommodation should be actively promoted to meet the requirements of businesses whose timescales are short. Fully serviced, ready-to-develop sites should also be actively promoted for businesses which are seeking bespoke accommodation.