

Joint Core Strategy

Note for the Inspector

**Subject: JCS Councils EXAM 78 Response to
Economic Update**

The reports included are in response to the requests and are for discussion at the January 2016 hearings and as such do not constitute an updated position of the JCS Councils.

Dated: Wednesday 4 November 2015

JCS Economic Strategy Update Note (November 2015)

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1 Introduction and Context

1.1 The purpose of this document is to set out the economic strategy as established by the Gloucester Cheltenham and Tewkesbury Joint Core Strategy (JCS), and to update this in the context of the issues debated through the JCS examination and analysis of additional evidence as requested by the Inspector.

1.2 Both the JCS and the economic strategy need to be sufficiently adaptable to be able to respond to the wide range of influences, which are working collectively to drive the economy of Gloucestershire, in which the JCS area plays a significant role with influences beyond the county boundary.

1.3 This document provides a concise explanation of the economic strategy, including the direction of travel for future economic growth towards, and beyond, the end of the plan period in 2031.

1.4 Nathaniel Lichfield and Partners' (NLP) draft report, 'Updated Employment Land Assessment', was received by the JCS authorities in mid October and presented to the Employment Round Table on 22 October. NLP's report considers the updated econometric forecasts requested by the Inspector and sets out the outcomes and implications of the extensive business engagement carried out in September and October by NLP. The initial response of the JCS authorities to this report is included as paras 4.1 to 4.10 of this note.

2 JCS Economic Strategy

2.1 A core planning principle of the NPPF and one of the starting points for the spatial strategy of the JCS is the delivery of sustainable economic development. In moving forward this planning principle and supporting the implementation of the Strategic Economic Plan for Gloucestershire (SEP), the JCS has established a vision to provide the context for economic growth;

"The Joint Core Strategy Area will be recognised nationally as enjoying a vibrant competitive economy with increased job opportunities and a strong reputation for being an attractive place to live and invest".

2.2 This vision is underpinned by three specific strategic objectives within an overarching ambition for the JCS which collectively set the context for providing the right environment to support economic growth and deliver a thriving economy, work in partnership with key agencies and stakeholders to support delivery, enhance diversity within the economy including recognition of the rural/urban dimension and supporting both strategic and local drivers of employment.

2.3 The vision and its objectives within the context of the specific spatial strategy of the JCS provide for an urban focused economic strategy based around the promotion of the key urban centres of Gloucester and Cheltenham, the market towns and rural areas of Tewkesbury, supported by strategic allocations in sustainable locations. This strategy fits within the M5 growth corridor (with particular focus on employment growth around

Junctions 9 and 10) established by the SEP and balancing economic potential with housing provision (para 3.1.12 of the Submitted JCS).

2.4 Policies SP1 and SP2 of the submitted JCS provide the policy context for the delivery of the JCS economic strategy. The JCS has allocated two strategic sites around Junction 9, which would deliver about 34 hectares of land for employment (strategic allocations A8 and A9). At Junction 10, approx. 23 hectares of employment land are included in the North West Cheltenham strategic allocation (strategic allocation A5). In addition two further sites (West Cheltenham and land to the east of junction 10) are removed from the Green Belt in this area and safeguarded to meet longer-term development needs. In addition to these growth areas within the M5 corridor the JCS provides for employment land within strategic allocations A1 and A3. Collectively this enables land release at the top end of the range established by the JCS evidence base and as advised by consultants NLP, if the JCS is to adopt a policy-off approach. This provision is in addition to the existing capacity of available employment land and any remaining land from previous development plan allocations within each authority area, extant planning permissions, as well as any employment land allocations that may be made through the City and Borough Local Plans.

2.5 Alongside provision proposed by strategic employment land release, all three of the JCS Councils are actively pursuing and promoting economic growth through a range of strategies and initiatives which are informing the economic strategies being taken forward through district local plans:-

- Gloucester City Council Regeneration and Economic Development Strategy 2015-2020 (Consultation Draft April 2015)(EXAM 133);
- Growing Gloucester's Visitor Economy (Dec 2014) (EXAM 134);
- Cheltenham Economic Strategy: Developing Cheltenham as a Business Location (January 2015, EXAM 19-22);
- Tewkesbury Borough and Gloucester City Councils are commissioning new economic development strategies to complement the 2015 Cheltenham Economic Strategy. These are due for completion by Spring 2016, to be produced by the same consultant. The commissions will include comprehensive employment land reviews, extensive engagement with business to understand individual business growth needs, and will also look at spatial pinch points, for example the pressure on employment land around Junction 9 of the M5. Together with the 2015 Cheltenham strategy, these will provide a comprehensive JCS-wide strategy and action plan for the next 5 years; they will also underpin the emerging Gloucester City Plan, Cheltenham and Tewkesbury Borough Plans and emerging neighbourhood plans;
- Tewkesbury Borough Council Economic Development and Tourism Strategy and Action Delivery Plan 2012 -2015 (EXAM 132);
- We are Gloucestershire Devolution bid – One boundary One vision (September 2015) (EXAM 131).

