

Gloucester City Council

# Employment Land Monitoring Report



Report date: September 2016

Monitoring period: 1<sup>st</sup> April 2014 - 31<sup>st</sup> March 2016

## **Contents**

- 1.0 Executive summary**
- 2.0 Introduction**
- 3.0 Methodology**
- 4.0 Take up of allocated sites**
- 5.0 Delivery of additional employment land on non allocated sites**
- 6.0 Loss of employment land**
- 7.0 Results of monitoring of employment land delivery**
- 8.0 Conclusion**

## 1.0 Executive summary

1.1 This report updates the May 2014 Gloucester City Employment Land Monitoring Report and identifies that in the past 2 years since that report **4.11 ha** of allocated employment land (i.e. land allocated in the Gloucester City Second Deposit Local Plan (2002) has been taken up (i.e. consented) within the City.

1.2 Recent trends since 2012 have shown that unallocated, derelict and vacant sites in the City continue to come forward and yield new ‘windfall’ employment development in the City.

1.3 Public sector investment in the period 2014-16 has mainly been through a number of schools and educational establishments improving their facilities.

1.4 The City continues to experience the loss of old employment sites where these are no longer suitable for employment purposes and can more effectively be redeveloped for sustainable residential development. This report highlights that there has been a net gain of **32,504** consented sq. ft. for employment in the period 2014-2016 on non-allocated sites.

1.5 In the Joint Core Strategy (JCS) monitoring period of 2011 – 2014 a gross total of 16.32 ha of both allocated and non allocated employment land has been delivered with a corresponding loss of 10.37 ha resulting in 5.95 ha net of new employment land in the City.

1.6 In relation to more recent JCS evidence, on Tuesday 9<sup>th</sup> February 2016 a Statement of Common Ground meeting was held on employment land. See JCS Exam 183 at:

<http://www.gct-jcs.org/PublicConsultation/Examination-Documents-166-199.aspx>

1.7 The meeting was requested by the Inspector to review the strategic employment sites and the information supplied by the JCS team beforehand. Each site was reviewed (with maps supplied) and the merits of each discussed. All of the Gloucester sites were agreed. The table below gives the details. These sites are suitable for B class employment, but this does not necessarily mean that they will come forward, nor does this mean that other sites may not come forward. The sites represent an amount of employment land that could come forward as B class employment for ‘strategic employment purposes’ as a statement of common ground.

Gloucester Employment Land - (Position as of 9 <sup>th</sup> February 2016)	
Strategic Assessment of Land Availability (SALA) Sites	<p style="text-align: right;"><u>Round Table Agreement on Area:</u>            Land Adjacent to South West Bypass = 0.7 ha            Land East of Waterwells = 6.37 ha            Total = 7.07 ha</p>
Existing Allocations	0
Sites with Extant Permissions	<p style="text-align: right;"><u>Round Table Agreement on Area:</u>            Triangle Park = 1.94 ha            Kingsway Framework 5 = 13.42 ha            Gloucester Quays = 0.89 ha            Land north of Walls = 5.7 ha            Total = 21.95 ha</p>

Total	29.02 ha

1.8 The future allocation of local sites for employment purposes will be considered through the City Plan. The potential for allocating new employment land or new business parks in Gloucester is relatively limited due to the fixed City boundary. Any shortfall arising in Gloucester's strategic employment land provision is being met through the Joint Core Strategy with the neighbouring planning authorities of Tewkesbury and Cheltenham Boroughs.

## 2.0 Introduction

2.1 The National Planning Policy Framework (NPPF) (March 2012) places great emphasis on the role of the economy in pursuing sustainable development. Sustainable economic development is identified as one of the 12 core planning principles of the NPPF.

*“Local authorities are encouraged to make every effort to objectively identify and then meet the business needs of an area and respond positively to wider opportunities for growth by taking account of the needs of the business community.”*

2.2 The NPPF clearly states that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth, including the regular review of sites allocated for employment purposes.

2.3 The monitoring of employment land in the City has been on going since 1991 in order to provide an evidence base to inform plan policies and proposals relating to the provision and protection of employment land in Gloucester. Monitoring work to understand the supply and take up of employment land across the City continues to be essential for the evidence base supporting the emerging Joint Core Strategy and City Plan. Taken together these two documents will provide the Development Plan for the City.

