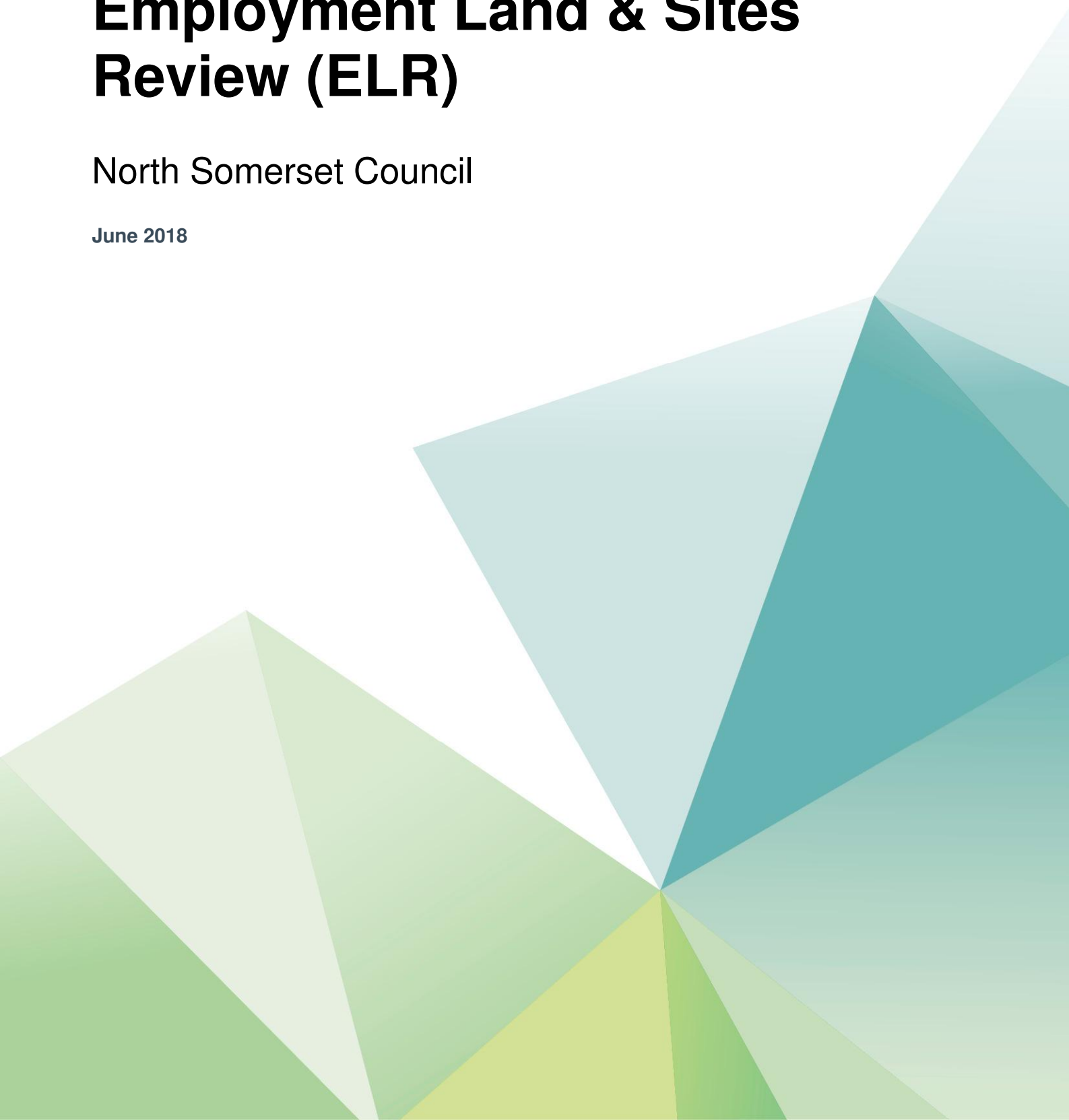


# **North Somerset Employment Land & Sites Review (ELR)**

North Somerset Council

June 2018



# Notice

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# Table of Contents

Chapter	Pages
<b>Executive summary</b>	<b>7</b>
<b>1. Introduction</b>	<b>17</b>
1.1. Introduction	17
1.2. Study Objectives	17
1.3. Approach	17
1.4. Report Structure	18
<b>2. Policy &amp; Context</b>	<b>20</b>
2.1. National Policy Context	20
2.2. West of England Context	21
2.3. Local Context	27
2.4. Socio-economic Context	28
<b>3. Property Market Review</b>	<b>35</b>
3.1. Introduction	35
3.2. Stakeholder Engagement	35
3.3. Qualitative market assessment	54
<b>4. Supply Assessment</b>	<b>58</b>
4.1. Introduction	58
4.2. Total Employment Land Stock	58
4.3. Existing Employment Land	60
4.4. Source of Potential Employment Land Supply	60
<b>5. Demand Assessment</b>	<b>95</b>
5.1. Introduction	95
5.2. Scenario 1 – Labour demand: Experian employment forecasts	98
5.3. Scenario 2 – Labour demand: Experian forecast uplift	101
5.4. Scenario 3 – Trend based employment forecasts	104
5.5. Scenario 4 – Bottom-up approach	108
5.6. Demand Conclusions	117
<b>6. Supply-Demand Balance</b>	<b>119</b>
6.1. Introduction	119
6.2. Supply position	119
6.3. Demand position	119
6.4. Supply demand balance	120
6.5. Supply demand balance conclusions	120
<b>7. Delivery Plan</b>	<b>122</b>
7.1. Introduction – Rationale for the Delivery Plan	122
7.2. The Current Employment Land Situation in North Somerset	122
7.3. Commentary on current North Somerset employment-led policy at WSM	124
7.4. Deliverability of Existing Allocation Sites	128
7.5. Employment Land Opportunities in North Somerset	134
7.6. Delivery Mechanisms and Funding Options	142
<b>8. Conclusions &amp; Recommendations</b>	<b>148</b>
8.1. Introduction	148
8.2. Summary and Conclusions	148
8.3. Policy and Strategy Recommendations	149

<b>Appendices</b>	<b>153</b>
<b>Appendix A. Consultation Questionnaire</b>	<b>154</b>
<b>Appendix B. List of Consultees Engaged</b>	<b>158</b>
<b>Appendix C. Demand Forecasting Exercise Data</b>	<b>159</b>
<b>Appendix D. Site Assessment Guidance and Pro-Forma</b>	<b>175</b>

## Tables

Table 1:	North Somerset Employment Land Allocations	8
Table 2:	Demand for Employment Land Scenarios (2016 to 2036)	9
Table 3:	Employment Land Supply Demand Balance in North Somerset – scenario 4	9
Table 4:	Employment Land Supply Demand Balance in North Somerset – scenario 4b	9
Table 5:	Potential Interventions to Help Unlock Allocation Sites	11
Table 6:	Delivery and Funding Opportunities & Actions	12
Table 2-1	WoE EDNA Employment Land Demand (sqm) to 2036 - FEMA	25
Table 2-2	WoE EDNA Supply Demand Balance (ha) to 2036 – FEMA Medium-High Scenario	26
Table 2-3	WoE EDNA Supply Demand Balance (ha) to 2036 – FEMA High Scenario	26
Table 3-1	Office availability rents	46
Table 3-2	Office availability new share	46
Table 3-3	Office availability sizes	46
Table 3-4	Office availability time on market	47
Table 3-5	Recent office rents	48
Table 3-6	Recent office sales share	48
Table 3-7	Industrial availability rents	49
Table 3-8	Industrial availability size	50
Table 3-9	Industrial availability market time	50
Table 3-10	Recent industrial rents	53
Table 3-11	Recent industrial sales share	53
Table 3-12	Recent industrial sizes	54
Table 4-1	Total Stock of Employment Space in North Somerset ('000 sqm)	58
Table 4-2	Number of Rateable Business Properties in NS, WoE, SW and England (01 – 2016)	59
Table 4-3	EGi employment land availability	61
Table 4-4	Employment Land Allocations Summary Table	62
Table 4-5	SDL Summary Table	63
Table 4-6	Large Sites with Planning Permission	64
Table 4-7	Small Sites with Planning Permission	64
Table 4-8	Developable Employment Land in North Somerset	65
Table 4-9	Employment Land by Premises Type (hectares)	69
Table 4-10	Opportunities & Constraints	70
Table 4-11	Parking, Transport & Access	72
Table 4-12	Site Suitability Scoring Criteria	75
Table 5-1	Experian employment sectors and use class assumptions	97
Table 5-2	Employment density and plot ratios	98
Table 5-3	Scenario 1 - Experian employment forecasts - sectors with greatest change (FTEs) '16-36	99
Table 5-4	Scenario 1 - Experian employment forecasts (FTEs)	100
Table 5-5	B use class floorspace need (sqm) – Scenario 1	100
Table 5-6	B use class land need (ha) – Scenario 1	100
Table 5-7	Scenario 2 - Uplifts used on annual growth	101
Table 5-8	Scenario 2 - Experian Uplift employment forecasts (FTEs)	102
Table 5-9	B use class floorspace need (sqm) – Scenario 2	103
Table 5-10	B use class land need (ha) – Scenario 2	103
Table 5-11	Experian employment forecasts (FTEs) – historical and forecast growth rates	105
Table 5-12	Experian employment forecasts (FTEs) - key sector growth rates	105
Table 5-13	Trend based forecasts (FTEs) – sectors showing greatest changes in emp '16-'36	106
Table 5-14	Trend based employment forecasts (FTEs)	107
Table 5-15	B use class floorspace need (sqm) – Scenario 3	107
Table 5-16	B use class land need (ha) – Scenario 3	107
Table 5-17	Invest Bristol and Bath Business Property Enquiries 2013-15	109
Table 5-18	Bottom- up rationale and adjustments for sectors	114

Table 5-19	Bottom-up adjustment summary by employment use type	115
Table 5-20	Bottom-up use type shares of B-Class employment growth	115
Table 5-21	Scenario 4: Bottom-up employment forecasts (FTEs)	116
Table 5-22	B use class floorspace need (sqm) – Scenario 4	116
Table 5-23	B use class land need (ha) – Scenario 4	117
Table 5-24	B use class land need (ha) – Scenario 4 + Experian Uplift	117
Table 5-25	Comparisons of land use (ha) between demand scenarios	117
Table 6-1	Developable Employment Land in North Somerset	119
Table 6-2	Employment Land Demand in North Somerset – scenario 4	119
Table 6-3	Employment Land Demand in North Somerset – scenario 4b	119
Table 6-4	Employment Land Supply Demand Balance in North Somerset – scenario 4	120
Table 6-5	Employment Land Supply Demand Balance in North Somerset – scenario 4b	120
Table 7-1	Typical plot ratios and job densities	125
Table 7-2	Converting Gross to Internal Floorspace	126
Table 7-3	North Somerset Core Strategy Policy CS30 Job and Land Implications	126
Table 7-4	Jobs created at Weston Villages based on even split of employment uses	127
Table 7-5	Jobs created at Weston Villages based on optimum policy split of employment uses	127
Table 7-6	Allocation Site Deliverability and Intervention Analysis	130
Table 7-7	Potential Interventions to Help Unlock Allocation Sites	133
Table 7-8	North Somerset Insights by Area	138
Table 7-9	Delivery and Funding Opportunities	146

## Figures

Figure 1:	North Somerset Employment Allocations.....	7
Figure 2:	Employment site suitability .....	8
Figure 2-1	Illustrative plan identifying areas of search for strategic development Nailsea and Backwell. ....	23
Figure 2-2	Illustrative plan identifying areas of search for development at Churchill and Banwell .....	24
Figure 2-3	2015 Total Economic Output (GVA) for North Somerset and West of England (£Ms).....	29
Figure 2-4	Proportion of Enterprises by Sector (North Somerset and England).....	30
Figure 2-5	North Somerset Population 2000-16 .....	32
Figure 2-6	North Somerset Working Age and 65+ Population 2016.....	32
Figure 2-7	North Somerset and West of England NVQ2+ Shares .....	33
Figure 3-1	EGi availability – Rents (£ per sq. ft.) .....	44
Figure 3-2	EGi availability – Number of Available Sites.....	45
Figure 3-3	EGi availability – Days on market to date for Available sites .....	45
Figure 3-4	Recent office deals .....	47
Figure 3-5	Recent office rents.....	47
Figure 3-6	Recent office average size .....	49
Figure 3-7	Recent industrial deals .....	51
Figure 3-8	Recent industrial rents .....	53
Figure 4-1	Total Stock of Employment Space in North Somerset (2001 – 2016).....	59
Figure 4-2	Number of Rateable Business Properties in North Somerset (2001 – 2016).....	60
Figure 4-3	Site Locations .....	66
Figure 4-4	Number of Sites by Sub-area .....	68
Figure 4-5	Employment Land Area by Sub-area .....	68
Figure 4-6	Employment Type (Hectarage).....	69
Figure 4-7	Ecological Constraints (Number).....	71
Figure 4-8	Ecological Constraints (Hectarage) .....	71
Figure 4-9	Overall Suitability Scores.....	76
Figure 4-10	NS1 Boundary & Image .....	77
Figure 4-11	NS2 Boundary & Image .....	78
Figure 4-12	NS3 Boundary & Image.....	79
Figure 4-13	NS4 Boundary & Image.....	80
Figure 4-14	NS5 Boundary & Image.....	81
Figure 4-15	NS6 Boundary & Image.....	82
Figure 4-16	NS7 Boundary & Image.....	83
Figure 4-17	NS8 Boundary & Image.....	84
Figure 4-18	NS9 Boundary & Image.....	85
Figure 4-19	NS10 Boundary & Image.....	86
Figure 4-20	NS11 Boundary & Image.....	87

Figure 4-21	NS12 Boundary & Map .....	88
Figure 4-22	NS13 Boundary & Image .....	89
Figure 4-23	NS14 Boundary & Image .....	90
Figure 4-24	NS15 Boundary & Map .....	91
Figure 4-25	Banwell & Churchill SDLs .....	92
Figure 4-26	Nailsea & Backwell SDL .....	94
Figure 5-1	North Somerset Historical FTE Employment - 1997-2015 .....	104
Figure 7-1	Bristol Open Programmable City Plan.....	137
Figure 7-2	WoE Joint Transport Strategy Potential Infrastructure Projects .....	141
Figure 7-3	Indicative Revolving Infrastructure Fund Structure .....	143

# Executive summary

## Introduction

Atkins were commissioned by North Somerset Council (NSC) to undertake an Employment Land and Sites Review (hereafter ‘the Study’). The purpose of the Study is to form an evidence base to support planning and decision making for the North Somerset Local Plan and its land allocations, as well as for planning applications, strategic investment and economic development initiatives.

## Approach

The study approach complies with the National Planning Policy Framework and Planning Practice Guidance. The following elements of research informed the study findings:

- Consultation with relevant stakeholders at a workshop event and via telephone and email
- Quantitative and qualitative assessment of a wide range of data and literature sources
- Site visits and employment site assessments

## Context

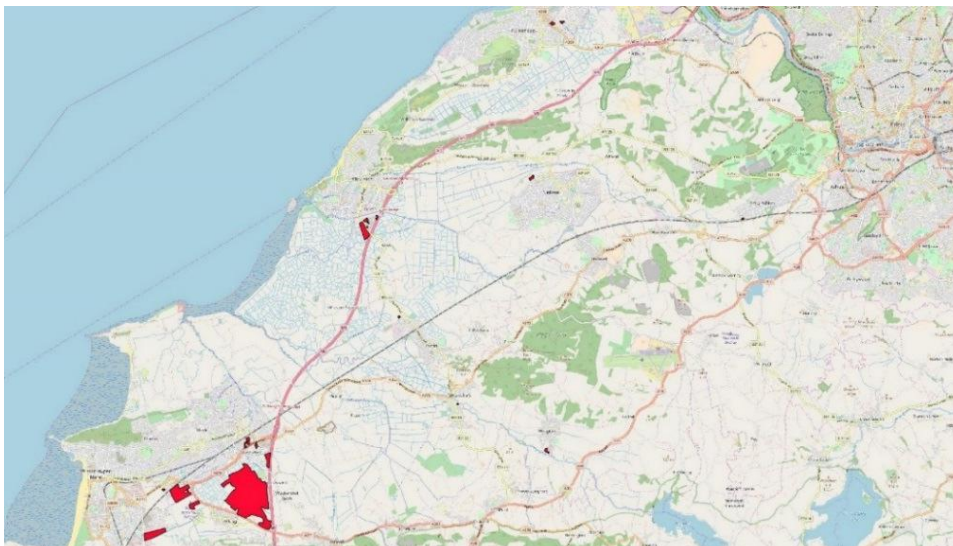
North Somerset has many positive characteristics that should allow it to grow and prosper in the future. It has a strong economic base and is located in the West of England which is an area with strong economic growth potential. However, it also has a series of complex issues that require careful strategic planning if it is to capitalise on its full potential. These issues include areas of deprivation and the challenge of providing economic development in its rural areas while retaining their rural character. North Somerset Council and the West of England Partnership are addressing these issues through a range of economic and spatial planning strategies. This Study builds on these existing initiatives and helps to inform North Somerset Council on how they can continue to maximise the opportunities while also addressing the challenges.

## Part 1: Strategy and Land Allocation:

### Employment Land Supply

North Somerset has a strong traditional employment base and a wide range of employment sites. Employment land supply is located across North Somerset with the majority of employment land in the most populated settlement of Weston-super-Mare (WSM) but also significant sites in Clevedon, Nailsea, Portishead, Yatton and other smaller rural sites. The study assessed the potential of developable employment land supply to meet future demand. Based on consultation with North Somerset officers the North Somerset Local Plan allocation sites and West of England Joint Spatial Plan Strategic Development Locations (SDLs) were identified. The allocated sites are shown in Figure 1 and listed in Table 1 below:

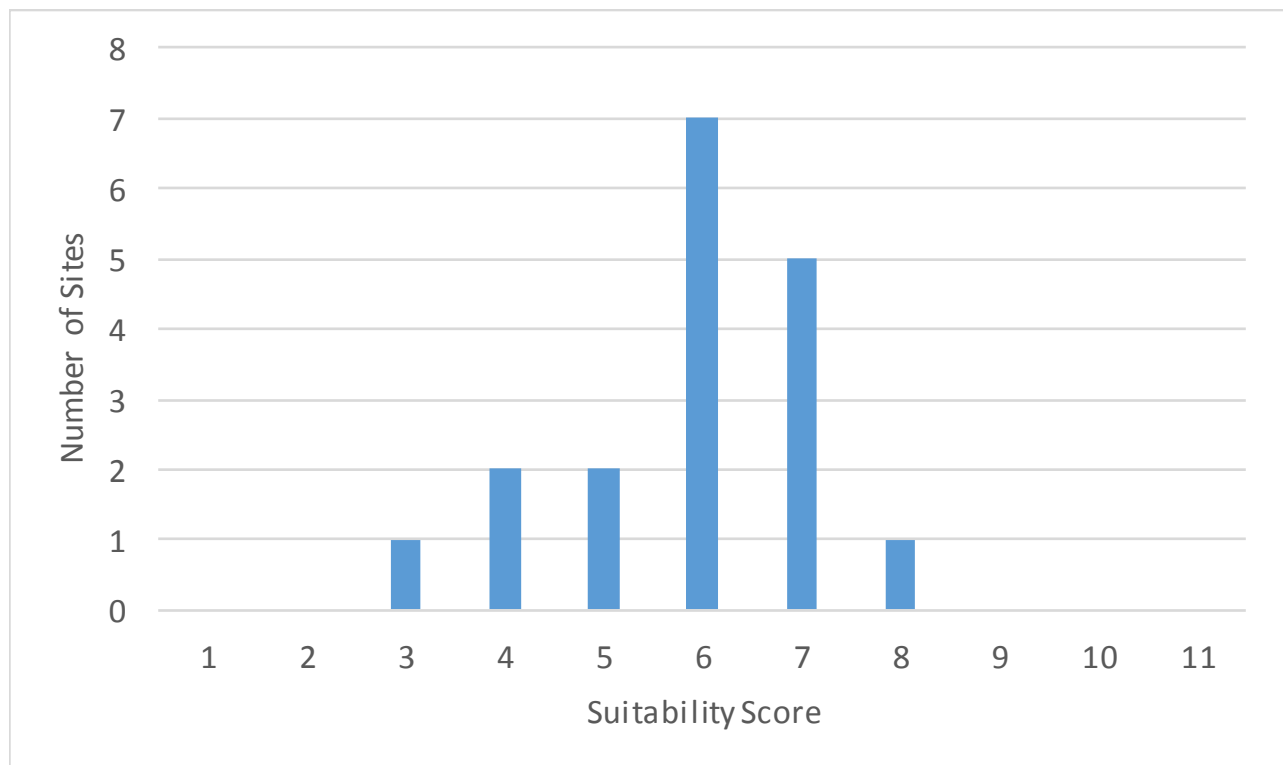
**Figure 1: North Somerset Employment Allocations**



**Table 1: North Somerset Employment Land Allocations**

Employment Sites and Location	Identifier	Site Area (ha)	Developable land (ha)
Weston Villages, WSM	NS1	17.6	17.6
Haywood Village Business Quarter, WSM	NS2	24	24
Land to the west of Kenn Road, Clevedon	NS3	8.2	8.2
Clevedon 5/20 Kenn Road Business Park and Yeo Bank Business Park, Clevedon	NS4	2.1	1.8
Gordano Gate, Portishead	NS5	1.1	1.1
Elliott Medway, Congresbury	NS6	0.3	0.3
West Wick Business Park - Land adjacent to west of M5, WSM	NS7	4.7	4.7
Europark, WSM	NS8	13.6	0.0
Summer Lane, North of A370, WSM	NS9	3.6	3.6
Moor Park, A371, WSM	NS10	4.5	1.2
Land at North West Nailsea	NS11	1.5	1.5
Estune Business Park, former Long Ashton Research Station, Long Ashton	NS12	0.4	0.4
Park Farm, Yatton	NS13	0.4	0.0
Burnett Industrial Estate and Havyatt Road Business Park, Wrington	NS14	1.2	1.2
Land at Aisecombe Way, WSM	NS15	0.5	0.5
<b>TOTAL</b>		<b>83.7</b>	<b>66.1</b>

The employment sites above were visited and assessed against site suitability criteria. The sites were then scored for their suitability. Figure 1 below shows that the majority of sites were considered appropriate and fit for purpose employment sites with the ability to meet future demand.

**Figure 2: Employment site suitability**

## Demand for Employment Land (2016 to 2036)

Expected demand for employment sites to 2036 was assessed. This involved assessing a combination of ‘top down’ employment forecasts produced by Experian, and ‘bottom up’ market intelligence gained through a comprehensive consultation exercise with stakeholders who know and work in North Somerset’s employment land market. Using this varied information, a range of employment land forecast scenarios were developed. The land implications of these scenarios are shown in Table 2 below:

**Table 2: Demand for Employment Land Scenarios (2016 to 2036)**

Scenario	B1a/b	B1c	B2	B8	Total
Scenario 1: Experian Base	+19	+4	-2	+12	+33
Scenario 2: Experian Uplift	+24	+6	-2	+15	+43
Scenario 3: Trend-based	+28	+6	+1	+3	+38
Scenario 4: Bottom-up	+14	+6	+2	+21	+44
Scenario 4b: Bottom-up + Experian Uplift	+17	+8	+3	+25	+52
EDNA medium-high	+26	-4		+19	+41
EDNA high	+33	+2		+27	+63

Source: Atkins (2017)

## Supply Demand Balance

The next step was to contrast demand for employment land to 2036 with available developable employment land supply. This supply demand balancing exercise was performed for the Bottom-up scenario (Scenario 4) and the uplift Experian scenario (Scenario 4b). The result of this exercise is shown for Scenarios 4 and 4b in Tables 3 and 4 below. It shows a relative surplus of 27 ha to 17 ha. Although this could be seen as a relative oversupply, it is appropriate to retain this land for employment uses as there is strong potential in North Somerset in the future and to enable a choice of provision for potential investors. This relative surplus will be very important if the Council decide to capitalise on the opportunity for a ‘step change’ in economic prospects. This is mainly linked to expanded development at Bristol Airport and the Port of Bristol and the major infrastructure investment as outlined in the Joint Transport Strategy.

This exercise on supply and demand assumes no loss of existing employment land or premises; any proposed loss of supply would need to be carefully considered to ensure no significant detriment to supply and the potential need for mitigation.

**Table 3: Employment Land Supply Demand Balance in North Somerset – scenario 4**

Employment Land 2036	B1a/B1b	B1c/B2	B8	Total
Supply	22.0	22.0	22.0	66.1
Demand	17.0	7.0	15.0	39.0
<b>Balance</b>	<b>5.0</b>	<b>15.0</b>	<b>7.0</b>	<b>27.1</b>

Source: Atkins (2017)

**Table 4: Employment Land Supply Demand Balance in North Somerset – scenario 4b**

Employment Land 2036	B1a/B1b	B1c/B2	B8	Total
Supply	22.0	22.0	22.0	66.1
Demand	22.0	9.0	19.0	49.0
<b>Balance</b>	<b>0.0</b>	<b>13.0</b>	<b>3.0</b>	<b>17.1</b>

Source: Atkins (2017)

## Part 2: Delivery Plan

The Delivery Plan takes the key findings and evidence uncovered in Part 1 (i.e. the more traditional/statutory employment land review (ELR) elements and considers how that information can be best applied practically to inform North Somerset's future planning and development management policies. The key aim of the Delivery Plan is to help North Somerset Council develop realistic and deliverable policies so that North Somerset's current and future economic needs are met.

In this respect the Delivery Plan provides a 'link' between the North Somerset Economic Plan, whose function is to provide a local economic development strategy, and the employment land evidence base which supports the statutory North Somerset Local Plan. This involves providing commentary on the pros and cons of potential public-sector interventions that will help to deliver employment land where there are proven market failures and/or where the Council seeks to enable a 'step change' in local economic performance.

### Commentary on current North Somerset employment-led policy at Weston-super-Mare

The key existing employment policy of North Somerset within its Core Strategy, is policy CS20 which states that:

*"The overall approach is employment-led in order to achieve a more sustainable alignment between jobs and the economically active population across towns and villages in North Somerset."*

This policy applies across the whole of North Somerset, but for Weston-super-Mare is taken further through a requirement for residential developments of 10 or more dwellings to make provision for 1.5 jobs per dwelling, with the employment opportunities to be provided 'step by step' with the residential development. The policy emphasises the provision of B1(a) office employment, but does not require that all of the jobs are provided in this way.

The Employment-led Delivery at Weston-super-Mare Supplementary Planning Document sets out a range of mechanisms for delivering the policy, including mechanisms for off-site provision or financial contributions where appropriate. It also clarified that – although office development would remain a key objective - all jobs (regardless of use class) would be counted towards job targets, other than construction jobs in order to assist the delivery of the strategy.

In the view of North Somerset Council, this policy has seen reasonable success, with the Junction 21 Enterprise Area delivering more jobs than any of the other five West of England Enterprise Areas to date. The take-up of employment land has increased from a take-up of 1.3ha per year from 1996 – 2013 across the whole of Weston-super-Mare to a position whereby from 2013 – 16 over 10ha was constructed or committed in the Enterprise Area alone, leading to the provision of over 1,000 jobs. This is not sufficient to meet the full employment-led requirements, suggesting that job targets are unlikely to be met within the required timeline, but is a substantial improvement on previous performance.

Feedback from housing developers however, has suggested that the requirement to provide for 1.5 jobs per dwelling can act as a disincentive to accepting low job-density employment, and that in some cases potential investors have been turned down on the basis of not providing enough jobs. They also question the deliverability of a target for jobs, rather than employment land, as the delivery of jobs at a certain point in time related to housing delivery is to a large extent reliant on market demand.

The evidence from this study indicates that the emphasis on office is unlikely to achieve its overall objective, at least in the short-term, and this is likely to impact upon the scale of employment change that can be realised.

As a result of the issues above, the Council is reviewing the policy and in particular how it is applied; this review will take place through the Local Plan process. While it is not straightforward to develop a policy that reflects both market demand while achieving social objectives, suggested aspects to review with the aim of achieving an appropriate balance are described in Recommendations 3.

### Site Deliverability

A 'red amber green' assessment of the deliverability of potential employment sites (Table 1) and potential interventions was performed. This demonstrated that most sites in North Somerset are deliverable i.e. 'green'

or 'amber'. Only; Land at North West Nailsea (NS11); and. Elliott Medway, Congresbury (NS6) in the 'red-flag' category. These two small, rural sites make up only 1.8 hectares of land. A large quantum of land is marked as 'amber', with some deliverability issues. The 'amber sites are as follows:

***Amber Sites – Sites where delivery is at risk without intervention***

- NS1 - Weston Villages, WSM (17.6ha)
- NS2 - Haywood Village Business Quarter, WSM (26.3ha)
- NS3 - Land west Kenn Rd, Clevedon (8.2ha)
- NS7 - West Wick Business Park, WSM (4.7ha)
- NS9 - Summer Lane, WSM (3.6ha)
- NS14 - Burnett Industrial Estate, Wrington (0.5ha)

These 'amber' sites cover around 90% of the available developable employment land at allocations in North Somerset. The key potential interventions that could be required to help 'unlock' these 6 major 'amber' sites are summarised as follows:

**Table 5: Potential Interventions to Help Unlock Allocation Sites**

Review planning policy	Invest in Enabling Infrastructure	Address Potential Market Failure
<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Business Qtr., WSM</li> <li>• NS7 - West Wick Business Park, WSM</li> </ul>	<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Business Qtr., WSM</li> <li>• NS3 - Land west Kenn Rd, Clevedon</li> <li>• NS7 - West Wick Business Park, WSM</li> <li>• NS9 - Summer Lane, WSM</li> <li>• NS14 - Burnett Industrial Estate.</li> <li>• Wrington</li> </ul>	<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Business Qtr., WSM</li> <li>• NS3 - Land west Kenn Rd, Clevedon</li> <li>• NS7 - West Wick Business Park, WSM</li> <li>• NS9 - Summer Lane, WSM (3.6ha)</li> </ul>
<b>Total land (48.6 ha)</b>	<b>Total land (60.9 ha)</b>	<b>Total land (60.4 ha)</b>

Source: Atkins (2017)

***Reviewing planning policy***

Reviewing existing North Somerset planning policy in relation to the application of the policy for delivering 1.5 jobs per home.

***Investing in Enabling Infrastructure***

Understanding what infrastructure should be invested in is the role of an infrastructure delivery plan (IDP). An IDP evidence base study is planned to be completed by North Somerset soon. This IDP could include a section that assesses what development could be unlocked by specific infrastructure investment. It could also investigate how future revenue streams unlocked by development such as Council Tax, Community Infrastructure Levy, business rates and public and value receipts could be hypothecated, or ringfenced to help pay for the infrastructure.

***Addressing 'Land-banking' and Market Failure***

Stakeholders suggested that a market failure is potentially occurring at some key potential development sites in North Somerset. They stated that some landowners could be 'holding back' commercial development in the hope of achieving a change of use in the future allowing more valuable housing uses to be developed in the place of more riskier and less certain employment uses. This is a sensitive subject and one that is difficult to evidence. It is therefore a challenging issue to address. In terms of what can be done to address this issue, the 2017 Housing White Paper makes some suggestions that could be equally applied to employment sites. Key relevant points for the Housing White Paper are as follows<sup>1</sup>:

- To address the issue of 'land banking' the Government has suggested making land ownership and identification of those with an interest such as an 'option' more transparent. Part of the aim is to allow

<sup>1</sup> HM Government; Fixing our Broken Housing Market (2017)

SMEs (e.g. commercial speculative developers) to understand who owns the land so they can compete with volume housebuilders who may seek to put the land into a 'land-bank' (para 1.18)

- The Government is offering the development community a quid pro quo – they are offering a more streamlined planning system and additional site enabling infrastructure funding, but they expect planning permissions to be built out more quickly. They will do this by shortening to expiry dates of planning permission and where development on a site has stopped and there is no prospect of completion, the local authorities can withdraw planning permission for the remainder of the site (para 2.42).
- The Government will prepare new guidance to local planning authorities following separate consultation, encouraging the use of their compulsory purchase powers (CPO) to support the build out of stalled sites (para 2.44).

### ***Delivery and Funding Opportunities and Future Actions***

There are a variety of potential funding and delivery mechanisms that North Somerset Council could pursue to support economic development. A summary of the key pros and cons, examples of where these initiatives have been successful and final recommendation on their suitability for North Somerset Council is provided below:

**Table 6: Delivery and Funding Opportunities & Actions**

<b>Delivery and Funding Mechanism</b>	<b>Best Practice/ Recent Examples</b>	<b>Pros</b>	<b>Cons</b>	<b>NS Economic Plan Investment Theme</b>	<b>Suitability for NS and key role/action</b>
Community Infrastructure Levy (CIL)	Common across country	Generates some revenue for critical infrastructure	Modest total revenues and no formal process for directing funds for economic purposes	Theme 1: Facilities and Infrastructure	Already in place in NS. ACTION - Review regularly to ensure maximum viable CIL revenues to fund infrastructure
Bespoke Housing Deal	Stoke on Trent, Sheffield City Council and Winchester City Council, Newark and Sherwood, West of England	Extra capacity to borrow to fund infrastructure and greater control over Right to Buy receipts.	Linked to housing delivery rather than employment.	Theme 1: Facilities and Infrastructure  Theme 4: Quality Places	Initial WoE deal announced; work ongoing to confirm detail and funding.
Revolving Infrastructure Fund (RIF)	West of England	Efficient mechanism for funding enabling infrastructure	Requires Council capacity to manage and scale up RIF	Theme 1: Facilities and Infrastructure	Already in place in NS. ACTION – Identify further interventions suitable for this fund; scope out capacity to 'scale up' to support Economic Plan
Local Asset Backed Vehicle (LABV)	Previous round Sunderland – new tranche – Sheffield City Council	Ability to unlock significant 'latent' value to fund infrastructure and unlock economic growth	Complexity and cost of process and lack of successful precedents means element of risk and need to 'learn on job'	Theme 1: Facilities and Infrastructure  Theme 2: People and Skills  Theme 4: Quality Places	Unsure at this stage. ACTION - Further detailed scoping of LABV's suitability. Council to consider appetite for risk.
Business Rates Retention (BRR)	100% BRR Pilots Berkshire, Derbyshire, Devon,	Greater financial resource and	Difficulty in predicting future BR if	Theme 1: Facilities and Infrastructure	ACTION -Already in place across West of England

Delivery and Funding Mechanism	Best Practice/ Recent Examples	Pros	Cons	NS Economic Plan Investment Theme	Suitability for NS and key role/action
	Glos, Kent and Medway, Leeds, Lincs CC, Solent, Suffolk and Surrey	flexibility for Council to fund economic development initiatives	borrowing against future revenue streams	Theme 2: People and Skills	(City Deal EDF programme).
<b>Local Devt Company (DevCo)</b>	Relatively common and many successful examples across country	Financial resources and remit for NS to pursue opportunities to stimulate economic growth	As with any market investment there is the risk of losing the initial investment	Theme 1: Facilities and Infrastructure Theme 2: People and Skills Theme 3: Competitive Businesses Theme 4: Quality Places	Suitable. Council recommended to continue to pursue
Using Public Land Receipts	Relatively common and many successful examples across country	Generates funding for critical infrastructure to aid economic growth	Loss of asset so need to ensure value maximised	Theme 1: Facilities and Infrastructure Theme 4: Quality Places	Suitable. ACTION - Council to scope out on more detail. Ability to combine with DevCo/LABV and/or RIF
Land Assembly/Landowner Agreements	Relatively common and many successful examples across country	Can help to unlock 'blocked sites'	Complex legal/regulatory arena requiring robust legal advice	Theme 1: Facilities and Infrastructure Theme 4: Quality Places	Suitable. ACTION -Council to scope out and receive legal advice.
Local Development Orders	Relatively common and many successful examples across country	Speed delivery of sites	Requires Council capacity	Theme 1: Facilities and Infrastructure Theme 4: Quality Places	Suitable. ACTION -Council to scope out and assess internal capacity to deliver.

## Recommendations

Based on the analysis and evidence presented in this report (Part 1 and Part 2) the following policy and strategy recommendations are made. These recommendations reflect a combination of the 'top down' quantitative evidence and the 'bottom up', more qualitative evidence gathered through the extensive consultation with local business stakeholders.

### ***Recommendation 1: Allocated Employment Sites to be Protected***

To help ensure there is sufficient capacity to meet projected demand for employment land in North Somerset to 2036 the following existing allocations employment land should continue to be protected. If any of this supply is developed prior to the new Local Plan becoming adopted, additional land should be sought in order to maintain an effective supply of land

- NS1 - Weston Villages, WSM (17.6ha)
- NS2 - Haywood Village Bus Qtr., WSM (26.3ha)
- NS3 - Land west Kenn Rd, Clevedon (8.2ha)
- NS4 - Clevedon 5/20 (1.8ha)
- NS5 - Gordano Gate, Portishead (1.1ha)

- NS6 - Elliott Medway, Congresbury (0.3ha)
- NS7 - West Wick Bus Park, WSM (4.7ha)
- NS8 - Europark, WSM (0.0ha – opportunity to redevelop site for employment uses if existing uses vacate)
- NS9 - Summer Lane, WSM (3.6ha)
- NS10 - Moor Park, A371, WSM (1.2ha)
- NS11 - Land at North West Nailsea (1.5ha)
- NS12 - Estune Business Park, Long Ashton (0.4ha)
- NS13 - Park Farm, Yatton (0.0ha - opportunity to redevelop site for employment uses if existing uses vacate)
- NS14 - Burnett Industrial Estate, Wrington (0.5ha)

Consider also the needs for replacement employment land provision to meet the needs of businesses, where existing business sites are lost to other uses. This could include consideration as part of wider area-based regeneration/ redevelopment strategies.

### ***Recommendation 2: Protect Existing Employment Sites***

Existing employment land in B1, B2 and B8 use across North Somerset should be protected for employment uses unless the following criteria are met:

- The existing employment land use causes detrimental effects to the amenity of the nearby area;
- The site does not contribute significantly to employment land supply, provide appropriate local employment opportunities or contribute to the economic diversity of North Somerset (either individually or cumulatively)

There is no evidence of market interest in the site following at least one year of active marketing. This should be supported by a viability assessment. The viability assessment should include soft market testing specific to the particular sector of the existing site e.g. if the site was a former logistics site a survey with a range of local property agents could be carried out to ascertain whether there is still localised demand for that use in that location and also basic information on local demand for that sector and any particular requirements; qualitative site assessment of its 'fitness for purpose' for the last known employment use; basic quantitative assessment of costs of renovation/reactivation versus current market value to demonstrate whether it would be viable to reactivate.

### ***Recommendation 3: Review Existing Employment Policy for WSM***

As set out above, there are mixed views on the approach and future role of the employment-led policy for Weston-super-Mare and a review is intended through the Local Plan process.

There are several elements to reviewing the policy:

#### **i. Assessing the job target and ongoing need to focus on employment delivery;**

This will need to be considered in the context of achieving the 'step change' in economic prospects for Weston-super-Mare. It may be appropriate to provide a more flexible approach to the jobs to homes ratio; one that adopts a pragmatic approach allowing an appropriate balance of employment types and the overall scale of jobs growth that can be accommodated, possibly on a site by site or allocation basis. This will have to take into account evidence of demand within this study, delivery and market factors, as well as 'policy on' aspects, particularly the aspiration to achieve an uplift in economic growth, regeneration and investment in the town. It should also take into account the commitments set out in consented schemes in the town, particularly the Weston Villages, and the strategy for employment development being pursued through those schemes.

#### **ii. Reviewing the types of jobs required against the context of market supply and demand;**

The wording of the employment-led policy emphasises the desire for office development, although all job numbers are accepted towards the target. One approach could be to look at existing employment allocations, where tied to a specific use, and to review whether changes would be better to meet an identified market demand, or simply to allow flexibility and choice.