2.6 The overall level of new employment land to be supplied through the various sources set out above is as follows:-

- Existing JCS Strategic allocations, incl. MOD Ashchurch 84 ha
- Existing undeveloped capacity (based on previous allocations and extant planning permissions)
 - Tewkesbury Borough circa 40 ha
 - Cheltenham Borough c. 11 ha
 - Gloucester City c. 24 ha
- Other available and suitable sites (in addition to JCS allocations)
 - Tewkesbury Borough c. 25 ha
 - Cheltenham Borough c. 4 ha
 - Gloucester City c. 7ha

2.7 In total, this would provide a minimum of 195 hectares of employment land and would not represent in any sense a limit to economic growth. The levels set out above reflect land that is expected to be brought forward in the B1 land use class, however there are wider job generating opportunities, supported by JCS policy SD2 which will also provide sources of employment e.g. retail, tourism, education and health (EXAM 68 refers to other classes of employment).

2.8 The numbers noted above are based upon our knowledge at this time and whilst there is confidence that such numbers will be delivered, specific details may change over time. Further details of the existing undeveloped capacity and other land that is suitable and available for employment are attached as appendices 2, 3 and 4.

3 Updated JCS Economic Strategy and Adjusted Growth Scenario

3.1 The spatial strategy set out by the JCS provides the land use and spatial planning context of the economic strategy for the area; this is supported by the ambitions and priorities of the SEP and now confirmed by all partners signed up to the devolution bid to government (EXAM 131) which sets out the ***ambition of accelerating economic growth through planning, transport and infrastructure delivery***.

3.2 As the examination of the JCS has progressed, the variances between the JCS and SEP have been clarified; the additional evidence and work requested by the Inspector as part of EXAM 78 provides an opportunity to update the economic strategy and to narrow the variances and further align the proposed outcomes to clearly set the direction of travel. All parties are agreed that this should be to establish the JCS area as a place to come and do business; to enable the delivery of high value jobs; to support the projected GVA Gloucestershire target of the SEP of 4.7% by 2022; and to provide for flexibility within the parameters of sustainable development. The SEP was developed around three key components (set out below), and the JCS economic strategy provides the planning framework within which these components can be exercised:-

Skills: providing a highly employable and economically productive workforce that meets the needs of local business, particularly in high value growth sectors;

Promotion: attracting and retaining successful businesses in high value sectors and the next generation of talented workers;

Connection: exploiting the opportunity presented by the motorway corridor to enable faster economic growth and providing the transport infrastructure and comprehensive high speed broadband coverage to accelerate growth.

3.3 In addition, through the JCS examination additional evidence (in response to EXAM 78) has been collated to inform an update of the economic strategy, this includes:

- re-runs of economic forecasts and consideration of outputs against local intelligence on forecast growth of specific sectors;
- engagement with the LEP, local businesses and developers on the JCS policy off position;
- analysis of past trends;
- sensitivity testing to provide a range of increases in job numbers;
- consideration of evidence on qualitative needs of specific sectors;
- further analysis of supply and demand including loss of employment land to other uses.

3.4 The details of this additional work is set out in detail in the NLP report 'Employment Land Assessment Update October 2015'. The report details:-

- Consultation with business sector groups and stakeholder engagement;
- Potential for cyber security;
- Key growth sectors;
- Past trends (employment and development);
- Employment forecasts:
 - updated 2015 forecasts
 - alternative scenarios
 - adjusted growth scenario.

3.5 The report's key findings are that the JCS:-

- should establish a minimum requirement for B class employment land of 192 hectares;
- allocate a large proportion of this through strategic allocations in the JCS, but the JCS should also establish targets for additional smaller scale provision in the City and Borough Plans being prepared by the 3 JCS authorities;
- should support positive business growth aspirations for a minimum additional 39,500 jobs.

3.6 A review of existing evidence, alongside that updated/presented through the course of the JCS examination, has illustrated the value of new employment sites to support development within the urban centres, which reinforces the economic strategy established by the JCS. These sites tend to be of a smaller scale than the JCS strategic allocations but build upon existing strengths and help unlock potential to draw investment into the JCS area and wider Gloucestershire.

3.7 It is essential that the JCS has sufficient flexibility to act as a catalyst for long-term growth and to provide commitment to the delivery of improvements at junctions 9 and 10 of the M5. In updating the JCS economic strategy, and to reflect the advice from NLP, the JCS authorities would need to consider:-

- increasing the total employment land requirement to a minimum of 192 hectares (to reflect both anticipated business needs and past trends);
- building in additional capacity for employment growth;
- carrying out detailed analysis of the existing constraints of M5 junctions;
- supporting cyber security as a growth sector;
- an additional policy on the loss of employment land.

3.8 The JCS authorities have always sought to work alongside the LEP but are keen to pursue closer alignment with the SEP at future review stages of both the JCS and SEP, and also through the broader economic strategies of the 3 JCS authorities.

4 Next steps

4.1 Having received the October 2015 NLP report, the JCS authorities are currently giving careful consideration to any implications.

4.2 Key in these considerations will be evaluating potential additional employment land allocations, in order to meet the higher level of employment land requirement identified by the latest work by NLP on behalf of the JCS authorities, and in consultation with the LEP and the local business sector groups.

4.3 The minimum requirement to reflect the adjusted growth scenario set out in the NLP report is for 192 hectares of employment land, to be met by a range of strategic and smaller sites, including urban and brownfield sites, strategic sites within the M5 corridor and smaller rural sites.

4.4 It is anticipated that a number of main modifications would be required to both identify a higher requirement of employment land and to clarify how this will be met, including potential additional strategic employment land allocations and establishing a minimum requirement for smaller sites to be allocated in the Cheltenham and Tewkesbury Borough Plans and the Gloucester City Plan.