2.4 This report considers the take up of employment sites allocated in the Gloucester Second Deposit Local Plan (2002).

2.5 In order to present a balanced view, the loss of employment land throughout the City is also reported on. Allocated gains and all losses provide the statistics for the employment land supply figures.

- 1 Paragraph 17 NPPF (March 2012)
- 2 Paragraph 22 NPPF (March 2012)

2.6 This report also captures information on new employment development on brownfield sites that were previously derelict and vacant but were not allocated employment sites in the Gloucester City Second Deposit Local Plan (2002). This is done in order to provide a picture of the recycling of existing brown field sites for new employment development.

2.7 Other gains to employment floor space include recent extensions at existing employment sites and investment in the public sector across the City.

2.8 Potential employment land supply is considered separately in the most recent SALA report available on the Council’s website at:

<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/SALA.aspx>

### 3.0 Methodology

3.1 This Employment Land Monitoring report has been produced by rolling forward the employment monitoring that has been undertaken by the City Council since 1991.

3.2 Employment monitoring was not undertaken in 2015, so this report covers the period 1<sup>st</sup> April 2014 to 31<sup>st</sup> March 2016.

3.3 The Gloucester City Second Deposit Local Plan (2002) is the policy document most regularly used by Development Management (DM) in processing planning applications. Its employment allocations have been (and continue to be) used as a benchmark against which to assess the effectiveness of local planning policy in delivering employment land in the City in recent years.

3.4 The monitoring of planning permission in order to ascertain consents for gains and losses was undertaken and site visits carried out in early September 2016 in order to establish the take up of consents and implementation or completion of previous permissions.

3.5 In this report, a relatively broad definition of 'employment' is used in order to identify potential consents to monitor over and above traditional 'B' class uses. Therefore retail, commercial, health and education related consents are considered in the study. Within the City Council's Development Management system the following codes were searched for applications from 1<sup>st</sup> April 2014 to 31<sup>st</sup> March 2016.

Q Code	Description
Q2	LS major offices / research & development / light industry
Q3	LS major heavy industry / storage / warehousing
Q4	Major retail distribution/servicing
Q8	SS offices / research & development / light industry
Q9	SS heavy industry / storage / warehousing
Q10	Retail distribution / servicing
Q12	All other small scale major development
Q14	Minor offices / research & development / light industry
Q16	Minor retailing / distribution / servicing
Q18	All other minor developments
Q401	Prior Approval – offices to dwellings

3.6 Comparing losses of employment land (allocated and non allocated) against the delivery of allocated new sites provides a figure for net gain of employment land in the City.

3.7 It is appreciated, however that the methodology in 3.6 fails to capture new employment land that may have come forward on recycled or non allocated sites. This report therefore now captures this additional information in order to provide a fuller picture of the economic health of the City. Details of recently completed non-allocated sites providing more than 100 square meters of employment floor space are captured.

3.8 In addition, firms or companies who have space to expand on their existing sites may choose to extend their premises in order to expand production or grow their business rather than totally relocate to a new site. Details of recently completed extensions are capture in this report where more than 100 square metres of additional floor space has been provided.

#### 4.0 Take up of allocated sites

4.1 The Gloucester City Second Deposit Local Plan (2002) identified 102.84 ha of land for employment including existing commitments, mixed use allocations, new employment allocations and old employment land in the City.

4.2 The Local Development Framework (LDF) for Gloucester progressed to Preferred Option stage in 2006 with two site allocation documents being published, the Central Area Action Plan and the Non Central Sites Allocation Document. Both documents included allocations for employment purposes.

4.3 In 2007 Gloucester City was instructed by the Secretary of State to prepare a Joint Core Strategy with Tewkesbury Borough and Cheltenham Borough Councils. The Joint Core Strategy (JCS) was submitted to the Secretary of State in November 2014. Within the City the JCS will be supported by the City Plan and taken together both documents will comprise the Development Plan for the City.

4.4 The 2006 LDF documents have now been superseded by the City Plan which will be allocating sites for housing and employment purpose for the plan period up to 2031.

4.5 Where sites were included in the City Plan Sites Consultation (May 2013) the relevant City Plan reference is provided in Table 1 below.