Three potential options to consider are:

- **Option 1: Part Focused:** specified targeted land use types per site i.e. B1a, B2, B8 based on the overall split of around 33% office and the remaining 66% industrial/warehousing
- **Option 2: Market Driven:** let the market dictate so that any B use is permitted on allocated sites, subject to compatibility with neighbouring uses and the standard development management process. To ensure sites are not completely taken up with, for example B8 uses, the Council could monitor delivery via planning permissions and update policy accordingly if it seems too much land is being used for a particular use.
- **Option 3: Hybrid:** A mixture of Option 1 and 2. This could include a broad policy that allows the market to dictate what B uses locate on sites. However, thresholds could be set so that not all the land could be developed for a particular use. This would involve assessing the quantum of targeted use per site. Key sites should be identified and protected for priority, specified uses, where appropriate, for example, sites suitable for prime office development or more suitable for large-scale distribution.

These options should be considered in particular for sites that do not yet have planning consent. Where an existing consent is in place, evidence would be required as to the need for change.

### iii. **Reviewing the delivery mechanisms for the policy, including the link to housing delivery;**

This maintains the policy objectives, but looks at alternative or additional mechanisms for delivery. In addition to maintaining the status quo, the range of options to consider could include:

- **Option 1: reviewing phasing:** essentially this would be to maintain current requirements, but to allow a longer timeframe for delivery and an associated re-phasing of employment to housing targets. The advantage of this approach would be that it would continue to ensure the involvement of a range of partners and different delivery mechanisms.
- **Option 2: serviced sites/speculative provision:** to amend the requirement to be focused on the provision of land and premises rather than jobs alone. This would de-risk the delivery of housing and would ensure the continued provision of serviced sites. The change could be made in conjunction with other options such as reviewing timelines. A disadvantage is that by removing the link to housing, there is less incentive for developers to effectively market their land or accept reasonable offers and potentially an incentive to wait instead in the hope that land will at some point revert to housing.
- **Option 3: re-planning and collaboration:** this option would enable developers to plan and 'share' targets across a wider area, with different employment allocations phased and targeted for appropriate uses. In effect this option is already in place through the Employment-Led SPD, but take-up has been limited, perhaps due to the perceived risk of relying on others for delivery. It would also require a collaborative approach to delivery.
- **Option 4: NSC intervention:** developers would pass some or all of the employment land - and financial contributions to cover costs - to NSC, with the council taking on full responsibility for delivery. This would have a number of advantages, with the potential to recycle receipts into further future delivery. However, is it unlikely that the council could have the capacity to deliver all of the sites and jobs allocated within the required timeframe; a targeted approach might then be appropriate.

### ***Recommendation 4: Additional Sites to Consider if there is an Appetite to Pursue a 'Step Change' in Economic Prospects***

The demand forecast does not assume that the major initiatives outlined in the WoE Joint Transport Strategy (JTS) and additional 'green-belt' employment sites released will occur. The infrastructure investment outlined in the JTS is likely to create much greater connectivity to the growing Bristol economic area. This could have a significant positive impact on economic growth throughout North Somerset. If this is performed in conjunction with managed release of some employment sites closer to Bristol the positive economic effects are likely to be magnified. The key potential sites that if developed could help enable a positive economic step change' are as follows. Note development at these sites would be subject to more detailed assessment and masterplanning exercise:

- Sites around the airport
- Sites around the Port of Bristol
- Any other sustainable employment sites closer to Bristol

### ***Recommendation 5: Proactive Initiatives –North Somerset DevCo***

The Council should continue to pursue proactive actions associated to the NS DevCo, to help enable development at employment sites, address market failures and to boost local economic development. These interventions can be summarised as follows:

- Pursue the setting up of the North Somerset DevCo and Investment Fund so that it will act as a focal point for coordinating initiatives to address market failure and boost local economic development
- Produce more detailed scoping and feasibility work (potentially under the remit of the DevCo) to assess the suitability of more innovative funding and delivery mechanisms such as RIF, LABV and Land Assembly initiatives
- Innovation centres and start up space is and should continue to be a fundamental element of North Somerset's economic development and employment land policy.
- Explore joint partnerships with developers
- Address market failure through increased use of CPO powers and pursuing and/or supporting options, however possible, outlined in the Housing White paper including shortening timescales to implement planning permissions and speeding up completion notice period.
- Continue the regeneration of Weston-super-Mare and support initiatives to improve its 'image' to increase confidence amongst the business community and potential investors.
- Pursue the infrastructure investment as outlined in the WoE JTS
- Encourage clustering options as outlined in the North Somerset Economic Plan such as supporting 'The Food Works<sup>SW</sup>' at J21, developing network of incubator units around the Hive at WSM and link this to the Bristol Open Programmable City initiative. Also, continue to develop supply chain links HPC
- Consider Local Development Orders at key sites to speed up and simplify the planning process.

### ***Recommendation 6: Ongoing Monitoring***

The NPPF requires local authorities to be responsive to market signals to ensure that there is adequate provision of the right type of employment land to meet the needs of the business community. At the same time, there is little benefit in safeguarding employment sites that are not fit-for-purpose and could potentially be used to relieve North Somerset's housing and regeneration pressures. This study represents part of the evidence base to identify what the market requires in terms of employment land needs. The Consultants recommend that to respond to market signals the Council should do the following:

- Undertake regular employment land review updates (as a guide, every 2-3 years) so that its evidence base remains up to date.
- Undertake surveys of locally based businesses to understand business needs and aspirations. This will require an appropriate sample size and will need to explore aspirations for growth / expansion, perceptions of the suitability of the location, type, size and quality of premises.
- Consult regularly with local property agents to gain perspectives of local market conditions

# 1. Introduction

## 1.1. Introduction

Atkins has been commissioned by North Somerset Council (NSC) to undertake an Employment Land and Sites Review (hereafter 'the Study'). The purpose of this Study is to provide North Somerset Council with a robust assessment of North Somerset's employment land needs to 2036 and to make evidence-based recommendations of how to make best use of its sites. The Study forms an evidence base to support planning and decision making for the Local Plan and its land allocations, as well as for planning applications, strategic investment and economic development.

The study is split into two main elements. These are as follows:

- **Part 1. Strategy and land allocation:** this part is aimed at assessing the economic role and function of North Somerset, its future potential for growth and the suitability of the current employment land supply
- **Part 2. Delivery Plan:** this involves a high-level assessment of site deliverability, assessing what the market requires and actions the Council could pursue to enable economic development in North Somerset over the planning period

## 1.2. Study Objectives

The project brief set out the following key study objectives:

- Assess the quantum of employment land likely to be required within North Somerset to 2036 including a review of the findings of the West of England Economic Development Needs Assessment (EDNA) for North Somerset in this regard. This is expected to include analysis of recent employment growth by type and location, as well as taking into account any recent economic forecasts, and national data sources.
- Quantify the current supply of employment land, and assess its suitability for employment use up to 2036
- Identify gaps in supply to meet future demand- quantitative and qualitative – including a commentary on changing business needs over time.
- Where any shortfalls are identified, drawing on any site information from NSC identify any broad locations/ sites for new business development up to 2036 focusing on the existing main towns and the emerging Joint Spatial Plan (JSP) Strategic Development Locations (SDLs). Also, to consider what role the Port and Bristol Airport could have in supporting employment growth.
- Provide the tools and evidence to allow the protection of the 'best' employment sites.
- Provide an evidence base that is compliant with the National Planning Policy Framework and the Planning Practice Guidance.

## 1.3. Approach

The Study involves a comprehensive assessment of the future demand for employment land. This complies with the National Planning Policy Framework (NPPF), including the need to be more flexible and responsive to market signals and the need to demonstrate greater co-operation with neighbouring authorities.

An assessment of the future employment needs of North Somerset for the period to 2036 was carried out based on projecting employment growth in the study area. This used latest employment forecasts for North Somerset generated by Experian<sup>2</sup>. The raw data provided by Experian forms the basis of a Baseline Scenario for employment growth in North Somerset in the period from 2017 to 2036. Two additional scenarios were also

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<sup>2</sup> Using Experian employment forecasts provides an alternative view to the Oxford Economics employment forecasts used in the West of England Economic Development Needs Assessment (2016) as is considered good practice as set out in the National Planning Practice Guidance (HM Government Planning Practice Guidance, para 033 Reference 2a-033-20140306)

developed that included a trend based Scenario and a Higher Growth Scenario. The High Growth Scenario is underpinned by a combination of 'bottom up/market intelligence' and transparent professional assumptions. These additional scenarios have been provided to enable sensitivity testing and to help contextualise the Baseline scenario. Also, because projecting long-term employment land demand is inherently unpredictable, it provides justification for considering an interpretation of proactive policy approaches on potential future employment land demand.

All allocation sites proposed in the North Somerset Site Allocations Plan have been subject to a desk-top review and a physical site survey against suitability criteria. In addition, an examination of the North Somerset market for B class uses was undertaken that draws upon the EGI database to identify 'market signals', such as vacancy rates, stock and rental levels by location and property type. Recent business surveys conducted were also used to inform the understanding of demand for new land and premises from local businesses.

A comprehensive consultation exercise was conducted that included a stakeholder workshop and telephone consultation with a wide range of stakeholders and commercial property agents. This provided valuable market intelligence that feeds into the study.

A Delivery Plan was prepared that tests the existing policy framework, while providing the evidential basis, to assist the defence of changes of use from employment land and recommending supportive planning policy. The evidence will focus on the quality/deliverability of supply and requirements for any new sites. A clear understanding of what the commercial market will require is provided and the functioning of the commercial market across North Somerset and its influence on employment land coming forward.

All this information is then tied together to inform planning policy and strategy recommendations that will help North Somerset Council develop robust employment land policies that help meet local economic development needs.

## 1.4. Report Structure

The structure of the report is as follows:

### **Part 1: Strategy and Land Allocation**

- Chapter 2 sets out the relevant local, regional and national policy context;
- Chapter 3 provides a review of trends in North Somerset's commercial property market;
- Chapter 4 sets out an up-to-date assessment of North Somerset's supply of employment floorspace;
- Chapter 5 examines the likely future demand for employment land in North Somerset;
- Chapter 6 presents a supply-demand balance assessment;

### **Part 2: Delivery Plan**

- Chapter 7 presents the Delivery Plan
- Chapter 8 summarises the report's conclusions and recommendations.

# **PART 1: Strategy and Land Allocation:**

## 2. Policy & Context

### 2.1. National Policy Context

#### 2.1.1. National Planning Policy Framework (NPPF, 2012)

The National Planning Policy Framework (NPPF) states that local planning authorities should have a clear understanding of business needs within economic markets operating in and across their area (paragraph 160), based on adequate, up to date and relevant evidence on economic, social and environmental characteristics of an area (paragraph 158). Local planning authorities are advised to ensure that their assessment of strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals. This can be achieved through local authorities using an evidence base to primarily assess: the needs for land or floor space for economic development; the existing and future supply of land available for economic development and its sufficiency and suitability to meet identified needs; and reviews of land available for economic development (paragraph 161).

NPPF paragraph 179 states *“local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans.”* This main aim of this guidance is to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans. Furthermore, it promotes the notion that economic needs should be assessed in relation to the relevant functional area.

In reflection of the objectives of NPPF paragraph 179 it should be noted that North Somerset Council are working in coordination with neighbouring Councils (Bath and North-East Somerset, Bristol City Council, Council and South Gloucestershire Council) on the West of England Joint Spatial Plan (JSP).

The NPPF clarifies that local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. Local authorities are encouraged to work together with county and neighbouring authorities and with Local Enterprise Partnerships (LEPs) to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market and to work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing infrastructure or viability (paragraph 160). Paragraph 181 outlines that local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their local plans are submitted for examination.

#### 2.1.2. Planning Practice Guidance (PPG)

The Ministry of Housing, Communities and Local Government Planning Practice Guidance (PPG) is a web-based resource that brings together planning practice guidance for England in an accessible and usable way. The PPG regarding housing and economic land availability assessments is of relevance to employment land studies.

PPG offers guidance stating that assessment of economic development needs should take into consideration the following:

- Recent patterns of employment land supply and loss to other uses (based on extant planning permissions and planning applications);
- Market intelligence (from local data and discussions with developers, property agents and local businesses) and market signals, such as levels and changes in rental values, and differentials between land values in different uses;
- Potential infrastructure constraints;
- The existing stock of employment land including recent statistics on take-up of sites;
- Likely future business needs and future market requirements, including locational and premises requirements of types of business; and
- Identification of oversupply and evidence of market failure.

PPG also advises plan makers to use a range of techniques to assess future employment land requirements, including:

- Sectoral and employment forecasts and projections (labour demand);
- Demographically derived assessments of future employment needs (labour supply techniques);
- Analyses based on the past take-up of employment land and property and/or future property market requirements; and
- Consultation with key stakeholders, studies of business trends, and monitoring of business, economic and employment statistics.

### **2.1.3. Permitted Development (PD) Rights**

Permitted development (PD) rights are a national grant of planning permission by Parliament, allowing certain changes of use without the need for a planning application. In May 2013, the Government introduced PD rights allowing the change of use from B1a offices to C3 residential for a period that has now been extended to May 2019. As of April 2014, prior approval also applies to the conversion of A1/A2 retail units to residential use; and from October 2017, new PD rights for changing use from light industrial (B1c) and storage/ distribution (B8) to residential will be come into force.

### **2.1.4. UK Industrial Strategy & Sector Deals (November 2017)**

In November 2017, the UK Government published a National Industrial Strategy. The main objective of the Industrial Strategy is to provide a strategy to help boost the UK's productivity and to position the UK so it can better compete in an increasingly competitive and changing global economy. The Industrial Strategy sets out five key foundations to be built upon that it hopes will help to enable productivity and economic growth. These foundations provide a national policy basis to help underpin North Somerset's local economic and employment land strategy as explored in this study.

The five foundations are;

- Ideas - creating an innovative economy
- People – creating good jobs and earning power for all
- Infrastructure – upgrading infrastructure to enable business growth
- Business Environment – creating appropriate places for businesses
- Places – enabling prosperous communities across the UK

The Industrial Strategy also outlines a commitment to develop sector deals with key strategic sectors that it aims to support, both financially and in policy terms. These partnership deals between Government and industry present an opportunity for North Somerset to support local growth sectors. Future sector deals expected to be announced in 2018 include the following:

- Life Sciences Sector Deal
- Construction Sector Deal
- Artificial Intelligence Sector Deal
- Automotive Sector Deal

## **2.2. West of England Context**

### **2.2.1. West of England Joint Spatial Plan (JSP)**

The West of England Partnership authorities (Bath and North-East Somerset, Bristol City, North Somerset and South Gloucestershire), are currently producing a Joint Spatial Plan. (JSP). The JSP will develop a shared vision for the four authorities' growth and development, identifying new strategic growth locations and approach to the delivery of strategic growth. This will set out the strategic framework for sustainable growth to deliver the housing, employment and transport needs for the West of England over the next 20 years, to 2036 and provide the strategic context to local plan making. This will help frame North Somerset's own planning and decisions related to spatial development and site locations through its new Local Plan

Whilst not a development plan document itself, the Joint Transport Study (JTS) is an important accompanying document which identifies where transport can unlock growth, and provides a strategy for a step change in transport investment. The JTS sets a vision for an affordable, low carbon, accessible, integrated and reliable transport network to achieve a more competitive economy and better connected, more active and healthy communities. This is balanced against factors such as retaining the integrity of the green belt and other site-specific planning considerations. The JTS is discussed in further detail below.

### **2.2.1.1. Components of West of England JSP Growth**

The growth planned for North Somerset in the JSP can be divided into three main components. This includes growth in Weston-super-Mare within the existing urban area, growth at Strategic Development Locations (SDLs) and non-strategic growth. These elements are briefly discussed below. Employment sites assessed in this study should be considered in the context of the JSP's overall growth strategy including in terms of potential opportunities at the emerging SDLs.

#### **Growth at Weston-super-Mare and Non-Strategic Growth**

Weston-super-Mare has an indicative JSP allocation of 1,000 new dwellings as part of an 'urban living' component. This aims to maximise the potential from previously developed sites on the basis that urban sites are often better linked to wider services and facilities, and can promote more sustainable travel patterns. In addition, development of up to 1,000 dwellings in North Somerset will be provided to accommodate housing development elsewhere across North Somerset across a range of site types.

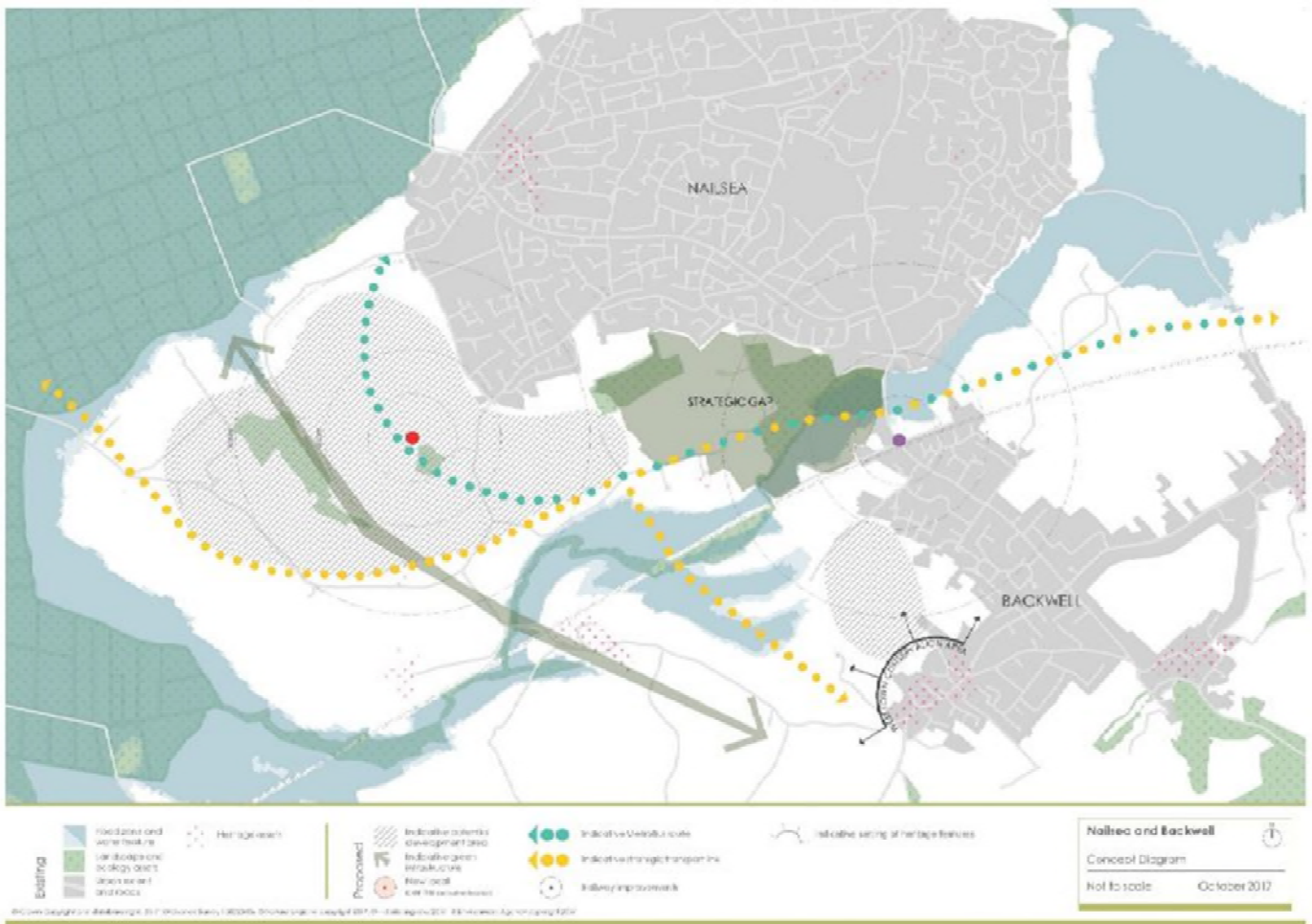
#### **Strategic Development Locations (SDLs)**

The JSP will set out Strategic Development Locations (SDLs) for future growth that form larger developments that would benefit from a wider range of services and facilities and infrastructure provision.

#### **Nailsea and Backwell SDLs**

Nailsea and Backwell have an indicative number of dwellings of around 4,000, with 3,275 envisaged by 2036. A variety of factors make this location suitable for future development including employment development. These include the settlements being associated with a main urban area, being on a main transport corridor outside the Green Belt, being relatively close to Bristol with strong economic links, being in flood zone 1 and because they are relatively unconstrained areas for strategic development. However, to maximise the functionality and opportunities for sustainable travel, a requirement is needed for transport infrastructure investment such as MetroBus and highway interventions to significantly improve connectivity. In terms of Nailsea, there remains an existing objective to improve the mix and balance of housing and support existing and new services, jobs and facilities. Likely transport improvements include station improvements, MetroBus connectivity and a package of highway interventions. The areas of search for the SDLs at Nailsea and Backwell are illustrated below.

**Figure 2-1 Illustrative plan identifying areas of search for strategic development at Nailsea and Backwell**

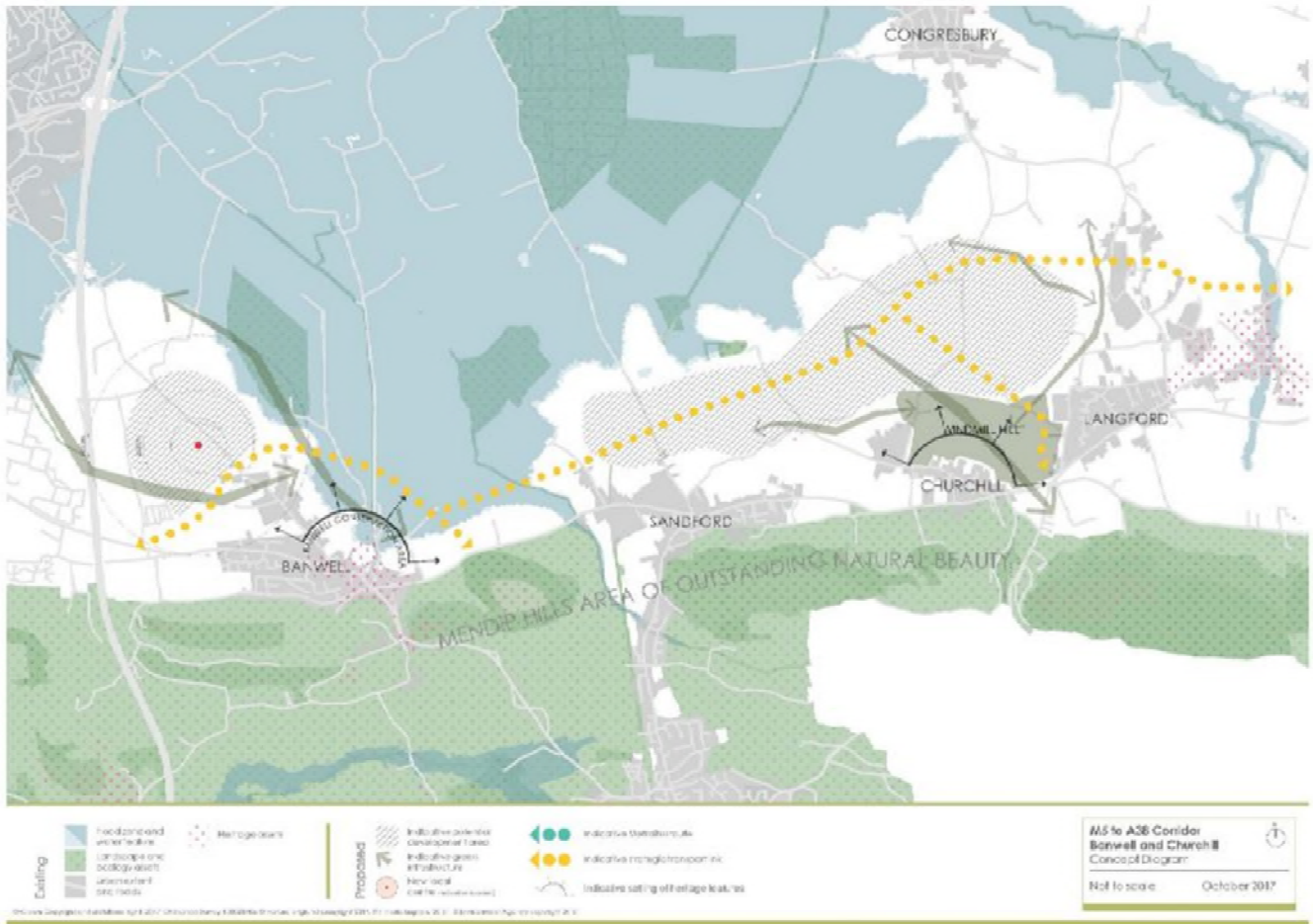


Source: West of England: Strategic Development Location Templates (2017)

### M5 to A38 Corridor: Banwell and Churchill SDLs

The M5 to A38 Corridor has an indicative number of dwellings of around 4,700, which includes Churchill Garden Village (2,800 dwellings) and Banwell Garden Village (1,900 dwellings). Development here provides the opportunity to significantly upgrade the transport infrastructure on this corridor including in relieving pressure on the existing road network and villages through the delivery of the Banwell Bypass and Sandford and Churchill Bypass. Furthermore, development and investment in transport and other infrastructure can improve accessibility for economic development and access to new jobs to the south and east of Bristol. It can create potential improvements to M5 access at Weston-super-Mare, relieving pressure on existing transport corridors including addressing congestion in the centre of Banwell. The areas of search for the SDLs are illustrated below in Figure 2-2.

**Figure 2-2 Illustrative plan identifying areas of search for development at Churchill and Banwell**



Source: West of England: Strategic Development Location Templates (2017)

## 2.2.2. West of England Joint Transport Study

The WoE Joint Transport Study (JTS) sets out a range of major infrastructure proposals that if delivered would be likely to unlock significant economic development in North Somerset. The key projects relevant to North Somerset are as follows, with most of these at an early stage and subject to ongoing investigation:

- New mass transit route from Bristol to the Airport,
- A package for Weston-super-Mare to support existing growth commitments, investment in the strategic corridor from the M5 to the Airport and Bristol including a comprehensive package to improve access to the Airport both by public transport and by road and to facilitate strategic growth and improvements to existing settlements.
- A new J21a on the M5 at Weston-super-Mare.
- Multi-modal transport corridor improvements (including MetroBus) improving connectivity between Clevedon, Nailsea and Bristol,
- Package of improvements along M5 to A38 corridor including Banwell Bypass and other schemes.
- Improved orbital connectivity around south Bristol.
- New Park & Ride site for Weston-super-Mare.
- Access to Royal Portbury Dock will be improved through extension of the Smart Motorway and improvements to M5 Junction 19.
- Rail improvements e.g. Metrowest
- Park and Ride at A38/A4174

Further work is ongoing to investigate these schemes including options assessment that will inform the identification of schemes to be taken forward through the new Local Plan. The delivery will require a comprehensive funding package and close working with developers at the respective SDLs to ensure schemes are delivered at the appropriate time. The potential role of these schemes in unlocking economic growth is recognised and will be an important consideration going forward.

### 2.2.3. West of England Economic Development Needs Assessment (EDNA)

The West of England (WoE) EDNA (2016)<sup>3</sup> set out a robust assessment of economic development needs across the WoE area to 2036. This ELR study is complementary to and builds upon the findings of the EDNA but provides greater detail on the North Somerset employment land sub-market. The EDNA study involved the identification of the WoE Functional Economic Market Area (FEMA); setting out the current socio-economic environment; the production of economic, employment and employment land projections to 2036; the high-level assessment of current and future employment land supply; and the subsequent gap analysis with policy and planning recommendations set out in response to the evidence.

The relevant FEMA was concluded in the EDNA to include all 4 unitary authorities (Bristol, South Gloucestershire, Bath and North-East Somerset and North Somerset). This conclusion was based on an assessment of a variety of factors including travel to work areas (TTWA), supply chain links, retail catchments and existing administrative and policy areas as well as consultation with those involved in the market. A consideration was made of the fact that North Somerset/Weston-Super-Mare was assessed at a national level to form its own distinct TTWA. However, after careful consideration it was concluded that North Somerset formed part of the wider West of England FEMA due to its similar employment market characteristics and wider economic growth policy aspirations.

The key findings in the assessment included identifying the **high-tech manufacturing** and **knowledge economy** as the highlighted growth and innovation sectors. The property market assessment concluded that the WoE has a healthy employment land market and there are expectations of growing demand for the future, especially in central and north of Bristol (including North Bristol fringe in South Gloucestershire). Furthermore, the region holds natural assets including a skilled and educated workforce, a good quality of life to attract new workers and entrepreneurs, an existing critical mass of companies linked to high growth sectors such as high-tech manufacturing and the knowledge economy.

The study also noted some spatial and socio-economic issues that should be addressed including pockets of deprivation such as those experienced in parts of Weston-Super-Mare, and the South Bristol and Fringe. To address this issue there is potential to stimulate demand through investment in key infrastructure and planning policy support for additional employment land provision.

The total stock of employment land was assessed to be around 15million sqm, with 12% vacancy rates and a quality level that was generally fit for purpose and appropriate for employment use. There was assessed to be 3.1 to 3.2 million sqm of available supply.

Across the WoE area there was judged to be 265,000 sqm, or 631 hectares, of potentially developable employment land, this consisted of underdeveloped land with planning permission and potential allocations. Overall, the EDNA found that supply largely matches demand in some areas. However, there is a relative imbalance in certain other areas. In total, there is sufficient land in the WoE to meet demand.

The following table shows the total demand for the WoE FEMA in terms of square metres for the EDNA Medium-high and High scenario respectively:

**Table 2-1 WoE EDNA Employment Land Demand (sqm) to 2036 - FEMA**

Scenario	B1a	B1c/B2	B8	Total
Medium-high scenario FEMA	579,000	-108,000	434,000	905,000
High scenario FEMA	765,000	50,000	656,000	1,471,000

Source: 2016 EDNA Report, Atkins. Figures are rounded

Table 2-2 and Table 2-3 below show the residual balance of supply (available employment land to meet demand) and projected demand (figures from Table 2-1 presented in land terms not square metres) for the WoE FEMA under the Medium-high and High scenarios respectively. This factors in a rebalancing process which involved apportioning the un-met employment land needs in one local authority area to areas where there is a relative oversupply. This quantitative rebalancing exercise was only performed where it would be appropriate and realistic from a market perspective to do so. Those cells in Table 2-2 and 2-3 that are red are considered to have a relative over-supply of land to meet demand and those in green are in relative balance.

<sup>3</sup> West of England Joint Spatial Plan Economic Development Needs Assessment Addendum March 2016

**Table 2-2 WoE EDNA Supply Demand Balance (ha) to 2036 – FEMA Medium-High Scenario**

Local Authority	Office (B1a/b)	Industrial (B1c/B2)	Warehousing (B8)	Total
BANES	16,353*	3.9	0.5	4*
Bristol	70,108*	-	-	0*
N. Somerset	13.8	12.5	-	26
S. Glos.	11.9	314.9	181.3	508
<b>Total (FEMA)</b>	<b>26*</b>	<b>331</b>	<b>182</b>	<b>539</b>

Source: 2016 EDNA Report, Atkins. Figures are rounded. \*Office balance for BANES and Bristol shown as sqm as will be provided in as yet defined multi-storey buildings.

**Table 2-3 WoE EDNA Supply Demand Balance (ha) to 2036 – FEMA High Scenario**

Local Authority	Office (B1a/b)	Industrial (B1c/B2)	Warehousing (B8)	Total
BANES	-5,647*	-	-4.8	-5*
Bristol	-16,792*	-	- 0.4	0*
N. Somerset	6.6	-	0.2	7
S. Glos.	-	290.5	130.4	421
<b>Total (FEMA)</b>	<b>7*</b>	<b>290</b>	<b>125</b>	<b>423</b>

Source: 2016 EDNA Report, Atkins. Figures are rounded. \*Office balance for BANES and Bristol shown as sqm as will be provided in as yet defined multi-storey buildings.

Tables 2-2 and 2-3 above shows that for the supply demand balance for North Somerset taken at a FEMA level there is a relatively modest total oversupply of employment land of between 26 ha and 7 ha for the Medium High and High Scenario respectively. There is a significant oversupply of employment land at South Gloucestershire. This is mainly at Avonmouth/Sevenside, where there is a very significant amount of potential industrial land that would require significant infrastructure investment and is unlikely, at least in the short term, to be appropriate for alternative land uses.

The key recommendations and conclusions of the EDNA were as follows:

- Increasing future competition from other areas of England, such as Oxfordshire, Birmingham and the Northern Powerhouse as well as international competition and the effects of globalisation, mean that the West of England UAs and LEP should be positive and proactive in encouraging economic development in the WoE FEMA through spatial planning and other policy means.
- According to the findings of the EDNA the identified economic development needs of the FEMA to 2036 can be met in the available developable employment space. There is a relative balance in most areas apart from Avonmouth/Sevenside where there is an oversupply (see below). This suggests that most existing WoE employment allocations could be retained.
- There is a relative oversupply of land at Avonmouth/Sevenside to meet identified WoE FEMA economic development needs. The future spatial policy options for this land include; a) the land could represent a long term 'reservoir' of employment land to meet future as yet unidentified needs and accordingly could be retained as employment land at this time; b) the land could be identified for a greater diversity/mix of uses.
- To address relative deprivation and market failure in South Bristol, development schemes (infrastructure, housing and employment) within South Bristol and its fringe could be pursued. This could help challenge the status quo, create a virtuous cycle of investment and stimulate demand for employment uses, thereby helping to create jobs and addressing relative deprivation.
- To fulfil the economic potential of the WoE area and to provide local employment that will address local relative deprivation it is important that the local workforce has the relevant skills to meet business needs. The EDNA study identified that a relative skills gap exists in the WoE and this has the potential to hinder future economic development in the WoE in the planning period.

Therefore, to address this issue policies and initiatives should be put in place to address the relative skills gap in the WoE.

This ELR study updates and builds on the EDNA. Where the EDNA identified North Somerset sites that can help meet future demand at a strategic 'higher level' of assessment, this study takes the analysis further to consider the sites in more detail with site assessments and considering the quality and location of these sites. This study also considers the most recent economic and employment forecasts, as well as the work that has been undertaken in the interim covering the North Somerset Economic Plan to 2036 and the emerging Joint Spatial Plan and Joint Transport Strategy.

## **2.2.4. West of England JSP – Employment Topic Paper 3 – November 2017**

The WoE JSP produced a topic paper on employment matters in November 2017. The objective of the paper is to provide information to clarify how the JSP plans to address the WoE's employment needs. The topic paper includes the following points relevant to the North Somerset ELR:

- The employment policy in the Joint Spatial Plan sets out the broad jobs aspirations for the region and reconfirms the strategic importance of the Enterprise Zones, Enterprise Areas; City and Town Centres in delivering most of the B-use jobs<sup>1</sup> growth up to 2036.
- The Joint Spatial Plan identifies an employment growth figure for the plan period 2016-36 of 82,500.
- Economic prosperity has brought substantial benefits to residents, communities and the environment. However, prosperity has not been shared equally by all communities as there are pockets of deprivation within the sub region.
- The form and function of development in some parts of the West of England has resulted in significant pressure on infrastructure and settlement patterns which are over-reliant on the private car which has inhibited wealth creation and productivity.
- A key element of the strategy is to promote the growth of existing employment centres such as the Enterprise Zones and Enterprise Areas and to ensure more inclusive growth and life chances for all, across the West of England, and improve accessibility to jobs.
- This strategy entails ensuring that there is sufficient land supply to accommodate a net increase in 82,500 jobs by 2036, and that this supply enables inclusive growth, by ensuring opportunities to access employment for both new and existing communities.

## **2.3. Local Context**

### **2.3.1. North Somerset Core Strategy**

The North Somerset Core Strategy sets out a vision for a prosperous district, with reduced inequalities throughout the district. In terms of the strategy for employment land, the Core Strategy adopts what can be termed an 'employment-led' approach. This includes prioritising employment growth throughout North Somerset and balancing with housing growth to support greater self-containment – particularly in Weston-super-Mare where the strategy has been to directly link the delivery of new housing to employment development.

Development will be characterised by sustainable energy use, climate change resilience and high-quality design. Furthermore, the Core Strategy approach is underpinned by a strategy to help address the existing issue of out-commuting, deprivation, congestion and lack of local employment opportunities. It sets out Weston-super-Mare as a major economic centre, providing the employment, retail, social and leisure needs of the population and visitors, whilst development elsewhere will seek to support mixed-use communities with a strong sense of place.

A core objective set out in the Core Strategy concerns the need for strong and inclusive communities. This objective encompasses policy CS12, which concerns well-designed buildings and places, alongside policy CS15, which concerns mixed and balanced communities. This underlines the town centre development at Weston-super-Mare, alongside gateway regeneration and the Weston Villages development. Weston Villages will provide approx. 6,500 new homes delivered as part of the employment-led strategy set out in policy CS20 of the Core Strategy.

### 2.3.2. North Somerset Economic Plan 2017-36

North Somerset Council recently adopted a revised Economic Plan as a framework for future policies and programmes to promote economic growth and development across North Somerset. The Economic Plan sets out a vision for North Somerset to be, 'a vibrant and successful place to live, work and study, with a distinct identity and quality of life that attracts and retains enterprise, investment, young people and visitors'.

The emergence of the North Somerset Economic Plan coincides with a time of considerable change, nationally and regionally. At a national level, the Government is developing its negotiating position on Europe, which has the potential to have far-reaching consequences for the economy and society as a whole. At a regional level, the West of England's Economic Strategy is under review and the Joint Spatial Plan is being developed.

The document indicates room for improvement in North Somerset in areas such as innovation and exporting. Furthermore, some local businesses report skills shortages and difficulties in attracting the right candidates which can constrain their growth. The plan identifies the need to continue work with the area's 'excellent education providers' to ensure that skills levels match current and future demand.

The most relevant strategic objectives in the plan for the Study are:

- **SO1:** To create the conditions for higher value local employment;
- **SO2:** To grow and enhance the competitiveness of our businesses base – to address the productivity challenge; and
- **SO3:** To foster a culture of enterprise, innovation and aspiration – to become an outstanding place to start and grow a business.

In meeting these three strategic objectives, 'Facilities & Infrastructure' is a key theme and includes the need to 'create the right employment space in the right locations'. A further theme is 'Competitive Business and Enterprise', with aims to support business start-ups and growth (especially SME and the self-employed), attract high value businesses and develop niche clusters and supply chains.

### 2.3.3. North Somerset Local Plan

North Somerset has commenced work on a new Local Plan, which will shape development to 2036. It will be evidence-based as stipulated by the NPPF, and the Study will be a key driver and evidence base for developing the new Local Plan and its employment land allocations and economic policy.

## 2.4. Socio-economic Context

### 2.4.1. Introduction

North Somerset is in a strategic location, well connected to Bristol and Bath, and located within the successful West of England. Bristol outperforms the other UK city regions on productivity, qualifications, household incomes and employment rates. In 2016, it was 12th of UK cities in Foreign Direct Investment (FDI) projects, and is forecast to have the fastest employment growth 2016-19 and GVA growth at 2%.<sup>4</sup>

The 2017 North Somerset Economic Plan and accompanying evidence base provides useful socio-economic context to this ELR study. Key elements of this are presented below:

#### 2.4.1.1. GVA and Productivity

North Somerset has a diverse economy which is a powerful player regionally, nationally and worldwide. It is home to 8,595 businesses including well-known brands across differing industries. In 2014, North Somerset's output (GVA) was over £4,100m<sup>5</sup>, representing 13.4% of the output for the West of England LEP area.