4.5 In addition, in the following paragraphs the JCS authorities have drafted a series of statements that could be added to the justification text of the JCS to provide a clearer direction of travel for future growth. In some cases these relate to potential future strategic allocations (paras. 4.11 to 4.14), where sites are subject to infrastructure or environmental constraints that may restrict their deliverability within the plan period to 2031. In paras. 4.15 to 4.35, additional commentary is provided on some of the key economic drivers in the area, where the JCS does not propose any specific allocations, but where it is recognised that there may be pressure for future growth. Additional consideration will be required on whether the JCS should include a policy about the loss of employment land to other uses. These would be addressed either as potential main modifications or at the first JCS review.

4.6 One clear message to emerge from the business engagement carried out by NLP is that strategic employment sites generally have a long lead-in time before development is delivered on the ground; this suggests that it would be sensible to consider additional employment land allocations at this stage of the JCS, in recognition of the long lead-in times for delivery, and to support delivery and provide greater certainty for investment.

4.7 The potential implications of an increase in employment land and jobs in terms of housing requirement; in particular whether it would be necessary for an uplift to OAHN to accommodate an increase in the local workforce.

4.8 The JCS supports the growth of the local economy and need to consider very carefully how to accommodate the reasonable aspirations expressed by business as set out in the NLP report; there are however still considerable uncertainties in terms of how many additional jobs will be created locally, when in the plan period additional jobs are likely to be created, and what the labour-force requirements would be.

4.9 The need for additional housing will depend heavily on the assumptions made about economic activity rates; the preliminary advice from Neil McDonald Strategic Solutions (NMSS) is set out in the separate note prepared by NMSS, attached as Appendix 5.

4.10 The need for any additional housing needs to be carefully monitored and would more sensibly be addressed at the first review of the JCS. This would allow for consideration to include the more detailed economic evidence being commissioned by Gloucester and Tewkesbury to compliment that commissioned in 2015 by Cheltenham (see para 2.5 above). This would provide more certainty about planned increases and allow for a clearer understanding about economic activity rates, rather than placing an undue reliance on the reasonable aspirations reflected in the NLP report.

Potential additional strategic allocations

West Cheltenham

4.11 The submitted JCS safeguards around 200ha of land at West Cheltenham (policy SD5 - Green Belt) for longer-term development needs. A key reason why this area has not previously been considered suitable for delivery within the plan period was the presence of Hayden Sewage Treatment facility and the nature of processes taking place that impact on odour nuisance. Since the publication of the JCS, the JCS authorities have been working with the infrastructure provider and options for earlier release of part of this site could now be achieved. In light of this, the contribution land release in this location could make to address the variances between the LEP and the existing JCS economic strategy, and appetite for the promotion of a cyber-security cluster (tested through Cheltenham Plan – Issues and Options consultation), there may now be an opportunity for the site to be considered as a potential additional strategic allocation, as follows:-

- Phase 1 - 70 ha allocated for mixed-use development, to reflect the support from GCHQ for earlier release of the safeguarded land (as expressed in Exam 100), together with land release that would deliver a wider cyber security park (note this is wholly dependent on outputs of odour mapping for residential element and removal of the sludge storage element from the existing facility). The focus of phase 1 would be on the release of land for cyber security and those businesses that fall within the supply chain of GCHQ; any residential development would be to meet any housing demands arising from the employment provision
- Phase 2 - 130ha retained within a safeguarded land designation, with the case for land release for mixed use development to be considered at the first review of the JCS, and dependent on the relocation of the sewage treatment facility.

North Brockworth Strategic Allocation (SA 4)

4.12 The JCS allocates all of this land for housing; however, an area of 3.3 has. was proposed for employment by the developer and a modification to the JCS to include this would reflect more closely the proposals in the planning application, currently awaiting SoS determination following a called-in inquiry.

M5 Junction 10

4.13 There is agreement across relevant partners that the upgrading of Junction 10 to an all movements junction will support the economy of the JCS area and that of wider Gloucestershire. It would support accelerated growth of the economy as set out in the Gloucestershire devolution bid, enabling land to be delivered for mixed use including high value employment. A Junction 10 task group has been set up to establish the timetable for evidencing the business case for the upgrading of this junction of the M5. Given funding timelines, the earliest funding could be available is 2021 with support through the Highways England Road Investment Strategy. All partners on the taskgroup, including the LEP are agreed that junction improvements will unlock the constraint to land currently designated in the JCS as a safeguarded area for development. At this stage, there is no certainty that this funding will be released and it is not therefore possible to anticipate any delivery within the JCS plan period; should funding become available, then the JCS authorities would consider a strategic allocation through a JCS Review.

Other Motorway Junctions

4.14 The SEP has highlighted the economic growth potential of the M5 corridor, with particular focus around the motorway junctions. There is currently a high level of demand for employment land around Junction 9 and a joint task group has been set up to consider both the development potential and the infrastructure issues that would need to be addressed; this group involves the JCS authorities, Gloucestershire County Council, the LEP, Highways England and the Homes and Communities Agency. There may be further economic development potential at some of the other junctions.

Other Key Employment Considerations

Cheltenham Racecourse

4.15 Cheltenham Racecourse is a key part of the cultural and economic infrastructure of Gloucestershire, being the most significant visitor attraction in the JCS area and the wider sub-region. It is of international significance, being the principal venue in the UK for National Hunt Racing. On average bringing £40million to the Cheltenham economy, the racecourse is a catalyst for tourism. Ranking 2nd in the list of racecourses drawing the largest meeting attendances and with high television viewing figures (0.9million watched the Cheltenham festival in 2015), it is clear that the Racecourse and its influence underpins the cultural offer, contributing significantly to the economy of Cheltenham.