4.6 In terms of City Plan moving forward, the next stage will be a consultation on a 'draft plan' for a statutory period of six weeks early in 2017. Following on from this, a 'Pre-Submission' consultation will be held in summer 2017, followed by 'Submission' to the Planning Inspectorate in autumn 2017. This will be followed by an Examination.

4.7 Table 1 below provides a summary of how the sites allocated in 2002 have performed since their allocation.

*Table 1: 2002 Gloucester City Second Deposit Local Plan Employment Commitments and Allocations*

2002 Policy Ref	Site Name	2013 City Plan Ref	Area (ha) identified in plan	Use Class identified in plan	Built 2002 to date – completions (ha)	Additional to completions - How much land has consent for employment use (ha)	Notes on consents for previous and the latest monitoring period (April 2014 – March 2016)
EC.1	Waterwells Business park	-	12.09	B1	9.36	2014 position = 2.75  2016 position = <b>2.24</b> →	App No. 15/00892/FUL. Permitted: 2.12.15 New manufacturing and distribution facility (B2/B8). Total site area = 1.74 ha. Not yet built/implemented. --- App No. 15/01534/FUL. Permitted: 25.2.16

							B8 units. Total site area = 0.5 ha. Not yet built/implemented.
EC.2	Rear of 2-28 Hempsted Lane (Spinnaker Park)	-	8.7	B2 & B8	0.4	6.0	2 sites taken up since 2012. Some oil storage / waste uses on site but still largely vacant. --- The factory unit on the site is about 1.3 ha and App No. 16/00335/FUL proposes an extension (B2 use). No yet considered by Planning Committee.
EC.4	Former Telecom House Site, Great Western Road	KW6	0.6	B1	0	0	Disused site but pending application for car park. (Will be reported in next Monitoring Report).
EC.5	Metz Way	-	1.3	B1 & B8	1.3	0	Complete
E1 MU.2	Weston Waterfront	-	Unspecified	B1	0.66	2014 position = 0.2 →  2.37 →  Dating back to 1989, Application (11159/11a) approved 93,000 sq. ft. = 0.8 ha for retail (including highway formation & car parking)	Gloucester Quays Employment Land.  Gloucester Quays Hotel & Baker's Quay (C1 & A1).  The Peel Centre. In the monitoring period, the following variations / alterations on previous permissions were approved: - 14/01445/FUL - 15/0004/FUL - 15/00157/FUL - 15/00490/NMA These permissions have not added new employment capacity over and above the historic 0.8 ha within the Weston Waterfront allocation.
E1 MU.3	Bus station	WN4	1.81	B1 offices	0	0	Demolition of old buildings in progress. Soon to be built as part of wider City Centre regeneration site.

E1 MV.5	RAF Quedgeley	-	20	B1 & B8	2.96	2014 position = 2.96  2016 position = <b>1.63</b> →	Local centre extension permitted plus ASDA store.  App No. 15/00112/REM Permitted: 29.1.2016 Erection of 2 industrial buildings for B1 & B8 – Not yet built / implemented. Total site area = 1.63 ha.
E1 MV.6	Jct Barnwood Rd & Barnwood Bypass	-	1.3	B1	1.3	0	C3 & B1 Hotel and Coroners Court complete.
E1 MV.9	Land at Bristol Road (Former industrial sites – Contract Chemicals, St Gobaine, Wellman Graham)	-	1	B1	0	0.75	Most of the site has consent for housing. Will be reported in the next monitoring report.  Some land for B1 and showroom use was part of the outline consent.
E2.1	Long stay car park railway station	-	0.48	B1	0	0	This car park station is in regular use and required for operational purposes.
E2.2	RMC Site Waterwells	-	7.8	B1	5.8	2014 position = 2.0  2016 position = <b>0.24</b> →	Police Custody Suite.  App No. 15/00919/FUL for 'Aquarius Centre' – B1c & B8 uses. Permitted: 24.11.15. <b>Built/Complete.</b> Total site area = 0.24 ha.
E2.4	South West Bypass Site	WS11	0.5	B1	0	0	No movement. No change since last Monitoring Report 2014.
E2.5	Land East of Waterwells	QF1	15.1	B1	0	2014 position = 0  2016 position = 0 →	App No: 16/00100/FUL for new workshop