North Somerset's economy has grown strongly over the last five years with an annual growth of 4.1%, second only to South Gloucestershire in the LEP area. North Somerset's labour productivity was £50,600 per FTE

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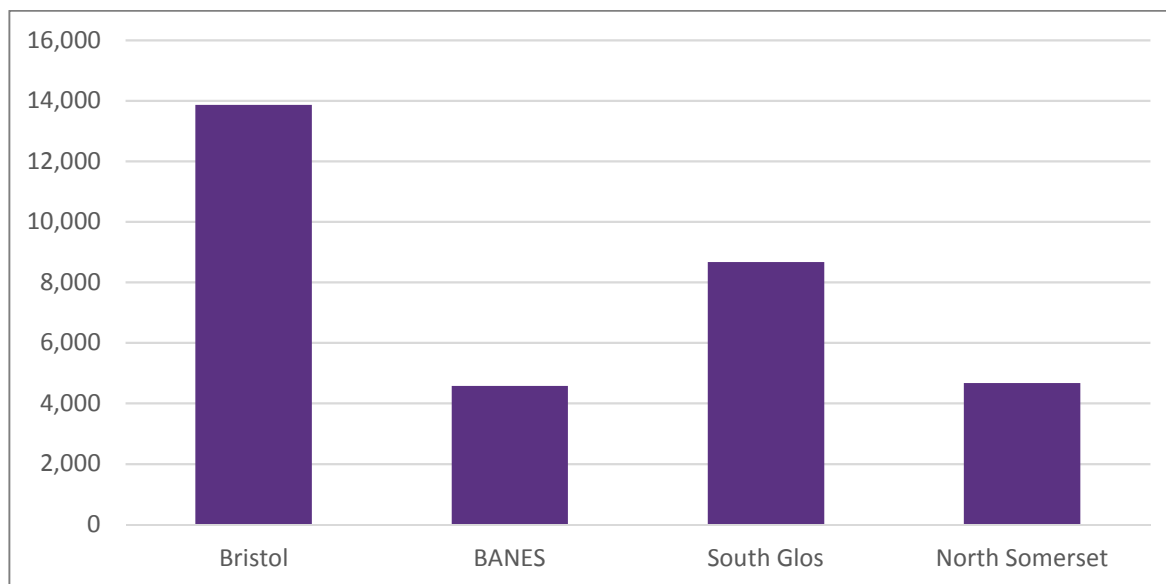
<sup>4</sup> UK Attractiveness Survey 2017: 'Time to act- Empowering the English regions', Ernst & Young, September 2017

<sup>5</sup> Amore Database tool, 2016

employee in 2014 or 97.4% of the GB average, improving at an impressive rate of 4.16% per year since 2004, significantly improving its position relative to the other authorities in the LEP area.

In 2015, the total value of the North Somerset economy was £4.67billion, which reflects a real growth of 13% from its 2010 level. Across the period 2010-15, North Somerset's GVA has had a slightly increasing share of the West of England total – from 14% to 14.7%. The figure below shows the 2015 level (this is the latest year of data).

**Figure 2-3 2015 Total Economic Output (GVA) for North Somerset and West of England (£Ms)**



Source: ONS Regional GVA, 2016 (2015 latest data)

In terms of GVA per sector, the largest sectors are manufacturing at 13%, distribution, storage retail and accommodation & food (SIC GHI grouping) at 21%, real estate at 16% and public sector (education, social and health care) at 20%. The fastest growing sectors have been finance, ICT, professional and business services and manufacturing and energy, water & waste which reflect a dynamism of the local economy and a seeming increase in demand for office and hub space from the service sectors.

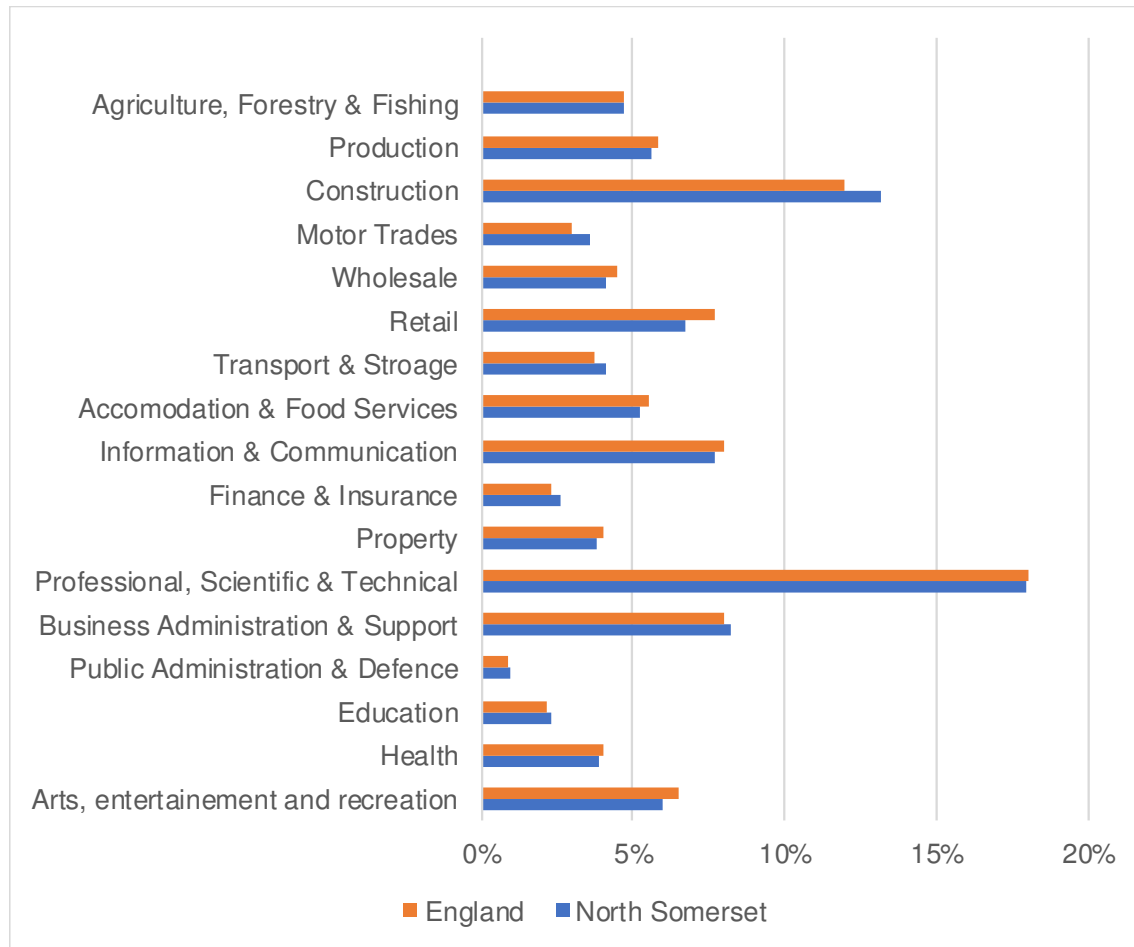
#### 2.4.1.2. Jobs & Employment Sectors

In 2016 there were 8,595 active enterprises in North Somerset<sup>6</sup> making up 20% of the total number of businesses in the West of England. The number of active enterprises has grown by 10.2% since 2009 which is a little higher than the rate of growth for England of 9.5% but reflects a national trend from 2011 for business births to exceed business deaths<sup>4</sup>. 89.7% of North Somerset's enterprises are micro businesses (0-9 employees) which is also slightly higher than the proportion for England of 89.3%<sup>5</sup>. The proportion of small businesses in North Somerset is similar to the national picture, with a fraction fewer medium and large businesses.

23% of VAT registered enterprises in North Somerset are located in rural areas, and rural areas show a higher business density than urban areas in North Somerset. Similarly, the rural business density in North Somerset is higher than the rural business density in England<sup>6</sup>. However, stakeholders felt that there is little or no targeted support for rural businesses at the current time due to national funding constraints.

The key employment sectors in North Somerset are shown in Figure 2-4 below:

<sup>6</sup> UK Business Counts, Nomis 2016

**Figure 2-4 Proportion of Enterprises by Sector (North Somerset and England)**

Source: UK Business Activity, Size and Location, 2015

Although the proportion of enterprises in North Somerset is quite similar to the England average, there are certain key sectors in North Somerset. Key sectors with a high location quotient and high GVA in North Somerset include the following:

- Pharmaceutical products and preparations (LQ of 34.0 and GVA of £134.8m);
- Machinery and equipment (LQ of 3.6 and GVA of £116m);
- Air transport services (LQ of 5.2 and GVA of 98.3m); and,
- Warehousing and support services (LQ of 2.5 and GVA of £111.6m).

The proportion of employment by sector is also similar to the England average. However, key sectors where employment is greater than the England average are as follows:

- Water (LQ 4.2, FTE 412);
- Air transport services (LQ 4, FTE 742);
- Non-metallic mineral products (LQ 3.2, FTE 829);
- Repair and installation of machinery (LQ 2.7, FTE 1,081); and,
- Veterinary services (LQ 2.5, FTE 353).

In terms of occupations, North Somerset has a higher than average proportion of managers, directors and senior officials, as well as associate professional and technical occupations<sup>7</sup>. The UK Commission for Employment and Skills expects that by 2022 in the West of England LEP area, job growth will be

<sup>7</sup> Annual Population Survey, June 2016

concentrated in higher level roles, as well as in lower level roles related to care, but with fewer jobs in middle ranking administrative, secretarial and skilled trades occupations.

#### **2.4.1.3. Innovation**

Key innovation measures relevant to North Somerset are as follows:

- 4th out of 39 LEPs for share of jobs in high tech manufacturing and knowledge industries;
- 6th out of 39 LEPs for share of residents working in science and engineering professions; and,
- 10th out of 39 LEPs for number of patents per capita.

Although many innovation indicators are not available at Local Authority level, the Annual Population Survey does provide figures for the share of residents working in science, and engineering professions. These figures show that the proportion employed in North Somerset in June 2-16 was 6.4%, compared to 7.2% for England and 9.1% for the West of England LEP area, indicating that innovation levels in North Somerset may not be comparable with the wider area.

#### **2.4.1.4. Exporting**

Key measures of exporting relevant to North Somerset include the June 2016 Regional Trade Statistics from HMRC. These include the following key statistics:

- The value of UK trade in goods exports fell by 2.8% compared to the same period last year. Similarly imports fell by 0.8%;
- The South West accounts for only 6% of UK exports and 5% of imports (by value), with only the North East, Wales and Northern Ireland having a smaller share;
- However, both exports and imports have seen a steady increase in the SW in the last four years, a trend not seen in the other English regions; and,
- The South West's top five commodities by value were: 'machinery and transport equipment', 'miscellaneous manufactured articles', 'manufactured goods classified chiefly by material, chemicals and related products' and 'food and live animals'.

#### **2.4.1.5. Visitor Economy**

North Somerset has a significant visitor and tourism economy. Key relevant facts include the following<sup>8</sup>:

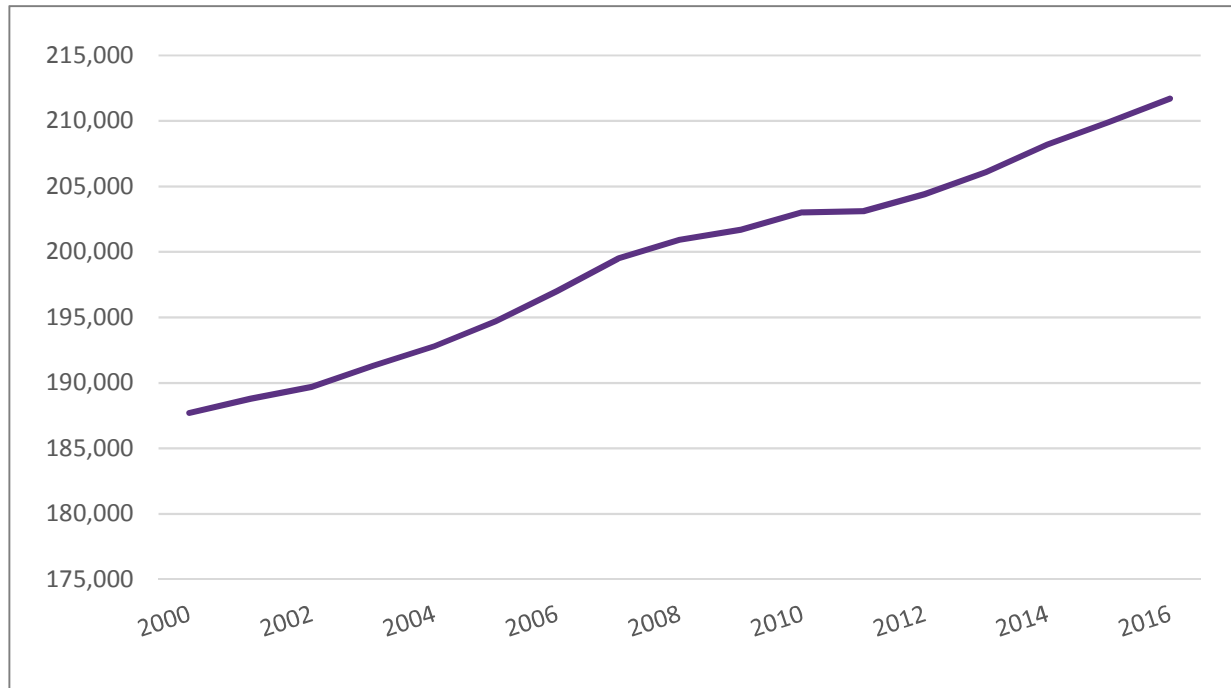
- An estimated 540,000 staying visitor trips and 7.4m day visitor trips.
- Tourists in North Somerset are estimated to spend approximately £365m in 2016
- This is estimated to provide 6,811 jobs which is approximately 7% of all employment

### **2.4.2. Demographics**

According to the 2016 ONS Mid population estimates North Somerset's has a total population of 211,700, and this has been growing steadily since 2000. Between 2010 and 2016, North Somerset has seen a growth rate of 4.3%, which is quite below the West of England level at 7.1% and in line with the national rate of 4.6%. Figure 2-5 below demonstrates this North Somerset population growth and level.

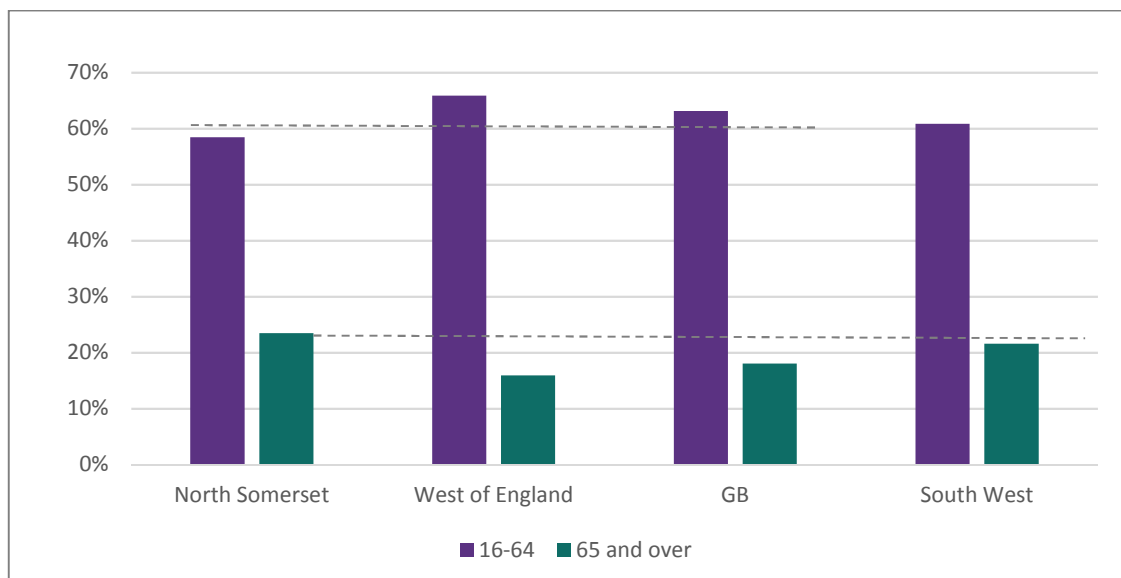
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<sup>8</sup> South West Research Company, 2016

**Figure 2-5 North Somerset Population 2000-16**

Source: NOMIS Annual Population Survey 2016

North Somerset has a lower share of its population at working age (16-64) than the South West region and at the national level of just 58.4%. Its population over 65 currently accounts for 24% of its population, and has been growing fast, with a 38% increase since 2000 and 18% since 2010, which is the highest rate of the West of England area (12% since 2010) and is greater than the national average (30% since 2000). The number of people in the district who are 16-64 has slightly fallen since 2010 after growing from 2000-2010. Figure 2-6 below reflects these age comparisons.

**Figure 2-6 North Somerset Working Age and 65+ Population 2016**

Source: NOMIS Annual Population Survey 2016

### 2.4.2.1. Economic activity

Key facts relating to economic activity in North Somerset include the following<sup>9</sup>:

- The unemployment rate for North Somerset is only 3.6%, lower than the average for England of 5.1% and the wider LEP area of 3.9%.
- Retired - 27.9% of the inactive working age population are retired, compared to 13.4% in England;
- Student s– 23.8% of the inactive working age population are students, compared to 26.2% in England;
- Long term sick – 20.5% of the inactive working age population are long term sick, compared to 21.7% in England;
- Looking after home or family - 15% are looking after home or family, compared to 25.5% in England; and,
- • Other – 10.9% of the inactive working age population fall into the other category, compared to 10.6% in England.

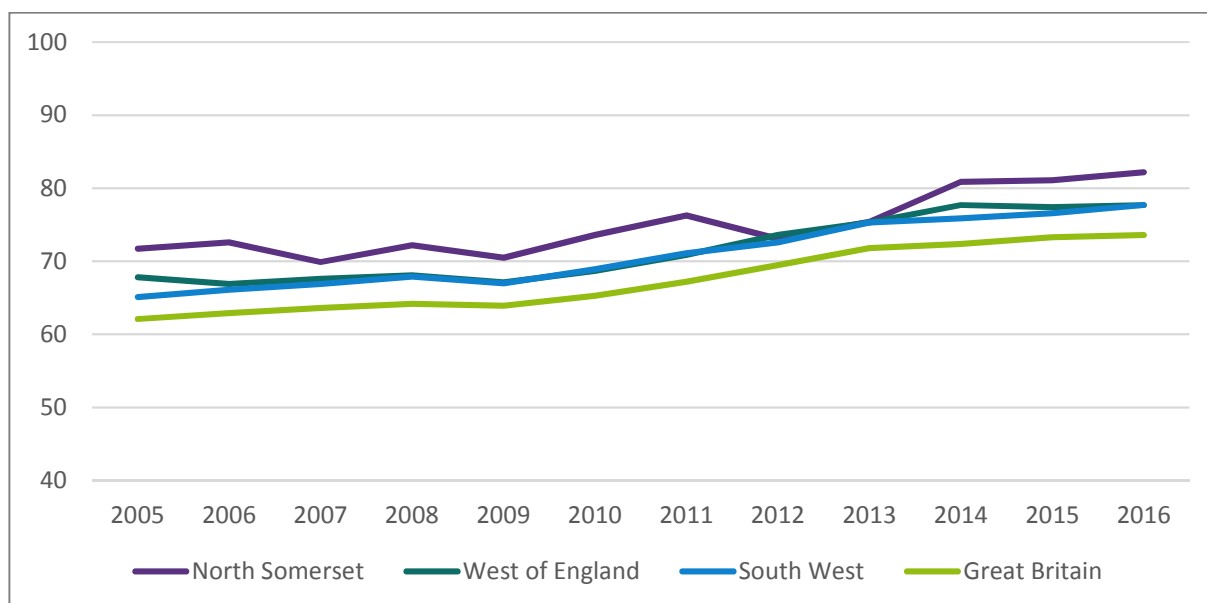
### 2.4.2.2. Qualifications, Educational Attainment & Skills

North Somerset performs strongly in its qualification levels within its working age population, in 2016 only 3% had no qualifications. In 2015/16 56.2% of North Somerset's pupils achieved 5 GCSEs grades A-C including English and Maths, compared to 52.8% in England<sup>10</sup>. This is a higher level of performance than Bristol and South Gloucestershire, but lower than B&NES.

The UK Commission for Employment and Skills (UKCES) Employer Skills Survey found that the wider region has the fewest skills gaps and skills shortage vacancies across all 39 LEP areas and the lowest incidence of employees that are not proficient at the job across the 39 LEPs.

As Figure 2.**Error! Reference source not found.**7 shows, North Somerset has consistently had a greater share of 16-64 year olds with qualification level NVQ2 or above than the regional and national averages. IN 2016, 82% had NVQ2+ levels of qualification.

**Figure 2-7 North Somerset and West of England NVQ2+ Shares**



Source: NOMIS, 2016 (latest) dataset

When we consider the highest qualified, NVQ4+ which equates to degree level, North Somerset has a 2016 level of 40% which is above the South West and national levels, but is below the West of England which has

<sup>9</sup> ONS Annual Population Survey, June 2016

<sup>10</sup> Department for Education (2017)

a large population of highly qualified people (45% of all working age). Figure X below demonstrates the proportions of qualification levels for North Somerset.

#### **2.4.2.3. Deprivation**

In 2015, North Somerset has five Lower Super Output Areas (LSOAs) within the most deprived 5% in the UK29. All of these were within the South and Central wards of Weston-Super-Mare and two of these on the Bourneville Estate were within the most deprived 1% nationally. Recent regeneration efforts in these wards should help to address deprivation levels in these areas. By contrast, there were 11 LSOAs in the least 5% nationally and these were spread across North Somerset. Whilst these statistics highlight concentrated areas of deprivation, the figures often mask deprived individuals who may be dispersed in other areas, in particular rural areas.

#### **2.4.2.4. Summary**

North Somerset has many positive characteristics that should allow it to grow and prosper in the future. It has a strong economic base and is located in the West of England, which is an area with strong economic growth potential. However, it also has a series of complex issues that require careful strategic planning. These include areas of deprivation and the challenge of providing economic development in rural areas while retaining their rural character. North Somerset Council and the West of England Partnership are addressing these issues through a range of economic and spatial planning strategies. The purpose of this Study is to assess from an employment land perspective how North Somerset Council can continue to maximise the opportunities while also addressing the challenges into the future.

## 3. Property Market Review

### 3.1. Introduction

This chapter provides a market review. A robust property market review is a critical part of any assessment of economic needs as per the NPPF requirement to assess 'market signals'. This task included stakeholder engagement, assessment of property market indicators, and a review of local and national trends. These inform the supply and demand assessments, and feed through into the Delivery Plan. The results of this review provide the basis upon which to consider how future employment land requirements can be met.

### 3.2. Stakeholder Engagement

#### 3.2.1. Stakeholder workshop

A stakeholder workshop was held on the 23rd of October 2017 to disseminate information on the North Somerset Employment Land Review and related evidence base and policy. The key objective of the workshop was to listen to stakeholders and gather 'bottom-up intelligence'. Further, the workshop was an opportunity to establish on-going dialogue between businesses, key stakeholders and local policy makers; and to disseminate information on North Somerset Employment Land Review and North Somerset Employment evidence base/policy to stakeholders.

The workshop was attended by 19 local stakeholders covering local business, business forums, property agents and developers, the Bristol Airport, Port, the West of England Partnership and Invest Bristol and Bath. This was in addition to 7 officers of North Somerset Council and 3 Atkins staff.

The consultation was structured around gathering insights into local supply – the existing North Somerset employment space's characteristics and businesses land requirements – and demand – the growth sectors and opportunities, and the delivery and policy to realise this. Further, there were some key case studies that emerged and, with further consultation, have been developed here.

The following points were made by stakeholders at the consultation event:

##### 3.2.1.1. Stakeholder workshop consultee comments – Supply

There is a relative lack of appropriate 'grow-on space' to accommodate SME businesses to expand or home-based businesses who want to expand and hire employees. This is typically in the 100-1,500 sqm category. This lack of supply in North Somerset effectively hinders the full economic potential of North Somerset, where there are a high share of SMEs and some may then relocate outside of North Somerset to expand. SMEs have particular needs for their work space and favour flexible leases. Further, stakeholders stated that there isn't sufficient, appropriate space for high tech sectors.

The Hive is a great example of the sort of 'grow on- space' that SMEs require. Also, The Stable creative hub in Weston-super-Mare which provides approx. 400 sqm of flexible co-working space. Stakeholders suggested that more of this sort of space should be provided – including similar space in other North Somerset towns such as Clevedon, Portishead and Nailsea. Clevedon is currently considering its own creative economy hub. A dynamic incubator centre in Clevedon would help to retain employment and would reduce congestion caused by workers commuting to Bristol. This demand for 'grow-on space' primarily includes office (B1a) but also light industrial (B1c/B8) space which is also in demand.

However, another 'Hive' / innovation centre has been difficult to get in Clevedon so far due to need for improved transport links and the right facilities but Clevedon is keen to provide new flexible space for SMEs, start-ups or space to develop skills. Weston-super-Mare is attractive to employers due to the large labour force and associated proportionately lower cost base, but it is currently dominated by industrial and warehousing occupiers as opposed to office based businesses. There is in general a more challenging environment for businesses to expand due to issues of perception and traffic congestion. Compatibility of neighbouring uses is important as there is so much housing going into Weston-super-Mare that it is important that bad neighbourhood uses such as those that are noisy, smelly and 24 operations are not sited near residential.

Some Weston small business stakeholders noted that there is persistent pressure to release ‘back street’ lower value employment to housing sites in Weston-super-Mare<sup>11</sup>. These types of manufacturing, factory works need protecting to serve the local area. There was a recognition that at present new supply can be held back where the construction costs act as a barrier as the lease rates of a development are not sufficient, whilst housing development or other commercial uses have a greater incentive for developers.

### **3.2.1.2. Stakeholder workshop consultee comments – Business Requirements**

Many current industrial estates are becoming dated and will soon require redevelopment to meet modern business needs. Issues with broadband connectivity and in accessing skilled labour were highlighted as key requirements not being well met at present. The perception of North Somerset areas as business friendly, accessible, and offering good working environments was another market factor that was highlighted. There are some key changes in the future with: automation, where people will have different jobs over their careers, with high technology and different working environment, and what constitutes office and industrial workspace will change. Stakeholders also noted that toward 2036 (the ELR’s timeframe) transport solutions will change i.e. intelligent mobility<sup>12</sup> will transform the way people move between work and home environments.

### **3.2.1.3. Stakeholder workshop consultee comments – Demand**

Some stakeholders expressed the opinion that office demand in North Somerset, as targeted by current North Somerset planning policy (e.g. Core Strategy Policy CS20 - 1.5 jobs per new dwelling), is unlikely to manifest itself fully, particularly in the short term. The perception of and connectivity to Weston-super-Mare with the wider West of England is one reason for the relative lack of interest from office occupiers. However, it was felt that if proactive regeneration initiatives such as delivery of housing and transport connectivity improvements are pursued there is underlying demand for office uses that could see office demand realised in the next 5 to 10 years. There has been a waiting list for small office space at the Hive development in Weston. Generally, there is unmet demand for flexible SME space across North Somerset and especially in Weston-super-Mare and Clevedon.

Another reason suggested for the relative lack of office take up in Weston-super-Mare could relate to the fact that the land owners are less proactive, risk averse and unlikely to pursue speculative office development without public sector support. This has resulted in a relative ‘blockage’ as is seen by the lack of employment land delivery at these sites in Weston-super-Mare over the past ten years or so. Further, there is a virtuous circle between transport links and employment land suitability and business/developers. Good quality working environments do make a difference i.e. harbour and town centre access and benefits, public space provide by places such as Clevedon and Portishead.

There is strong demand for B8 uses in Weston-super-Mare and along the M5 corridor, such as final mile and light industrial use. However, these uses do not provide as many jobs. Stakeholders stated that there is enough demand for employment space in North Somerset that traditional marketing is not required when seeking development partners. Whilst Weston have seen that when industrial space is developed these are largely already taken with pre-lets and need little marketing.

### **3.2.1.4. Stakeholder workshop consultee comments – Sectors and opportunities**

Digital/creative services, smart technology and ‘internet of things’ industries are likely to be important growth sector opportunities in the future, as embodied by the emerging West of England Digital Strategy and long-term Invest Bristol Bath campaigns. There can be opportunities with demand for employment space from smart services and creatives, and further these have clustering and supply chain opportunities.

Some stakeholders challenged the Experian professional services forecasts (as presented in Chapter 5 below) as it was felt that automation and Artificial Intelligence (AI) could reduce middle level jobs. Also, stakeholders challenged the Experian food and beverage manufacture forecasts – should be more given the J21 approach and sector targeting. There is a good opportunity for employment space with improved transport links to the Airport, and the Airport will be releasing a strategy and impact report shortly around this. The Airport growth focus is on inward business investment and inward tourism and can see good employment opportunities being created – the A38 is important here.

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<sup>11</sup> For example, see planning applications; 16/P/0715/F; 12/P/1743/F4 and 15/P/0437/F,

<sup>12</sup> Intelligent mobility can be defined as the use of technology to develop improved ways of transporting people and goods between places, making journeys greener, quicker and more efficient. Examples include autonomous vehicles and smart street signage.

Sector growth around airport opportunities i.e. aviation/aerospace manufacturing cluster are not for the short term but 5-20 years off. North Somerset could see activity filtering down from what is currently in North Bristol, and being underpinned with engineering workforce around new hangers i.e. R&D, supply chain and education at Bristol Airport. For example, at the time of writing some stakeholders mentioned that Boeing have been liaising with Weston College in terms of developing aerospace apprenticeships. This demonstrates the potential for high tech manufacturing and the importance of Weston College. Hinkley Point C (HPC) provides opportunities for employment growth in North Somerset. HPC, as one of the largest UK construction and operational projects will generate significant amounts of direct and in-direct supply chain employment opportunities. There is a good opportunity to create links between HPC and Weston College and other educational and skills organisations in North Somerset to 'upskill' the local workforce so they can compete for the significant employment opportunities likely to be generated. The Port of Bristol/Royal Portbury Dock has a good opportunity to expand to meet business demands. This will create direct jobs and opportunities for those in the wider North Somerset supply chain. However, this is dependent on green belt release.

### **3.2.1.5. Stakeholder workshop consultee comments – Delivery**

There was a recognition from consultees that the refreshed Economic Plan for North Somerset is a positive outward looking strategy that reflects a sub-regional approach and that much has been achieved in North Somerset in recent years such as the J21 Enterprise Area designation, enabling infrastructure provision, and delivery of the Hive managed workspace

The Joint Transport Study (JTS) is key for employment land as this will help relieve congestion and encourage businesses that would otherwise seek to be in Bristol to locate in North Somerset. A key transport point for WSM, is that having only one motorway junction is insufficient for a population approaching 100,000, adding to this will aid congestion and also make the road network more resilient. Whilst new rail/rapid transit links for the airport could create an opportunity to create a market town / eco town for employment space and housing.

Some stakeholders felt that there is an issue of 'land-banking' and/or large developers/landowners not seeking to deliver employment on sites with planning permission for employment uses in Weston-super-Mare as they aspire to develop more profitable housing on the sites instead. Business Rates Relief or Holidays were seen as essential to attract new businesses to the area. While this might be seen as a short-term opportunity cost to the Council in the long term it would generate additional revenue as it would attract new businesses to the area and could spark the virtuous cycle of economic development. Policies to deter this practice should be sought by the Council where possible.

Higher technology business needs can be met with innovation centres – can use Hive as a model for other developments. More generally, North Somerset needs a plan for SMEs so they don't then grow out of North Somerset and have to move out. Success of Bridgwater and Taunton because of proactive Council policy provided as examples of the approach North Somerset could take. The West of England SMART City Centre of Excellence/test bed presents a fantastic opportunity for NS. The Council should do everything they can to support this and enable businesses using it to be located in NS. See section 7.51 below for further detail on this initiative.

Joint ventures between public and private sectors to unlock sites were seen as essential. The public sector has land and can grant planning permission and the private sector has delivery expertise, appetite for risk and cash. If they both work together there is the opportunity to develop sites to meet local economic needs while sharing the profits so that development is viable. Indeed, North Somerset Council are investigating opportunities to set up joint partnerships/ventures with private sector to bring forward development quicker for example, NSC are setting up a development company. Stakeholders raised whether North Somerset Council could fast-track an approach to key sectors to get the right development happening.

There was a lack of support from some stakeholders for the prospects of employment being delivered at the Strategic Development Locations due to their relatively isolated rural location and accessibility issues. There is existing vacant office space located in Weston-super-Mare under the Premier Inn – perhaps this could be utilised alongside brownfield and greenfield land. Knightstone development is perhaps a one-off case but has struggled to find occupiers where it is prime space.

Portishead has historically experienced a significant loss of employment land but this is likely to be mainly due to pressure for change of use from higher value uses such as residential as opposed to a lack of demand from business users. This could be characterised as Portishead increasingly becoming a 'dormitory town' for Bristol.

Stakeholders debated the question of whether there is a rationale to move away from the Weston First approach. This could include allowing delivery of sites supply closer to Bristol e.g. around Portbury, and even Ashton Gate/Long Ashton. In general, it was felt that these locations are more likely to be delivered in the short term thus creating economic growth for North Somerset and the wider region. On the other hand, it was recognised that there is a need to create jobs in Weston-super-Mare. The dilemma is that the sort of jobs Weston-super-Mare seeks i.e. office jobs and other higher value jobs are unlikely to occur in the short term. On balance, it was felt that a more flexible approach to release of employment sites outside of Weston-super-Mare could be taken. This could involve allowing employment sites closer to Bristol e.g. in and around the Port, Airport and South Bristol to be released. It was felt that economic development at these sites could ultimately help to spread positive economic impacts and jobs across the areas of North Somerset further away from Bristol including the main settlement of Weston-super-Mare.

The anecdotal stakeholder evidence suggests that a relaxing of the strict 'Weston First' policy would help unblock employment sites in Weston-super-Mare. Also, a combination of proactive policies such as 'business rates holidays', joint ventures between public and private sectors and potential sanctions against developers not delivering planning permissions could help to bring these difficult sites forward.

Additional employment land delivery at the Port, Airport and other locations closer to South Bristol is highly likely to be delivered quickly and this could have a positive economic effect that could 'spread back' and generate demand for office and other high value uses in Weston-super-Mare in the medium to longer term. If this occurred it would justify retaining the existing allocated sites in Weston-super-Mare and the aspiration for significant office uses, albeit with a less stringent B1a focus and some flexibility around B2 and B8 uses.

### **3.2.1.6. Stakeholder Engagement Consultation - Summary**

The key conclusions of the stakeholder engagement are summarised as follows:

- There is a need for a plan for SMEs so they do not need to move out of North Somerset as they grow.
- There are opportunities now and in the future that North Somerset can plan for and proactively take advantage of, such as the current lack of employment space in Bristol, the expansion of the airport and the port, Hinkley Point C development and the growing sectors of distribution and creative & digital SMEs.
- The consultation exercises indicate that industrial demand is there and will continue, and that the supply needs to grow to meet this, where many sites are outdated or obsolete.
- The consultation exercises indicate that office demand is mixed, where there is a lack of good quality supply but that without the clear demand this won't be speculatively developed. The office demand has been more in flexible and small-use space.
- There are barriers to demand covering access to skilled labour, competing local areas, transport and connectivity, reputation and requirements for good quality space. These do relate to some of the SDLs raising concern over their feasibility.
- In terms of delivery, the development of similar facilities as The Hive in Weston was touted as a good opportunity in Clevedon and other towns.
- The transport links are crucial to create opportunities and also to overcome the local congestion
- The issue of land banking and change of use by developers was highlighted as a market skew.
- There is a question of whether moving away from the employment-led approach would be beneficial and more suitable given the local conditions and market performance.

## **3.2.2. Property Agent & Developer Consultation**

To understand the strategic trends in different sub markets of the North Somerset commercial market, we consulted with local market agents and developers. This enabled us to capture insights on office and warehouse/industrial development and to consider demand for different types of workspace.

We consulted with a range of commercial agents and developers, to reflect different spatial scales, sectors and local markets. This consultation was based upon an Agent Questionnaire to capture valuable insights. A list of agents and the questionnaire is provided in **Appendix A and B**.

### **3.2.2.1. Consultation agent comments - availability**

#### **Offices**

There is a general lack of office availability across the North Somerset towns, where no markets display large amounts. Portishead has more total office space where the market radiates out of Bristol, though there is less availability here with sites being well taken up due to its proximity to Bristol. There is some available office

space in Weston-super-Mare, with some range in quality but more of the North Somerset office stock is poor quality and/or second hand, with limited new build stock, and so it does not meet the needs of modern occupiers. The lack of good quality office stock could mean that parts of North Somerset become dormant office locations.

### **Industrial**

There is generally a low level of availability across the North Somerset areas. In Weston-super-Mare and the smaller towns like Nailsea, some industrial space has been demolished for housing development. Industrial space is mostly of reasonable quality in Portishead, and less so in Clevedon and Weston-super-Mare where less land has been developed for new units.

#### **3.2.2.2. Consultation agent comments – sub-market and prices**

##### **Offices**

There is a price (and volume) gradient out from Bristol for office space, with a price drop once you leave Bristol city. Office rents have been reasonably stable, and they are similar across the North Somerset areas with Portishead and then Clevedon achieving slightly higher rents due to their proximity to the motorway and Bristol.

Typical values psf – Portishead £14-15, South Bristol at £14, Clevedon £11-14, and Weston £10-13 (£14 rents at Weston-super-Mare's Knightstone development would be a high, whilst there could be £16 space on new space next to J21). For comparison, Bristol city centre is up to £30+ for top end offices though there is no top end in North Somerset, whilst good quality out of town offices can go for £20. Flexible leasing has aided the market dynamics where occupiers have used this to overcome uncertainties and keep the market moving.

##### **Industrial**

Industrial rents are similar in the North Somerset areas, with Portishead the best performing market. Typical values psf for second hand warehouses are £6 in Portishead, and £5.50-6.00 in Clevedon and Weston-super-Mare.

##### **General**

Residential uses command far higher leases and values than commercial values. There is a lack of freehold opportunities present across sectors, where lending institutions are more inclined to hold income.

#### **3.2.2.3. Consultation agent comments – recent market trends**

There has been some stock depletion in office and industrial space. For example, Weston has lost several buildings in recent years as second-rate office space to residential or retail uses. Agents expect this may continue without intervention.

The warehousing and logistics sector continues to grow and is driven by the role of the on-time and just-in time delivery markets, which are a response to the change in consumption habits and supply chain movements due to technology. Many occupiers within distribution are looking at major national distribution centres followed by a series of regional centres, which are focussed on more local immediate demand. Agents expect this to continue. Locally, there has been development associated to motorway junctions given the access benefits for warehousing and office occupiers. Agents expect the demand for this to continue.

A new trend in commercial property markets includes greater consideration of wellbeing factors in and around the workplace such as the provision of amenities, car-parking, digital connectivity and flexible working. Agents stated that some occupiers have been looking to move back to city centre locations from out of town sites to find better working environments and surrounding amenities that support employee wellbeing and satisfaction. An implication of this trend could be that 'out of town' commercial developments, such as those proposed in Weston Villages, could struggle to attract and retain staff. However, it is likely that amenities and facilities at out of town sites could be improved and a counter balance to this trend, particularly in relation to Weston Villages could be that employees who live in other parts of the sub-region are attracted by its easy access to the M5. The lack of affordable commercial space is driving firms to look for cheaper options out of London, Bristol is one of the favoured locations and is then followed by suitable close-by locations i.e. North Bristol. Agents expect this trend to continue.

In Bristol, there has been falling demand in response to a shortage of sites and rising rents, where some firms are now looking outward. Firms will tend to look to North Bristol first in response to this. Agents expect it will take a few years for the Bristol demand-supply situation to be rebalanced. There have been experiences of occupiers having specific property requirements and the in-house finance to buy and develop land themselves.