4.16 The Racecourse's primary function as a racing venue brings significant economic benefits to the region in terms of financial income and job creation:

- The racecourse attracts approximately 0.5 million visitors each year;
- 450,000 visitors attend the 16 racing fixtures, including the 250,000 over the four days of the most recent Festival in March 2015. It is estimated to contribute £50m to the local tourism economy, including visitor accommodation (around 10,000 bed spaces for overnight accommodation are required during the Festival);
- The Racecourse currently employs 85 full time staff on site, with the additional employment of around 5,000 staff during the Festival;
- Contractors and sub-contractors in terms of construction (and associated construction materials) and service providers are based locally in the Gloucestershire and the racecourse also generates a significant number of indirect jobs.

4.17 The Racecourse has been subject to a recent £45 million investment which has resulted in a significant upgrade of its facilities, which enables the Racecourse to provide a world class sporting venue and visitor facility further upgraded facilities and its capacity.

4.18 In addition, Cheltenham Racecourse contributes significantly to the region's economy as it also hosts and manages the largest conference facility (with a seating capacity of 2,250) between Birmingham and Bournemouth.

4.19 The Racecourse also accommodates facilities for Cotswold Riding for the Disabled Association (RDA). It is one of the Jockey Club's aspirations to continue to support and enhance these facilities.

4.20 Cheltenham Racecourse is important to the regional economy and local economy, it is therefore important to continue to improvement of business operations through future development and enhancement, reinforcing its importance as a tourism and visitor attraction in the region with the potential to generate further employment opportunities.

Gloucestershire Airport

4.21 Gloucestershire Airport is the busiest general aviation airport in the UK, serving a sub-regional catchment of 1.9 million people and over 84,000 businesses. The JCS recognises the strategic importance of the airport and supports the Strategic Economic Plan for Gloucestershire, which states that the Local Enterprise Partnership aims to optimise the contribution and benefit that Gloucestershire Airport and the land around it can make to local communities and the economy. The airport is however located in a sensitive part of the Green Belt and any future development would need to be related to airport and aviation-related growth.

Gloucestershire University

4.22 In common with other university towns, Cheltenham and Gloucester benefit significantly from the presence of their university. In 2015 the University commissioned research to analyse its economic impact on the region, which indicated that the University brings £151.2m of value to Gloucestershire every year. In addition, the University contributes to the social well-being of the region through community work and volunteering, and to its cultural enhancement through activities including support for festivals and links to the arts sector.

4.23 In order to thrive, the University needs support to provide sufficient purpose built accommodation for students, to ensure that it remains competitive in a highly volatile market place. Since 2012, both Cheltenham Borough Council and Gloucester City Council have worked closely with the University to explore the provision of additional student accommodation. Consent was granted in 2015 for the development of a student village at the Pittville campus in Cheltenham. Gloucester City and the County Council are currently working on master planning for the campus, including the provision of the University Business School and additional student housing, through further private developments in Gloucester as part of the proposed regeneration of Blackfriars and Quayside.

Tourism

4.24 There are no specific allocations in the JCS for tourism-related activity but, for all of the Gloucestershire authorities, tourism is an important economic activity and is broadly supported through a range of programmes and initiatives.

4.25 **Tewkesbury Borough** includes the Severn Vale and the internationally-renowned Cotswolds. Tourism businesses within the Borough are generally micro businesses or small enterprises and the Borough Council supports these through international, national and regional marketing and through business support programmes. Tourism supports jobs in the rural economy as well as supporting the vitality and viability of the market towns of Winchcombe and Tewkesbury. The Borough Council is part of a wider Cotswolds Tourism group involving local authorities and the LEP. Tourism is also recognized as being part of the rural economy in emerging neighbourhood plans. The Tewkesbury Borough Plan (2011-2031) Draft Policies and Site Options Public Consultation document contains general tourism policies, but there are no specific site allocations. Tourism will also be considered as part of the Tewkesbury Borough Economic Strategy referred to in para. 2.5 above.

4.26 **Gloucester City's** support for tourism is set out in the Growing Gloucester's Visitor Economy 2014 document, a strategic plan for driving growth in the value of Gloucester's visitor economy. The key conclusions set out in this document are:

- Gloucester has consistently outperformed both national and regional growth rates in visitor spend. Economic benefits from exploiting the visitor economy will become an ever more important component of the whole economy locally within the next 10 year period;
- There is a need to continue the progress towards closer coordination between organisations which contribute to visitor economy growth;
- Current successful efforts to promote the city must be amplified to capitalize on current growth and increase it bringing substantial growth in jobs and the local economy;
- Barriers to growth in the visitor economy such as shortage of good quality hotel rooms and lack of a larger venue space need to be addressed.

4.27 There are no specific land allocations proposed in the JCS, as this is for the City Plan to take forward. However Gloucester City is working hard and committing a significant level of officer resources to delivering a number of major regeneration projects in the city that have the potential to contribute towards providing better facilities and attractions for visitors, including the recognized need for more good quality hotel rooms and venue space in the City. This is elaborated below under the Regeneration section below.

4.28 **Cheltenham Borough** is currently undertaking a review of its tourism strategy. This builds upon the economic work undertaken for Cheltenham in 2014 by Athey Consulting; although not specifically making reference to tourism, this did set out a key recommendation for the development of a “strategy to communicate existing positive news and progress to the business community, including a high impact campaign and advocacy programme for Cheltenham”. As an action against this a consultant was appointed in July 2015 to help develop a new strategic approach to tourism for Cheltenham. A key outcome of this work will be to advise on how best to position our strategic approach to tourism within the wider economic development strategy. A report will be considered by the Cabinet of Cheltenham Borough Council in February 2016.