							building and car parking has been permitted, (but later than 31.3.16 i.e. outside this monitoring period, so this will be reported in the next Monitoring Report).
E2.6	IM Group Site	-	6.4	B8	0	0	No change. Used for large scale vehicle storage.
E2.7	South Junction Eastern Avenue & Barnwood Rd	-	0.7	B1	0	0	No movement.
E3.1	British Gas Site	-	7.0	B1 & B2	8.18	0	No change in this monitoring period. Permitted for B8 open storage.
E3.2	Railway Triangle	-	10.9	B1, B2 & B8	3.89	2014 position = 7.01  2016 position = 7.01 →	(7.01 because the whole site has outline consent for mixed use development).  App No. 16/00158/FUL for 22 new trade units in 5 blocks has been permitted (but later than 31.3.16 i.e. outside this monitoring period, so this will be reported in the next Monitoring Report).
E3.3	Great Western Road Sidings	KW8	4.3	B1	0	0	No movement. Residential & B1 in Development Brief.
E3.4	Horton Rd Railway Sidings	-	3.46	B1	3.46	0	Site has temporary permission from County for open air storage and crushing and screening of recycled aggregate.

4.8 102.84 ha of land for employment use was identified either as commitments or allocations in the 2002 Plan. The 2014 Employment Land Monitoring Report demonstrated that by May 2014, 43.71 ha had been delivered with a further 38.12 ha available as extant permissions.

4.9 Table 1 above demonstrates that, in this monitoring period (April 2014 to end March 2016) a further **4.11 ha** was consented for Employment use.

4.10 Further written commentary is provided on each of the sites below.

#### 4.11 Major Employment Land Commitments.

Major Employment Land Commitments		
EC.1	Waterwells Business park	This business park comprises predominantly B1 office and light industrial uses with B8 storage and distribution also being present. A green field site with excellent access to Junction 12 of the M5, the site has proved popular with both speculative developers and businesses relocating from within the City and elsewhere. 9.36 ha have now been developed at the site with a further 2.75 ha benefiting from planning permission that is yet to be implemented. In 2015/16, 2 applications were permitted on this site. 1. A new B2/B8 manufacturing and distribution facility (1.74 ha) and 2. B8 units (0.5 ha). These have yet to be built.
EC.2	Rear of 2-28 Hempsted Land	This site, also called Spinnaker Park is close to Hempsted landfill and is affected by flooding. However, since the completion of the South West bypass, it has become more attractive to the market with 2 plots receiving planning permission and being put to use since the monitoring report of 2012. One plot is occupied by a recycling specialist and the other by Hobbs Brothers Oil as a new depot for distribution. The large factory unit on the site occupies about 1.3 ha and App No. 16/00335/FUL proposes an extension (B2 use). At the time of writing, this application has yet to be determined.
EC.4	Telecom House, Great Western Road	This central Gloucester site has been earmarked for regeneration for a number of years. It is currently disused and falling into disrepair. It was allocated in the Preferred Option Central Area Action Plan for the relocation of the city Magistrates court. But this proposal failed to materialise. At the time of writing there is an application being considered by the City Council for station car parking and platform access. (This will be reported on in the next monitoring report).
EC.5	Metz Way	This site is complete and occupied by 'Build Base' – a wholesale building company.

#### 4.11 Policy E.1 Mixed Use Allocations

Mixed Use Allocations		
E1 MU.3	Bus Station & Market Parade	This site lies within the wider regeneration area known as King's Quarter which is the City Council's top priority area for regeneration in the City. The planning application for the new bus station is consented. A number of old buildings (café, public toilets) adjacent to the existing bus station have been demolished in preparation for building works.
E1 MU.2	Weston Waterfront -St Oswald Park -Gloucester Quays -Gloucester Docks	<p><u>St. Oswald's Park</u></p> <p>This area, Gloucester's former cattle market, has undergone major regeneration in recent times with new retail warehouses, restaurants and dwellings being delivered at the site. A large 'extra care' village has been delivered alongside open market and affordable housing. Since 2012 an additional new restaurant has been delivered at the site.</p> <p><u>Gloucester Quays</u></p> <p>In June 2006 outline planning permission for this site was granted by the Secretary of State. To date the scheme has delivered a factory outlet centre (May 2009), a new F.E .college, a supermarket and a hotel (May 2009). These elements of the scheme predated PPS4 and have not been included in</p>