### **3.2.2.4. Consultation agent comments – current demand**

#### **Office**

It was observed by some agents that it has often been hard to get office movers to Weston, where agents have had few queries. The longstanding planning policy aspiration of Weston becoming a hub of office space may not be suitable or viable and as a response some developers have sought a change of use away from employment uses using their permitted development rights. However, it should be noted that planning policy has widely acknowledged that a less 'office focused approach to Weston-super-Mare is not appropriate and this is likely to feed into future planning policy. The most desirable locations are those with proximity, and thus acting as subservient markets, to Bristol - including Portishead, Long Ashton and possibly Abbots Leigh going forward.

#### **Industrial**

The industrial market is an important and growing market, especially the small industrial unit market such as starter units (1,000 – 2,000 psf). Agents expect this to continue in short-medium term. Recent schemes and developments of smaller industrial units have been successful. Weston has higher demand for industrial than office space. Though there may be demand, from a developer perspective industrial and warehousing land is the lowest yield and thus where possible land owners will look to higher value use changes such as retail, retail warehousing, office or residential accommodation. This is location dependent.

### **3.2.2.5. Consultation agent comments – future demand**

Agents suggest that demand is likely to remain stable for the North Somerset market areas in the short to medium term (i.e. 3-5 years) with most demand coming from existing local occupiers and firms, and those who are footloose or less concerned about location.

Agents also expect that demand will be stronger for industrial and distribution in the short to medium term (i.e. 3-5 years) across Portishead, Clevedon, Weston and Nailsea. There is expected to be continued demand for logistics and related uses, which requires increasingly significant scales of land for B8 use and supporting infrastructure. Further, in the longer term, more office occupiers will work from home and/or hot desk with lower, more flexible space requirements. The exception to this trend are back office operations and call centres which is an employment market that North Somerset has an opportunity to capture a greater market share of in the future.

Bristol will continue to dominate as the preferred location for office occupiers, whilst industrial preferences are shaped by access to motorways and supply chains/markets. North Somerset may be able to benefit from uncertainty and supply constraints in the Bristol commercial markets, where the shortage will take a few years to rectify. The significant development project at Hinkley Point C could generate opportunities for supply chain firms in North Somerset. To capitalise on this opportunity, it will be important to ensure there are sufficient skills and appropriate business space to meet this opportunity. Bristol airport, with a growing air services demand and capacity, will likely create demand for employment space. Demand could be uplifted if North Somerset solves some of its current challenges to growth i.e. perception, transport links and accessible labour pool.

### 3.2.2.6. Consultation agent comments – factors for demand/barriers to growth

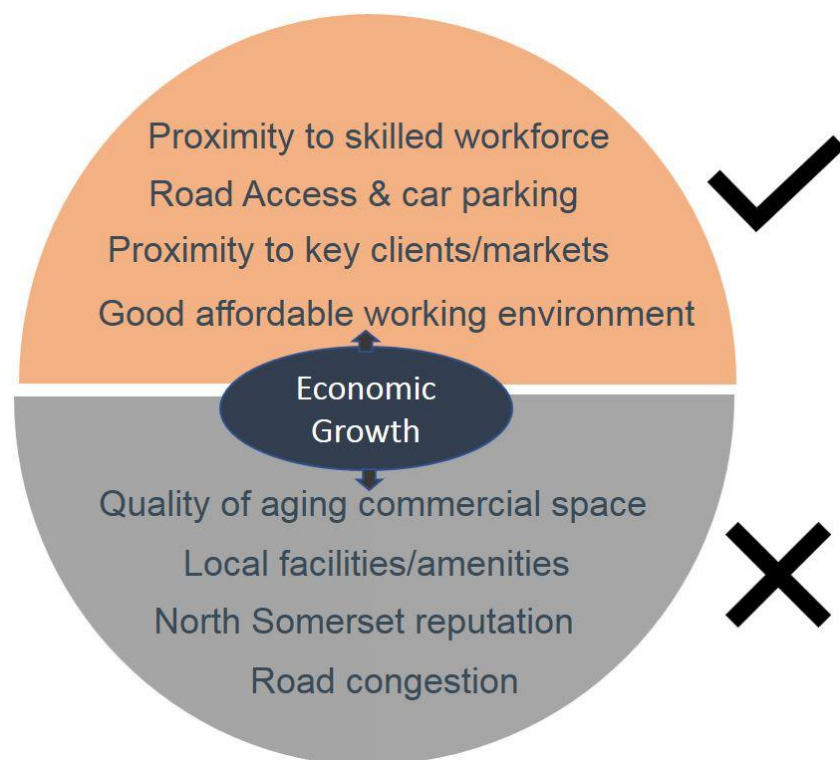
The most important factors that agents identified for demand were:

- Proximity to skilled workforce – strongest (there are anecdotes of space being sold where it was not suitable for workers, or relocations to grow workforce)
- Access to road network and car parking provision - strongest
- Proximity to key clients/markets - strong
- Access to rail and/or car parking provision - strong
- Good working environment - increasing
- Affordable premises – already the case, is outweighed by others

The most significant constraints that agents identified for growth were:

- Road congestion
- Public transport links – i.e. rail access to Portishead is an issue
- Affordable premises – already the case, is outweighed by others
- Poor quality or aging commercial space
- Poor local facilities/amenities
- Large industrial sites may not be deliverable in North Somerset or developer ready
- Weston-super-Mare relative lack of strong reputation as an office business location

These barriers and opportunities for economic growth in North Somerset can be shown in an infographic:



In terms of locational aspects and access, this issue is partly about there being only one motorway junction in/out of Weston-super-Mare and the fact that the junction often suffers from high congestion levels. The location and access can magnify issues with accessing a skilled workforce. Agents consulted also suggested

some demand is not being met due to a lack of available land as well as having sites under developer control. There has been the use of speculative purchases of commercial sites for holding, the incentive here is the uplift value gains through change of use, especially where rental values are not sufficiently above construction costs. Portishead has lost a number of occupiers due to residential redevelopment over the last few years, and Weston has lost a number of buildings to retail or residential use.

### 3.2.2.7. Consultation agent comments – delivery

Agents felt that there is a significant differential in commercial rental demand between Bristol's core central market and North Somerset. This could be at least partly addressed through positive marketing and reputation building of the North Somerset market, as well as responding to access issues. There is an opportunity for North Somerset to capture unmet Bristol demand where there is a relative supply shortage and business affordability issues. The marketing and positioning exercise would involve presenting North Somerset as a business-friendly district, especially as it is not part of WECA. This strategy is assessed further in the Delivery Strategy (Chapter 7).

According to agents, North Somerset should recognise it is secondary to key centres like Bristol, but to work with this and accommodate footloose firms that are less concerned about image and location. North Somerset should also make employment development as equally important as housing development if it wants to grow employment and business in the district.

The insights made by agents on specific existing employment locations were:

- **Main towns** - Portishead, Clevedon and Weston-super-Mare as well as the South Bristol fringe, especially with the new South Bristol ring road and Metro bus, remain the right growth areas though they are limited in total opportunity. However, the Weston-super-Mare area may still prove difficult to grow.
- **Portishead** is the best location, though it has little to no employment sites, this includes being the best option for more business park type premises. A lack of rail access with Portishead has stifled demand and as such the MetroWest phase 1 plans are important.
- **Weston-super-Mare J21 area** – agents felt that this site looks a suitable and viable site going forward. It could cater for more industrial and if need be office space given the scale of land available. It is however the furthest market from Bristol and there are poor public transport links.
- **South Bristol** - There is a big opportunity with the South Bristol fringe, and i.e. Long Ashton, especially if land can be brought forward on undeveloped sites adjoining South Bristol Link and Hengrove etc. where there is strong latent demand for offices and sheds.
- **Other areas & Strategic Development Locations (SDLs)** - Smaller towns are not suitable or viable for growth. Motorway junction sites of Clevedon and Weston are also options. The Greenbelt limits potential from Bristol airport, despite latent demand. But North Somerset should look at how it can capitalise on the Airport growth in terms of employment space supply and demand. The proposed SDLs around Nailsea and Backwell, Banwell and Churchill are currently rural in nature and not existing employment sites but with appropriate infrastructure and accompanying development could provide appropriate employment land opportunities. within the plan period to 2036.

Hinkley Point C (HPC) provides opportunities for employment growth in North Somerset. HPC, as one of the largest UK construction and operational projects will generate significant amounts of direct and in-direct supply chain employment opportunities. There is a good opportunity to create links between Hinkley Point C and Weston College and other educational and skills organisations in North Somerset to 'upskill' the local workforce so they can compete for the significant employment opportunities likely to be generated. Specific courses that could help meet local skills requirements include construction skills, IT, professional courses such as accountancy and law.

The Local Authority could consider taking on a direct role to provide good quality sites as a head leasee to ensure low rents for occupiers. This would enable provision of good quality sites, where at present developing good quality sites would require too high rents. This can help break the circle between stubborn supply and unfulfilled demand, Enterprise House at the Weston Gateway Business Park is a good example here. Further, the Local Authority could continue to work on business rates and car parking issues as they have done so recently.

Agents have urged North Somerset to ensure there is sufficient employment land supply to meet local needs. This will help provide choice to occupiers and recognises competing areas with readily available land. It would help to create a sense amongst the development community that North Somerset is 'open for business'. Losing local employment opportunities to nearby areas will create more out-commuters and put further pressure on infrastructure. However, this statement should be considered in the context of relatively lower rental values compared to development costs in North Somerset. Agents also recognised that being a commuter town can bring opportunity where there is a creation of start-up companies and therefore demand for space for small, growing firms. Agents have recommended that the council reconsiders land allocation for the growing B8 distribution markets. Land around and to the east of Junction 21 is ideally suited for this type of development.

Consultees have also considered the current policy for 1.5 jobs per home in step with residential development and with an emphasis on office development, and feel it may have run its course and is not appropriate. Consultees have raised whether this is feasible with the under delivery of homes and questioned whether a failure to meet this target have repercussions/restrictions for continuing the housing development. They have also noted that there is often difficulty in securing B1(a) office development and suitable B2 and B8 uses. There is a recognition that later guidance introduces some flexibilities such as with the employment-led development at Weston-super-Mare that enables an exception to ensure the right employment is provided, where the number of jobs should not be the only factor; and there is an enabling of a reduced jobs/homes ratio to where low-density uses are concerned. These points are detailed further and considered in the Delivery Plan section.

#### **3.2.2.8. Developer and Agent Consultation - Summary**

The key conclusions of the consultation with property agent and developers are summarised as follows:

- Permitted development rights have removed some poor-quality stock from the area's markets to restrict supply, though there is still some poor quality or obsolete stock around.
- There is a risk that the lack of good quality supply coming forward could force local occupiers to move north, i.e. Severnside where take up is at a historical high, or south where land about J24 is readily developed.
- Occupiers may need to pay higher rents for good quality space. Stakeholders consulted felt that there is background demand for this higher quality space and if it is provided it could generate a 'virtuous circle' of investment as higher profits motivate developers to provide better quality supply.
- Some stakeholders consulted expressed the view that in some circumstances it appears employment space is not coming forward due to risk aversion among landowners/developers whose primary business model is residential development. These developers appear to be reluctant to initiate speculative commercial development due to an aspiration of holding out for higher value uses such as residential.
- There is a significant differential in commercial rental demand between Bristol's core central market and North Somerset that could be at least partly addressed through positive marketing and reputation building of the North Somerset market, as well as responding to access issues. There is an opportunity for North Somerset to capture unmet Bristol demand where there is a relative supply shortage and business affordability issues.
- There is strong demand for industrial uses in North Somerset.
- Agents identified the barriers around take-up of office space in North Somerset as being primarily linked to the 'perception' of Weston-super-Mare being more of an industrial location than an office location.
- The approach for Weston as an office hub and employment-led approach may not be as feasible.
- The agents identified the most important factors for demand as:
  - Proximity to skilled workforce – strongest (there are anecdotes of space being sold where it was not suitable for workers, or relocations to grow workforce)
  - Access to road network and car parking provision - strongest
  - Proximity to key clients/markets - strong
  - Access to rail and/or car parking provision - strong
  - Good working environment - increasing
- The agents identified the biggest barriers to growth as:
  - Road congestion
  - Public transport links – i.e. rail access to Portishead is an issue
  - Affordable premises – already the case, is outweighed by others
  - Poor quality or aging commercial space
  - Poor local facilities/amenities
  - Large industrial sites may not be deliverable in North Somerset or developer ready
  - North Somerset reputation

#### **3.2.3. Property Market Data and Indicators**

As part of the Market Review, we have also interrogated EGi data concerning deals done and availability of premises across the North Somerset area to gain insight into the market's performance and recent trends. This includes consideration of property values in different areas and interactions between different land uses. It should be noted that EGi data relies on agents providing data and is often not completely reflective of reality. However, it is the best available information available.

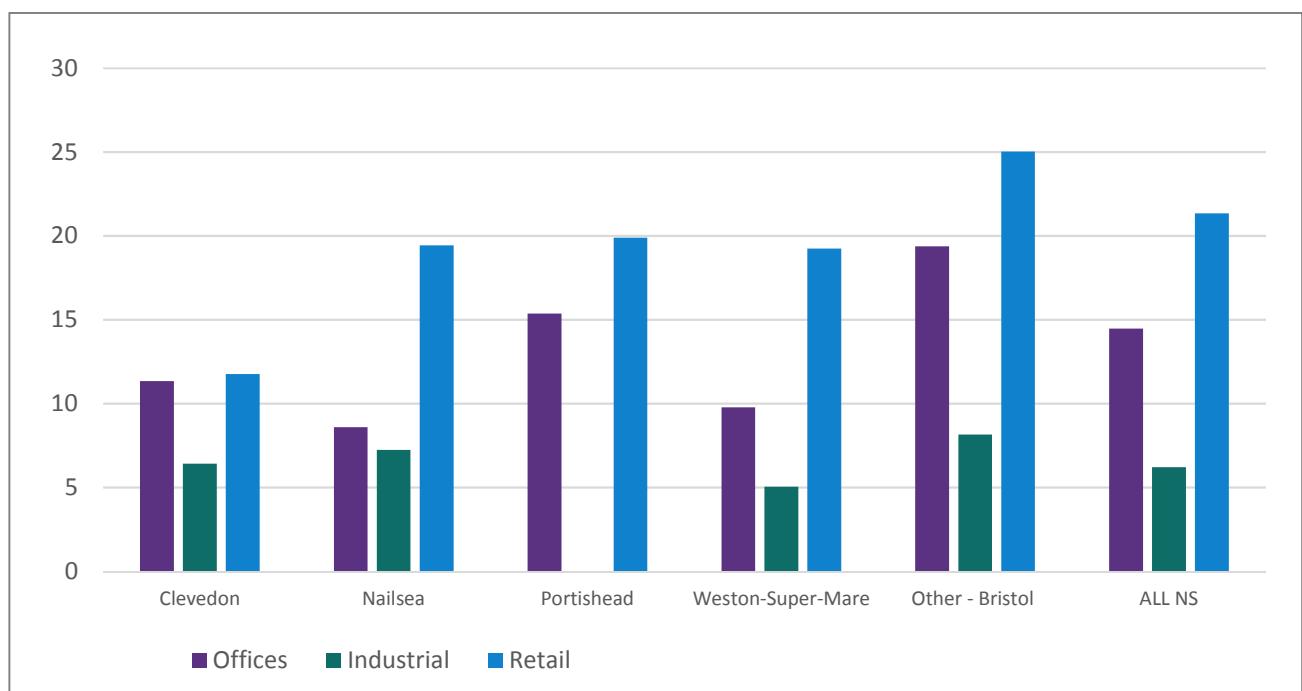
### 3.2.4. Overview

Figure 3-1, Figure 3-2 and Figure 3-3 below demonstrate an overview of the market availability, and the following analysis looks at the office and industrial markets more closely.

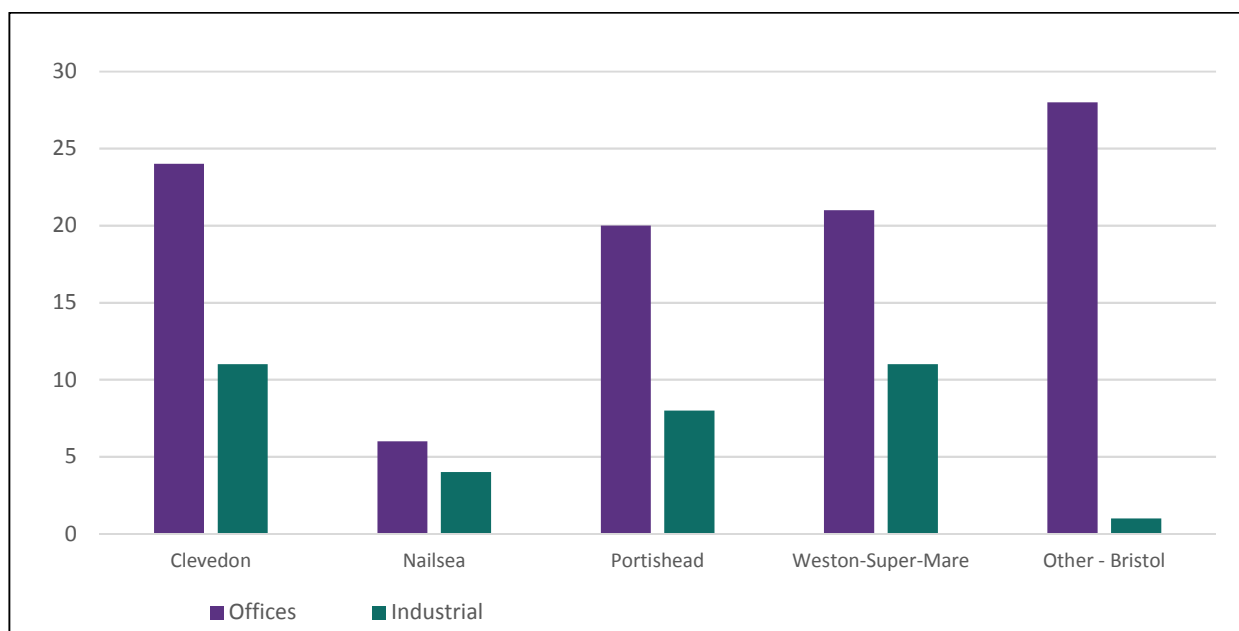
In summary, the following charts demonstrate that:

- Office and industrial rents (lowest) are below the comparison of retail space use.
- Rents are higher the closer to Bristol the sub-area is.
- There are a number of office sites available across North Somerset.
- There is a reasonable number of industrial sites available across North Somerset (especially in Weston-super-Mare and Clevedon).
- Weston-super-Mare and Nailsea have had some offices on the market for a significant period of time.
- However, the EGi data does not demonstrate the quality or suitability of these sites.

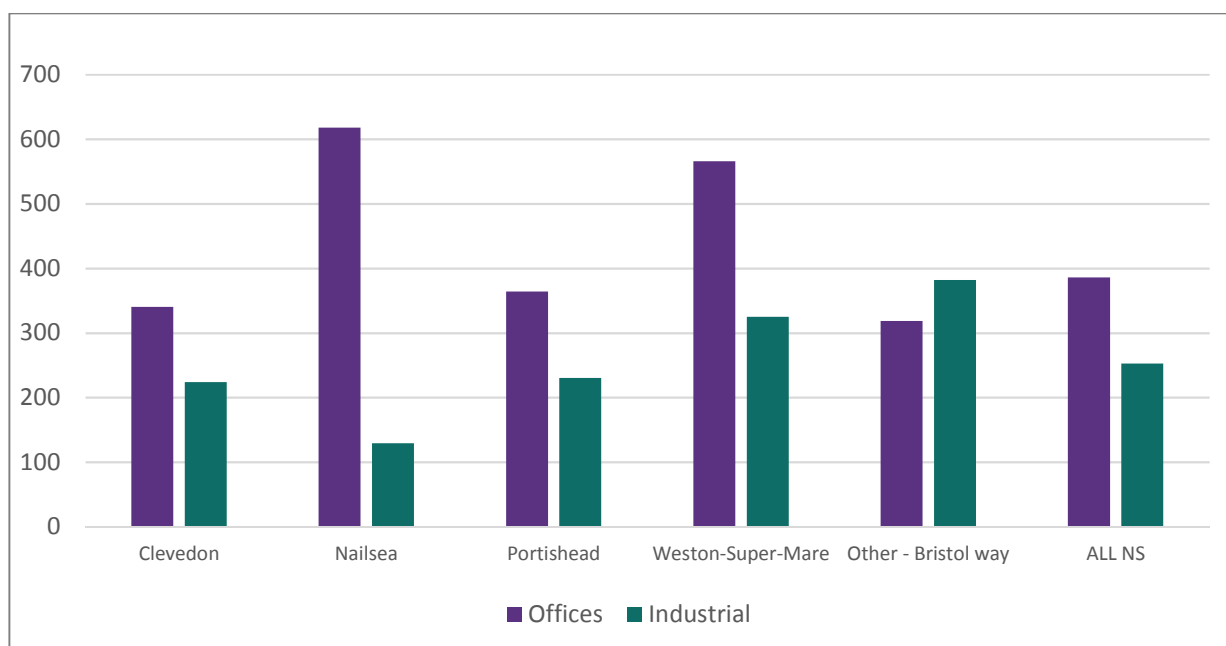
**Figure 3-1 EGi availability – Rents (£ per sq. ft.)**



**Figure 3-2 EGi availability – Number of Available Sites**



**Figure 3-3 EGi availability – Days on market to date for Available sites**



### 3.2.5. Office availability

According to EGi data, annual rents for office premises (B1a/b) currently on the market across the North Somerset area range between £6 for secondary to £35 psf for Grade A office; and £60 to £380 per sqm. The highest value sites are those that are on the Bristol fringe, where the full range for Weston, Portishead, Clevedon and Nailsea is lower.

The average office rents across these areas are shown below in

Table 3-1 Office availability rents. We find that Portishead and areas closer to Bristol have higher rents. Nailsea and Weston-super-Mare average around £10 psf (93 psm and 105 psm respectively) and go to a low of £6-7 psf (£59 psm and £70 psm respectively), though Weston-super-Mare does have some office space that goes to £13-14 psf (£142 psm).

**Table 3-1 Office availability rents**

£ rents psf - Offices	Min	Average	Max	Data sample
Clevedon	10	11	14	10
Nailsea	6	9	11	5
Portishead	13	15	20	10
Weston-super-Mare	7	10	13	7
Other – Bristol <sup>13</sup>	11	19	31	18
NORTH SOMERSET	6	14	31	51

Portishead, Clevedon, Weston-super-Mare and Other-Bristol all have over 20 office sites available, and these are weighted more toward second hand sites, with the following shares of office premises that are new or newly refurbished.

**Table 3-2 Office availability new share**

Office, area	Share that are new / newly refurbished
Clevedon	17%
Nailsea	33%
Portishead	15%
Weston-super-Mare	24%
Other - Bristol	7%
ALL NORTH SOMERSET	16%

In terms of their unit sizes, these are shown in Table 3-3 below:

**Table 3-3 Office availability sizes**

Available unit sizes sqm – Offices	Min	Average	Max	Data sample
Clevedon	42	240	1,465	24
Nailsea	63	533	1,180	6
Portishead	128	318	1,858	19
Weston-super-Mare	42	1812	17,187	19
Other - Bristol	17	308	2,520	27
NORTH SOMERSET	17	602	17,187	96

Unsurprisingly, there are smaller available office premises closer to the city centre, though Clevedon also has smaller site availability here. Weston-super-Mare has some larger sites available. Note though, that Weston-super-Mare's office premises here are somewhat skewed by two large new build office sites at 17,200 and 8,400 sqm on Somerset Avenue (A370), otherwise sites are 500 sqm on average.

The EGi data also provides an insight into the how long these available sites have been on the market, and this can provide an insight into the churn of employment sites. Figure 3-1 above reflects this across different markets and the table below shows this for office sites across North Somerset.

<sup>13</sup> Other Bristol is taken from EGi and includes - BS41, BS8 postcodes – Long Ashton, Dundry, Clifton, Failand

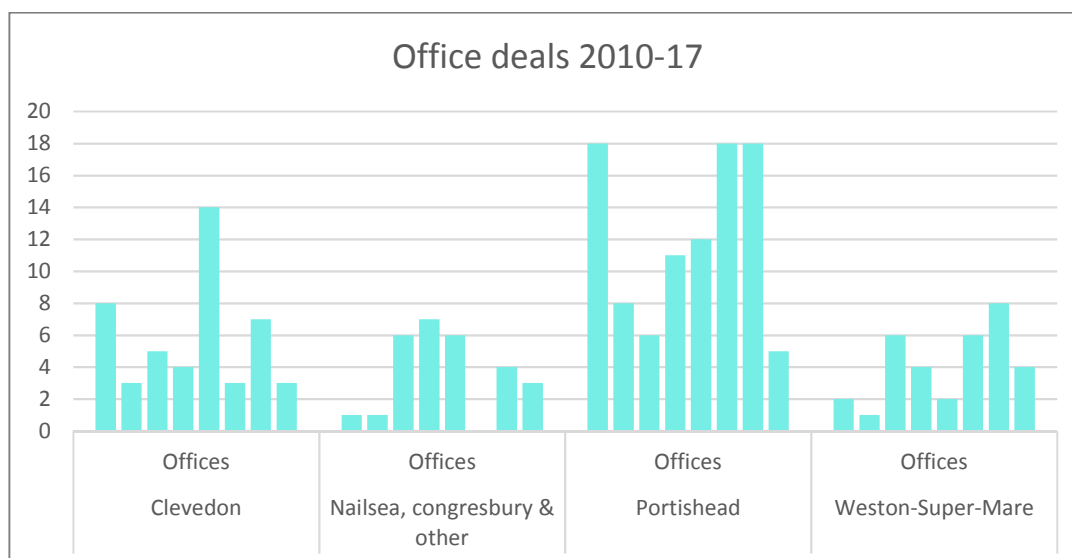
**Table 3-4 Office availability time on market**

Office, by area	Average days on market to date
Clevedon	341
Nailsea	618
Portishead	364
Weston-super-Mare	566
Other - Bristol	319
ALL NORTH SOMERSET	386

As we would expect, office premises closer to Bristol stay on the market for less time, whilst Clevedon and Portishead show better than average performance on this front. The Bristol way areas are skewed somewhat by one long term available site. Weston-super-Mare shows 3 sites which have been on the market for a long time, reflecting mid-large office premises of both second hand and a design-build offer. There could be judged to be an oversupply of office space in the Weston-super-Mare market, or where this space is not of good quality or suitability for office demand.

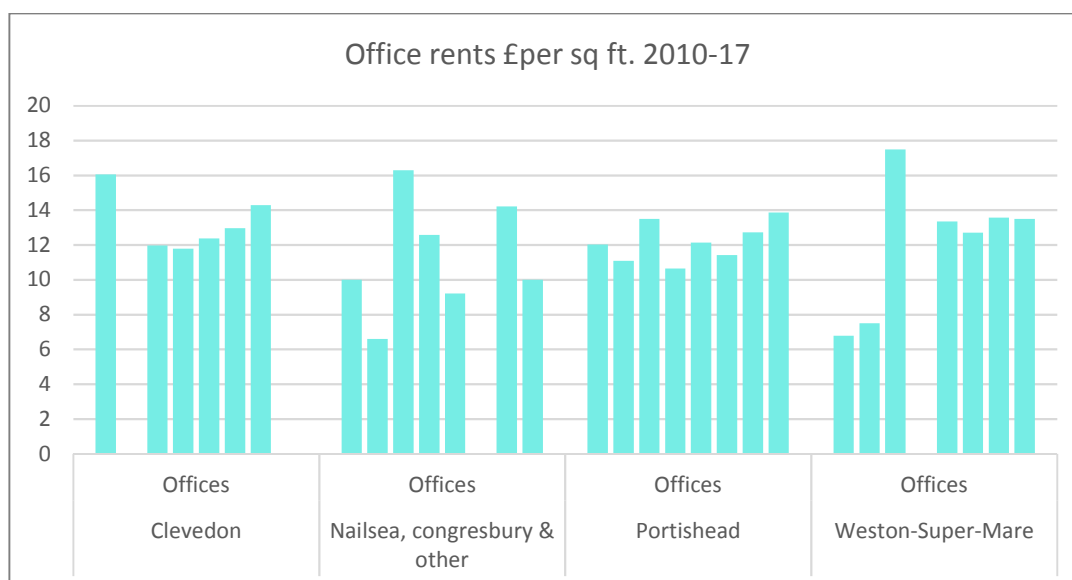
### 3.2.6. Recent Office Deals

We have also utilised EGi data to look at completed commercial deals since 2010 across the North Somerset area, this can help give an indication into elements of market supply and demand. Firstly, in looking at the quantity of office (B1a/b) deals, we find that Portishead has had significantly more deals undertaken, followed by Clevedon. The EGi data works as a proxy for the market activity in different areas (those with sufficient data). Figure 3-4 below demonstrates the deal levels:

**Figure 3-4 Recent office deals**

When we consider the lease rates for these office spaces that were completed, we find that across North Somerset the office rents have been between £7 and £19 psf, (£71 and £188 psm) and have overall been increasing for the completed deals. Figure 3-5 shows some of these differentials:

**Figure 3-5 Recent office rents**



Looking at average rents across the 2013-17 period, we can see that across North Somerset rent has averaged at £12 psf with a top rental of £14 (£122 psm average and top rental £154 psm).

**Table 3-5 Recent office rents**

£ rents psf - Office	Min	Average	Max	Data sample
Clevedon	12	13	14	11
Nailsea&	9	11	14	9
Portishead	11	12	14	36
Weston-super-Mare*	13	13	14	9
<b>NORTH SOMERSET</b>	<b>9</b>	<b>12</b>	<b>14</b>	<b>65</b>

Contrastingly to what the current market availability showed for office space rent differentials across the areas, the historic data shows higher average office rentals for the 9 Weston-super-Mare deals recorded here.

Of the total deals done for each area across 2010-17, these may be lease or sale (sale or investment sale) transactions.

**Table 3-6 Recent office sales share**

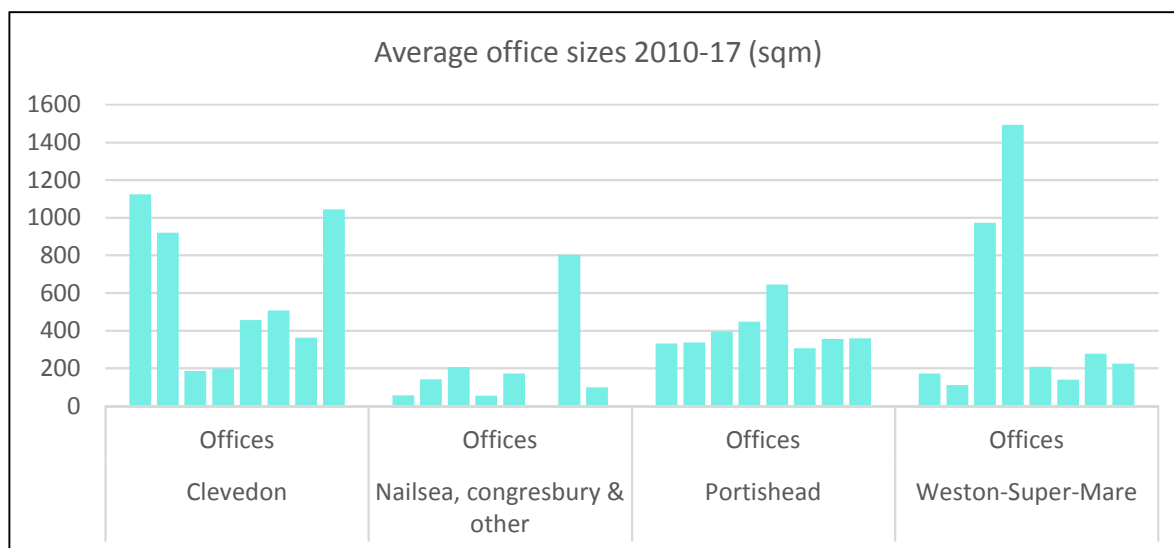
Office deals that are sales	Sales share 2010-17	Data sample	Sales share 2014-17
Clevedon	34%	47	48%
Nailsea&	21%	28	31%
Portishead	32%	96	21%
Weston-super-Mare	42%	33	45%
<b>NORTH SOMERSET</b>	<b>32%</b>	<b>207</b>	<b>33%</b>

Since 2014, the share of deals that are sales has increased for all areas except Portishead.

In considering the size of office spaces that have been taken over the previous few years, we find that office spaces have ranged from 55 to 1124 sqm, averaging at 400 sqm. Weston-super-Mare had few large office space deals happen in 2012-13 otherwise these have been smaller units, whilst Portishead has been consistently averaging around the 400 sqm mark and Clevedon has experienced years with some large spaces

being newly leased and others with a combination of smaller spaces. The Figure below shows average office deal sizes:

**Figure 3-6 Recent office average size**



### 3.2.7. Industrial Availability

Rents for the majority of industrial premises (B2/B8) currently on the market range between £3.50- £9 psf, (£38 to £92 psm) according to EGI market data. The available data covers second hand premises, across the Harbour developments, Clevedon business park, Westland Distribution Park, and other industrial and trading estates across the area.

Looking at average rents, we have limited complete EGI data, however we can see that across North Somerset rent averages at £6.5 psf (£67 psm).

**Table 3-7 Industrial availability rents**

£ rents psf - Industrial	Min	Average	Max	Data sample
Clevedon	5	6	8	5
Nailsea	3	7	9	4
Portishead	n/a	n/a	n/a	0
Weston-super-Mare	5	6	9	6
Other - Bristol way	n/a	8	n/a	1
<b>NORTH SOMERSET</b>	<b>5</b>	<b>6.5</b>	<b>9</b>	<b>16</b>

Clevedon and Weston-super-Mare have a total of 11 available industrial sites on EGI, whilst Portishead has 8, Nailsea 4 and Bristol area just the 1 recorded here. These are all second-hand grade B sites, other than 5 new design and build sites in Clevedon business park. In terms of their unit size, these are shown below:

**Table 3-8 Industrial availability size**

Available unit sizes sqm – Industrial	Min	Average	Max	Data sample
Clevedon	138	<b>2,835</b>	15,570	11
Nailsea	95	<b>322</b>	1,000	4
Portishead	410	<b>1,858</b>	7,990	8
Weston-super-Mare	158	<b>1,414</b>	4,645	10
Other - Bristol way	n/a	<b>171</b>	n/a	1
<b>NORTH SOMERSET</b>	95	<b>1,813</b>	15,570	34

The size of these second hand industrial sites vary widely, as well as the Clevedon design and builds that include a 15,000+ sqm site. Despite having a large number of office premises available, the other areas around Bristol (Long Ashton, Dundry, Failand, Clifton, Hotwells.) do not have any industrial sites captured by the EGi records.

The EGi data also provides an insight into the how long these available sites have been on the market, and this can provide an insight into the churn of employment sites. Figure 3-3 above reflects this across different markets and the table below shows this for industrial sites across North Somerset. Table 3-9 shows that industrial space is on the market for less time than office sites.

**Table 3-9 Industrial availability market time**

Industrial, by area	Average days on market to date
Clevedon	224
Nailsea	111
Portishead	230
Weston-super-Mare	329
Other - Bristol way	382 (1 site)
<b>ALL NORTH SOMERSET</b>	<b>252</b>

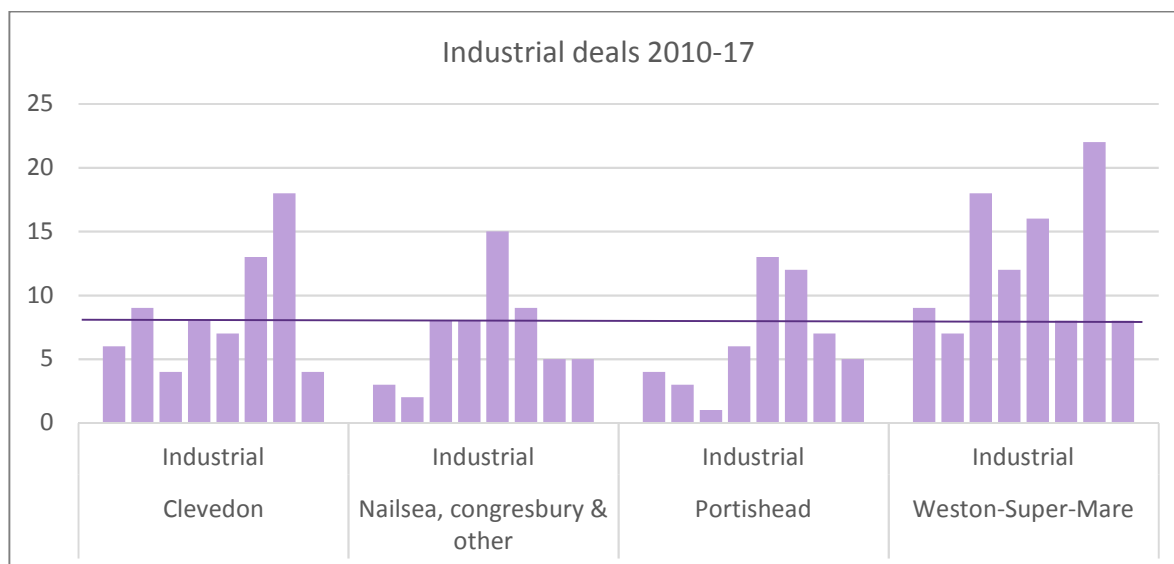
Weston-super-Mare shows the longest time of current industrial sites remaining available, with 3 sites which have been on the market for over a year (2 from the Westland Distribution Park).

This data shows there is less availability of industrial space across North Somerset than there is office space – these insights align with the views of stakeholders and the assessment of the future demand for these spaces is important.

### 3.2.8. Recent Industrial Deals

We have also utilised EGi data to look at completed commercial deals since 2010 across the North Somerset area, this can help give an indication into elements of market supply and demand. In looking at the quantity of industrial (B1/2/8) deals, we find that Weston-super-Mare and Clevedon have had more deals undertaken. The EGi data works as a proxy for the market activity in different areas (those with sufficient data). The figure below demonstrates the deal levels.

**Figure 3-7 Recent industrial deals**



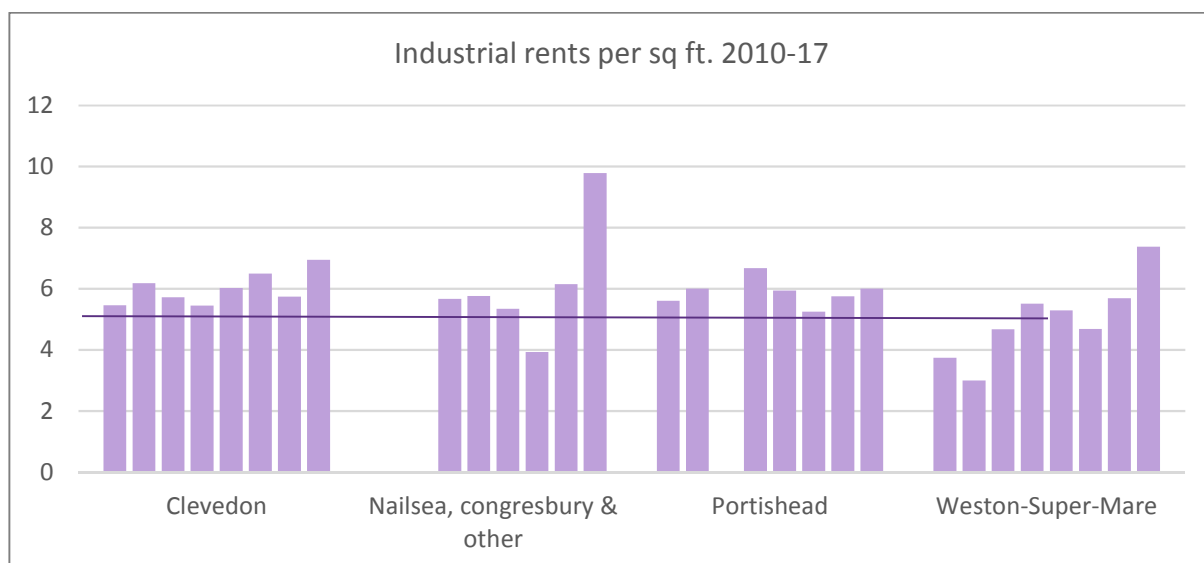
Source: EGI (2017)

2016 was a strong year for both Clevedon and Weston-super-Mare, whilst 2014-15 saw Portishead and Nailsea & other towns perform well comparatively.