Regeneration

4.29 The reuse and regeneration of sites within the urban areas is as important as new greenfield site development. This is important in the main urban areas of Gloucester and Cheltenham but also in Tewkesbury town centre.

4.30 Regeneration is an important element of the economic activity and job creation taking place in Gloucester City. The full strategy for Gloucester is set out clearly in the Regeneration and Economic Development Strategy 2015 – 2020 document. This document was a consultation draft, but the content will be taken forward further in the ongoing development of the Gloucester City Plan. Some key highlights that the document sets out is in the last decade, the £700 million of investment has been secured, the creation of 1,000 new jobs, the development of 700 new homes, the completion of the inner ring road and South West bypass and the completion of six major regeneration projects at St Oswalds Park, Gloucester docks, the railway triangle, Blackfriars priory, Greyfriars and Gloucester Quays.

4.31 The issue of city centre regeneration in particular will be at the heart of the City Plan, being the key development issue for the City over the next decade and more. Being an authority with relatively tightly drawn boundaries around the urban area, the provision of economic needs through the redevelopment of brownfield land and the various major mixed use regeneration initiatives to be delivered in the next decade, including Kings Quarter, Blackfriars and Bakers Quay, is as important as new greenfield site development on the periphery of the city.

4.32 The importance of regeneration for Gloucester in the past decade is also shown by the large amount of employment land in the urban area that has been redeveloped for other uses in the recent past, including most significantly for residential development and also some retail development. Whilst the economic and regeneration activity taking place in the city is important for Gloucester’s economy and job growth (Objective 1 to 5), Objective 6 of the strategy also recognizes the importance of working in partnership with GFirst and adjoining local authorities to influence and achieve opportunities for growth beyond it’s boundaries. The JCS is a core component of this broader Objective 6 of the strategy.

4.33 The regeneration of Tewkesbury town centre is a key area of work for the Borough Council. A Tewkesbury Town Centre Masterplan: Strategic Framework Document was approved in July 2012, which set out a range of key projects aimed at regenerating the town centre; these include specific projects, such as riverside enhancement, the regeneration of a key town centre site (Spring Gardens and Oldbury Road), a new leisure centre, and a programme of marketing and inward investment. The Borough Council facilitates a

Tewkesbury Town Centre Regeneration Partnership which is overseeing the delivery of the town centre regeneration.

4.34 The Cheltenham Development Task Force was established in 2010 by Cheltenham Borough Council with its key partners, including Gloucestershire County Council and the Homes and Community Agency; the Task Force is an arm's length advisory body with the purpose of delivering a host of regeneration outputs loosely associated with the former Civic Pride programme. The Task Force has had considerable success and has been noted in the LGA good practice guide as a fleet-footed low cost solution, which has galvanised commercial and public interests in the pursuit of economic performance. Much of this has been secured by taking a facilitation role between investors and the statutory agencies, including local government partners and the LEP, and community interests. Whilst the Task Force has a wide brief, key examples of projects pursued and delivered include:-

- additional housing including 40% affordable;
- the redevelopment of a number of town centre brownfield sites which had alluded developers e.g. Regency Place, Honeybourne Gate; the latter utilising the LEP GIIF funding;
- major uplift to the public realm in the town centre through partnering with GCC as the highways authority; further works scheduled;
- the securing of significant receipts for CBC for re-investment eg £2m Boots Corner public realm;
- new fit-for purpose office accommodation to enable other sites to be redeveloped in due course;
- active engagement and negotiation with key retailers to help maintain the vibrancy of the High Street;
- the Brewery phase II and the recent confirmation of a John Lewis store is testament to that policy;
- with Gloucestershire County Council as partner securing £4.9m in LSTF funding from the DfT, leading to the Cheltenham Transport Plan which begins to be implemented on a phased basis early 2016;
- the securing with railway partners in excess of £4m for an urgently needed Cheltenham Spa station upgrade with further bids outstanding; delivery scheduled to start 2016.

4.35 The Task Force was originally focused on a limited area within the town centre but has recently expanded its remit to cover the wider Borough of Cheltenham. This re-affirms commitments to projects that were already outside of the original central zone e.g. Cheltenham Spa railway station but critically creates opportunities for the Task Force to bring its experience and expertise to a wider geographical area, reflecting the recommendations in the Athey report concerning the future economic development of Cheltenham. This will enable new projects, such as cyber or tech hub growth ambitions to be actively pursued, which align with both the LEP strategic economic plan, the JCS and emerging components of the Cheltenham plan.

5 Statements of Common/Uncommon Ground – Round Table Meeting 22 October 2015

5.1 A round table was held on 22 October to consider the additional work prepared in response to EXAM 78, including the NLP's Employment Land Assessment Update. Notes of that meeting have been prepared and these form the basis of Statements of Common and Uncommon Ground on Employment Land matters.