		<p>employment land figures – however, any new employment uses generated within this area post 2009 are captured by the employment monitoring. Since the 2012 study a new 10 screen cinema and nine restaurants have been delivered within the Quays complex comprising some 0.52 ha of development. The outline permission for this site also granted residential, leisure and additional employment development across the wider area identified in the outline permission.</p> <p><u>Gloucester Docks</u> Regeneration of this part of the city has been ongoing with the reuse and conversion of listed warehouse buildings for office and residential purposes. The area has good links to the Quays and to the City Centre and is popular with visitors. Land outside the National Waterways Museum is a popular space for cultural events. New build and conversions have delivered flats and apartments with commercial units on ground floors. There have been some minor, but no major/significant applications for development in this area in the monitoring period.</p> <p><u>The Peel Centre including Ciniworld</u> The Peel Centre has a long and complex planning history. In 1989 an application was approved for 93,000 sq. ft. (0.8 ha). This application was for a new highway, a drive through restaurant and the formation of a car park. In the monitoring period, the following variations / alterations on previous permissions were approved: - 14/01445/FUL - 15/0004/FUL - 15/00157/FUL - 15/00490/NMA These permissions have not added new employment capacity over and above older permissions for retail and they have not added B use capacity.</p>
E1 MV.5	RAF Quedgeley	The mixed use redevelopment of this site will eventually yield approximately 20 ha for employment. The local centre at Kingsway will yield 0.82 ha of employment land comprising a mix of uses. The main employment area at the site is Framework 5 which is in the process of being delivered. Within the previous monitoring period (to 2014) a new ASDA supermarket has been delivered in Framework 5 as well as a new primary school and nursery in the residential Framework 4. In this monitoring period an application for the erection of 2 industrial buildings (B1 & B8) – total area 1.63 ha was permitted. A significant amount of employment land remains to be developed.
E1 MV.6	Jct Barnwood Rd & Barnwood Bypass	This site is built out and complete, it has delivered a hotel, a coroner’s court with mortuary and residential development. A total of 1.3 ha of employment land has come forward at this site.
E1 MV.9	Land at Bristol Rd	Comprised of three former employment sites, Contract Chemicals, St. Gobain and Wellman Grahame, this site benefits from a planning permission for wholesale mixed use redevelopment including 0.75 ha of employment land. Within the monitoring period most of the site has been permitted for housing (Matthew Homes).

#### 4.12 Policy E.2 Employment Allocations

Employment Allocations		
E2.1	Long stay car park railway station	This site is owned by Network Rail and used as a long stay surface level car park for rail commuters. There are no current proposals to bring the site forward for employment purposes, the future allocation of the site for employment purposes will be considered through the City Plan.
E2.2	RMC Site Waterwells	This site lies immediately to the north west of the original Waterwells site and is partly built out. The whole site has extant planning permission for employment. In 2015 the new Gloucestershire Constabulary Custody suite (police cells) was completed on the southern part of the site. In November 2015 the 'Aquarius Centre' for B1c & B8 uses was permitted. The centre is complete. It covers a total site area of 0.24 ha.
E2.4	South West Bypass Site	This small site adjacent to the south west by-pass has not come forward for employment purposes to date.
E2.5	Land East of Waterwells	This site was the subject of a Development Brief adopted in September 2009. The position in 2014 was that there were no extant employment permissions at this site and that new highway infrastructure might be required in order to be able to deliver the site effectively for employment purposes. Application No: 16/00100/FUL for new workshop building and car parking was validated on 4.2.2016 (within the current monitoring period) but permitted on 3.8.2016 (outside the monitoring period). The future allocation of the site will be considered through the City Plan.
E2.6	IM Group Site	There is no change since the last monitoring report. The whole site is currently in use for car and van storage/valeting purposes.
E2.7	South Junction Eastern Avenue & Barnwood Rd	There are no current proposals to bring this site forward for employment purposes. Access to the site is severely constrained. The site has recently been sold. Its future allocation will be considered through the City Plan.