Compared to the level of office deals, we see mixed results across the years but for 2014-17 Portishead has significantly less industrial deals, whilst Weston-super-Mare, Nailsea and Clevedon have more industrial deals. This likely reflects a) Portishead's proximity to Bristol centre and business districts creating office based demand, b) a constrained supply of industrial uses in Portishead, and c) North Somerset towns with the space and access to the road network can cater the industrial uses.

When we consider the lease rates for these industrial spaces that were completed, we find that across North Somerset the rents have been between £5 and £10 psf, (£43-106 psm) averaging at £6 (£62 psm) with the majority of deals in the £5-6.50 psf range (£55-70 psm range). On the whole, the industrial rents are quite consistent around the average, whilst a couple of years for Nailsea and Portishead had high rent deals of prime, high quality investment sales of B2. Weston-super-Mare industrial rents have shown the greatest increase in recent years to align with the wider area.

Figure 3-8 shows some of these differentials, where note that 2017 Nailsea only captures one rental industrial property:

**Figure 3-8 Recent industrial rents**

Source: EGI (2017)

Looking at average rents across the 2014-17 period, we can see that across North Somerset rent averages at £6 psf (£62 psm). This aligns with the average rentals for the currently available sites.

**Table 3-10 Recent industrial rents**

£ rents psf - Industrial	Min	Average	Max	Data Sample
Clevedon	5.5	6.1	6.9	14
Nailsea&	5.2	6.2	9.8	20
Portishead	5.3	5.9	6.7	15
Weston-super-Mare	5.3	5.7	7.4	23
<b>NORTH SOMERSET</b>	<b>5</b>	<b>6</b>	<b>10</b>	<b>72</b>

Of the total deals done for each area across 2010-17, these may be lease or sale (sale or investment sale) transactions, where the majority have been leases though Clevedon has had a higher share as sales since 2010.

**Table 3-11 Recent industrial sales share**

Office deals that are sales	Sales share 2010-17	Data Sample
Clevedon	45%	69
Nailsea&	31%	55
Portishead	27%	51
Weston-super-Mare	24%	100
<b>NORTH SOMERSET</b>	<b>31%</b>	<b>276</b>

In considering the size of industrial spaces that have been taken over the previous few years, we find that industrial spaces have ranged markedly from 60 to 30,000 sqm, averaging at 1,200 sqm.

Portishead had four large deals in 2015/16 of 18,000 -24,000 sqm for the Brakes Bros Distribution (2) Portbury Way, and about Royal Portbury Docks, whilst all 4 of Portishead's industrial deals this year were over 6,000 sqm with sites about Portbury to east of the M5. 2010 saw a Weston-super-Mare deal at the Westland Distribution Centre of over 30,000 sqm and a 2016 deal of over 16,000 sqm for industrial premises at Winterstoke Road. There reflected prime locations and developments. Otherwise, industrial space has largely been sub-2,000 sqm.

Table 3-12 below shows the average and range of office deal sizes since 2010, with averages for Portishead and Weston-super-Mare also shown without their 10,000+ sqm deals mentioned above (in brackets).

**Table 3-12 Recent industrial sizes**

Site size sqm - Industrial	Min	Average	Max	Data sample
Clevedon	85	713	4,083	65
Nailsea&	58	966	6,848	52
Portishead	152	3,136 (1,600)	23,296	50
Weston-super-Mare	64	1,184 (690)	31,122	94
<b>NORTH SOMERSET</b>	<b>58</b>	<b>1,392</b>	<b>31,122</b>	<b>262</b>

### 3.3. Qualitative market assessment

A qualitative assessment of future demand across North Somerset explores future business needs and will capture wider trends in employment space requirements. For this we have utilised available studies covering aspects such as the West of England economy and property market, the knowledge driven economy, trends such as home-based working, incubator space development and potential changes in the wider UK's economic structures. This is supplemented where appropriate by socio-economic baseline information. A review of national and local trends enables us to consider how these trends are likely to affect the future demand for employment land and floorspace in the district.

#### 3.3.1. Local trends

There has been significant development in and around Weston, centred on the Junction 21 Enterprise Area. Over the last few years, Weston College has invested nearly £30m into various sites across local towns, which will help attract more students and expand the college's operations. This can catalyse further surrounding development, for example in small spaces for start-up or collaborative business workspaces and student led undertakings.

Weston has also experienced investment and development around the seafront enhancements, the rebuild of the Grand Pier, Town Hall refurbishment, Dolphin Square redevelopment for retail and leisure uses, and the Knightstone Island for residential. All these help to develop the sense of place, attractiveness of environment for businesses and employees and the reputation of the area as a growing and dynamic place to live, work and study. Weston has changed quite significantly over the last decade.

Further, the success of the Hive, managed by the North Somerset Enterprise Agency, as a managed workspace has provided a good model of business support and location. The J21 Enterprise Area offers over 70 hectares of ready employment space focused around the Weston Gateway, Weston Gateway Business Park, Weston Park, Weston Distribution Park and Locking Parklands.

As shown with the socio-economic context, there are some relevant socio-economic trends to consider in planning employment land development and use, such as the growing population in Weston-super-Mare will likely drive more commercial demand; the high level of qualifications and occupational level employment but the low job density and high out-commuting provide an opportunity for job development in North Somerset.

### **3.3.2. West of England**

The research substantiates the views of stakeholders consulted that the WoE is a dynamic economy with good prospects for economic growth. Some of the key characteristics, trends and statistics are now discussed:

#### **3.3.2.1. High Tech and Creativity**

The WoE region has a high number of highly qualified workers. According to the 2015 LEA<sup>14</sup> the WoE LEP has the 7th highest rate of qualifications of the 39 LEP areas. There is a core of high skills with high growth sectors such as knowledge economy jobs. Bristol & Bath was found to be the UK's largest digital cluster outside of London in 2015<sup>15</sup>. In 2016, Bristol & Bath reflected nearly 40,000 digital jobs, £1.7billion in GVA, with 225 new start-ups and attracted over £100million in investment. The West of England, through Invest Bristol & Bath, has attracted 110 companies with around 3,000 jobs in this sector.<sup>16</sup>

Bristol has been named top of the UK's Smart city index, according to Navigant Consulting assessment commissioned by Huawei UK to produce the second UK Smart Cities Index. This success is a result of innovation programmes, the integrating of initiatives into the city strategy, joint ventures with the public sector and academia, data access and connectivity and community engagement. The strength of the digital sector in Bristol and Bath has been integral to the growth of a thriving gaming industry, including cutting-edge innovations around virtual reality technology for gaming and non-gaming applications, such as aerospace and advanced engineering. In 2017, Bristol was also awarded UNESCO Creative City of Film status thanks to its Creative and Digital sectors. The city offers international film festivals, universities providing many film-related degrees and world-leading media bases such as Aardman and BBC Bristol productions.

#### **3.3.2.2. Developments**

The expansions of Bristol Airport concern accommodating more air passengers, with the latest masterplan detailing 5 pillars – a world leading regional airport; employment and economic growth, by connecting people and businesses to new markets and visitors; being an integrated transport hub; to reduce and mitigate environmental impact and delivering value for money.

The deep-sea container terminal at Bristol Port has led to further opportunity with the deep-sea port development at Avonmouth as part of the Avonmouth and Severnside Enterprise Area development. Bristol Port is the UK's most centrally located deep sea port, and as such it supports the use of Bristol and wider area as logistic hubs.

#### **3.3.2.3. Growth Sectors**

Bristol city shows an above average take-up of various sectors (as share of employees) compared to the national average (ONS), such as legal services, computing and software, banks and building societies, accountancy and consultancy, advertising, marketing and PR, and administration and support services. Bristol performs well in these sectors. Location quotients for city centre show West of England as specialising in insurance, legal, utilities, engineering, advertising, media & PR, accountancy, education, and media.

Location quotients for out of town key sectors show West of England as specialising in aerospace engineering, defence and computing. Across the sectors the take up coverage for out of town locations is: computing (17% of take-up), government (15%), business services (11%), health and social care (8%), advanced manufacture (8%), engineering (6%), telecoms (6%), and insurance and asset manage (5%). The reorganisation of the civil service will bring some key office employment out to the regions. Indeed, Bristol is set to be one of several civil service hubs with 300,000 sqm in government departmental use by 2021.

#### **3.3.2.4. Market performance**

West of England has some of the highest rental values outside of the South East, though land value is less than Manchester, Birmingham and Coventry. Its headline rent is £7.25 psf for 6 months and £400,000 per acre.<sup>17</sup> Only Reading and Central Birmingham as comparator areas have higher office rents.

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<sup>14</sup> West of England Local Economic Assessment (2015)

<sup>15</sup> 2017 Key findings, Tech Nation - <http://technation.techcityuk.com/>

<sup>16</sup> Bristol Property Market Update', Spring 2017, GVA Bilfinger.

<sup>17</sup> 'Industrial Intelligence', Autumn 2017, GVA

Experian predict Bristol to have higher growth 2016-20 than the UK and South West, where the South West is predicted to grow at approximately 1% per year for 2016-20 (lower than the growth experienced 2010-15), with Bristol at 1.2% going forward, and the UK at just under 1%.<sup>18</sup>

West of England demand for office space in the first half of 2017 was below the last 5 years, where the most active sectors remain technology, media and telecommunications. There is however now less than 40,000 sqf of Grade A space in the city centre – office supply is constrained here. Rents have risen to £29 psf, and the second hand good quality space rents have now risen to £27.50 psf.<sup>19</sup>

Local commercial property agents identified that in the Bristol / West of England area industrial premises typically achieved rental values of £4 - £9 per sqf for secondary large sheds to prime small sheds respectively. Market agents indicate that rents for these smaller sheds are increasing. This reflects the high demand for smaller light industrial units in Central Bristol connected to the 'cultural and creative industries/knowledge economy'.

Overall, this picture demonstrates that demand for industrial units in and about Bristol is strong and growing, whilst supply lags a little. And for offices, demand is focused on smaller spaces but Bristol has a shortage of current supply.

### **3.3.3. Wider, national trends**

#### **3.3.3.1. Offices**

The business requirements for office space are likely to change over the next twenty years. Technology is the key variable behind this trend – with many currently manual tasks being replaced by algorithms and automation and flexible and home working becoming the norm. This trend has potential to lead to a need for lower levels of traditional office space than at present. However, it is difficult to be certain at this stage that the overall quantum of employment space required will reduce in the future. There is general uncertainty about how the population of the future will be employed in the context of increased automation and artificial intelligence and it is possible that other yet to be known trends could occur that might counterbalance, in spatial planning terms, the trend away from traditional office space.

There is also likely to be greater demand than currently for key onsite amenities at office locations such as isolated areas for quiet work, open space for relationship working and green space for breaks. There will likely be less need for large buildings and a return to smaller, more sustainable buildings.<sup>20</sup> The knowledge economy is becoming an ever more important UK sector, covering science-based sectors, technology, media and telecommunications, advanced manufacture and health. Many of the businesses here are, or start as, SMEs and dynamic start-ups, where many start at universities or science parks, and then develop in clusters. The UK has seen increased take up of space from this sector, and this is set to continue, where they have different needs.

The productivity gap between digital and other sector workers is growing, and currently the GVA of a digital tech worker is two times higher than a non-digital worker, (£103,000 compared to £50,000).<sup>21</sup> Regional demand for office space has returned to pre-recession levels over the past 3 years. Traditional sectors of finance and professional services still dominate but there has been strong growth in technology, media and telecoms sectors.

GVA insights into the office market shows that in the city centres, 62% take up is finance/professional and this is 50% out of town. Technology, media and telecoms make up 14% of the overall take up (experienced largest recent growth) and public services 13%. A further look at the sectoral preferences show that serviced offices and HR /recruitment are city centre occupiers, whereas general business services are evenly split between city centre and out-of-town. The creative subsectors of advertising, marketing & PR and media have a clear city centre bias, whereas scientific sub-sectors, such as advanced manufacturing, science, telecommunications and health and social care have a clear out-of-town preference. Computing and software has a more even balance.<sup>22</sup> There is a recognition that growth is downgraded over the short-medium term, with impacts of Brexit, as businesses pause or reassess their UK operations and expansions. For the West of

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<sup>18</sup> 'Bristol Property Market Update', Spring 2017, GVA Bilfinger.

<sup>19</sup> 'Mid-Year Market Update: South West of England and South Wales Property Review', July 2017, Alder King

<sup>20</sup> 'The Office of the Future', GVA, <http://www.gva.co.uk/news/TheOfficeoftheFuture/>

<sup>21</sup> 2017 Key findings, Tech Nation - <http://technation.techcityuk.com/>

<sup>22</sup> 'Offices- Who needs them?': National office trends, Autumn 2016' GVA.

England, the impacts will likely cover its finance sector, with short term reductions most likely in regional markets, whilst some sectors can have short-medium benefits such as consultancy and legal, whilst there will be more cabinet hubs after Brexit.

### **3.3.3.2. Industrial**

The industrial market has fared better than retail and office since 2015, with some demand growth and rising rents, and less leasable space available. Existing supply remains constrained, though it has now increased since 2016. Prime distribution rents across 13 locations rose 7% in last 12 months<sup>23</sup>, whilst general demand for 'big sheds' remains robust despite Brexit and is expected to remain so.

The take up of industrial space by sectors show differing average sizes – retail internet is the biggest sector and biggest average deal size (400,000 sqf), followed by retail food 325,000, retail 270,000, then manufacturing (240,000), 3P logistics (180,000), and parcels (150,000) as the key sector demands.<sup>24</sup>

For distribution units over 100,000 sqm, the manufacturing sector share increased last year, to reflect 28% of all such unit deals. Third party logistics also took a greater share and was 23%. Retail is the other main sector. The Midlands remains the dominant geographical area for large industrial unit take up, reflecting nearly half of all such deals, whilst the South West (Bristol and Swindon) was the next most significant area with 15% of take up.<sup>25</sup>

### **3.3.3.3. Property Market Data and Literature Review - Summary**

The key conclusions of the Property Market Data and Literature Review are summarised as follows:

The EGi data indicates for the industrial sector:

- There are little price differentials across the North Somerset areas, and averages at £6.5 psf
- There is most industrial availability in Clevedon and Weston
- Industrial sites are on the market less than offices on average, though there are examples of long marketing of a few sites in Weston Gateway
- There is less availability of industrial space across North Somerset than there is Office space
- Weston-super-Mare has had the most activity in recent industrial deals
- The majority of deals have been lease over sales

This EGi data indicates for the office sector:

- There are significant price differentials across the North Somerset areas, related to proximity to Bristol
- There is most office availability in Clevedon and the South Bristol fringe, whilst Weston-super-Mare has the most available offices that are second hand, where across North Somerset only 16% of office sites are new/newly refurbished
- Weston-super-Mare and Nailsea have had some offices on the market for a long time
- Portishead and areas closer to Bristol have higher rents, the North Somerset average is £14 psf.
- Nailsea and Weston-super-Mare average around £10 psf., they also have larger office sites available.
- Portishead and then Clevedon have had the most activity in recent office deals.

The EGi data shows there is less availability of industrial space across North Somerset than there is office space, and that it has stronger and more reliable current demand across the local areas. These insights align with the views of stakeholders.

The EGi shows a current availability of employment across all types of 260 sites at 290,000 sqm, and of Class B employment of 137 sites at 124,000 sqm.

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<sup>23</sup> *Industrial Intelligence: Autumn 2017*, GVA

<sup>24</sup> *ibid*

<sup>25</sup> *ibid*

## 4. Supply Assessment

### 4.1. Introduction

This chapter provides an overview of the total stock of existing B-class employment land and provides the headline results of the comprehensive review of employment areas and premises within North Somerset. The results of this supply analysis provide the basis to consider how future employment land requirements can be met spatially.

### 4.2. Total Employment Land Stock

Valuation Office Agency (VOA) data provides the most recently available details of business units in North Somerset that are subject to business rates. The VOA assesses the approximately 1.8 million non-domestic properties in England and Wales that are liable for business rates and collects information on these properties, including the type of property, the location, the floorspace and rateable value.

The VOA data identifies that North Somerset has approximately 1,560,000 sqm of employment floorspace in 2016, including around 1,038,000 sqm of B use (office and industrial). The majority of this floorspace is industrial/warehousing (B1c/B2/B8) with a 55% share of total employment floorspace and 83% of B class employment floorspace. Office (B1a) has a 17% of B use space and 11% of total floorspace. The total stock has remained relatively stable, albeit with some growth. The total stock has increased by 9.7% in total at a compound annual growth rate (CAGR) of 0.6% p.a. between 2000-2015/16. Table 4-1 below shows the total floorspace by type as calculated by the VOA for five-year periods between 2000 and 2015/16<sup>26</sup>.

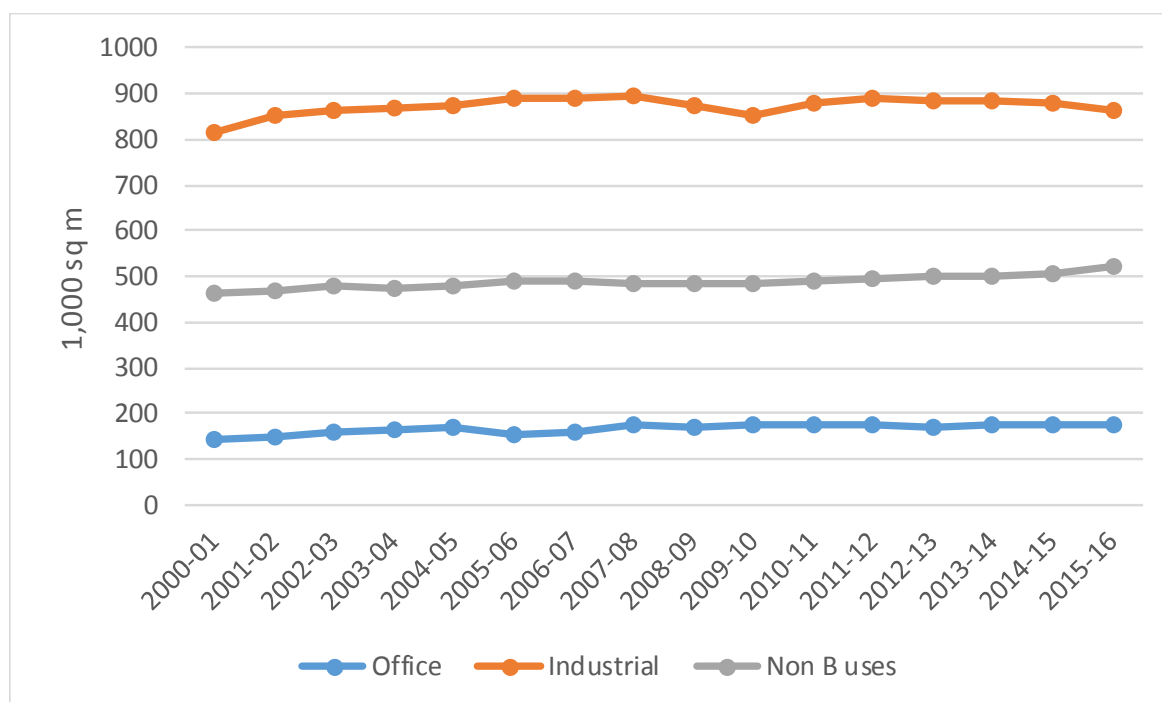
**Table 4-1 Total Stock of Employment Space in North Somerset ('000 sqm)**

	2000-01	2005-06	2010-11	2015-16	2000 – '16 % Change	CAGR
Office	145	153	178	177	22.1%	1.3%
Industrial	816	891	876	861	5.5%	0.4%
Non- B-uses	461	489	491	522	13.2%	0.8%
B-uses	961	1,044	1,054	1,038	8.0%	0.5%
<b>Total</b>	<b>1,422</b>	<b>1,533</b>	<b>1,545</b>	<b>1,560</b>	<b>9.7%</b>	<b>0.6%</b>

Source: Atkins based on VOA data (2016)

Figure 4-1 presents estimates of total office, industrial and non-b use class floorspace in North Somerset between 2000-1 and 2015-16 using VOA data (latest available data). It shows the steady but gradual increase in supply for all uses.

<sup>26</sup> <https://www.gov.uk/government/statistics/non-domestic-rating-business-floorspace> Note: the publicly available VOA data excludes certain use types from the collated business floorspace figures. One key excluded use type relevant to North Somerset is docks which includes a significant amount of business space at Port of Bristol (Portbury Dock). This explains the difference between the total stock figures in this study and the West of England EDNA (2015).

**Figure 4-1 Total Stock of Employment Space in North Somerset (2001 – 2016)**

Source: Atkins based on VOA data (2016)

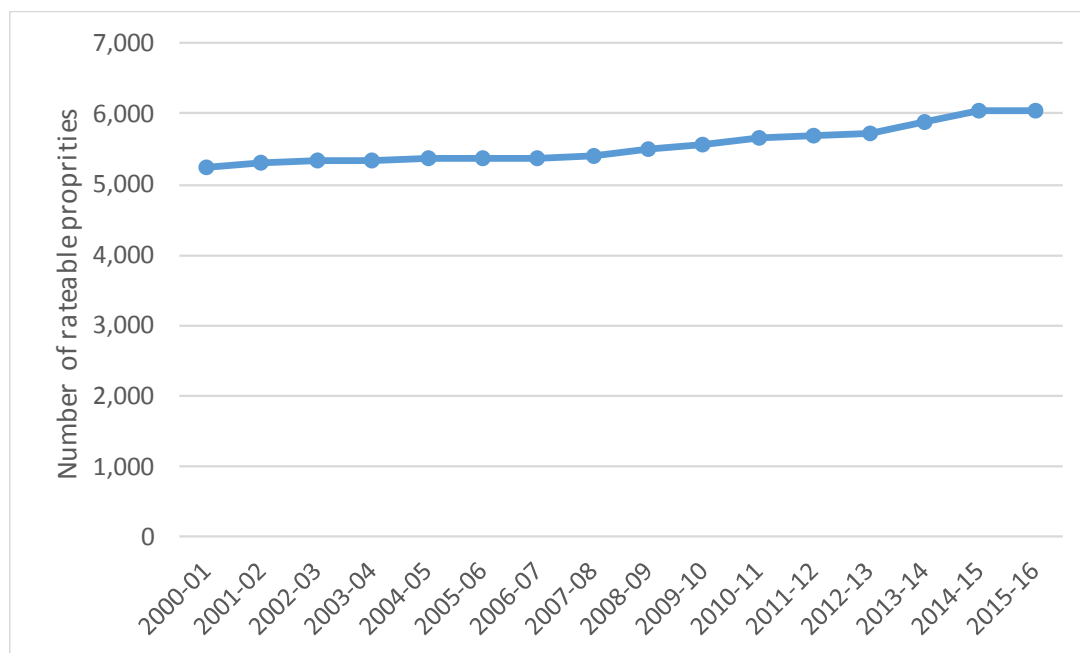
The total number of rateable properties has also increased from 5,250 in 2000/'01 to 6,030 in 2015/'16. This could demonstrate that businesses are either becoming smaller due to economic factors or lack of available space, or that SME business start-ups are increasing. While it is difficult to establish the cause of this trend it corroborates the evidence gathered from stakeholders consulted. Data is shown at Table 4-2 below:

**Table 4-2 Number of Rateable Business Properties in North Somerset, WoE, South West and England (2001 – 2016)**

Area	2000-01	2005-06	2010-11	2015-16	2000 – '16 % Change	CAGR
North Somerset	5,250	5,310	5,660	6,030	14.9%	0.9%
West of England	30,350	30,610	32,020	34,310	13.0%	0.8%
South West of England	174,120	179,370	191,790	204,580	17.5%	1.1%
<b>England</b>	<b>1,630,580</b>	<b>1,660,350</b>	<b>1,738,540</b>	<b>1,836,880</b>	<b>12.7%</b>	<b>0.8%</b>

Source: Atkins based on VOA data (2016)

**Figure 4-2 Number of Rateable Business Properties in North Somerset (2001 – 2016)**



Source: Atkins based on VOA data (2016)

### 4.3. Existing Employment Land

North Somerset has a large quantum and wide range of existing employment land. Weston-super-Mare has a large proportion given its size. The largest single employment area/site at around 390 Ha is at the Port of Bristol/Royal Portbury Dock.

### 4.4. Source of Potential Employment Land Supply

There are various potential sources of employment land supply that could help to meet the future demand for employment land in North Somerset to 2036 identified in Chapter 5 below. These sources of supply include the following:

- Current vacant and available floorspace
- North Somerset Site Allocations Plan employment land allocations
- Potential employment land provision outlined in the West of England Joint Spatial Plan Strategic Development Locations (SDL)
- Other potential employment locations such as those put forward by developers and land owners

The locations of sites can be categorised as follows:

- Sites located at the towns, particularly at Weston-super-Mare in line with the designated Junction 21 Enterprise Area,
- Rural sites located within various parts areas in North Somerset including potentially at the Strategic Development Location sites, and in association with the Airport and Port.

In addition to above sources of potential employment land to meet future demand, commercial planning permissions are also analysed to assess whether there is projected to be any loss of employment sites to other uses. Each of the above sources of employment land supply are assessed and then a conclusion on the total developable employment land is made. This figure feeds into the supply demand balance exercise in Chapter 7 and ultimately informs the final policy recommendations.

#### 4.4.1. Current Availability (EGi) – vacant premises

Estates Gazette data (EGi) presents available commercial premises in existing buildings. The EGi availability data has been analysed to give an indication of the current availability of B class to new occupiers. Table 4-3 identifies the amount of vacant floorspace in North Somerset including all vacant floorspace that is in the EGi database. It should be noted that there may be other floorspace currently available as the database may not be comprehensive.

**Table 4-3 EGi employment land availability**

	All employment space	Office space B1a/b	Industrial and warehousing B1c, B2 and B8	Total B Class
Sites	260	100	37	137
Sqm	290,000	60,000	63,000	124,000

*Source: EGi Availability Report, exported 28/09/16. Note that sites were not all explicitly labelled as B class types and so industrial is brought together here. Sqm figures have been rounded to nearest 1000.*

These availability levels translate to a current vacancy rate of 8-9% based on the total current supply of B-Class land (Section 4.3). This is a little below an optimum frictional rate of 10%, which suggests the market would ideally have more current ready and usable employment space on the market to ensure the market operates efficiently. The analysis also shows that there is more office availability than industrial.

#### 4.4.2. Employment Site Allocations

The following table sets out the allocation sites which were assessed to form the majority of the ELR. In addition to the allocated employment sites below there are 3.5Ha of employment land identified within larger residential, mixed use allocations, however the specific location of employment at these sites is not yet identified/ fixed. Key information includes a site identifier, site area and additional information supplied by North Somerset Council.

**Table 4-4 Employment Land Allocations Summary Table**

Site Location	Identifier	Allocated Site Area (ha)	Developable land	Additional Info
Weston Villages, WSM	NS1	17.6	17.6	Figures and boundary to be confirmed through masterplanning and approved plans associated with planning permissions at the Weston Villages development
Haywood Village Business Quarter, WSM	NS2	24	24	Park and Ride site, public house and The Hive removed from allocation
Land to the west of Kenn Road, Clevedon	NS3	8.2	8.2	Allocation carried over from Replacement Local Plan – E39 Outline permission for employment
Clevedon 5/20 Kenn Road Business Park and Yeo Bank Business Park, Clevedon	NS4	2.1	1.8	Residual allocation from Replacement Local Plan – E26 PP 2011 for office, 2012 5 industrial units Portbury House removed from allocation
Gordano Gate, Portishead	NS5	1.1	1.1	Existing employment site and residual allocation from Replacement Local Plan -E4
Elliott Medway, Congresbury	NS6	0.3	0.3	Planning permission for dwellings and B1 units
West Wick Business Park - Land adjacent to west of M5, WSM	NS7	4.7	4.7	Carried over from Replacement Local Plan – E22. Forms remaining and consolidated part of allocation
Europark, WSM	NS8	13.6	0.0	Existing employment site and residual allocation from Replacement Local Plan – E12 – Potential for redevelopment
Summer Lane, North of A370, WSM	NS9	3.6	3.6	As above
Moor Park, A371, WSM	NS10	4.5	1.2	Existing employment site and residual allocation from Replacement Local Plan - Potential for redevelopment
Land at North West Nailsea	NS11	1.5	1.5	1.5 hectare B1(a) allocation as part of wider mixed-use allocation. Employment provision to be located at the eastern end of the site
Estune Business Park, former Long Ashton Research Station, Long Ashton	NS12	0.4	0.4	Existing employment site and residual allocation from Replacement Local Plan - E28 Planning permission still valid as only part built
Park Farm, Yatton	NS13	0.4	0.0	Carried over from Replacement Local Plan – allocation E32 - Potential for redevelopment
Burnett Industrial Estate and Havyatt Road Business Park, Wrington	NS14	1.2	1.2	Existing employment site and residual allocation from Replacement Local Plan - E29 Planning permission for single storey warehouse
Land at Aisecombe Way, WSM	NS15	0.5	0.5	Reserved for waste management
<b>TOTAL</b>		<b>83.7</b>	<b>66.1</b>	

Source: Atkins (2017)

#### 4.4.3. Strategic Development Locations (SDLs)

The following table sets out indicative employment provision within the Strategic Development Locations which was assessed to accompany the allocations to form the overall site assessment for the North Somerset ELR. Key information includes a site identifier, site area and additional information supplied by North Somerset Council to test through this study. It must be noted that the site areas and capacity estimates identified below are at a conceptual stage and therefore are subject to revision through the local planning process informed by this study.

**Table 4-5 SDL Summary Table**

Site	Identifier	Site Area (ha)	Provisional Employment Capacity Estimate
1. M5 A38 Corridor (Banwell Garden Village)	NS16	5.0	B8 Business Area – 15,000 sqm GEA
2. M5 A38 Corridor (Churchill Garden Village)	NS17	7.4	Mixed B1(a), B2, and B8 B1(a): 21,000sqm GEA B2: 12,600sqm GEA B8: 7,200sqm GEA
3. Nailsea & Backwell	NS18	10.5	Office focus, business park. 60% office B1(a) 40% B1(b) and B1c Office: 55,125sqm GEA B1 (b) and B1(c): 22,050sqm GEA
<b>TOTAL</b>		<b>22.9</b>	

Source: Atkins (2017)

#### 4.4.4. Other Potential Sites/Locations

Sites have been submitted to North Somerset Council for consideration to be allocated as future development sites, either through the JSP process and / or new Local Plan process. This falls within the Housing and Economic Land Availability Assessment (HELAA) process and includes a 'call for sites'. This process involves asking developers and site owners to put forward sites for housing and economic uses. These sites will be assessed in terms of their suitability and appropriateness for employment uses. Those sites that are assessed to be appropriate for development for employment uses, may potentially be allocated in the Local Plan if there is deemed to be appropriate need. Whether there is appropriate need is based on a combination of quantitative assessment i.e. is there enough land to meet project demand (factoring in potential loss of employment land in certain locations), and a more qualitative assessment which could include judgments on whether allocating land at these sites might help boost local economic development or address other policy objectives.

In terms of potential employment land, many sites were put forward. In total 53 sites were put forward with a total site area of 996.7 hectares. However, not all of this land is appropriate or promoted solely for employment uses e.g. many were put forward for a mixture of uses, with housing generally being the main element. Therefore, the employment element of this total site area is likely to be much smaller and should be reviewed if further supply is required or to consider the options compared to other site supply options. As most of the sites are currently undeveloped and unplanned, the site promoters generally did not identify the employment land capacity, either in floorspace or land terms. Also, given the large amount of planning designation constraints in North Somerset many of these sites are likely to be inappropriate because they are within, or adjacent to Green belt, AONB or flood zone 3b.

Based on these factors and the degree of uncertainty about the quantum and location of the employment element of these sites, these sites are not factored into the source of potential developable employment land assessed in this ELR at this stage. However, it should be noted that the assessment of potentially suitable development sites is an ongoing process and if circumstances change in the future (i.e. either quantitative and qualitative elements of need) it could be appropriate to assess these sites based on the site appraisal methodology included in this ELR. ELR guidance as contained in the Planning Practice Guidance suggests updating the ELR evidence base regularly so that the evidence base is up to date. Based on industry good practice, convention and factoring in the development cycle this is typically every three to five years. Despite this, certain sites at key infrastructure nodes such as around Bristol Airport and Bristol Port are considered in the Delivery Plan (Chapter 7) below. This is based on comments received from stakeholders and from intelligence gained in the property market appraisal suggesting these specific sites/locations could be suitable.

#### 4.4.5. Development Pipeline – Planning Permissions

Planning permissions for B class employment on large sites is shown in Table 4-6 and Table 4-7 shows small sites.

**Table 4-6 Large Sites with Planning Permission**

Use	Gains (area ha)	Gains (m <sup>2</sup> )	Losses (area)	Losses (m <sup>2</sup> )	Net gain / loss (ha)	Net gain / loss (m <sup>2</sup> )
<b>B1a</b>	6.8	20,872	6.4	9,234	<b>0.4</b>	<b>11,638</b>
<b>B1c</b>	0.9	1,584	1.2	3,060	<b>-0.3</b>	<b>-1,476</b>
<b>B2</b>	8.1	27,196	1.0	4,723	<b>7.2</b>	<b>22,473</b>
<b>B8</b>	1.7	5,437	0.3	1,375	<b>1.4</b>	<b>4,062</b>
<b>Mixed B</b>	7.9	21,766	1.5	5,574	<b>6.4</b>	<b>16,192</b>
<b>Total</b>	<b>25.4</b>	<b>76,855</b>	<b>10.3</b>	<b>23,966</b>	<b>15.1</b>	<b>52,889</b>

Source: Atkins based on North Somerset data (2017)

**Table 4-7 Small Sites with Planning Permission**

	Gains (ha)	Gains (m <sup>2</sup> )	Losses (ha)	Losses (m <sup>2</sup> )	Net gain / loss (ha)	Net gain / loss (m <sup>2</sup> )
<b>B1a</b>	2.0	1,647	10.1	5,228	<b>-8.1</b>	<b>- 3,581</b>
<b>B1b</b>	0.0	0.0	0.0	0.0	<b>0.0</b>	<b>0.0</b>
<b>B1c</b>	3.7	764	0.1	473	<b>3.6</b>	<b>291</b>
<b>B2</b>	5.1	1,135	0.3	375	<b>4.8</b>	<b>760</b>
<b>B8</b>	0.7	995	4.6	2,107	<b>-3.8</b>	<b>- 1,112</b>
<b>Total</b>	<b>11.5</b>	<b>4,541</b>	<b>15.1</b>	<b>8,183</b>	<b>-3.6</b>	<b>-3,642</b>

Source: Atkins based on North Somerset data (2017)

In addition to the information on planning permissions shown in the tables above, there are outline planning permissions granted by North Somerset Council that if realised would lead to a net gain of 39.8 hectares (90,628 m<sup>2</sup>) of mixed B use. Approximately 65% of these outline planning permissions are B1a use. This compensates for the projected loss of B1a use in the large and small sites with planning permission which appears to be mainly a result of older office buildings being converted to residential uses via the permitted development route.

In summary, the analysis of planning permissions demonstrates that there is not expected to be an overall loss of employment land in North Somerset because of outstanding planning permissions. This means there is no need to factor in any future loss of employment land into the final policy recommendations. If there was projected to be a loss it would mean additional land should allocated to address this loss.

#### 4.4.6. Summary of Developable Employment Land

Based on the information presented above on allocations and employment land potential at SDLs the following developable employment land to meet potential future demand is identified.

**Table 4-8 Developable Employment Land in North Somerset**

Source of Future Employment Land	B1a/B1b	B1c/B2	B8	Total
Allocations	22.03	22.03	22.03	66.1
SDLs	7.6	7.6	7.6	22.9
<b>Total</b>	<b>29.63</b>	<b>29.63</b>	<b>29.63</b>	<b>89.0</b>

Source: Atkins and information from North Somerset Council (2017)

#### 4.4.7. Site Assessments

In total, 18 sites were assessed, including 15 allocations and 3 SDLs<sup>27</sup>. Whilst the allocated sites have fixed locations and boundaries, the SDL sites are currently at a conceptual broad location stage with no fixed boundaries. These are identified through the JSP as areas which can accommodate both employment and housing growth. It is recommended that provision of employment at the SDLs is considered as part of the masterplanning process applying the site assessment methodology used in this study once actual specific sites are identified.

#### 4.4.8. Site Assessment Methodology

Site assessments were undertaken in September 2017 by members of the project team. Various photographs were taken at each site, and have been incorporated into the reporting of the site assessments. A comprehensive site assessment was carried out at each site, which contained the following attributes. See Appendix D for the full site assessment criteria:

- Outstanding planning permissions
- Site location and address
- Site area
- Site employment type
- Type of site (development / existing / greenfield / brownfield)
- Employment designation
- Environmental designation(s)
- Amount of vacant / derelict land alongside a description if applicable
- Other uses (if any)
- Surrounding land uses
- Types and condition of premises represented on site
- Potential for 24-hour working
- Ecological / flood plain constraints
- Extent of road access / distance to strategic road
- Public transport access / parking restrictions
- Impact from residential areas
- On-site facilities

To ensure a consistent and robust assessment of the 18 sites, a site appraisal pro-forma was developed and approved by North Somerset Council. This incorporated a variety of closed tick-box style and open-ended questions. Adopting this approach has enabled a mixture of qualitative and quantitative data to be collated.

Firstly, the headline findings from the site assessments are outlined, in order to provide an overall summary of the potential for employment land in North Somerset. Following on from this, a detailed site-by-site breakdown of the appraisal findings can be found. This provides detailed analysis on each site, to establish the most suitable sites to be developed for future employment demand in North Somerset.

<sup>27</sup> Nailsea and Backwell, whilst identified as separate SDLs in the JSP are considered as a single strategic location in employment terms.

#### 4.4.9. Site Analysis Overview – Allocations

The following site analysis represents data purely from the allocations. The preliminary data from the SDLs is analysed and presented in another section to avoid losing reliability in results due to the site areas being undefined at present.

An overview is provided for the benefit of the reader in the forthcoming section. Furthermore, the Allocation Site Assessments provide further qualitative information gathered from each allocation. However, the conclusive site pro-forma listing all information gathered from the analysis can be found in Appendix D.

##### 4.4.9.1. Location of Sites

The site assessment contained sites which can be categorised geographically under the following two main sub-areas:

- Weston-super-Mare sub area – sites located within the urban area of Weston-super-Mare, as defined by the settlement boundary
- Other towns and rural areas - sites located within Clevedon, Nailsea, Portishead, Yatton and other rural areas in North Somerset

Figure 4-3 below shows the location of the allocation sites, with the locations of Weston-super-Mare, Clevedon and Portishead clearly visible as the locations which form the basis of key sites for employment land allocation in the Site Allocations Plan.

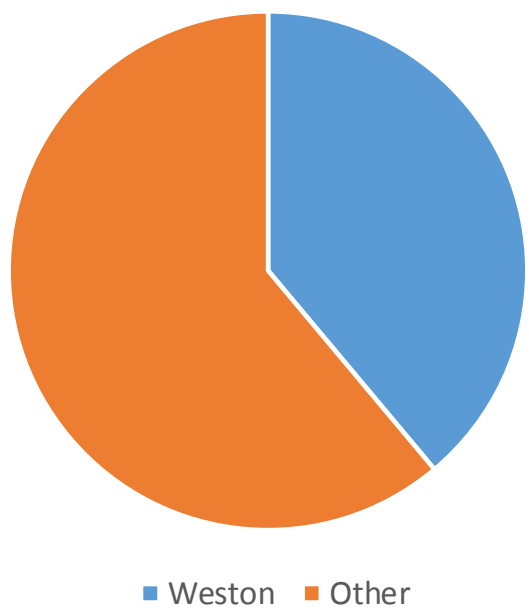
**Figure 4-3 Site Locations**



Source: TBC – GIS To Map

Figure 4-4 below outlines the number of assessed sites based on the sub areas outlined previously. Of the total assessed sites, Weston-super-Mare has the highest number of sites with 7 sites. The other 11 sites are outside Weston.