Appendices

Appendix 1: Relevant links to JCS Evidence Base and Examination Documents Library

JCS Evidence Base

- EEMP 100 Employment Land Review March 2011
- EEMP 101 Employment Land Review: Review of Business Parks Nov 2011
- EEMP 102 Hotel Capacity Study May 2009
- EEMP 106 Assessment of Updated Economic Forecasts April 2014
- EEMP 108 Tewkesbury BC SELAA Report 2012

JCS Topic Papers

- ETOP 112 Local Economy Oct 2013
- ETOP 113 Local Economy Update July 2014

Examination Documents

- EXAM 2B CBC Monitoring Report Dec 2014
- EXAM 2C GCC Employment Land Monitoring May 2014
- EXAM 2D TBC Monitoring Report 2013/14
- EXAM 7 GCC SALA Report Jan 2015
- EXAM 9 GCT Workspace Assessment Update October 2013
- EXAM 10 Employment needs in Gloucestershire, LEP March 2014
- EXAM 12 GCC Employment Land Monitoring Report 2012
- EXAM 13 GCC Employment Land Monitoring Report 2014
- EXAM 19 Cheltenham Economic Strategy Final Report 2015
- EXAM 20 Cheltenham Economic Strategy App A Economic assessment
- EXAM 21 Cheltenham Economic Strategy App B Site analysis and ELR
- EXAM 22 Cheltenham Economic Strategy App C Consultation Report
- EXAM 29 TBC Assessment of Land Availability Report 2013/14
- EXAM 37A Strategic Economic Plan for Gloucestershire March 2014
- EXAM 37B Strategic Economic Plan Appendices
- EXAM 38 Duty to Co-operate update with LEP
- EXAM 68 Letter from Alder King/Bruton Knowles to LEP re Growth Plan
- EXAM 69 NLP- JCS Non B class job growth plus 2007 Companies House list
- EXAM 70 LEP consultation response to draft JCS Dec 2013
- EXAM 74 NLP- Economic forecasts report Sept 2011
- EXAM 75 JCS letter to Inspector re ELR
- EXAM 100 GCHQ representations

Appendix 2: Tewkesbury Borough Employment Land

1. Tewkesbury Borough Local Plan (to 2011) Employment Land Allocations Availability September 2015

The following table indicates a review of those existing permissions and a net calculation of those expected to come forward in the plan period. The actual gross amount of outstanding permissions is 53 ha.

<u>Allocations</u>	<u>Available hectares</u>
○ Cleeve Business Park	5.7 hectares
○ Gloucester Business Park	27 hectares
○ Bishop's Cleeve/Southam	7.2 hectares
○ Staverton/Churchdown	3.4 hectares
Total	43.3 hectares (circa 40 ha)

Tewkesbury Borough SHLAA

The following table gives an extract of sites suitable for employment listed in the SHLAA. Whilst this totals just over 100ha, for the purposes of this exercise, only those sites which are outside the green belt and near/adjacent to existing employment areas have been included as examples and this totals 25 ha which is considered a relevant minimum number to be expected to come forward in the plan period but not necessarily limited to these sites.

Table – SHLAA Information Reference Sites Suitable for Employment Land

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	10	Fitzhamon Park and Rifle Range, Ashchurch.	Ashchurch Rural	2008/09	5.1	0	5.1	5.1	No	No	Available	Suitable	Achievable	No	Yes	Yes
SUB	14	Land adjacent to Ashchurch County Primary School, Ashchurch	Ashchurch Rural	2010/11	3.34	1.69	1.65	1.65	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	18	Land at Newton Farm, Ashchurch	Ashchurch Rural	2011/12	2.35	0.13	2.22	2.22	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	23	Berrow Farm, Wickridge Street, Ashleworth.	Ashleworth	2008/09	0.9	0	0.9	0.9	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	25	Land off Nup End, Ashleworth	Ashleworth	2011/12	1.71	0	1.71	1.71	No	No	Available	Suitable	Achievable	No	Yes	No
SUB	47	Homelands Farm Buildings, Bishop's Cleeve	Bishop's Cleeve	2011/12	2.7	0	2.7	2.7	No	No	Available	Suitable	Achievable	No	Yes	No

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	48	Land to the north of Evesham Road, Bishop's Cleeve	Bishop's Cleeve	2011/12	1.34	0.24	1.1	1.1	No	No	Available	Suitable	Achievable	No	Yes	No
SUB	49	Land adjacent to Malvern View Business Park	Bishop's Cleeve	2011/12	14	0	14	14	No	No	Available	Suitable	Achievable	Yes	Yes	No
SUB	64	Land at St George's Church Centre, Brockworth.	Brockworth	2008/09	0.46	0	0.46	0.46	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	67	Land at Churchdown School.	Churchdown	2008/09	1.1	0	1.1	1.1	No	No	Unavailable	Suitable	Achievable	No	Yes	No
SUB	95	The Gloucester Old Spot	Elmstone Hardwicke	2011/12	0.91	0	0.91	0.91	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	96	Stanboro Nurseries	Elmstone Hardwicke	2011/12	6.15	0	6.15	6.15	No	No	Available	Suitable	Achievable	No	No	Yes

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	103	Land adjoining Highnam Business Centre	Highnam	2011/12	1	0	1	1	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	113	Old Fold, Maisemore	Maisemore	2009/10	3.1	0	3.1	3.1	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	114	Swinley Field, Maisemore	Maisemore	2009/10	1.4	0	1.4	1.4	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	115	Land adjacent to The Redlands, Minsterworth.	Minsterworth	2008/09	2.36	0	2.36	2.36	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	118	Land at Northway, Northway	Northway	2009/10	22.1	0	22.1	22.1	No	No	Available	Suitable	Achievable	No	Yes	Yes
SUB	120	Land off Sandhurst Lane, Sandhurst.	Sandhurst	2008/09	1.34	0	1.34	1.34	No	No	Available	Suitable	Achievable	Yes	No	No