#### 4.13 Policy E.3 Allocations on Old Employment Sites

Allocations on Old Employment Sites		
E3.1	British Gas Site, Bristol Road	This site was granted permission in 2011 for open storage and sale/display/storage of new or used motor vehicles. The clearance of the site and implementation of the permission was completed in the 2011/12 monitoring period. In the monitoring period up to 2014 two new reserved matters consents were granted at the site. The whole site is permitted for B8 open storage. There has been no further movement in the current monitoring period.
E3.2	Railway Triangle	This important central site began to be built out during the monitoring period up to 2014. Morrison's supermarket and filling station now occupies 3.89 ha. The 2014 monitoring report highlighted reserved matters consents for a further 1.95 ha and outline consent for the remaining 5.06 ha of the site for B1, B2 & B8 & car showrooms. As of 2016 a Mercedes-Benz Commercial showroom has been built and is open for business. Additionally, 22 new trade units in 5 blocks were granted consent on 16.6.16. This is outside the monitoring period, so figures will be counted in the next

		<p>monitoring report.</p> <p>The City has long awaited the bringing forward of this previously derelict and vacant railway related site for employment purposes. Recent and current development progress is testament to the fact that long retained 'old' employment sites can come forward in challenging economic circumstances to yield jobs for local residents and attract inward investment into the City.</p>
E3.3	Great Western Road Sidings	<p>In the current monitoring period there has been no movement on this site. This site was considered through the 2013 City Plan Sites consultation as a possible location for employment led mixed use development with a view to the establishment of a Health Innovation Centre. Such a use was considered particularly suitable the sites close proximity to Gloucestershire Royal Hospital. The future allocation of this site will be considered through the City Plan. A constraint to development at the site is its current operational requirement as sidings for Network Rail, however, the opening up of site E3.2 could provide the opportunity for Network Rail to rationalise siding activities in the southern triangle (south of Metz Way).</p>
E3.4	Horton Rd Railway Sidings	<p>This site has consent and is being used for the crushing and screening of inert waste materials to produce secondary aggregates.</p>

4.14 The on going delivery of old brown field employment sites and other easier to develop green field allocated sites reflects investor confidence in the City and demonstrates that there is a market for a range and mix of employment types in the City. It is important therefore that the City Plan continues to provide a range and mix of sites through plan preparation to absorb and maintain investor confidence and contribute to economic recovery both within the City and beyond through job and wealth creation.

4.15 It should be noted that the potential for allocating new employment land or new business parks in the City is relatively limited owing to the fixed City boundary. The need to provide additional strategic employment land outside the City boundary but in close proximity to the urban area has been addressed through the strategic allocations identified in the JCS.

## 5.0 Delivery of additional employment land on non allocated sites

### 5.1 Non allocated site delivery

In carrying out employment monitoring for the current period and in recent years it is apparent that sites are delivering across the City for employment purposes which had not been allocated in the 2002 Second Deposit Draft Local Plan. The delivery of these sites was therefore not contributing to identified employment land supply in the City.

5.2 Between 2012 and 2014 0.47 ha of employment land came forward from this source in the City.

5.3 In the current monitoring period (2014 to 2016) 36,752 added sq. m. has come forward in terms of consents.<sup>1</sup> Of this 1,021 sq. m. has been completed. See Table 2 below for details. Note, only development adding at least 100 sq. m. area was considered.

Table 2: Gloucester City Windfall Employment Consents & Completions 2014 – 2016

Site	Description of Development	Area Added (Sq. m)	Former Use	Consent Granted	Completed
Land North of Walls	Mixed employment development (B1, B2, B8) and car showroom	<b>27,917</b> (internal)	Greenfield site adjacent to factory and railway line	22.9.15	No
Site Adjacent to Hemmingsdale Road	Commercial unit B1 & B2	407 (internal) (Permitted after 31.3.16 – count figure in next monitoring report)	B1, B2	Validated in monitoring period but granted 26.7.16	No
Land at Olympus Park, Quedgeley	Mixed use facilities, restaurants, cafes, shops and offices	<b>1,021</b> (internal)	Offices	3.12.14	Yes
Imperial Gate Business Park	New office building	<b>4,039</b> (internal)	B1, Offices	14.8.15	No
Bybrook House, Lower Tuffley Lane	Extension, new offices, parking	<b>1,174</b> (internal)	Offices	27.10.15	No
Medical practice, Glevum Way	Extension of practice	<b>896</b> (internal)	Medical practice	18.11.15	No

<sup>1</sup> It is noteworthy that Table 2 does not show the applications for change of use (mainly offices to flats) that were submitted to the City Council but withdrawn for various reasons.