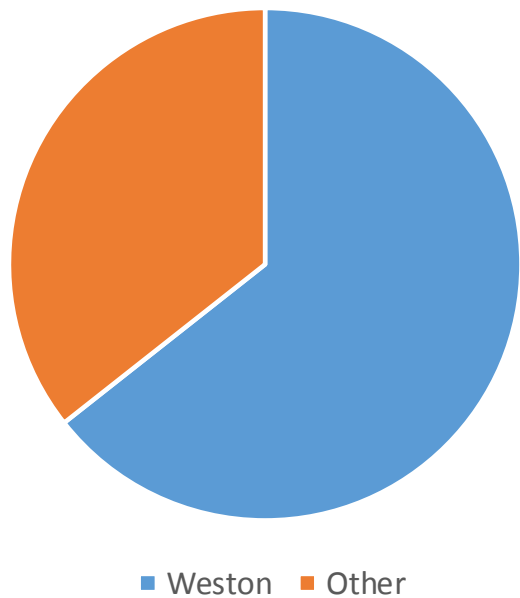
**Figure 4-4     Number of Sites by Sub-area**



*Source: Atkins (2017)*

Figure 4-5 below outlines the total land area percentage of sites based on location. Weston has 64% of the total area of employment sites and other areas have 36%.

**Figure 4-5     Employment Land Area by Sub-area**



*Source: Atkins (2017)*

#### 4.4.9.2. Employment Type

For ease of understanding, North Somerset's employment sites can be categorised by typologies:

- **Large Traditional Employment Areas**- Significant and coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in employment uses (both office and industrial and warehousing). These are often older, more established areas of employment land and buildings, including a mix of ages, qualities and site/building size.
- **Urban Office / SME Space** – This typology includes smaller employment sites close to public transport nodes and town centres. They are generally in areas with good access to facilities and amenities so that they meet the needs of 'knowledge economy' businesses whose labour force generally seek access to cafes, shops, restaurants and bars.
- **Rural** – These are generally smaller general mixed employment sites in rural locations that meet the needs of rural businesses or business owners that want to be located in rural areas.
- **SDL / Mixed Employment** – This typology relates to the employment space that is expected to occur at the Strategic Development Locations (SDLs). The type of employment land is yet to be determined but is likely to be mixed office, industrial and warehousing employment.

The results of this categorisation process are summarised in Table 4-9 below.

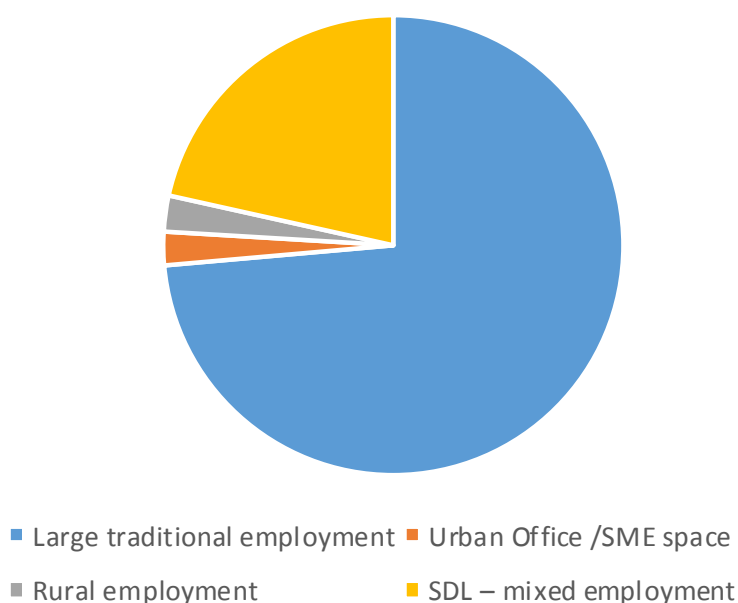
**Table 4-9 Employment Land by Premises Type (hectares)**

Employment Type	Weston	Other	Total
Large traditional employment	68.0	10.3	78.3
Urban Office /SME space	0.5	2.0	2.5
Rural employment	0.0	2.7	2.7
SDL – mixed employment	0.0	22.9	22.9
<b>Total</b>	<b>68.5</b>	<b>37.9</b>	<b>106.4</b>

Source: Atkins (2017)

The figures outlined in Table 4-9 above are also displayed visually in the figure below.

**Figure 4-6 Employment Type (Hectarage)**



Source: Atkins (2017)

## Development Opportunities & Constraints

The site assessment identified the potential of sites to support 24 hour working and whether the introduction of non B-Class Uses could compromise the effective operation of the site.

Table 4-10 below identifies the development opportunities and constraints on each site in North Somerset by sub-area and the amount of land potentially affected.

**Table 4-10 Opportunities & Constraints**

	Potential to Support 24 hour working		Introduction of non-B class Uses May Compromise the Effective Operation of the Site		Floodplain Constraints	
	(No. of sites)	(% of total number of sites)	(No. of sites)	(% of total number of sites)	(No. of sites)	(% of total number of sites)
WSM	5	33.3%	3	20.0%	7	46.7%
Other	3	20.0%	2	13.3%	6	40%
<b>Total</b>	<b>8</b>	<b>53.3%</b>	<b>5</b>	<b>33.3%</b>	<b>13</b>	<b>86.7%</b>

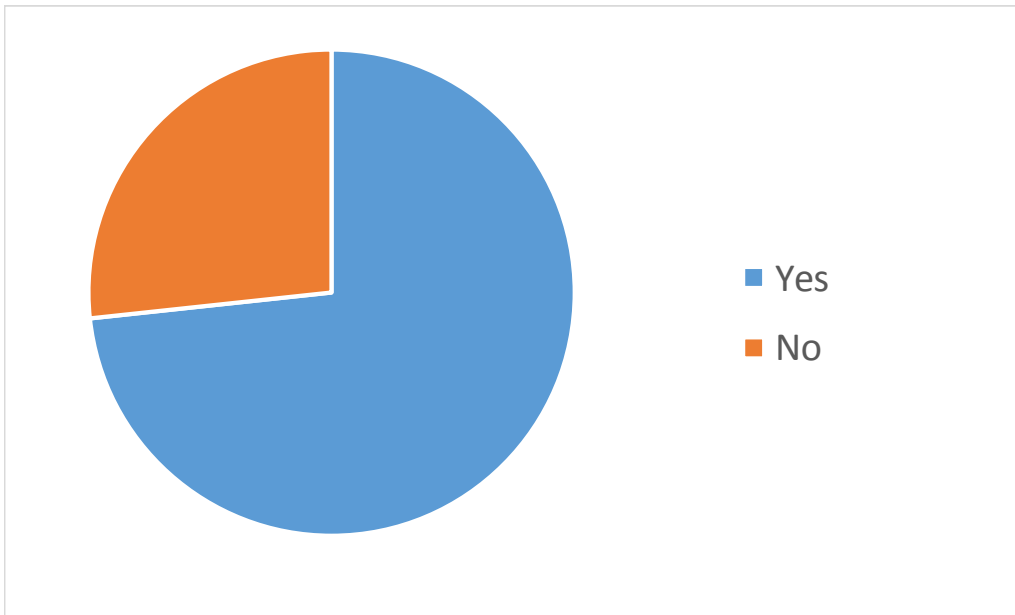
Source: Atkins (2017)

The table shows that 53.3% of land is suitable for 24 hour working. Furthermore, Weston again dominates the proportion of allocated land when compared to other sub-areas, due to the industrial nature of the existing units located there. The rural location could also be explained by the remote location in which the allocation is based, therefore allowing for 24 hour working potential.

In terms of introducing non-B class uses as part of development and whether this could compromise the effective operation of a site, 33.3% of sites were identified as demonstrating characteristics whereby non-B class use could negatively affect site operation. However, the criteria for this category is considered to be site-specific, therefore this is discussed in greater detail in the latter sections of this report.

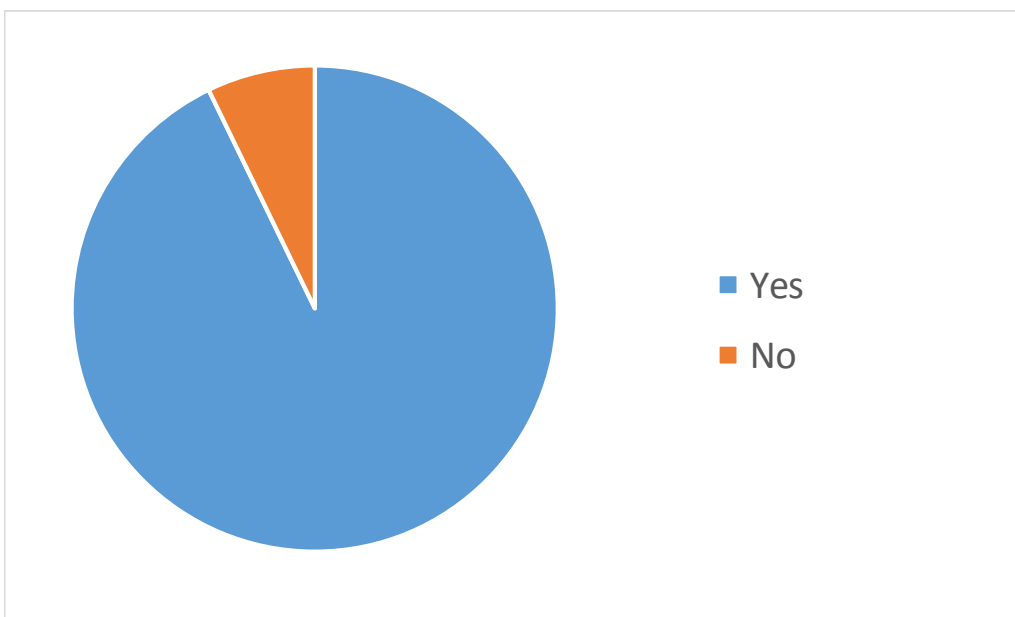
The vast majority of sites (86.7%) are also at varying levels of risk concerning flooding, with sites in Weston-super-Mare making up nearly half (46.7%) of these. Somerset is well documented as a County for experiencing flood risk, therefore each site should be assessed on its own merit in terms of resistance to flooding. Much of the employment land at Weston-super-Mare is located at the Weston Villages where a strategic flood solution has been implemented to facilitate development. Figure 4-7 and Figure 4-8 below show the overall number and hectareage of assessed sites which had various levels of ecological constraints. For the purposes of clarity, the scope of ecological constraints included physical features which hold ecological value or hold potential for species, including watercourses, hedgerows, trees and any evidence which indicates the presence of species. Overall, 77.51 hectares of the 83.51 hectares of assessed land was considered to have some form of ecological constraint. In terms of site numbers, this can be translated as 11 out of the 15 sites having some form of ecological constraint.

**Figure 4-7 Ecological Constraints (Number)**



Source: Atkins (2017)

**Figure 4-8 Ecological Constraints (Hectarage)**



Source: Atkins (2017)

#### **4.4.9.3. Parking, Public Transport and Access**

The proportion of premises with access to car parking facilities was assessed for each site by identifying the types of parking available. Alongside this, the proportion of premises with access to public transport was identified for each site by identifying the proximity of the site to a bus stop or a railway station. Sites were considered to have access to public transport if there was a bus or train stop within 400 metres. The sites had varying levels of access quality due to there being a vast range of urban and rural sites, with levels of access reflecting this.

**Table 4-11      Parking, Transport & Access**

	No Parking Restrictions		Public Transport Access		No Access / Servicing Problems	
	(#)	(% of total number of sites)	(#)	(% of total number of sites)	(#)	(% of total number of sites)
WSM	7	46.7%	2	13.3%	7	46.7%
Other	8	53.3%	2	13.4%	6	40.0%
<b>Total</b>	<b>15</b>	<b>100%</b>	<b>4</b>	<b>26.7%</b>	<b>13</b>	<b>86.7%</b>

Source: Atkins (2017)

Table 4-11 above shows the sub-area split of sites which gave no indication of parking restrictions or servicing problems, plus sub-areas which showed evidence of public transport access to and from sites. Headline results show the site assessment found no parking restrictions at any site which was visited. Access and servicing problems were also rare, with only 2 rural sites showing evidence of access problems. However, lack of public transport access was a recurring theme throughout the site assessments, with only 26.7% of sites having access to public transport in or in reasonable proximity to sites.

#### **4.4.9.4. Site Suitability Scoring**

An indicative scoring system was applied to the appropriate site assessment criteria. The scoring of sites allows a comparison to be made of sites and the assessment of different sites in the future. The scoring system is shown in

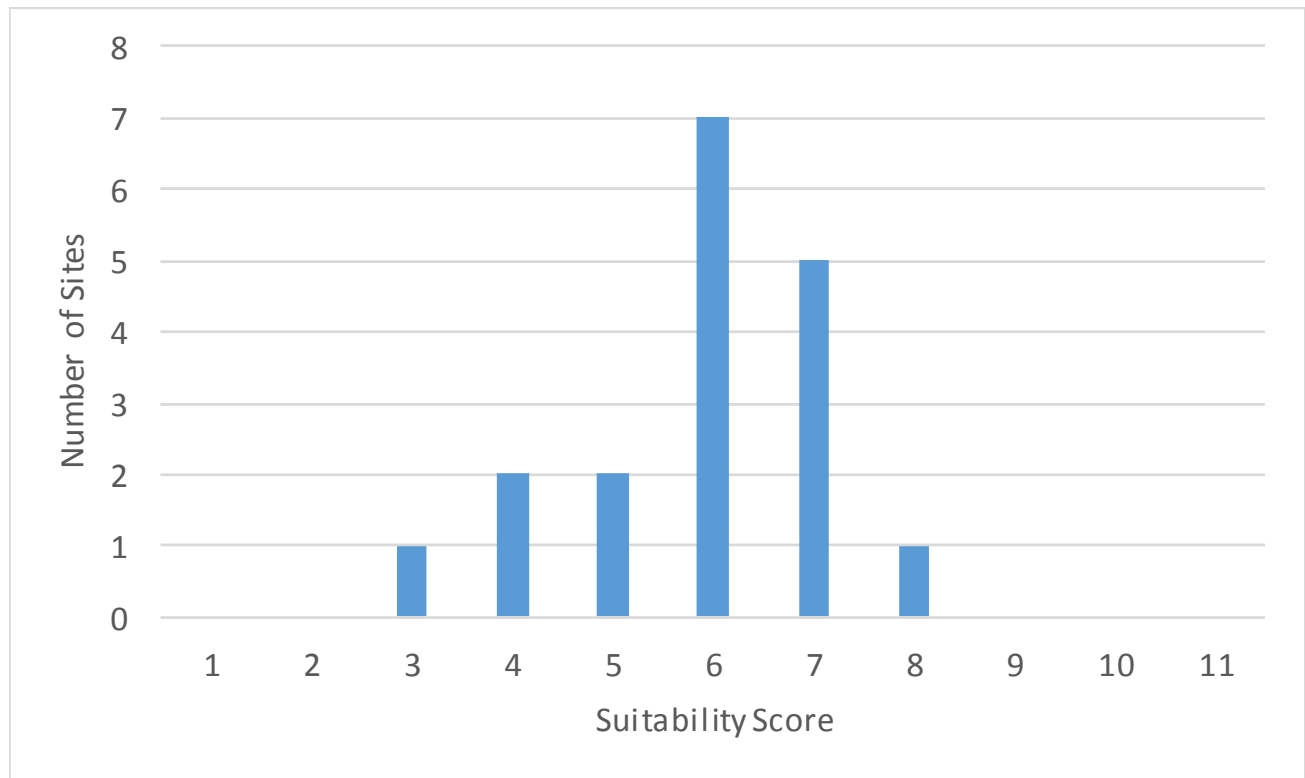
Table 4-12 and in greater detail at Appendix D:

**Table 4-12 Site Suitability Scoring Criteria**

Criteria	Site Assessment	Score
1) Potentially restrictive environmental or planning designation	No Yes	1 0
2) Condition of premises	Very Good Good/no existing premises but good if developed Poor Very poor	1 0.75 0.25 0
3) Non B-use could compromise site operation	No Yes	1 0
4) 24 hour working potential	Yes No	1 0
5) Ecological constraints	No Yes	1 0
6) Within flood plain	No Yes	1 0
7) Strategic road access (M or A road) within 500m	Yes No	1 0
8) Public transport access within 500m	Yes No	1 0
9) Proximity or impact on incompatible neighbouring uses e.g. residential	No Yes	1 0
10) Parking facilities	Good Average/large devt. site so assume future parking good Poor/small devt. site so assume future parking poor	1 0.5 0
11) Access to facilities (e.g. shops, bank etc) within 500m	Yes No	1 0
<b>Maximum possible score</b>		<b>11</b>

Figure 4-9 below shows the distribution of site suitability scores. This demonstrates that the majority of sites score 5 or above and so could be considered appropriate employment sites. There are only 3 sites that score below 5 (17% of total). These sites with the lowest scores tended to be located in rural locations, with the low scores being attributed to less service and access provision. Furthermore, the more urban sub-areas such as Weston-super-Mare experienced higher average scores with the infrastructure largely already in place to facilitate increased employment land in North Somerset. Despite this, the infrastructure investment targeted in the West of England Joint Transport Study would help to 'open up' access to the more rural employment sites. It would also help to ease congestion in the established urban areas such as Weston-super-Mare.

**Figure 4-9 Overall Suitability Scores**



Source: Atkins (2017)

#### 4.4.10. Allocation Site Assessments

The following section outlines in further detail each specific site allocation which was assessed as part of the site surveys. Sites were assessed in a qualitative nature, based on the set of criteria outlined at the beginning of the chapter. Maps and boundaries are included to provide further clarity on the locations which were assessed. See **Appendix D** for a table showing the comprehensive results of the site assessment and the methodology/site assessment guidance.

##### 4.4.10.1. NS1 – Parklands Village (eastern part of Weston Villages)

**Figure 4-10 NS1 Boundary & Image**



#### **Site Location**

Parklands Village is a large site located to the east of Weston-super-Mare as part of the Weston Villages strategic allocation. The site is partly previously developed including the former RAF Locking camp off the A371. The site is bounded at the east by the M5, the south by the A371 and the north-west by the A370. The connection to strategic roads indicates significant levels of access to the site, with numerous roundabouts facilitating this and further improvements are planned. The site also has no environmental designations. The site shown includes the whole of Parklands development but the majority of this is residential development most of which is now consented. The entire area is shown due to the fact that the specific location of employment within the area has not been specified in policy and instead is to be identified through the masterplanning and planning application process guided by the overall requirement in the Development Plan, policy on the employment-led strategy, and guidance set out in the Weston Villages SPD, North Somerset Economic Plan and findings of this study.

#### **Opportunities / Constraints**

The site is a large mixed-use allocation, with good access, and as part of a wider development there is opportunity to bring forward employment development. In terms of constraints, there are numerous hedgerows due to the agricultural nature of the present use of the land. Furthermore, part of the site is situated on a flood plain, so this will need to be considered during planning for development. However, a strategic flood solution has been developed to facilitate development. Pockets of residential units are also located within the site.

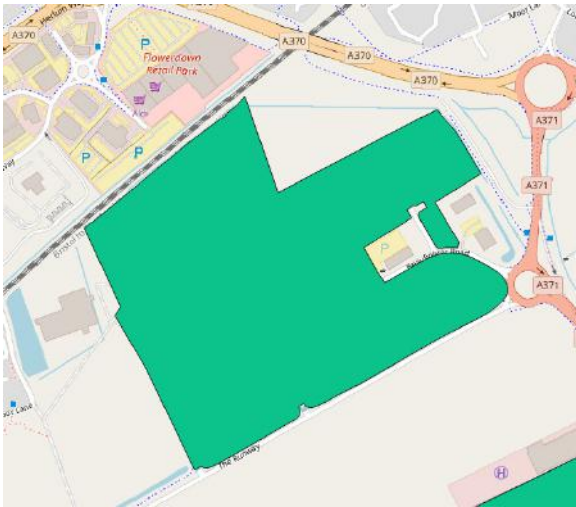
#### **Overall Suitability**

Overall the provision of employment uses are considered to be suitable as part of mixed use development, with the possibility of contributing to the wider regeneration of Weston-super-Mare.

**Suitability Score: 7.5**

#### 4.4.10.2. NS2 - Haywood Village Business Quarter

Figure 4-11 NS2 Boundary & Image



##### **Site Location**

Haywood Village Business Quarter, also known as Weston Business Quarter is another large previously developed MOD site located on the periphery of Weston-super-Mare, and falling within the Weston Villages allocation. This site is well connected to the A370 and A371, and is also within close proximity to the M5. Common to all Weston Villages sites, the site has good access and connectivity to and from the strategic road network and from wider Weston-super-Mare.

##### **Opportunities / Constraints**

The site assessment indicated that 100% of the land in this site is considered to be vacant or derelict. The land also showed evidence of natural drainage which could negate any floodplain concerns. Housing development is also advertised throughout relating to the residential phases to the west of this employment allocation.

Furthermore, whilst the land is mostly flat, it is located on a floodplain which needs to be taken into account. However, the site benefits from a strategic flood solution in the form of a large attenuation basin which is designed to enable development, mitigating any issue concerning floodplains. The location of the Hive Business Centre also presents a strengthening factor when outlining the benefits of developing on this site.

However, the existing watercourse may present ecological issues, as well as the need to construct a bridge to access the site from that location.

The Hive office building has been developed on this business site and provides start-up business space. The building is almost at full capacity with some businesses operating at their full allocation and requiring further grow-on space.

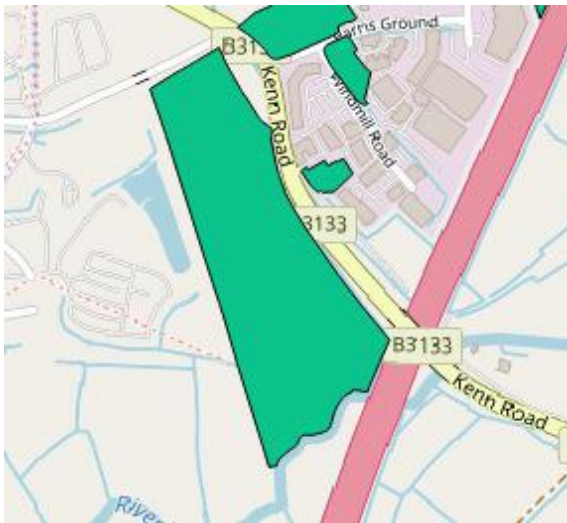
##### **Overall Suitability**

Overall the site is deemed suitable for development. Furthermore, much like NS1, development could contribute to the wider regeneration of Weston-super-Mare.

**Suitability Score: 6.25**

#### 4.4.10.3. NS3 - Land to the west of Kenn Road, Clevedon

Figure 4-12 NS3 Boundary & Image



##### **Site Location**

The land to the west of Kenn Road is located in the Clevedon fringe to the south of Clevedon, directly adjacent to the M5. The land is greenfield and is well connected by the strategic road network linking Bristol to Weston-super-Mare. The surrounding land uses consist of a mixture of mixed-use employment and agriculture.

##### **Opportunities / Constraints**

The land is considered to be of good quality and there is minimal evidence of significant constraints to development, with the exception of flood risk that affects the area generally to the south of Clevedon. However, it is envisaged that development would seek to provide appropriate mitigation measures to nullify any potential risk, in line with national guidance. There are no environmental designations, and as previously stated the connection and access provision is suitable for development. The image above also provides evidence of advertising and marketing for future development.

Constraints which were evident include woodland surrounding the site, hedgerows which potentially house various species and a watercourse. There is no existing public transport serving the site.

##### **Overall Suitability**

This site has been deemed as the most suitable site overall when considering all factors. The site is appropriate as it is flat, and appears to be a logical extension of the adjacent NS4 site (to be discussed in the forthcoming section). Access to the M5 effectively negates capacity issues and concerns around Kenn Road.

**Suitability Score: 6.75**

#### 4.4.10.4. NS4 - Clevedon 5/20 Kenn Road Business Park and Yeo Bank Business Park, Clevedon

Figure 4-13 NS4 Boundary & Image



##### **Site Location**

Kenn Road Business Park and Yeo Bank Business Park are located directly adjacent to NS3 in the Clevedon fringe. This is an existing development site with various B1, B2 and B8 general industrial and business use units surrounding the pockets of allocated sites.

##### **Opportunities / Constraints**

The site is well connected to the adjacent M5, and is located in a business park with existing employment uses. There are no environmental designations which affect the development of the site. 24-hour working is also a possibility due to the lack of incompatible land uses located near to the site. A small application for residential development relates to the southern parcel and was dismissed at appeal on the grounds of loss of employment.

The site did, however, appear to be congested regarding the number of industrial units in a relatively tight area of land. Similar to NS3, a lack of public transport provision is a mitigating factor for development considering the isolated nature of the site.

##### **Overall Suitability**

The site is appropriate for development due to the existing land uses in the business park. Furthermore, the lack of residential units creates an environment suitable for 24-hour working. Overall it is a good quality mixed employment estate with good access to the M5, as well as ample parking facilities. Public transport is an issue which would require attention if further employment sites were to be developed on this site, however.

##### **Suitability Score: 8**

#### 4.4.10.5. NS5 - Gordano Gate, Portishead (Western Allocation)

Figure 4-14 NS5 Boundary & Image



##### **Site Location**

Gordano Gate is located on the east side of Portishead adjacent to Wyndham Way, in close proximity to the marina. The remaining allocation is brownfield land, and is based on the requirement to provide mixed B-use units as outlined in Policy SA4 of the Site Allocations Plan. The site is surrounded by B8 and B1 uses, residential units across the A369 and retail units.

##### **Opportunities / Constraints**

The site is reasonably well connected by the A369 linking the site to the M5 at the Gordano Interchange to the east. There is public transport access on the A369, and there are a number of existing services such as the supermarket and petrol station, and proximity to the town centre which are beneficial for potential employment development. No floodplain constraints exist on this site, as well as no environmental designations.

The site is, however, unsuitable for 24-hour working due to the close proximity of residential units at the northern site. There are also ecological concerns regarding a watercourse to the west of the site, as well as various ponds.

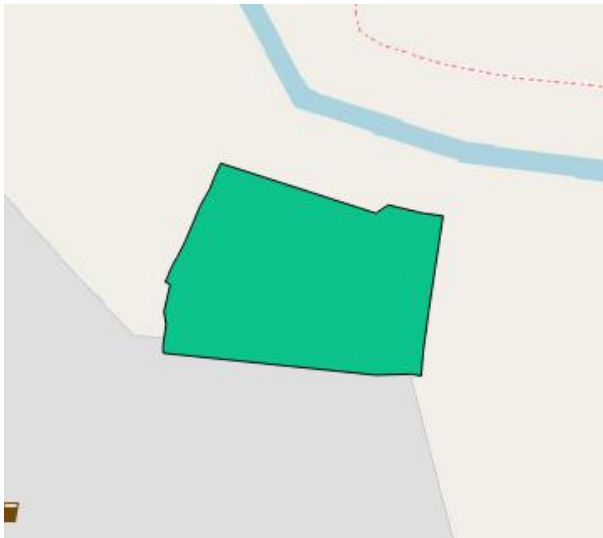
##### **Overall Suitability**

The site and surrounding area can be described overall as an existing mixed-use location. There is reasonably good access to the site which can accommodate further employment use. The site is suitable for and allocated for mixed B-uses, whilst the previously allocated eastern site is now allocated for residential development, contributing to the mixed-use dynamic of the location.

**Suitability Score: 7.25**

#### **4.4.10.6. NS6 - Elliott Medway, Congresbury**

**Figure 4-15 NS6 Boundary & Image**



##### ***Site Location***

Elliot Medway is a greenfield site located in Congresbury, in a location dominated by residential development. The site is accessed through a quiet cul-de-sac which forms part of a B-road, which is in character with the mostly residential uses adjacent to the site. The site is 100% vacant in terms of existing uses.

##### ***Opportunities / Constraints***

The site is very limited in size and in the breadth of options in which development can take, mostly due to access issues for larger vehicles and the residential nature of the surrounding land. Therefore, 24-hour working is not feasible at this site. Furthermore, connection to the strategic road network is poor. This is compounded by the fact that there is no public transport provision or satisfactory parking facilities, although this could be provided through development.

A river running adjacent to the site presents ecological considerations, and the site is also located on a floodplain.

There are however, no environmental designations on this site, and it could be argued that the site is suitable for small office based employment which would allow for daytime working hours and minimised noise levels.

##### ***Overall Suitability***

The site, whilst perhaps suitable for office employment, is limited in its scope for development opportunities. It is likely that any substantial development would be met with opposition by the local residents. Access issues and poor connection to the strategic road network indicate that this site is far from suitable for any substantial employment development.

##### ***Suitability Score: 2.75***

#### 4.4.10.7. NS7 - West Wick Business Park - Land adjacent to west of M5

Figure 4-16 NS7 Boundary & Image



##### **Site Location**

West Wick Business Park, also known as Weston Gateway (South) is located to the west of the M5, in close proximity to NS1 and Weston-super-Mare. It forms one of the core employment sites within Junction 21 Enterprise Area. The site is a thin stretch of greenfield land with residential units located to the west, with the route of access dominated by residential units.

##### **Opportunities / Constraints**

The site has good access overall and is in close proximity to the M5. There are no ecological constraints or environmental designations. The site is deemed suitable for large traditional employment types, with proximity to the M5 playing a key role in this. 100% of the land is vacant and ready for development, with evidence of advertising and marketing for development on site.

There are, however, no public transport facilities serving the site directly, although bus services do run through the adjacent residential area. Furthermore, the existing provision of parking is poor, however it is foreseen that development would initiate increased parking provision. There are also no existing catering facilities which would benefit an employment site with no other services in close proximity to the site. Noise associated with the motorway could also be a mitigating factor for development.

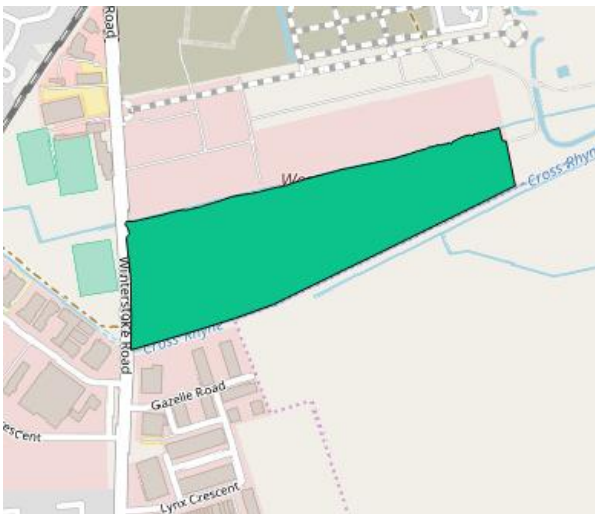
##### **Overall Suitability**

Although the residential uses adjacent to the site could present a barrier to specific types of development, the location of the M5 motorway and other significant employment allocations nearby indicates that this site would be suitable for employment development.

**Suitability Score: 5.75**

#### **4.4.10.8. NS8 - Europark, Weston-super-Mare**

**Figure 4-17 NS8 Boundary & Image**



##### ***Site Location***

Europark, also known as Weston Distribution Park, is located to the west of NS2, slightly closer to the main town centre of Weston-super-Mare. The site is an existing employment site which is home to various traditional industrial units, including a depot for refuse, storage and a scrapyard. The land surrounding the site is mostly agricultural, although the Cross-Airfield Link and adjacent strategic development (Haywood Village) is located in close proximity to the north.

##### ***Opportunities / Constraints***

Due to the site being sufficiently segregated from neighbouring uses, the site is deemed suitable for 24-hour working. The site is also reasonably well connected to the strategic road network, with the A370 in close proximity which then leads on to the M5. Parking facilities are in good supply, and the site is appropriate for waste uses due to its location and the existing employment on site.

There is evidence of poor quality roofing and potential asbestos, with the quality of existing buildings under question. The site is heavily underutilised with lots of open space between employment units. Watercourses located adjacent to the site may have ecological consequences for any proposed development.

##### ***Overall Suitability***

The site can be described overall as a poor quality industrial site. Many of the buildings are in disrepair and are old fashioned. It would be fair to suggest that the majority of buildings are not fit for modern business purposes.

***Suitability Score: 6.25***

#### 4.4.10.9. NS9 - Summer Lane, North of A370

Figure 4-18 NS9 Boundary & Image



##### **Site Location**

The Summer Lane site, also known as Weston Gateway Business Park is located to the west of Weston-super-Mare, in close proximity to NS7 and the A370 M5 motorway junction. The site is comprised of 3 separate parcels, with the southern-most site located on the opposite side of the A370. The allocations are all greenfield land with no other development at present.

##### **Opportunities / Constraints**

There are a wide range of services on site, such as a pub, an office building and residential units. Access to the strategic road network is excellent with access to the M5 in very close proximity. There is also public transport provision in the form of a train station, and excellent provision of parking bays, creating a variety of options for travel to and from the site.

The electricity pylons present an aesthetic and practical constraint. The fact that there are numerous services on site also presents a constraint for 24-hour working mostly due to the residential element. At the time of writing it is noted that the majority of this site had been taken up on a pre-let design and build basis.

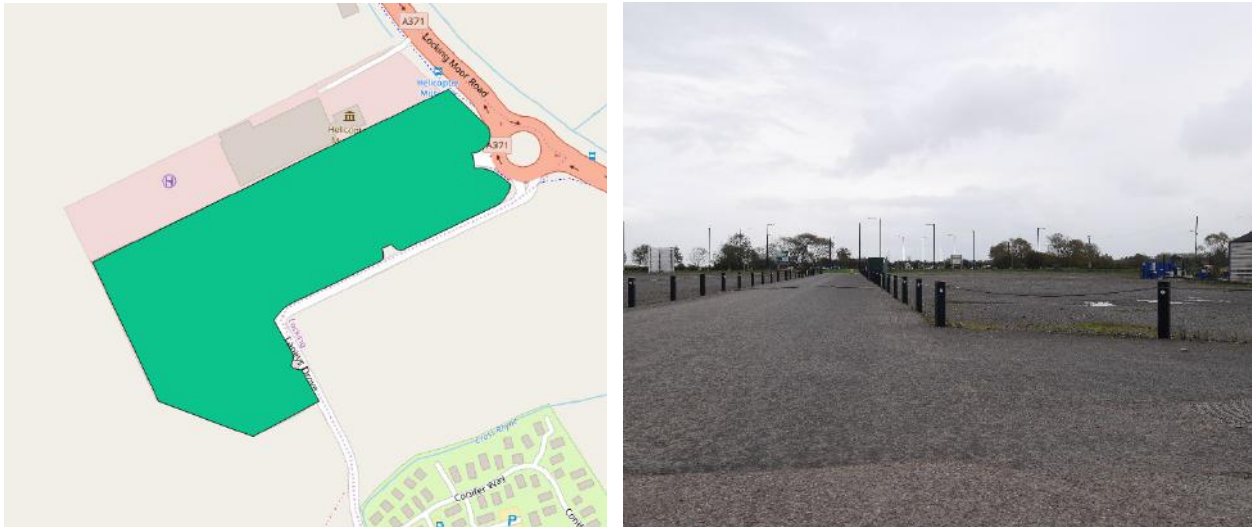
##### **Overall Suitability**

When analysing the existing employment provision and the transport links available, this site would be suitable for office-based employment. This satisfies the criteria for avoiding 24-hour working and avoids industrial employment which could conflict with the electricity pylons.

**Suitability Score: 6.75**

#### 4.4.10.10. NS10 - Moor Park, A371

**Figure 4-19 NS10 Boundary & Image**



##### ***Site Location***

Moor Park, also known as Weston Business Park, is another site situated on the Weston-super-Mare fringe, in close proximity to NS1 and NS2 and adjacent to the Helicopter Museum. The site is located on the A371 with good links to the nearby M5 motorway. The site is considered to be an existing employment site with the potential to increase employment floorspace and unlock the potential of the site.

##### ***Opportunities / Constraints***

As previously stated, the existing employment land which comprises the site will make the development transition far smoother than on a greenfield undeveloped site. Furthermore, 90% of the land on the site is available and ready for development when required.

There is also the opportunity for 24-hour working due to the site's location and the Warehouse / Distribution / Wholesale nature of the existing premises.

A constraint to development concerns a watercourse which flows adjacent to the site, coupled with the concern of flood plain constraints. There is also no public transport or other adequate parking facilities on site.

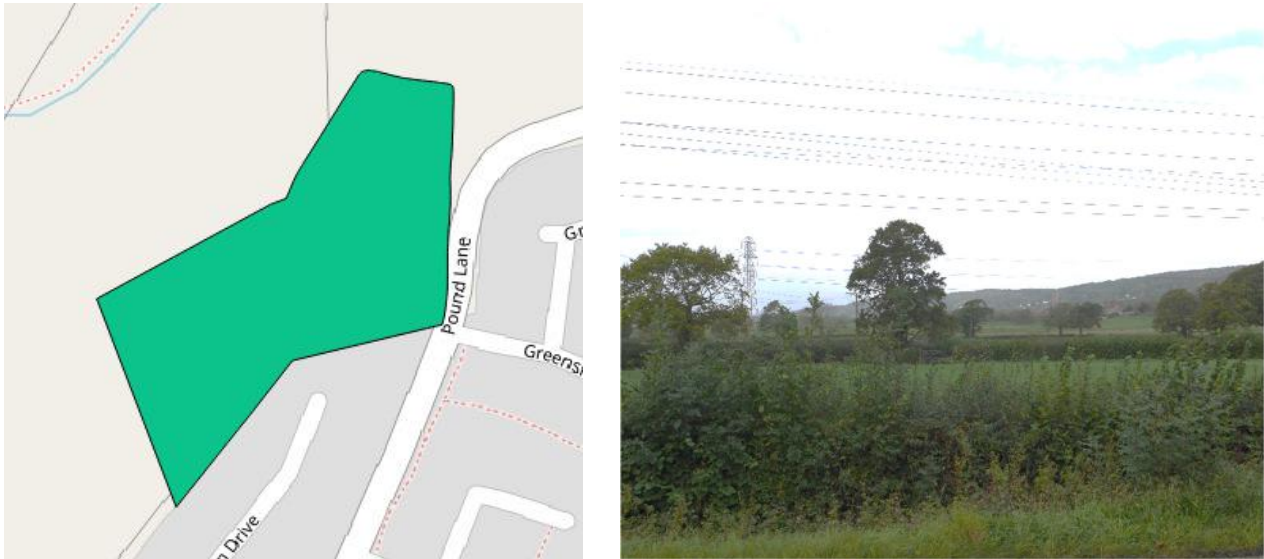
##### ***Overall Suitability***

Overall, the site is deemed suitable for large traditional industrial employment due to existing uses and the site's location. This is compounded by good access and transport links to the strategic road network. However, parking / public transport provision is a concern which would need to be addressed upon developing the site

***Suitability Score: 5.75***

#### 4.4.10.11. NS11 - Land at North West Nailsea

**Figure 4-20 NS11 Boundary & Image**



##### ***Site Location***

This allocation of land at north-west Nailsea is located in a predominantly residential area, with access and road links which reflect this. The land is a greenfield site, with electricity pylons running through the centre of it. However, it is understood that as part of National Grid proposals this is due to be removed.

##### ***Opportunities / Constraints***

The site could potentially be suitable for a small office development, which aligns with the allocation for a residential site alongside B1 offices.

The electricity pylons create a physical barrier to any substantial development on the site. Upon visiting the site, mature oak trees and a visible slope also present further physical barriers to development in terms of ecological constraints.