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	128	Badgeworth Nurseries, Shurdington.	Shurdington	2008/09	1.2	0	1.2	1.2	Yes	No	Available	Suitable	Achievable	Yes	No	No
SUB	141	Land between Mill Lane and Gravel Pit Lane, Prestbury.	Southam	2008/09	9.4	0	9.4	9.4	No	No	Available	Suitable	Achievable	Yes	Yes	No
SUB	146	Land at Gloucestershire Airport (East of South East Camp)	Staverton	2011/12	3.23	0	3.23	3.23	Yes	No	Available	Unsuitable	Unachievable	No	No	No
SUB	162	Healings Mill, Quay Street	Tewkesbury	2009/10	0.2	0	0.2	0.2	No	No	Available	Suitable	Achievable	No	Yes	No
SUB	168	Land to the east of the B4632, Toddington	Toddington	2011/12	1.58	0	1.58	1.58	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	169	Land to the rear of The Pheasant public house, Toddington	Toddington	2011/12	0.65	0	0.65	0.65	No	No	Available	Suitable	Achievable	Yes	No	No

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	170	Land at village hall, Tredington.	Stoke Orchard	2008/09	0.09	0	0.09	0.09	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	188	Extension to Brockridge Business Park	Twynning	2012/13	0.68	0	0.68	0.68	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	196	Land adjacent to John Moore Primary School, Wheatpieces, Tewkesbury.	Wheatpieces	2008/09	0.87	0	0.87	0.87	No	No	Available	Suitable	Achievable	Yes	No	No
SUB	212	Blooms Cheltenham Garden Centre	Southam	2013/14	1.2	0	1.2	1.2	Yes	No	Available	Suitable	Achievable	Yes	No	No
SUB	219	Land adjacent to BT Repeater Station, Shuthonger	Twynning	2013/14	1.5	0	1.5	1.5	No	No	Available	Suitable	Achievable	No	Yes	No
SUB	220	Land south of Half Acre Close, Wheatpieces	Wheatpieces	2013/14	8.48	0	8.48	8.48	No	No	Available	Suitable	Achievable	Yes	Yes	No

Prefix	Ref	Site Name	Parish	Submission Year	Site Area ha	Area within Flood zone 3 ha	Potential Employment Area	Area not affected by flooding	Within Current Green Belt	AONB	Available 2015	Suitable for Employment	Achievable for Employment	0 to 5 Years	6-10 Years	11-15 Years
SUB	223	Bentham Country Club, Bentham Lane	Badgeworth	2013/14	2.4	0	2.4	2.4	Yes	Yes	Available	Suitable	Achievable	No	Yes	No

Appendix 3: Gloucester City Employment Land Analysis

<i>Sites for Potential Gloucester City Plan Allocation as Employment Allocations</i>						
SALA Ref	Site	Gross Area	B/G	Status	2015 SALA comments	Map ref
EA03	Land east of Waterwells	6.37	G	Potential City Plan Employment allocation		A1
EA04	Land to west of south west bypass	0.7	G	Potential City Plan Employment allocation		A2
<i>Total</i>		<i>7.07</i>				
<i>Sites for City Plan allocation as mixed use regeneration schemes</i>						
SALA Ref	Site	Total Area	B/G	Status	2015 SALA comments	Map ref
HA17	Greater Blackfriars	11.76	B	Large brownfield regeneration site - will predominantly yield residential with some commercial	Opportunity to deliver new office accommodation and assembly and leisure facilities	B1
HA02	Kings Quarter	4.5	B	Large brownfield regeneration site - will predominantly yield retail with a new bus station/offices and some residential	This retail led regeneration site is the City's top regeneration priority	B2
FS02	Southgate Moorings	0.5	B	Brownfield regeneration site currently operating as a car park - potential for employment (office) and residential	City Council aspiration to deliver offices at site - site could deliver a mixed use scheme & help redress the predominantly resi led regeneration at the Docks.	B3
HA12	Railway Corridor sites	6	B	Large brownfield sites to yield mix of resi/employment and new Network Rail car parking for Gloucester Station	Sites could deliver mixed use regeneration	B4
<i>Total</i>		<i>22.76</i>				

<i>Currently vacant sites last used for employment to be protected/retained for employment through City Plan</i>						
SALA Ref	Site	Total Area	B/G	Status	2015 SALA comments	Map ref
SUB17	Former Fire Station Eastern Ave	0.55	B	Vacant and demolished site	Site well located for employment uses	C1
SUB56	Former PO Sorting Office Eastern Avenue	2.25	B	Vacant site including large office building	Existing employment site with good potential for re-use or redevelopment for employment - unsuitable for resi	C2
ED033	Former Keyway Site Corinium Avenue	2	B	Open vacant site	Site currently being marketed for employment purposes	C3
<i>Total</i>		4.8				
<i>Outline commitments without reserved matters consents</i>						
SALA Ref	Site	Gross area remaining (ha)	B/G	Status	2015 SALA comments	Map ref
	Spinnaker Park, Hempsted	n/a	B	Part built out but large area remains - suitable for B2 use but lies in Floodzone - possible attenuation required	Not in SALA - to be picked up in 2016	D1
SUB03	Railway Triangle north	1.94	B	Consented for vehicle showroom and B1 units plus truck repair and servicing	Site now predominantly consented with reserved matters	D2
HA03	Kingsway Framework 5	15.59	B/G	Large area with outline consent for employment	Given LEP desire to protect employment land across the County we do not want to loose this site	D3