Land to East of Stephenson Drive, Quedegely	B8 units	<b>1,705</b> (internal)	Vacant site	25.2.16	No
Land at Barnwood Point	Vehicle sales centre	1,209 (internal) (Permitted after 31.3.16 – count figure in next monitoring report)	Vacant site	Validated in monitoring period but granted 13.4.16	No
Lidl, Eastern Avenue	Supermarket	1,306 (internal – this factors in the loss of the old store)  (Permitted after 31.3.16 – count figure in next monitoring report)	Old supermarket site and former fire station	Validated in monitoring period but granted 3.6.16	No
Wessex House, Great Western Road	Car park	6,347 (external - open car park)  (Permitted after 31.3.16 – count figure in next monitoring report)	Car park	Validated in monitoring period but granted 21.6.16	No
		<b>Total: 36,752</b>			

5.4 Table 2 demonstrates that recent windfall employment consents and completions continue to be forthcoming across the City.

5.5 In this monitoring period public sector investment in the City was relatively low. But investment in the infrastructure of schools and other educational facilities across the City was fairly robust. See Table 3 below:

*Table 3: Educational / Public Sector Consents / Completions 2014-16*

<b>Site</b>	<b>Descriptions &amp; Internal Floor Space Added (Sq. m)</b>	<b>Granted / Completed (Sq. m)</b>
Kingsholm Primary School (15/00545/FUL)	Construction of multi games area, fence and new path. 672	Granted: 9.7.15 Completed: Yes
Crypt School (14/00610/FUL)	New 2 storey teaching block. 959	Granted: 30.6.14 Completed: Yes
Milestone School, Longford (16/00322/FUL)	Extension. 1,430	Validated in monitoring period but granted 3.8.16. (Permitted after 31.3.16 – count figure in next monitoring report). Completed: No
University of Gloucestershire, Oxstalls Lane (14/00882/FUL)	New performing arts centre. 736	Granted: 27.10.2014 Completed: Yes
	<b>Total: 2,367</b>	Total Completed: <b>2,367</b>

5.6 Development at school / educational sites contributes to the local economy and results in job creation both during construction and once in use for educational purposes. As the population of the City continues to grow the delivery of new educational facilities will continue to provide new employment in order to provide for lifelong learning for the City and its residents.

## 6.0 Loss of employment land

6.1 In order to have a balanced view of employment land trends across the City it is necessary to understand losses of land as well as gains.

6.2 Historically Gloucester has been a centre for manufacturing, railway related industry and export trade related to the Docks. As a result, over the years a succession of relatively large central sites, no longer suited to the needs of modern business, have come to the market or been promoted as suitable and sustainable residential development sites. The use of such sites for residential purposes has been the main loss of employment land in the City over recent years. Some sites have been promoted through the Strategic Assessment of Land Availability (SALA) including annual consideration by the JCS SALA panel.

6.3 When sites come forward for development and have not been pursued through the SALA they are considered in the light of Policy E.4 of the 2<sup>nd</sup> Deposit Local Plan and National Planning Practice Guidance which considers how long the site may have been marketed unsuccessfully for employment purposes and the possibility of greater community benefit that may result from an alternative use.

6.4 In some instances it may well be beneficial to the local area to remove heavy goods vehicles from the local highway network; or 24 hour operations from a residential area; or secure more open space and play provision for the local community, than to insist that the site be retained for employment purposes in perpetuity.

6.5 Other small employment losses occur (especially in the central area) where offices or other employment uses are converted to dwellings. Table 4 below records the major losses for the monitoring period 2014-2016.