Access is also a significant constraint, with a local B-road providing the primary mode of access.

##### ***Overall Suitability***

The site is considered to be unsuitable for the vast majority of potential business developments, with limited scope for potential small office space alongside significant access and transport infrastructure improvements.

***Suitability Score: 3.75***

#### 4.4.10.12. NS12 - Estune Business Park, former Long Ashton Research Station, Long Ashton

Figure 4-21 NS12 Boundary & Map



##### **Site Location**

Estune Business Park is located in the village of Long Ashton, which is just south of Bristol. The site is small in size and is currently vacant. However, the site forms part of a wider small rural business park. Residential units are also located adjacent to the site.

##### **Opportunities / Constraints**

There are no ecological or floodplain constraints to consider when developing this site. Furthermore, there is reasonably good access to the strategic road network and is a short car journey to Bristol. There are also bus services which can be accessed from the main road in close proximity to the site.

The plot of brownfield land is small in comparison to many of the other assessed sites, offering limited development to mostly urban office SME space.

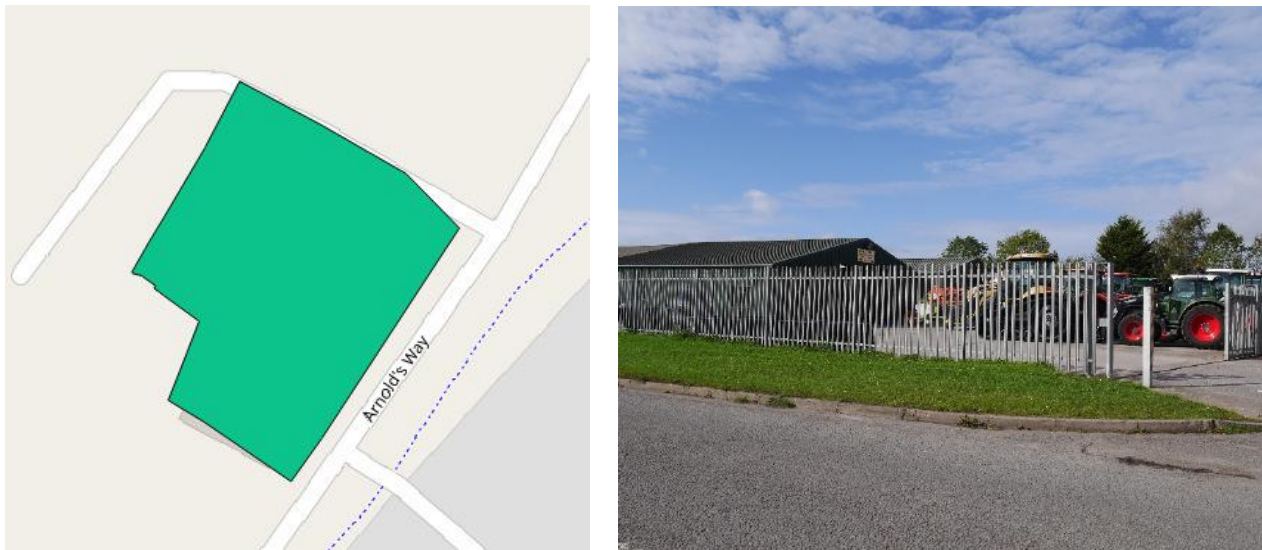
##### **Overall Suitability**

Overall the site is considered to be a reasonable site with opportunity for development, in a location with capacity to deal with increased usage. Access to strategic roads and Bristol work in its favour.

**Suitability Score: 5.75**

#### 4.4.10.13. NS13 - Park Farm, Yatton

Figure 4-22 NS13 Boundary & Image



##### **Site Location**

Park Farm is an existing employment site located in Yatton, to the south of Clevedon and to the north of Congresbury. The site comprises of small modern sheds supporting an agricultural supplies business, surrounded by new residential units to the north.

##### **Opportunities / Constraints**

The main overarching theme which makes this site an attractive site for allocation is the fact it is an existing employment site with fit for purpose infrastructure already in place. Therefore, minimal development is required in order to create a site with potential to accommodate incoming employment.

There is a relatively poor connection to the strategic road network, however buses and a railway station serve the village of Yatton. There was also no evidence of existing catering facilities on site, which would be necessary for the relatively isolated nature of the site.

##### **Overall Suitability**

Overall, the site can be deemed suitable, particularly for farm based employment due to existing uses. The site is already fit for purpose; however, development would be required to take into account the constraints listed in order to maximise capacity for increased floorspace.

**Suitability Score: 4.25**

#### **4.4.10.14. NS14 - Burnett Industrial Estate and Havyatt Road Business Park, Wrington**

**Figure 4-23 NS14 Boundary & Image**



##### ***Site Location***

Burnett Industrial Estate and Havyatt Road Business Park is a rural greenfield site located in Wrington, located to the south of Bristol Airport and to the east of Congresbury. The site is located adjacent to various existing businesses including the Butcombe Brewery.

##### ***Opportunities / Constraints***

Opportunities for development on this site are sparse in number and breadth, with the possibility of 24 hour working potential highlighted as a potential opportunity for the site. The size of the land is a positive factor.

However, visiting the site presented a variety of development constraints. The most visually striking was that parking was well over capacity. This is compounded by severe access issues up a single-track country lane, highlighting the need for significant work to be applied to the access roads to bring it up to capacity.

The quality of land was also brought into question, with a visible ditch and pond, bringing with it the potential for newts.

##### ***Overall Suitability***

The site is not suitable for any kind of substantial development, due to severe access and capacity deficiencies. However, significant infrastructure improvements are required before the site can accommodate increased floorspace.

***Suitability Score: 4.75***

#### 4.4.10.15. NS15 - Aisecombe Way, Weston-super-Mare

Figure 4-24 NS15 Boundary & Map



##### **Site Location**

Aisecombe Way is a small brownfield allocation located adjacent to a recycling centre, to the west of the cluster of allocations situated to the east of Weston-super-Mare. The site is situated to the south of the A370, and is within reasonable reach of both the M5 motorway and the town centre of Weston. There is also a sewage pumping unit on the boundary of the site.

##### **Opportunities / Constraints**

There are no ecological constraints which constrain the development of this site. There is also very good access into the site and to the strategic road network, which is a recurring theme with the allocations located to the east of Weston-super-Mare.

The site is located within a floodplain. There are also poor existing facilities located on and around the site in terms of catering. The pumping station also sterilises the rest of site, which amounts to a constraint to development.

##### **Overall Suitability**

Although the site facilities were visibly poor on the site assessment, the close proximity to other allocations presumes there will be services in the surrounding area. Access to the strategic road network via the succession of roundabouts also presents a positive case for this site.

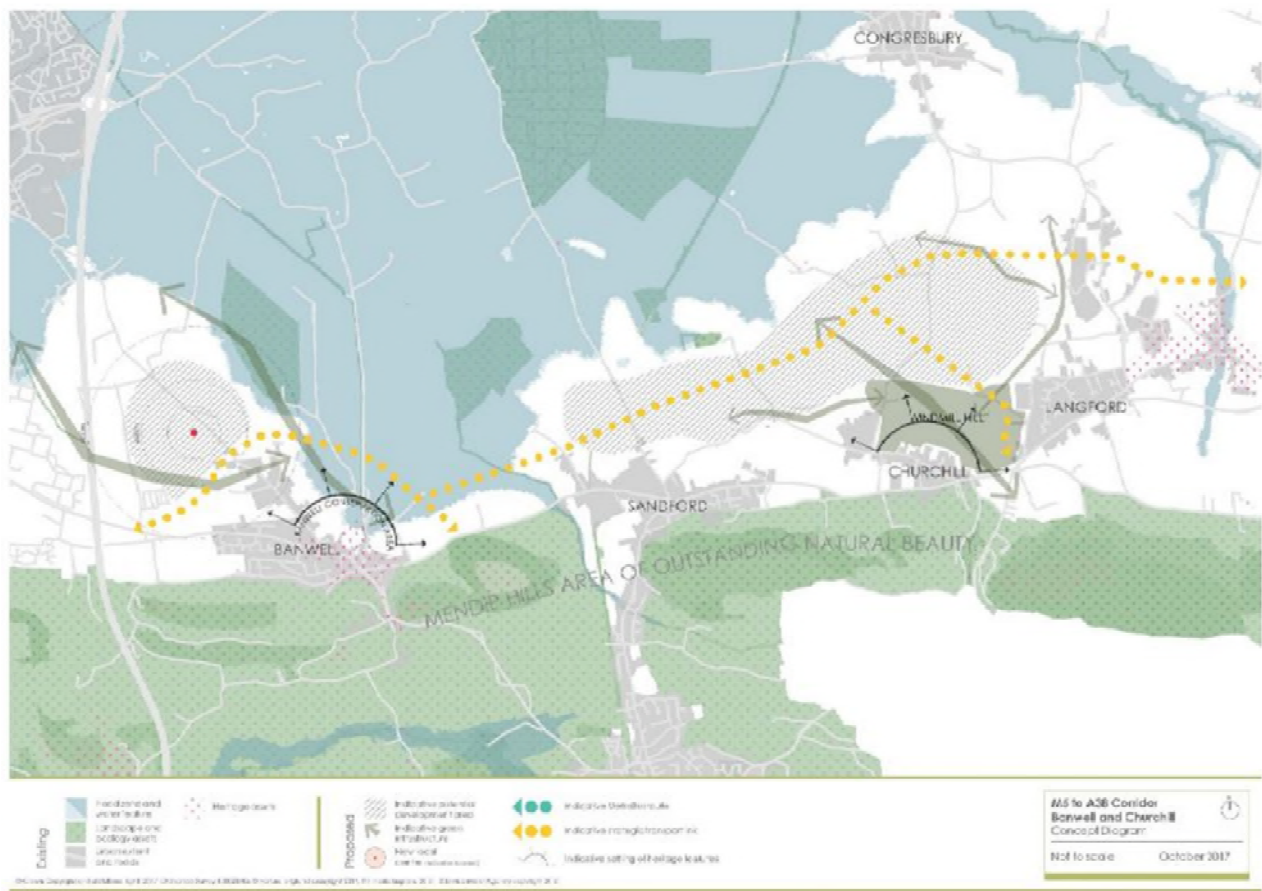
**Suitability Score: 5.75**

#### 4.4.11. Strategic Development Location (SDL) Assessments

The following section sets out the assessments of the SDL sites in North Somerset emerging through the West of England Joint Spatial Plan. Whilst Figure 4-25 and Figure 4-26 outline a broad area of search for each site, their exact boundaries and size are not yet confirmed and will be progressed through the new North Somerset Local Plan. Each SDL is located on greenfield land which has no environmental designation constraints directly affecting them, although there are nearby areas of significance. In addition, each site at present has the potential for 24-hour working due to each site's isolated location. However, each site at present has limited public transport provision although this would be anticipated to change if the strategic developments progress. The SDL sites have been excluded from the overall figures presented in graphs and charts due to the conceptual nature of the sites and early stages of employment planning within.

#### 4.4.11.1. NS16 – M5 A38 Corridor (Banwell)

**Figure 4-25 Banwell & Churchill SDLs**



#### Site Location

NS16 is an SDL site located to the north-west of Banwell. The site is situated to the east of the M5 motorway and to the north of the Mendip Hills AONB. The indicative area of employment land at the site at present is 5 ha. Surrounding land uses include various farmhouses and a caravan park.

#### Opportunities / Constraints

The main opportunity for employment development is centred on the site's proximity to M5. This is compounded by the proposed Junction 21a and Banwell Bypass, where increased access to the site will create increased opportunity for businesses to expand and enhance the economic prosperity in the area. Potential for distribution type businesses may be explored that could be ideally located with good access to the M5. However, the location is likely to be ecologically sensitive, with a river to east, coupled with the presence of mature trees and the likely presence of species. Whilst the proposed site is located in Flood Zone 1, therefore presenting minimal physical threat from water and drainage, the ecological sensitivity of the site means that careful consideration will have to be given to ecological factors. Typical environmental and ecological mitigation measures will help to reduce this risk to development but it could have an impact on the types of employment uses that are appropriate for the site. For example, heavy industrial uses that create adverse noise, pollution impacts are likely to be less appropriate than lower impact uses such as smaller scale office uses. This will need to be assessed when further information on specific sites, locations and uses is available.

#### Overall Suitability

Access to the M5 and the nearby residential site creates a reasonably suitable site for employment but requires strategic transport interventions to support development.

***Suitability Score: 6.25***

**4.4.11.2. NS17 - M5 A38 Corridor (Churchill) – See Figure 4-25 above**

***Site Location***

NS17 is located between Sandford and Churchill, to the east of NS16. The site is situated just north of the A368, and to the north of the Mendip Hills AONB. The indicative site area at present is 7.4 ha. The site currently accommodates and is mostly surrounded by agricultural land, however there is also Mendip Spring Golf Club, residential land uses, and the University of Bristol veterinary college to the east. Bristol Airport is located further to the east along the A38.

***Opportunities / Constraints***

The site does not experience flood plain constraints, providing reassurance to developers and also requires less expenditure on flood mitigation methods although it is anticipated that sustainable drainage methods and inclusion of green infrastructure will provide a strategy for surface water management.

The site is far more isolated than NS16 due to the greater distance away from WSM. Similar ecological constraints to the other SDLs are apparent due to the greenfield nature of the land and presence of features on and close to the site. These include watercourses, hedgerows and dense treed areas to the south of the site. The package of strategic transport interventions along this corridor between WSM and the A38 should alleviate any concerns regarding access and capacity for car travel to the SDL, helping to support the feasibility of this SDL for business growth. Furthermore, the introduction of schemes such as MetroBus and the extension of the Smart Motorway, outlined in the Joint Transport Study, will improve regional connectivity, ultimately providing greater access and vehicle capacity to serve the SDL sites.

***Overall Suitability***

The site holds similar traits to NS16; however, access is currently an issue with the lack of capacity offered by the A368. The lack of flood risk constraints is, however, a factor which makes the site suitable for employment uses, particularly airport related uses given the proximity to Bristol Airport.

***Suitability Score: 7.25***



## 5. Demand Assessment

### 5.1. Introduction

This section assesses future employment floorspace and land requirements by use classes B1a/b (office and research & development), B1c (light industrial), B2 (general industrial) and B8 (storage and distribution) uses for North Somerset. In accordance with Planning Practice Guidance and best practice, the assessment of future employment land requirements considers a range of scenarios:

The scenarios include:

- A labour demand scenario based on Experian's employment forecasts (Sept 2017, with 2016 as first forecast year);
- A labour demand scenario based on Experian's employment forecasts, with an uplift to create a 'high scenario';
- A trend-based scenario based on historical employment growth levels and past take-up; and
- A bottom-up scenario capturing local perspectives and stakeholder engagement.

After assessing the spatial implications of the data driven scenarios, adjustments are made where appropriate, using market intelligence and stakeholder insights in developing the Experian high scenario and the bottom-up scenario. These adjustments enable the overall demand exercise to better reflect the unique spatial characteristics of the North Somerset economy and on the ground intelligence. These employment land demand estimates then feed the gap analysis (Supply-Demand Balance) and recommendations in chapter 7.

#### 5.1.1. Employment forecasts

Employment forecasts produced by Experian were selected and purchased for this study. They were principally selected because they present an alternative view to the Oxford Economics forecasts used in the 2016 EDNA. This approach is recognised as good practice in the Planning Practice Guidance<sup>28</sup>. Though an alternative view, the Experian forecasts are reasonably aligned with the Oxford Economics forecasts. They provide an appropriate evidence base to assess employment land demand in North Somerset.

Appendix C1.2 presents a comparison between the employment forecasts used here – Experian's September 2017 employment forecasts – and those used in the EDNA and EDNA Addendum Report – Oxford Economics employment forecasts of 2013 and 2015. In summary, the magnitude and proportional aspects of the employment forecasts are well aligned, whilst the B-class employment forecasts are downgraded between Oxford 2013 and 2015 and then to Experian 2017, where there is lower growth in B-class employment and a modest shift to industrial use from office use from the Oxford Economics 2013 forecasts.

The West of England's 2017 Employment Topic Paper also sets out some comparison of employment forecasts for the region from these forecasting houses<sup>29</sup>.

#### 5.1.2. Experian employment forecasts

Experian's latest employment forecasts were produced in September 2017. These employment forecasts have a last actual year of 2015, and 2016 reflects the first forecast.

Experian provide employment by sector using 38 categories which reflect one or more of the standard industrial classification (SIC) sections 01-99. Appendix C sets out these Experian sectors and their SIC composition. This means the data is more disaggregated than other market forecasts allowing trends to be understood by more specific employment types and for the percentage shares of B-Class uses to be more accurate.

Experian provide employment as employees, self-employment, FTE employment and workforce jobs. These utilise various data sources including NOMIS Annual Population Survey, NOMIS Annual Survey of Hours and Earnings, ILO Labour Force Survey, regional spending data, regional workforce jobs, and local income and consumption data into their econometric models. The employment forecasts for the individual authorities as

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<sup>28</sup> HM Government Planning Practice Guidance, para 033 Reference 2a-033-20140306

<sup>29</sup> 'Topic Paper 3: Employment'; for West of England Joint Spatial Plan, 2017.

employees and self-employment have been used and then converted into FTEs by applying a 0.85 total jobs/FTEs ratio. This is based on the observed ratio of total jobs/FTEs across the WoE FEMA, which is 0.85.

Experian's detailed local level forecasts are based on an integrated regional sectoral model of the UK. The model is constructed treating each UK region and each sector of the economy as an economic entity in its own right, for which forecasts can be made using the historical relationships between variables. In broad terms, the historical performance of a county economy is interpreted in terms of its share of the wider regional economy of which it forms a part. In turn, the performance of a Local Authority area is based on its share of its encompassing county. For each sector of the economy, equations are produced for output and employment that explain the observable relationship between these variables at the local and regional levels.

As an industry standard employment forecast model, the Experian work is an appropriate starting point for projecting demand for employment land in North Somerset. However, there are a number of limitations with employment forecasts that should be considered and mitigated where possible. These limitations necessitate some adjustments and tailoring of the Experian work to make it more appropriate to feed into employment land conclusions.

One limitation of any employment forecasts is that they are produced at a point in time and are therefore technically 'out of date' when applied to evidence base documents. The fact these employment forecasts are the latest as of September 2017 and reflect actual data to 2016 is not necessarily a fundamental issue. Using the most up to date forecasts means that they do reflect the recent uncertain economic conditions and will include implications of the Brexit vote in their forecast modelling. As such, these forecasts show somewhat downgraded forecasts than those produced earlier, including those used in the corresponding WoE EDNA Study.

Other limitations include the fact that, as with all models that attempt to predict the future, the Experian work is subject to margins of error. These margins of error increase as the level of geographical detail becomes smaller. The Experian model also relies heavily upon published data, and does not necessarily build in assumptions based on potential future local policy initiatives designed to boost local economic growth. In this sense, the Experian employment forecasts are 'policy off'. Another important consideration is that UK wide macro-economic trends are a key input to the model. This means that national trends such as de-industrialisation and manufacturing decline, which are apparent at the national or even wider regional level, could be disproportionately applied to the more specific local level.

### **5.1.3. Bottom-Up Adjustments**

To address these various issues and limitations, reflect specific local conditions and inject some market realism, 'bottom-up' adjustments are made to create a full bottom-up scenario for this study. These adjustments are made after analysing the degree to which the Experian employment forecasts reflect 'on the ground' economic conditions and North Somerset's outlook for its sectors. The 'bottom-up' adjustments are based on a combination of evidence provided by: stakeholders and commercial agents, North Somerset's economic development initiatives, local and wider trends, and other appropriate sources of information such as the EGi datasets on current availability and historical trends.

This 'bottom-up' market intelligence process effectively forms a 'sanity check' to the Experian forecasts. This process is fully compliant with the PPG and NPPF.

### **5.1.4. Methodology**

The analysis in this chapter is based upon a range of employment growth projections. Under each scenario, the core B1a/b (office and research & development), B1c (light industrial), B2 (general industrial) and B8 (storage and distribution) uses are considered. Employment by sectors are considered where the Experian based sectors are assigned shares of unit class use, and these are presented below:

**Table 5-1 Experian employment sectors and use class assumptions**

<b>Experian Sector</b>	<b>B1a/b</b>	<b>B1c</b>	<b>B2</b>	<b>B8</b>	<b>Non-B</b>
Accommodation & Food Services	0%	0%	0%	0%	100%
Administrative & Supportive Services	100%	0%	0%	0%	0%
Agriculture, Forestry & Fishing	0%	0%	0%	0%	100%
Air & Water Transport	25%	0%	0%	50%	25%
Chemicals (manufacture of)	0%	0%	80%	20%	0%
Civil Engineering	50%	20%	0%	10%	20%
Computer & Electronic Products (manufacture of)	10%	40%	40%	10%	0%
Computing & Information Services	80%	20%	0%	0%	0%
Construction of Buildings	10%	10%	0%	20%	60%
Education	10%	0%	0%	0%	90%
Extraction & Mining	0%	0%	0%	0%	100%
Finance	100%	0%	0%	0%	0%
Food, Drink & Tobacco (manufacture of)	10%	20%	40%	30%	0%
Fuel Refining	0%	0%	100%	0%	0%
Health	10%	0%	0%	0%	90%
Insurance & Pensions	100%	0%	0%	0%	0%
Land Transport, Storage & Post	20%	0%	0%	60%	20%
Machinery & Equipment (manufacture of)	0%	0%	70%	30%	0%
Media Activities	50%	30%	0%	0%	20%
Metal Products (manufacture of)	0%	20%	60%	20%	0%
Non-Metallic Products (manufacture of)	0%	20%	60%	20%	0%
Other Manufacturing	10%	40%	50%	0%	0%
Other Private Services	50%	0%	0%	0%	50%
Pharmaceuticals (manufacture of)	15%	35%	50%	0%	0%
Printing and Recorded Media (manufacture of)	10%	50%	10%	30%	0%
Professional Services	80%	20%	0%	0%	0%
Public Administration & Defence	80%	0%	0%	0%	20%
Real Estate	100%	0%	0%	0%	0%
Recreation	0%	0%	0%	0%	100%
Residential Care & Social Work	10%	0%	0%	0%	90%
Retail	0%	0%	0%	30%	70%
Specialised Construction Activities	0%	0%	0%	0%	100%
Telecoms	40%	20%	0%	0%	40%
Textiles & Clothing (manufacture of)	5%	5%	60%	30%	0%
Transport Equipment (manufacture of)	10%	10%	50%	30%	0%
Utilities	20%	20%	0%	0%	60%
Wholesale	10%	0%	0%	50%	40%
Wood & Paper (manufacture of)	0%	0%	60%	40%	0%

Source: Atkins judgement on Experian sectors

Job numbers have then been converted to floorspace and land requirements by applying appropriate employment density and plot ratio assumptions. The employment densities and plot ratios used are in line with the HCA's Employment Densities Guide 3rd Edition (2015), the National Planning Practice Guidance (2015)

and the Employment Land Reviews: Guidance Note (2004)<sup>30</sup>. These employment density and plot ratio assumptions are summarised in the table below.

**Table 5-2 Employment density and plot ratios**

Use class	Employment density per Full Time Equivalent (FTE) job	Plot ratio	Relationship to GEA
B1a/b	12 sqm	40% of site area <sup>31</sup>	NIA; use 120% uplift
B1c	47 sqm	40% of site area	
B2	36 sqm	40% of site area	
B8	70 sqm <sup>32</sup>	50% of site area	

Source: Atkins, HCA Employment Densities Guide 3rd Edition (2015) and Employment Land Reviews: Guidance Note (2004).

It must be noted that all figures presented in this chapter have been rounded and thus may not add up exactly.

It is noted that employment densities and plot ratios can vary significantly, depending on a range of factors including location (e.g. urban or out of town), site size and layout, and price-range (e.g. high-end or low-cost). In the case of plot ratios, a key influencing factor is the amount of parking spaces provided. Therefore, the employment density and plot ratio assumptions are meant to be indicative averages only and are ultimately based on professional judgement and consultation with UA officers.

## 5.2. Scenario 1 – Labour demand: Experian employment forecasts

Scenario 1 is based on the latest outputs of Experian's employment forecasting model. Throughout this chapter, when discussing further scenarios, this scenario is referred to as the base Experian scenario.

According to these Experian forecasts, full time equivalent employment (FTE) across all sectors in North Somerset is forecast to increase from 81,800 in 2016 to approximately 97,200 in 2036, an increase of approximately 19%.

The key growth sectors in terms of absolute number of jobs are shown in the table below.

<sup>30</sup> Although this document has now been replaced by Planning Practice Guidance, its advice is still considered relevant, especially in terms of plot ratio guidance.

<sup>31</sup> This % was advised in the EDNA study from UA officers given the nature of sites used for offices in North Somerset.

<sup>32</sup> 70 sqm was chosen for the B8 Unit class, where the guidance offers three types for storage and density, 70 is the lowest (70-95) and reflects 'Final Mile' distribution centres rather than regional or national ones.

**Table 5-3 Scenario 1 - Experian employment forecasts - sectors showing greatest numerical change (FTEs) 2016-36<sup>33</sup>**

Sector	2016	2036	Change 2016-36	% Change 2016-2036	%Change annual (CAGR)
Residential care & social Work	6,120	9,690	+3,570	+58%	2.3%
Admin & support services	7,650	9,605	+1,955	+26%	1.1%
Health	5,355	7,310	+1,955	+37%	1.6%
Education	5,780	7,055	+1,275	+22%	1.0%
Professional services	6,885	8,075	+1,190	+17%	0.8%
Accommodation & food services	5,695	6,715	+1,020	+18%	0.8%
Land transport, storage & post	5,355	6,290	+935	+17%	0.8%
Specialised construction activities	3,655	4,335	+680	+19%	0.9%
Real Estate	1,785	2,380	+595	+33%	1.4%
Wholesale	4,080	4,505	+425	+10%	0.5%
Other private services	2,635	3,060	+425	+16%	0.8%
Recreation	2,550	2,890	+340	+16%	0.6%
Finance	1,020	1,360	+340	+33%	1.4%
Computing & Information Services	1,615	1,955	+340	+21%	1.0%
Machinery & Equipment (manufacture of)	935	765	-170	-18%	-1.0%
Other manufacturing sectors*	1,360	1,105	-255	-19%	-0.4%

Source: Experian, September 2017. \*Includes Computer & Electronics manufacture, Wood & paper, Metal Product.

The following analysis of land use class by sector can be made:

- Sectors that utilise B1a/b space are: administrative and support services (100%), professional services (80%), real estate (100%), other private services (50%), finance (100%), computing and information services (80%), land transport, storage and post (20%) and residential care & social work (10%).
- Sectors that utilise B1c space are: computing and information services (20%) and professional services (20%).
- Sectors that utilise B2 space are: the falling machinery and equipment manufacture workforce, whilst some other manufacturing sectors with smaller workforces also use B2 space.
- Sectors that utilise B8 space are: land transport, storage and post (60%) and wholesale (50%).

Some sectors show little growth, and two sectors with the lowest growth rates also have large current workforces. One of these is Retail which has a workforce of 8,400 in 2016 and is only anticipated to grow 2% to 2036, this tallies with recent trends of the changing nature of high streets and of consumer shopping habits.

The second is the food & drink manufacture sector, with 1,360 workers in 2016, which was forecast to increase 6% (85 more FTEs) to 2036. Given North Somerset's J21 Enterprise Area and targets to support this growing sector, this is likely to be a significant underestimate. This sector also drives B1c, B2 and B8 employment space. This flagged sector is reflected in the bottom-up scenario.

The number of FTEs across the B-class uses is forecast to increase by 15% between 2016 and 2036, rising from 41,300 to 47,500. Most of this growth has been forecast to come from B1a/b sectors (+5,400 FTE jobs). B8 employment is also projected to grow (+900 FTE jobs), while B2 employment is forecast to decline by 300 FTE jobs and B1c employment levels are forecast to grow by 300.

<sup>33</sup> See Appendix C for full list of employment sectors

**Table 5-4 Scenario 1 - Experian employment forecasts (FTEs)**

Use class	2016	2021	2026	2031	2036	Change 2016-36	% Change 2016-2036
B1a/b	25,400	26,500	27,800	29,300	30,800	+5,400	+21%
B1c	3,300	3,400	3,500	3,500	3,600	+300	+9%
B2	2,900	2,900	2,800	2,700	2,600	-300	-10%
B8	9,600	10,000	10,200	10,300	10,500	+900	+9%
<b>Total B use class</b>	<b>41,300</b>	<b>42,800</b>	<b>44,200</b>	<b>45,800</b>	<b>47,500</b>	<b>+6,200</b>	<b>+15%</b>

Source: Experian, Atkins. FTEs are rounded to nearest 100, and so may not sum to total.

Based on the above employment forecasts and the employment densities summarised in Table 5-2, North Somerset's additional floorspace requirements for the period 2016-2036 are estimated to be approximately 146,000 square metres (Table 5-5). B8 floorspace requirements are forecast to increase by 61,000 square metres, and B1a/b requirements by 77,000 square metres. B1c floorspace requirements are projected to increase by 18,000, while B2 requirements are forecast to decline by 10,000 square metres.

**Table 5-5 B use class floorspace need (sqm) – Scenario 1**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	366,000	381,000	400,000	421,000	443,000	+77,000
B1c	187,000	191,000	195,000	199,000	205,000	+18,000
B2	110,000	109,000	105,000	102,000	100,000	-10,000
B8	672,000	702,000	712,000	718,000	733,000	+61,000
<b>Total B use class</b>	<b>1,335,000</b>	<b>1,383,000</b>	<b>1,412,000</b>	<b>1,440,000</b>	<b>1,481,000</b>	<b>+146,000</b>

Source: Experian, Atkins. Floorspace sqm are rounded to nearest 1,000, and so may not sum to total.

These floorspace projections translate into indicative need for approximately 33 hectares of additional employment land by 2036 (Table 5-6). Most of the additional need is projected to be for B1a/b land (+19 hectares), whilst despite having lower employment growth B8 is estimated to require a further 12 hectares of land. This is because of the plot ratios typically associated with B8 uses, which result in much higher land need per employee than B1a/b uses. B1c and B2 both have smaller hectare estimated requirement changes of +4 and -2 hectares respectively.

**Table 5-6 B use class land need (ha) – Scenario 1**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	92	95	100	105	111	+19
B1c	47	48	49	50	51	+4
B2	27	27	26	25	25	-2
B8	134	140	142	144	147	+12
<b>Total B use class</b>	<b>300</b>	<b>311</b>	<b>318</b>	<b>324</b>	<b>333</b>	<b>+33</b>

Source: Experian, Atkins. Hectares are rounded to nearest whole, and so may not sum to total.

### 5.3. Scenario 2 – Labour demand: Experian forecast uplift

Scenario 2 is based on the latest outputs of Experian's employment forecasting model, with uplift factors applied to create a high side scenario. We took the compound annual growth rate (CAGR) for each sector across the 2016-36 period and increased these by an uplift of 10%. The 10% uplift assumption was used to increase the Experian employment forecast to enable an understanding of the type of future employment demand that could occur under a more optimistic growth scenario. 10% uplift is considered a reasonable and proportionate assumption, being neither overly optimistic, nor too cautious. It reflects the 10% uplift assumption used in the WoE Joint Spatial Plan Employment Topic Paper 3<sup>34</sup>. The total employment CAGR (reflecting an average of the sectors) was 0.9%, and this rises through the sector uplifts to 1%.

This uplift is helpful in spatial planning terms (as per the forthcoming WoE JSP) where it is appropriate to follow a precautionary principle and plan for positive economic growth. The risk of following a more pessimistic view of future growth is that insufficient land could be provided to meet local business and economic development needs suppressing demand as a consequence. Further, the recently published WoE Joint Transport Study<sup>35</sup> is set out to support enhanced economic growth through infrastructure developments, as discussed in section 2.221 and 2.222.

This uplift was applied to both the sectors that are forecast to grow and to those that are forecast to decline (these sectors would now decline by less). This scenario has a purpose of showing a reasonable upper range to the base Experian outputs, which can then be considered alongside the trend and bottom-up scenarios, as well as those utilised for the 2016 EDNA. Table 5-7 below shows these sector adjustments made:

**Table 5-7 Scenario 2 - Uplifts used on annual growth**

Sector	2016 jobs	2016-36 CAGR - Experian	2016-2036 CAGR – Uplifted by 10%
Accommodation & Food Services	5695	0.8%	0.9%
Administrative & Supportive Services	7650	1.1%	1.3%
Agriculture, Forestry & Fishing	935	0.4%	0.5%
Air & Water Transport	765	1.0%	1.1%
Chemicals (manufacture of)	0		0.0%
Civil Engineering	425	0.9%	1.0%
Computer & Electronic Products (manufacture of)	340	-1.4%	-1.3%
Computing & Information Services	1615	1.0%	1.1%
Construction of Buildings	1105	0.7%	0.8%
Education	5780	1.0%	1.1%
Extraction & Mining	0		0.0%
Finance	1020	1.4%	1.6%
Food, Drink & Tobacco (manufacture of)	1360	0.3%	0.3%
Fuel Refining	0		
Health	5355	1.6%	1.7%
Insurance & Pensions	0		
Land Transport, Storage & Post	5355	0.8%	0.9%
Machinery & Equipment (manufacture of)	935	-1.0%	-0.9%
Media Activities	255	1.4%	1.6%
Metal Products (manufacture of)	595	-0.8%	-0.7%
Non-Metallic Products (manufacture of)	595	0.0%	0.0%
Other Manufacturing	1105	-0.4%	-0.4%
Other Private Services	2635	0.8%	0.8%
Pharmaceuticals (manufacture of)	0		0.0%
Printing and Recorded Media (manufacture of)	85	0.0%	0.0%

<sup>34</sup> West of England Joint Spatial Plan, Nov 2017; Employment Topic Paper 3; para 4.2.

<sup>35</sup> West of England Joint Transport Study, Oct 2017;

Professional Services	6885	0.8%	0.9%
Public Administration & Defence	3145	-0.1%	-0.1%
Real Estate	1785	1.4%	1.6%
Recreation	2550	0.6%	0.7%
Residential Care & Social Work	6120	2.3%	2.6%
Retail	8415	0.1%	0.1%
Specialised Construction Activities	3655	0.9%	0.9%
Telecoms	0		
Textiles & Clothing (manufacture of)	0		
Transport Equipment (manufacture of)	85	0.0%	0.0%
Utilities	1020	0.4%	0.4%
Wholesale	4080	0.5%	0.5%
Wood & Paper (manufacture of)	425	-1.1%	-1.0%
<b>TOTAL</b>	<b>81,770</b>	<b>0.9%</b>	<b>1.0%</b>

Source: Atkins

By doing such, the growth rate between 2016-2036 for FTE jobs is 21% for all sectors, compared to 19% for the Experian Base scenario. According to this uplift scenario's forecasts, full time equivalent employment (FTE) across all sectors in North Somerset is forecast to increase from 81,800 in 2016 to approximately 99,000 in 2036 (where the baseline increased to 97,200 FTEs in 2036).

The key growth sectors in terms of absolute number of jobs will equate to those of the base Experian scenario, though these now have greater increases. These are summarised in Table 5-8 for Experian Base scenario. Of these there are some key drivers for the B class uses, including administrative & support services (B1a/b), professional services (B1a/b), land transport, storage and post (B8), and wholesale (B8).

The number of FTEs across the B-class uses is forecast to increase by 17% between 2016 and 2036, rising from 41,300 to 48,300, as shown in Table 5-8. Most of this growth has been forecast to come from B1a/b sectors (+6,000 FTE jobs). B8 employment is also projected to grow (+1,000 FTE jobs), while B2 employment is forecast to decline by 200 FTE jobs and B1c employment levels are forecast to increase by 400 FTE jobs. The B1a/b, B1c and B8 employment changes are all above the Experian scenario and the B2 decline is dampened in this uplift scenario.

**Table 5-8 Scenario 2 - Experian Uplift employment forecasts (FTEs)**

Use class	2016	2021	2026	2031	2036	Change 2016-36	% Change 2016-2036
B1a/b	25,400	26,800	28,200	29,700	31,400	6,000	+24%
B1c	3,300	3,400	3,500	3,600	3,700	400	+12%
B2	2,900	2,800	2,800	2,700	2,700	-200	-7%
B8	9,600	9,800	10,100	10,300	10,600	1,000	+10%
<b>Total B use class</b>	<b>41,300</b>	<b>42,900</b>	<b>44,600</b>	<b>46,400</b>	<b>48,300</b>	<b>7,000</b>	<b>+17%</b>

Source: Experian, Atkins. FTEs are rounded to nearest 100, and so may not sum to total.

Based on the above employment forecasts and the employment densities summarised in Table 5-2, North Somerset's additional floorspace requirements for the period 2016-2036 are estimated to be approximately 167,000 square metres (

Table 5-9). B8 floorspace requirements are forecast to increase by 69,000 square metres, and B1a/b requirements by 68,000 square metres. B1c floorspace requirements are projected to increase 21,000 square metres, while B2 requirements are forecast to decline by 9,000 square metres.

**Table 5-9 B use class floorspace need (sqm) – Scenario 2**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	366,000	386,000	406,000	428,000	452,000	86,000
B1c	187,000	192,000	197,000	202,000	208,000	21,000
B2	110,000	108,000	105,000	103,000	101,000	-9,000
B8	672,000	688,000	705,000	723,000	741,000	69,000
<b>Total B use class</b>	<b>1,335,000</b>	<b>1,374,000</b>	<b>1,413,000</b>	<b>1,456,000</b>	<b>1,502,000</b>	<b>167,000</b>

Source: Experian, Atkins. Floorspace sqm are rounded to nearest 1,000, and so may not sum to total.

These floorspace projections translate into an indicative need of approximately 37 hectares of additional employment land by 2036, as shown in Table 5-10. Most of the additional need is projected to be for B1a/b land (+21 hectares), whilst B8 is also estimated to require 14+ hectares of land. B1c and B2 both have small hectare estimated requirement changes of +5 and -2 hectares respectively.

**Table 5-10 B use class land need (ha) – Scenario 2**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	92	96	102	107	113	21
B1c	47	48	49	50	52	5
B2	27	27	26	26	25	-2
B8	134	138	141	145	148	14
<b>Total B use class</b>	<b>300</b>	<b>309</b>	<b>318</b>	<b>328</b>	<b>338</b>	<b>38</b>

Source: Experian, Atkins. Hectares are rounded to nearest whole, and so may not sum to total.

In comparing the Experian Uplift scenario with the Experian Base Case, the following are key outcomes:

- The uplift leads to relatively more demand for B8 land requirements, where B8 has a lower employment to floorspace ratio so any increases in its employment results in more land requirement.
- B2 land requirements decline to 2036 for both scenarios by just 2 hectares.
- B1a/b is the most significant growth use class in both scenarios, with 19 and 21 additional hectare land requirements respectively, though the B1a/b share of total land requirements is slightly lower under the uplift scenario.