HA01	Gloucester Quays	0.89	B	Employment uses included as part of outline consent for land to west of canal	No specific comment relating to employment parcels west of canal	D4
EA10	Land north of Walls	5.85	G	Potential City Plan Employment allocation - nb: Site now has outline consent for employment use		D5
<i>Total</i>		<i>24.27</i>				

Appendix 4: Cheltenham Employment Land

Cheltenham Borough: Potential net additional employment land supply (B uses)

	NET SOURCE OF SUPPLY	HECTARES
A)	Net completions since April 2011	-0.63 ha
B)	Net commitments (planning permissions) at April 2015	11.99 ha
C)	Adopted Local Plan allocations at April 2015	6.87 ha
D)	JCS potential: <i>North West Cheltenham</i> <i>Leckhampton</i> <i>West of Cheltenham</i>	23.45 + West Chelt ha 23.0 ha 0.45 ha (from the planning application) (To be confirmed) ha
E)	Supply identified in SALA / I&O Cheltenham Plan <i>Cheltenham Racecourse</i> <i>Springbank Shopping Centre</i> <i>Axiom, Winchcombe Street</i> <i>St Georges Place / St James' Square</i> <i>Rivershill house</i> <i>Former Monkscroft Primary School</i> <i>Pitville Campus</i>	3.77 (excl. racecourse) ha 4.5 ha (restricted for the business of the racecourse) 0.51 ha 0.07 ha 0.66 ha 0.42 ha 1.80 ha 0.31 ha
F)	TOTAL	45.45 ha <i>Excludes West of Chelt & Racecourse</i>

Appendix 5: Preliminary analysis of the implications of 39,500 additional jobs in the JCS area over the period 2011-31

PRELIMINARY ANALYSIS OF THE IMPLICATIONS OF 39,500 ADDITIONAL JOBS IN THE JCS AREA OVER THE PERIOD 2011-31

This note provides a preliminary view on the housing implications of an additional 39,500 additional jobs in the JCS area over the period 2011-31. **A much fuller analysis is needed before any reliance is placed on the results.**

To put the suggested 39,500 additional jobs in context, the table below sets out the latest employment projections for the JCS area obtained from Oxford Economics, Cambridge Econometrics and Experian.

Projected jobs increase: 2011-31 (July 2015)	Oxford Economics	Cambridge Econometrics	Experian
JCS area	22700	17500	41500

Note that 39,500 is:

- 2¼ times the CE figure
- 1¾ times the OE figure
- 5% smaller than the Experian figure
- Nearly 1½ times the average of the three projections

To get an approximate indication of the housing implications of 39,500 jobs NMSS has repeated the analysis performed for the three econometric projections. In the absence of any breakdown of the suggested increase by local authority area the additional jobs have been

allocated between the three authorities by scaling up the increases forecast for each by whatever number is necessary to produce a JCS total of 39,500. So, for example, as 39,500 is 1.74 times the OE jobs increase for the JCS area, the projected OE increase for each authority has been multiplied by 1.74.

The effect of this approach is to produce estimates of the number of extra people and homes needed that are broadly consistent with the economic activity rate assumptions in the OE, CE and Experian projections: they are not, of course, estimates made by those organisations.

Population increase for 39,500 jobs	Economic projection			
	2012 SNPP	OE consistent economic activity rates	Experian consistent economic activity rates	CE consistent economic activity rates
Household formation rate				
Cheltenham	16800	21200	13300	28100
Gloucester	24800	18400	20400	27100
Tewkesbury	16100	17700	14800	22700
JCS	57600	57200	48500	78000
Extra people	-	-400	-9100	20400

Homes for 39,500 jobs	Economic projection			
Household formation rate	OAN	OE consistent economic activity rates	Experian consistent economic activity rates	CE consistent economic activity rates
Cheltenham	9900	11700	8800	14400
Gloucester	13300	11100	11800	14200
Tewkesbury	8600	8900	8000	10600
JCS	31800	31700	28600	39100
Extra homes	-	-100	-3300	7300

Note that:

- The number of homes needed ranges from 28,600 to 39,100.
- The differences between the projections are largely due to the different views taken on economic activity rates.
- The highest population increase –78,000, based on the CE economic activity rates – amounts to a population increase of 3,900 people a year. That compares with an average population increase of 2,330 over the 10 years 2001-11 i.e. it is 67% (two thirds) faster. This implies a sustained influx into the area that is substantially greater than anything seen in the recent past.

These results are highly provisional. In particular:

- The analysis is inevitably broad brush as no allocation of the suggested increase between the three authorities is available. The authorities are not homogeneous: they have different economic activity rates and different household formation rates. A different distribution from that arbitrarily chosen for this analysis could produce significantly different results.

- As the differences between the estimates of the necessary population increase and housing requirements indicate, there is considerable uncertainty about how economic activity rates will change. This produces a range in the number of additional homes needed from 10% less than the demographically-based estimate of the OAHN to 23% above it.
- At the higher end of the range the number of additional people and homes that would be needed is so much larger than the trend-based demographic estimates that it is unrealistic to assume that the additional labour force would simply be an add-on to the population suggested by those estimates. The influx would be of such a scale that some of those assumed to arrive if recent trends continue are likely to be displaced. The increased demand for labour may also result in employers taking additional steps to attract and retain workers that economic activity rates will be higher than they might otherwise have been.

Neil McDonald
28 October 2015