Site	Internal Floor Area Lost (Sq. m)	Use Lost	New Use	Completed
Conway House, Worcester Street	1,915	Offices	22 flats	PA Granted: 13.11.14 Not completed
19-21 Brunswick Road	est. c. 1,000	Offices	12 flats	PA Granted: 28.4.15 Completed
Three Cocks Lane	1,088	Offices	15 flats	PA Granted: 6.5.15 Completed
Friary House, 46-50 Southgate Street	1,612	Offices	18 flats	PA Granted: 9.3.16 Not completed
Berkeley House, Falcon Close	1,000	Offices	13 flats	PA Granted: 16.7.15 Completed
69 Eastgate Street	174	Offices	7 flats	PA Granted: 10.6.16 (Permitted after 31.3.16 – count figure in next monitoring report) Not completed
	<b>6,615</b>			

## 7.0 Results of monitoring of employment land delivery

### 7.1 Historic Delivery Measurements

Historically the delivery of employment land in the City has been measured by assessing the delivery of adopted Local Plan employment land allocations against Structure Plan requirements, the Structure Plan time period being 1991 -2011.

7.2 The 2012 Employment Land Report drew attention to the fact that such a methodology missed those new employment sites being delivered that were not previously allocated, including the recycling of existing brown field sites or the provision of additional floor space at existing employment sites.

7.3 Given that the Structure Plan is no longer used for monitoring purposes this report continues to consider the total amount of employment land provided on previously allocated sites, but no longer compares it to Structure Plan requirements. Increasingly requirements for employment land have become 'qualitative' rather than 'quantitative' and the type and nature of land considered to constitute 'employment' for planning purposes has changed to include a broader range of uses. Moreover solely quantitative monitoring does not capture the nature or density of jobs that have been provided.

7.4 Since 2011 Gloucester, Cheltenham and Tewkesbury Councils have been work on a joint strategic planning document called the Joint Core Strategy (JCS). The delivery and loss of employment land in the City will now be monitored in accordance with the time scale of the JCS.

7.5 Table 5 below lists delivery of new employment land in the City in the current monitoring period.

<b>Source</b>	<b>Ha or Sq. m Floor space Consented</b>	<b>Ha or Sq. m Floor Space Built/Implemented</b>
Allocated sites	4.11 ha	0.24 ha
Non allocated sites	36,752 sq. m	1,021 sq. m
Schools / other educational facilities	2,367 sq. m	2,367 sq. m
Losses of employment land	6,615 sq. m	3,088 sq. m
Net gains	On Allocated sites 4.11 ha is gained as consented development.  For all Non-allocated sites (including the schools figure) the net gain is 32,504 sq. m.	On Allocated sites = 0.24 ha. This 'built' figure is expected to increase significantly in the near future due to the volume of consents.  On Non-allocated sites the net gain in terms of facilities built is 300 sq. m.

7.6 The City Council is producing a City Plan, which taken together with the JCS will comprise the Development Plan for the City. The City Plan will identify new areas for employment development in the City as employment allocations and will seek to safeguard areas of prime employment land in the City from redevelopment for alternative uses.

7.7 The City Plan will also carry forward policy in order to help retain employment land within the City to allow for its re-cycling and redevelopment for employment uses where it is well located to existing transport networks and its reuse will not have an adverse impact on neighbouring residential areas.

## 8.0 Conclusion

8.1 The following conclusions can be drawn from this report:

- In the monitoring period April 2014 to end March 2016 an additional 4.11 ha of employment development on Allocated sites was permitted in the City. There is movement even on traditionally 'challenging' sites such as the northern railway triangle which is now developing quickly and becoming an attractive proposition for businesses.
- Despite the trend of loss of office space to residential development, especially in the central city, there was a net gain of 32,504 sq. m for employment use in the monitoring period.
- The above statistics demonstrate that there is interest in bringing forward sites for employment purposes in the City and Gloucester is seen as a location suitable for investment with an attendant suitably trained labour force.
- The 'in progress' City Plan needs to ensure that a range and mix of employment sites are identified across the City in sustainable locations in order to sustain inward investment and build on the increased confidence in Gloucester as a location for business growth.
- To achieve this, the City Plan will need to allocate new sites, both brown field and green field to provide a mix of supply as well as provide a policy framework to ensure that the best and most suitable employment land within the City is retained for recycling, reuse and redevelopment.
- Where there is insufficient land within the City to allocate effectively for strategic employment growth purposes, collaborative working across local authority boundaries will be required under the duty to co-operate in order to help deliver Gloucester's strategic employment land growth requirements.

●  
END