The employment land requirements estimated and used in the WoE ENDA study are discussed in section 0. In comparing both the Experian Uplift scenario and the Experian Base with the employment land requirements determined by the West of England EDNA of 2016, the following are some key outcomes:

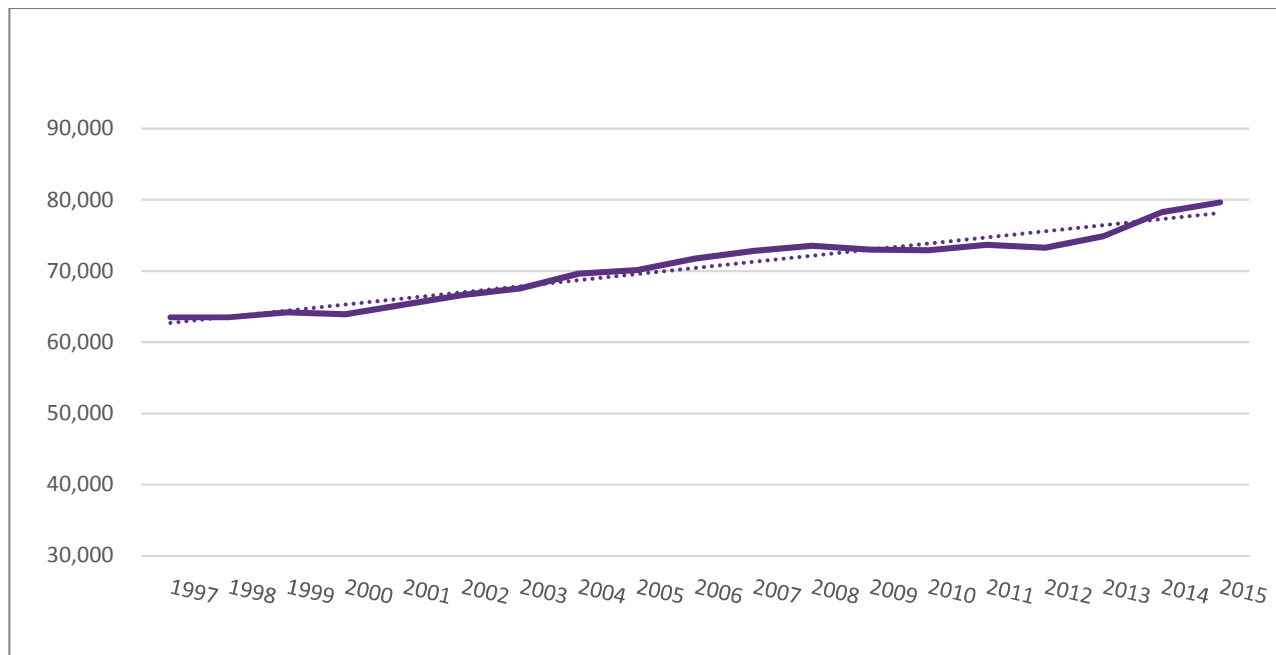
- The EDNA Oxford Economics medium-high (central) forecasts produced estimates for +41 hectares of employment land as +26 B1a/b, -4 B1c/B2 and +19 B8.
- The EDNA Oxford Economics high forecasts produced estimates for +63 hectares of employment land as +33 B1a/b, +3 B1c/B2 and +27 B8.
- Both the base Experian scenario and the Experian uplift scenario are therefore below the EDNA central scenario for North Somerset, though the Experian Uplift is close to the EDNA central scenario.
- It is important to note that the EDNA assessment used Oxford Economics forecasts from September 2015 and as such the latest actual data used for these was 2013. The Experian forecasts are updated 2 years to these with a forecast point of September 2017 and these use actual historical data up to 2015 Q4.
- In all scenarios, B1a/b office space was the most in demand. This is often an outcome of using forecasting house employment forecasts as the wider general UK and regional trend is for office space to increase and industrial uses to decline.

## 5.4. Scenario 3 – Trend based employment forecasts

The Experian forecasts provide us with historical data for 1997-2015, and forecasts for 2016-2036. As such, Experian provide growth rates by employment sectors both historically and as estimated going forward.

As Figure 5-1 illustrates, North Somerset recorded significant levels of employment growth over the period 1997-2007, with a decline through the global economic downturn and a recovery from 2013 to a 2015 high of 79,600. In total, employment increased by 25% over the 1997-2015 period (a CAGR of 1.3%), resulting in approximately 17,900 additional FTE jobs.

**Figure 5-1 North Somerset Historical FTE Employment - 1997-2015**



Source: Experian historical data

Across the employment sectors, the data shows that many sectors have a higher historical trend growth than the rate that has been forecast going forward, and this holds when different time periods between 1997-15 and 2016-36 are compared. The Experian forecasts have been made in September 2017 and as such reflect the current UK economic conditions and the latest understanding of variables to determine future employment prospects.

The Experian forecasts show the following CAGR's over historical and forecast periods, for the total FTE employment:

**Table 5-11 Experian employment forecasts (FTEs) – historical and forecast growth rates**

Period	Type	CAGR	Note
1997-2015	Historical	1.3%	Long term annual growth rate for North Somerset employment
2005-15	Historical	1.3%	
2010-15	Historical	1.8%	
2016-21	Experian Forecast	0.9%	Lower annual growth going forward, 2021-26 slowdown.
2021-26	Experian Forecast	0.9%	
2026-31	Experian Forecast	0.9%	Greater uncertainty as forecast period increases, cyclical nature of economy.
2031-36	Experian Forecast	0.8%	
2016-2036	Full Experian Forecast	0.9%	Lower growth rate than historical

Source: Experian 2017

For the 38 different sectors used in Experian's employment forecasts, there are different growth (and decline) rates for their historical and forecast periods. For example, the following sectors show divergent growth rates across the forecast period and compared to the long-run historical:

**Table 5-12 Experian employment forecasts (FTEs) - key sector growth rates**

Sector	Historical 1997 – 2015	2016-21 CAGR	2021-26 CAGR	2026-31 CAGR	2031-36 CAGR
Administration & Support Services	3.0%	0.9%	1.2%	1.4%	1.1%
Air & Water Transport	3.3%	2.2%	0.0%	0.0%	1.9%
Civil Engineering	2.9%	4.0%	0.0%	0.0%	0.0%
Computing & Information Services	4.6%	0.0%	1.0%	1.0%	1.8%
Health	1.7%	2.2%	1.4%	1.6%	1.2%
Land Transport, Storage & Post	1.3%	1.6%	0.6%	0.6%	0.5%
Machinery & Equipment (manufacture of)	2.5%	-1.8%	0.0%	-2.1%	0.0%
Media Activities	-1.6%	0.0%	0.0%	5.9%	0.0%
Real Estate	5.1%	2.9%	0.8%	0.8%	1.5%
Professional Services	2.0%	0.2%	1.2%	0.9%	0.9%
Public Administration	0.5%	-1.1%	0.0%	0.6%	0.0%
<b>TOTAL (all sectors)</b>	1.3%	0.9%	0.9%	0.9%	0.8%

Source: Experian 2017

The historical CAGRs are quite different to those projected for future periods for 2016-36.

Scenario 3, the trend based scenario, has been based on applying the historical growth rates to future years, as such this creates higher forecasts due to the average historical growth rate being above those used to forecast. The historical trend was applied to the forward years by using a time series forecast.

According to the trend based forecasts, full time equivalent employment (FTE) across all sectors in North Somerset is forecast to increase from 81,800 in 2016 to approximately 99,800 in 2036, an increase of approximately 21%.

Key growth sectors in terms of absolute number of jobs are shown in the table below.

**Table 5-13 Trend based forecasts (FTEs) – sectors showing the greatest numerical changes in employment 2016-2036<sup>36</sup>**

Sector	2016	2036	Change 2016-36	% Change 2016-2036
Administrative & Supportive Services	7,614	11,240	+3,626	+48%
Residential Care & Social Work	6,285	8,974	+2,690	+43%
Education	5,996	8,210	+2,214	+37%
Professional Services	6,154	8,268	+2,114	+34%
Specialised Construction Activities	3,821	5,397	+1,576	+41%
Health	5,447	6,991	+1,543	+28%
Real Estate	1,955	3,141	+1,185	+61%
Recreation	2,588	3,740	+1,152	+45%
Land Transport, Storage & Post	4,719	5,469	+749	+16%
Computing & Information Services	1,511	2,215	+704	+47%
Public Administration & Defence	3,269	3,870	+601	+18%
Accommodation & Food Services	5,385	5,978	+593	+11%
Food, Drink & Tobacco (manufacture of)	1,413	1,986	+573	+41%
Retail	8,846	9,357	+511	+6%
Other Manufacturing	1,127	1,575	+448	+40%
Machinery & Equipment (manufacture of)	911	1,213	+302	+33%
Air & Water Transport	790	1,003	+214	+27%
Finance	1,092	975	-117	-11%
Wood & Paper (manufacture of)	384	257	-128	-33%
Agriculture, Forestry & Fishing	878	666	-211	-24%
Construction of Buildings	1,161	816	-345	-30%
Non-Metallic Products (manufacture of)	557	-50	-607	-109%

Source: Atkins, Experian 2017

There are some quite different outcomes compared to the Experian forecasts:

- The trend based shows the finance sector declining, which had been shown to grow 33% and drive B1a/b office requirements in the Experian forecasts.
- The trend based shows some manufacturing to grow and others to fall with a net manufacturing decline of 100 FTEs, where the Experian forecasts showed a net change of -425 FTEs where manufacturing declines or remains the same across sub-sectors, other than the food, drink & tobacco manufacturing. Manufacturing drives the industrial use classes of B1c and B2 especially.
- Historically, the retail sector grew quicker than what is forecast, though wholesale is forecast to grow faster in Experian's forecasts. These sectors drive B8 employment land requirements.
- Historically, food, drink and tobacco manufacture grew strongly and the trend based scenario shows +573 FTEs to 2036 here, compared to the Experian forecast estimating just +85 FTEs.

The number of FTEs across the B-class uses is forecast to increase by 21% between 2016 and 2036, rising from 41,300 to 49,800, under the trend based scenario as shown in Table 5-14. Whilst this is a similar level to the Experian Uplift scenario, the composition of this growth by use classes differs significantly. Most of this growth has been forecast to come from B1a/b sectors (+7,900 FTE jobs), whilst there are small increases

<sup>36</sup> See Appendix C for full list of employment sectors.

across all the industrial uses – with B8 employment is projected to grow by just +200, B2 +100 and B1c +400 FTE jobs.

**Table 5-14 Trend based employment forecasts (FTEs)**

Use class	2016	2021	2026	2031	2036	Change 2016-36	% Change 2016-2036
B1a/b	25,400	26,700	28,900	31,100	33,300	+7,900	+31%
B1c	3,300	3,200	3,400	3,600	3,700	+400	+12%
B2	2,900	2,900	2,900	2,900	3,000	+100	+3%
B8	9,600	9,300	9,400	9,600	9,800	+200	+2%
<b>Total B use class</b>	<b>41,300</b>	<b>42,000</b>	<b>44,600</b>	<b>47,200</b>	<b>49,800</b>	<b>+8,500</b>	<b>+21%</b>

Source: Experian, Atkins. FTEs are rounded to nearest 100, and so may not sum to total.

Based on the above employment forecasts and the employment densities summarised in Table 5-2, North Somerset's additional floorspace requirements for the period 2016-2036 are estimated to be approximately 153,000 square metres as in Table 5-15 below. Only the B1a/b floorspace requirements are estimated to grow significantly at +113,000 square metres.

**Table 5-15 B use class floorspace need (sqm) – Scenario 3**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	366,000	384,000	416,000	447,000	479,000	+113,000
B1c	187,000	182,000	192,000	202,000	211,000	+24,000
B2	110,000	108,000	109,000	111,000	112,000	+2,000
B8	672,000	648,000	661,000	674,000	686,000	+14,000
<b>Total B use class</b>	<b>1,335,000</b>	<b>1,322,000</b>	<b>1,378,000</b>	<b>1,434,000</b>	<b>1,488,000</b>	<b>+153,000</b>

Source: Experian, Atkins. Floorspace sqm are rounded to nearest 1,000, and so may not sum to total.

These floorspace projections translate into indicative need for approximately 38 hectares of additional employment land by 2036 as shown in Table 5-16. Most of the additional need is projected to be for B1a/b land (+28 hectares), whilst B8 is estimated to require a further 3 hectares of land, B1c is the most significant industrial use at 6 hectares and B2 with just 1 additional hectare of need.

**Table 5-16 B use class land need (ha) – Scenario 3**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	92	96	104	112	120	+28
B1c	47	46	48	50	53	+6
B2	27	27	27	28	28	+1
B8	134	130	132	135	137	+3
<b>Total B use class</b>	<b>300</b>	<b>298</b>	<b>311</b>	<b>325</b>	<b>338</b>	<b>+38</b>

Source: Experian, Atkins. Hectares are rounded to nearest whole, and so may not sum to total.

In comparing the trend based scenario outcomes with the Experian Base and Experian Uplift, we have the following insights:

- The trend based creates more hectare demand than the Experian Base scenario, but less demand than the Experian Uplift scenario.
- The composition of sector changes is quite different, with finance (trend based drives a decline), manufacturing (trend based drives net increase) and retail (trend based has stronger growth) of particular note.
- Whilst none of the use classes have a fall in their employment land requirements under the trend scenario, office space is overwhelmingly (75%) the demand driver and there is a low level of especially B8 employment land requirements compared to Experian's latest forecasts.
- Experian's forecasts have factored in more B8 use going forward, and lower office based employment growth than what has observed historically.

## **5.5. Scenario 4 – Bottom-up approach**

To inject some market realism to better reflect 'on the ground' conditions in North Somerset, a 'bottom up' scenario was produced. This factored in: the views of stakeholders, market agents and developers; local property indicators; analysis of current commercial availability; insights of local and wider trends; and local economic development policy initiatives.

The key finding of this 'bottom-up' demand exercise was that overall demand for employment space as defined in the 'top down' process appeared appropriate. However, the 'bottom-up' process found that the balance of office to industrial/warehousing demand derived from the 'top down' process was potentially too heavily weighted towards office employment. Based on the gathered insights and assessment of both North Somerset and WoE specific factors, there is justification for expecting some redistribution of the forecast employment space demand from office to industrial and warehousing uses over the 2016-36 period.

### **5.5.1. Consultation Responses**

These included market agents, business space operators, landowners, developers, inward investment promoters and spatial planners. Their views were sought on the expected makeup and quantum of likely future demand for employment space in North Somerset and the surrounding area. The key findings of the exercise are described in Chapter 3, with headlines at 3.2.2.8.

In summary, most consultees felt that manufacturing and logistics in North Somerset and the WoE are likely to remain strong sectors. Historical declines linked to the long-term trend of de-industrialisation and the recent economic downturn are felt to have reached a peak and current levels of supply are seen as remaining more stable into the future. It was also felt that there are opportunities for future growth. This view is driven by a perception of the West of England having a strong clustering of existing businesses and a comparative advantage in sectors such as high-tech manufacturing and the creative industry which is likely to increase in significance in the future. Also, according to this market intelligence the logistics sector is likely to remain strong due to the strategic location on the M5/M4 and forming a gateway to Wales and the South West. Consultation highlighted key opportunities surrounding the Bristol Airport expansion and Royal Portbury Docks operation.

### **5.5.2. Market indicators**

The current availability of employment land and of deals in recent years show that industrial uses have a reasonably strong and reliable profile of demand across the North Somerset area where they are on the market for less time, command more similar rental levels in and around the North Somerset area, and have lower current availability of sites (though similar available land area) compared to offices. In recent years, there has been a higher level of industrial deals done across North Somerset apart from Portishead which had had more deals in office space (and had lower available industrial space after previous high levels of supply had been taken up).

The North Somerset Enterprise Agency has indicated that there has been a waiting list for small office space use at 'The Hive' development which is well catered to SMEs and local start-ups. This has proven to be a successful model and there appears to be reason and appetite to develop similar in the other towns.

The NSC Economic Development Service have also indicated that the market in securing inward investment has rarely needed marketing to ensure site take-up.

Looking at wider and national trends, the out of city office market better caters to scientific, advanced manufacturing and telecommunications sectors, whilst professional services, finance and media have a clear city centre preference. Bristol has been shown to have a lack of office supply, whilst demand has been more

for smaller office spaces. There has also been a trend in recent years of office space being more intensely utilised, with higher employment densities (FTEs / sqm). This trend is likely to continue with more office employment being flexible (between office and home) and for hot-desking and co-working type space to be maximised. Industrial demand about Bristol and the West of England area has been shown to be strong, with rising rents and demand for 'big sheds' robust despite the EU referendum, where the national trend of de-industrialisation may not apply here going forward.

### 5.5.3. West of England Bottom-Up

The Joint Spatial Plan (JSP) and Joint Transport Study (JTS) for the WoE are detailed further in Section 2.2.1 and 2.2.2, and in summary:

- provide for around 1,000 new dwellings in Weston-super-Mare for urban living, and 1,000 dwellings as non-strategic growth elsewhere across North Somerset,
- Nearly 4,000 dwellings for Nailsea and Blackwell as Strategic Development Locations, including around 3,275 by 2036, alongside an objective to support existing and new services, jobs and facilities. Significant transport improvements required to support this growth.
- Strategic Development Locations on the M5 to A38 Corridor at Banwell and Churchill. Alongside around 4,700 new dwellings (4,575 by 2036), development here provides the opportunity to significantly upgrade the transport infrastructure on this corridor by improving the A38 south of Bristol, relieving pressure on the existing road network and villages, and improving connectivity for the Airport

These should all support boosts to the local labour market, increases in local economic activity and the related transport improvements will also benefit the business sector.

A further piece of market intelligence relates to the AMION model as used in the WoE EDNA study. The AMION model was based on a 'bottom-up' assessment of employment growth and site-specific development. It makes an estimation of which sites will be developed in the EZ and EAs in the period 2013 to 2038 using a combination of employment density assumptions and consultation responses.

The AMION model estimates that the J21 Enterprise Area has an opportunity for a further 5,300 jobs to be created. The Enterprise Area itself aims to deliver 9-10,000 new jobs over the medium-long term and this will be reviewed and confirmed through the new Local Plan. J21 has the positive elements of providing links and proximity to the airport, Royal Portbury Docks, M5 and mainline rail links.

Though this model is from 2013, it demonstrated a more positive picture of employment floorspace growth for the West of England than the Forecasting House employment forecasts. The main reason for this difference was its assumption that there will be more industrial employment, where this requires a greater amount of floorspace per employee. This is an important piece of 'bottom-up' market intelligence that also reflects an alternative view of the office-industrial composition going forward for North Somerset.

A further piece of evidence is data from Invest Bristol and Bath (IBB), an organisation linked to the WoE LEP that promotes inward investment to the West of England. Between 2013 and 2015 they received over 1,700 enquiries from potential business operators with recorded/specified property requirements. The breakdown of these inquiries are as follows:

**Table 5-17 Invest Bristol and Bath Business Property Enquiries 2013-15**

Accommodation Sought	Enquiries	%
Industrial / Warehousing	598	34
Office	517	30
Retail or other	625	36

*Source: Invest Bristol and Bath*

This shows that demand for industrial and warehousing accommodation is strong and actually had higher enquiries than office demand. While this represents the present and near future time horizon it is still indicative of stronger industrial and warehousing demand than the Experian forecasts suggest.

#### 5.5.4. Local Policy Initiatives

As discussed previously, the employment forecasts can be understood as a 'policy-off' scenario. The committed policies and strategies for and around North Somerset can however be incorporated into estimates for future demand.

##### *Current policy approach*

The Core Strategy is centred around employment-led housing development at Weston-super-Mare. The Weston-super-Mare development strategy includes the provision of new homes, new, mixed employment spaces and retail/leisure offerings, much of which focussed within the J21 Enterprise Area and at the town centre. J21ea will also contain two new communities at Winterstoke Village and Parklands Village which will have a role for stimulating economic growth. Indeed, a key development theme of Weston Villages includes the creation of jobs, through an 'Employment-Led' development strategy. It states that "residential development will be phased in tandem with the provision of jobs at the Weston Villages at the rate of 1.5 jobs per dwelling over the plan period. Residential development will be limited to tranches of not more than 250 dwellings in advance of adequate job creation.

The Core Strategy also aims for Clevedon, Portishead and Nailsea to act less as dormitory towns for Bristol. The aim is that Clevedon and Nailsea will have more thriving local town centres whilst Portishead will become a more popular business base and the utilisation of improved public transport to reduce out-commuting.

Weston-super-Mare was targeted as offering new B1a/b office employment, with an overall target of 10,500 jobs. Clevedon, Nailsea and Portishead were being targeted with local employment to improve self-containment, where Portishead jobs were to be provided with new retail space. There are also explicit policies around the Bristol Airport development proposal and the enhancing role of Royal Portbury Dock with land safeguarded for port uses.

##### *Emerging policy approach*

The JSP and new North Somerset Local Plan to 2036 will supersede the Core Strategy and provide a new policy framework to guide economic growth. A recent strategic document for North Somerset is the Economic Plan 2017-36 which will underlie the new policy approaches and its objectives include:

- SO1: To create the conditions for higher value local employment;
- SO2: To grow and enhance the competitiveness of our businesses base – to address the productivity challenge; and
- SO3: To foster a culture of enterprise, innovation and aspiration – to become an outstanding place to start and grow a business.

There are also a range of proactive initiatives to stimulate demand and boost economic development for the wider West of England area in the **high-tech manufacturing, bio-technology, low carbon and automotive** sectors across the WoE. A selection of some the relevant policies include the following:

- West of England City Deal – including £1billion fund over 30 years to deliver economic development in sectors such as high-tech manufacturing via infrastructure improvements
- Bristol City Region People and Skills Programme – providing around £114million of funding for schemes including training and equipping the local workforce with the skills for industrial growth sectors.
- £30m invested in the Filton EA to target science-based and high technology jobs.

It is reasonable to assume that many of the proactive policy initiatives designed to stimulate industrial growth will be successful and this could stop the long-term decline of industrial employment. There may be expected to be some redistribution of the forecast jobs growth to industrial sectors.

#### 5.5.5. Bottom-Up Adjustments to Demand Scenario

Taking into consideration the 'bottom-up' evidence summarised above, which suggests that future demand for employment space is likely to be somewhat more evenly spread between industrial and office based sectors than the Experian forecasts suggest, it is appropriate to provide an adjusted view for comparison and sense-checking. It has been judged to be most appropriate for this scenario to keep the overall number of jobs

relatively stable to the baseline? Experian forecast, but to adjust the proportion of sector demands leading to office, industrial and warehousing employment space.

The Experian forecasts suggest that industrial/warehousing floorspace will fall from 73% of total B-class stock to 70% by 2036, whilst office increases its share from 27% to 30%, which given the difference in plot ratios and employment densities reflects a greater move in the quantity of office based employment and office use sites. The Experian forecasts have office based floorspace growing by 21%, and industrial at 10%.

Although it is reasonable to assume that future office employment growth may be greater than it has been in the past in North Somerset given changing national and international economic dynamics, the 'bottom-up' evidence suggests that this shift is unduly weighted toward more office floorspace at the expense of industrial/warehousing use. A more appropriate position could be for industrial demand to remain at a more constant share of total employment space according to the bottom-up analysis and reflecting the reasonably strong industrial and logistics market.

#### **5.5.6. Bottom-Up Adjustments Method**

The bottom-up scenario has been developed by considering the insights of property market agents and key stakeholders involved in the 'day to day' workings of the local property market and through analysis of local and wider trends and initiatives. The direction of adjustments to 10 key employment sectors, including the rationale for this adjustment, are presented in

Table 5-18. Bottom up adjustment directions and levels are presented by office and industrial/ warehouse uses. For each of the sectors, the rationale for adjustment was considered, from the various sources and perspectives, for an adjustment to the sector’s forecast. An indicative adjustment level was then applied to each of these 10 sectors reflecting the direction and magnitude of adjustment and covered low, medium and high. These indicative levels are based on qualitative assessment through the gathered evidence and use professional judgement in relation to the weight and implication of this evidence. The 10 sectors covered included sectors that were forecast to both grow and to decline.

Table 5-18 below firstly summarises the rationale points for adjustment to these sector employment requirements, reflecting direction (up, down) and magnitude (low, medium, high). The assessment criteria for the adjustment levels is as follows:

- High – reflects strong and varied evidence that justify a high magnitude of adjustment
- Medium – reflects different evidence that points toward a medium magnitude of adjustment
- Low – reflects an evidence piece that points towards a marginal magnitude of adjustment

**Table 5-18 Bottom- up rationale and adjustments for sectors**

Sector	Rationale for adjustment	Adjustment direction and magnitude
Administration & support services	Input from consultees on service industries in North Somerset was that future demand may be lower, and some middle office replacement by AI and automation was likely.	<b>Down, medium</b>
Air & Water Transport	Opportunities through Airport expansion and the enhanced role of Royal Portbury Dock	<b>Up, medium</b>
Computer & Electronic Products (manufacture of)	Input from consultees on there being increasing demand in these sectors and a need to accommodate more high-tech and digital services in NS.	<b>Up, medium</b>
Computing & Information Services	Case study experience of Xenint Technology.	<b>Up, medium</b>
Finance	Input from consultees on service industries in North Somerset was that some middle office replacement by AI and automation was likely. Market review showed regional finance may be at risk with Brexit implications. Finance sector preference for city centre location. The trend scenario (Scenario 3) showed finance decreasing to 2036.	<b>Down, medium</b>
Food, Drink & Tobacco (manufacture of)	Local policy & planning - J21 development in North Somerset and the targeting of more food sector production & distribution services. The Experian employment forecast was significantly lower than sector growth estimated elsewhere for sector i.e. the NS Economic Plan states the plan for 10 acres for the J21 Food Enterprise Zone.	<b>Up, high</b>
Land Transport, Storage & Post	The importance of the logistics and distribution sector was emphasised for North Somerset, as well as its targeting. Demand has been strong and this is expected to continue in medium term.	<b>Up, medium</b>
Machinery & Equipment (manufacture of)	Input from consultees on the demand from and the need to accommodate high tech / manufacture.	<b>Up, low</b>
Other Manufacturing	Input from consultees on the demand from and the need to accommodate high tech / manufacture. Opportunities in repair work around aircraft in airport expansion and hangar developments. Case study example of Viper Innovations.	<b>Up, medium</b>
Professional Services	Input from consultees that this sector forecast looked optimistic for North Somerset, and that there was little on the ground demand. Sector preference for city centre location. However, the WoE EDNA identified professional services as remaining good for the wider area and that the sector would continue to grow where Bristol has some office supply constraints.	<b>Down, low</b>
General – offices	Market review showed available office space across the towns, and less deals in recent years. There was a more even level of investment enquiries for office and industrial/ warehouse space.	<b>Down</b>
General - industrial	Market review showed reasonably consistent performance of industrial market with reliable deal and availability levels. There was a more even level of investment enquiries for office and industrial/ warehouse space.	<b>Up</b>

Source: Experian, Atkins.

Following on from the sector adjustments shown above, the process is followed to define the overall direction of adjustment (up or down) and the level of adjustment (high, medium or low) for office and industrial/ warehouse space. This overall level was qualitatively assessed and informed by the sectors' adjustment

levels, the employment type share of this sector and, importantly, the forecast sector employment by Experian (column 5). The results of this process are set out in Table 5-19 below.

**Table 5-19 Bottom-up adjustment summary by employment use type**

Employment type	Sector	Change level	Share	Forecast change (Experian – Scenario 1)	Overall suggested adjustment <sup>37</sup>
Office	Professional services Administration Finance Computer & electronics manufacture Other manufacturing Computing and information services Air and water transport Land transport, storage & post Food, drink and tobacco manufacture	Down, low Down, medium Down, medium Up, low Up, low Up, medium Up, medium Up, medium Up, high	80% 100% 100% 10% 10% 80% 25% 20% 10%	+1,190 +1,955 +340 -85 -85 +340 +170 +935 +85	Down, medium
Industrial and warehouse	Computer & electronics manufacture Computing and information services Other manufacturing Machinery & equipment manufacture Air and water transport Land transport, storage & post Food, drink and tobacco manufacture Professional services	Up, low Up, low Up, low Up, medium Up, medium Up, medium Up, high Down, low	90% 20% 90% 100% 50% 60% 90% 20%	-85 +340 -85 -170 +85 +935 +85 +1,190	Up, medium

Source: Experian, Atkins.

Table 5-21 19 above shows that a downward medium adjustment for office space employment has been judged appropriate, whilst the sector adjustments associated with industrial and warehouse use are judged overall to be a medium upward adjustment.

The Experian employment growth by office and industrial/warehouse use has therefore been adjusted for this scenario, as demonstrated in Table 5-20 below. This keeps the Experian total B-class employment forecasts stable, but redistributes this growth so that an additional 10% of growth goes to industrial and warehouse uses (B1c, B2 and B8 respectively), reflecting the upward medium adjustments; whilst the B1a office use declines in its share by 10% reflecting a downward medium adjustment.

**Table 5-20 Bottom-up use type shares of B-Class employment growth**

Use class	Share of Experian B-class employment increase to 2036	Adjusted share
Office	85%	75%
Industrial and warehouse	15%	25%
<b>Total FTEs</b>	<b>+6,200</b>	<b>+6,200</b>

Source: Experian, Atkins.

These shares of employment growth produce the following bottom-up employment forecasts to 2036:

<sup>37</sup> The overall adjustment considers the composition of sectors with their adjustment levels, the share of the sector by office/industrial and warehouse and the change that was forecast by Experian. For example, for office space there are more 'up' changes but these reflect both lower shares and lower forecast FTE changes.

**Table 5-21 Scenario 4: Bottom-up employment forecasts (FTEs)**

Use class	2016	2021	2026	2031	2036	Change 2016-36	% Change 2016-2036
B1a/b	25,400	26,300	27,500	28,800	30,100	+4,700	+19%
B1c	3,300	3,400	3,600	3,700	3,800	+500	+15%
B2	2,900	2,900	2,900	2,800	2,900	0	0%
B8	9,600	10,100	10,300	10,400	10,700	+1,100	+11%
<b>Total B use class</b>	<b>41,300</b>	<b>42,800</b>	<b>44,200</b>	<b>45,800</b>	<b>47,500</b>	<b>+6,200</b>	<b>+15%</b>

Source: Experian, Atkins. FTEs are rounded to the nearest 100 and so may not sum to total.

The number of FTEs across the B-class uses is forecast to increase by 15% between 2016 and 2036, rising from 41,300 to 47,500 as shown in Table 5-21 above. This aligns with Scenario 1, with no overall change in total B-class FTEs for 2016-36. Likewise, the total employment from 2016-36 has no change compared to Scenario 1 (Experian Base), to increase from 81,800 in 2016 to approximately 97,200 FTEs in 2036, an increase of approximately 19%.

However, the composition of this employment increase has been adjusted according to the stakeholder engagement and market review, as detailed above. Most of this employment growth has still been forecast to come from B1a/b sectors (+4,700 FTE jobs), though this is less than Scenario 1 (Experian Base). B8 employment is projected to grow more under the bottom-up scenario (+1,100 FTE jobs), B2 employment is forecast to remain stable over the 2016-36 period, where it decreased under Scenario 1, and B1c FTEs are forecast to grow slightly more (+500).

Based on the above employment forecasts and the employment densities summarised in Table 5-2, North Somerset's bottom-up additional floorspace requirements for the period 2016-2036 are slightly above Scenario 1, and are estimated at approximately 171,000 square metres as shown in Table 5-22 below. B8 floorspace requirements are forecast to increase the most significantly as 76,000 square metres, which also reflects the greater plot ratio and lower employment density (FTEs per sqm) of B8 uses, and B1a/b requirements by 68,000 square metres. B1c floorspace requirements are projected to increase by 29,000 and while B2 requirements have a very slight decrease.

**Table 5-22 B use class floorspace need (sqm) – Scenario 4**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	366,000	379,000	396,000	415,000	434,000	+68,000
B1c	187,000	194,000	201,000	208,000	216,000	+29,000
B2	110,000	111,000	109,000	108,000	108,000	-2,000
B8	672,000	706,000	718,000	729,000	748,000	+76,000
<b>Total B use class</b>	<b>1,335,000</b>	<b>1,390,000</b>	<b>1,424,000</b>	<b>1,460,000</b>	<b>1,506,000</b>	<b>+171,000</b>

Source: Experian, Atkins. Floorspace is rounded to the nearest 100 sqm, and so may not sum to total.

These floorspace projections translate into indicative need for approximately 39 hectares of additional employment land by 2036 as shown in Table 5-23 below. Most of the additional need is projected to be for B1a land (+17 hectares), followed by B8 land (+15 hectares), with 7 hectares for B1c and a reduction of 1 hectares for B2 use class.

**Table 5-23 B use class land need (ha) – Scenario 4**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	92	95	99	104	108	+17
B1c	47	49	50	52	54	+7
B2	27	28	27	27	27	-1
B8	134	141	144	146	150	+15
<b>Total B use class</b>	<b>300</b>	<b>312</b>	<b>320</b>	<b>328</b>	<b>339</b>	<b>+39</b>

Source: Experian, Atkins. Hectares are rounded to nearest whole, and so may not sum to total.

Additionally, as a scenario test and outcome range, we can consider the Experian uplift scenario with the bottom-up assessment. If we take the increased land requirements estimated under the Experian uplift scenario, and apply this bottom-up shift between office and industrial use, then the outcome land use requirements are as follows in Table 5-24:

**Table 5-24 B use class land need (ha) – Scenario 4 + Experian Uplift**

Use class	2016	2021	2026	2031	2036	Change 2016-2036
B1a/b	92	95	101	107	113	+22
B1c	47	49	51	53	56	+9
B2	27	28	27	27	27	-1
B8	134	142	146	149	153	+19
<b>Total B use class</b>	<b>300</b>	<b>314</b>	<b>325</b>	<b>336</b>	<b>350</b>	<b>+49</b>

Source: Experian, Atkins. Hectares are rounded to nearest whole, and so may not sum to total.

## 5.6. Demand Conclusions

The following table brings together the employment land requirements (ha) for the different scenarios. We have also brought in the outcomes from the West of England EDNA study, which presented the use classes B1c and B2 combined. The medium-high was used as the main scenario in assessing the supply-demand balance and local recommendations, with the high scenario an upper range.

**Table 5-25 Comparisons of land use (ha) between demand scenarios**

B use class employment land need (ha)					
Scenario	B1a/b	B1c	B2	B8	Total
Scenario 1: Experian Base	+19	+4	-2	+12	+33
Scenario 2: Experian Uplift	+21	+5	-2	+14	+38
Scenario 3: Trend-based	+28	+6	+1	+3	+38
Scenario 4: Bottom-up	+17	+7	-1	+15	+39
Scenario 4b: Bottom-up + Experian Uplift	+22	+9	-1	+19	+49
<b>EDNA medium-high</b>	<b>+26</b>	<b>-4</b>		<b>+19</b>	<b>+41</b>
<b>EDNA high</b>	<b>+33</b>	<b>+2</b>		<b>+27</b>	<b>+63</b>

Source: Atkins. Hectares have been rounded to the nearest whole and so may not sum to total.

The key findings were that under the Experian (Scenario 1) and Uplift Experian (Scenario 2) there was demand for between an additional 146,000sqm (33ha) and 167,000 sqm (38ha) respectively by 2036, where the growth going forward is slightly lower than the historical growth rate. The bottom-up scenario took on board the insights and findings of consultation and market analysis for industrial and warehouse uses to drive more of the forecast employment space growth and as such estimated demand of 1,516,000 sqm or 339ha. All the latest scenarios started with a base of 300 ha in 2016.

Atkins advise the use of the Experian base (Scenario 1) and Bottom-up scenario (Scenario 4) to be considered for the assessment of the supply demand balance. These scenarios are based on robust market employment forecasts. The bottom-up scenario also utilises consistent insights, from various sources, to recommend a potential shift of demand to industrial and warehouse uses from that forecast by Experian.

An employment based shift of demand to industrial and warehouse results in enhanced employment space requirements due to the associated employment densities and plot ratios of these uses. Further, this bottom-up scenario aligns with the total employment land requirements of the Experian Uplift scenario and the trend-based scenario (Scenario 2 and 3). This demand range (38 to 39 hectares) is therefore seen to reflect a balanced overall picture for North Somerset, where taking forward the bottom-up scenario (39ha) compared to the Experian base scenario (33ha) incorporates a precautionary principle to plan for more positive economic growth. As such, the supply demand balance will usefully consider Scenario 4 in assessing the balance and making recommendations, whilst Scenario 4b acts as the upper demand point, to capture the uncertainty in looking ahead and builds in some optimism around North Somerset local growth.

## 6. Supply-Demand Balance

### 6.1. Introduction

This chapter contrasts the projected demand for employment land across North Somerset (2016 to 2036) as discussed in chapter 5, with the supply of allocated and developable employment land as discussed in chapter 4. The data is disaggregated by business use type (office, industry and warehousing). The matching of supply and demand specific to the North Somerset area is considered in both a quantitative and a qualitative way. The qualitative element is captured in the delivery plan (section 7) and the final conclusions and recommendations (section 8). The objective of the supply/demand balancing exercise is to assess whether there is sufficient land in North Somerset to meet future business and economic development needs and to identify any potential gaps that could be addressed through spatial planning policy (see Delivery Plan).

### 6.2. Supply position

The level of developable employment land is shown in Table 6-1 below.

**Table 6-1 Developable Employment Land in North Somerset**

Source of Future Employment Land	B1a/B1b	B1c/B2	B8	Total
Allocations	22.03	22.03	22.03	66.1
<b>Total</b>	<b>22.03</b>	<b>22.03</b>	<b>22.03</b>	<b>66.1</b>

Source: Atkins and WoE EDNA Appendix B based on information from North Somerset Council (2017)

It is recommended that the total allocations are taken forward to represent the available employment land supply in North Somerset. Given that all the allocations were deemed to be fit for any B class use, the total has been split evenly between the B class uses. This is purely indicative where this flexibility of use will enable this land to be utilised as best required by North Somerset.

### 6.3. Demand position

The recommended scenario of employment land requirements is **+39 net hectare land requirements to be provided during the period to 2036 (Chapter 5)**. This is demonstrated in Table 6-2 below. The use classes of B1c/B2 (industrial) are brought together to align demand with the market setting and determine the supply demand balance.

**Table 6-2 Employment Land Demand in North Somerset – scenario 4**

Employment Land Demand 2036	B1a/B1b	B1c/B2	B8	Total
Scenario 4 - Bottom-up	17	7	15	39

Source: Atkins and Experian 2017 basis. Hectares are rounded to nearest whole, so may not sum to total.

**Table 6-3 Employment Land Demand in North Somerset – scenario 4b**

Employment Land Demand 2036	B1a/B1b	B1c/B2	B8	Total
Scenario 4b - Bottom-up + Experian Uplift	22	9	19	49

Source: Atkins and Experian 2017 basis

## 6.4. Supply demand balance

Table 6-4 and Table 6-5 below set out the relationship between the estimated demand and supply of employment floorspace in North Somerset by type of land use.

This supply demand balancing exercise is performed for the Bottom-up scenario built on the Base Experian scenario (Scenario 4) and the uplift Experian scenario (Scenario 4b). The figures are estimated by subtracting the total demand projected from the total available supply. Scenario 4b acts as an upper demand point, to capture the uncertainty in looking ahead and builds in some optimism around North Somerset local growth.

**Table 6-4 Employment Land Supply Demand Balance in North Somerset – scenario 4**

Employment Land 2036	B1a/B1b	B1c/B2	B8	Total
Supply	22.0	22.0	22.0	66.1
Demand	17.0	7.0	15.0	39.0
<b>Balance</b>	<b>5.0</b>	<b>15.0</b>	<b>7.0</b>	<b>27.1</b>

Source: Atkins (2017). May not sum due to rounding.

**Table 6-5 Employment Land Supply Demand Balance in North Somerset – scenario 4b**

Employment Land 2036	B1a/B1b	B1c/B2	B8	Total
Supply	22.0	22.0	22.0	66.1
Demand	22.0	9.0	19.0	49.0
<b>Balance</b>	<b>0.0</b>	<b>13.0</b>	<b>3.0</b>	<b>17.1</b>

Source: Atkins (2017). May not sum due to rounding.

## 6.5. Supply demand balance conclusions

The supply demand balancing exercise as shown at Table 6-4 and 6-5 above demonstrates that North Somerset should have sufficient employment floorspace to meet its future employment needs over the period to 2036. While the exercise also indicates a relative surplus of land to meet identified needs this does not necessarily mean there is an oversupply of employment land that should be released to other uses. A more detailed analysis of the planning policy implications of the retaining the existing employment allocations is made at Chapter 7, section 7.2. below. In summary, the following factors mean that it is appropriate in planning policy terms to retain the existing allocations:

- NS Council need some cushion against potential future employment land losses. This could occur because of planning appeals and Permitted Development Rights conversion of employment sites to residential uses.
- NS Council can follow the precautionary principle by protecting land where there is a reasonable prospect of an uplift in employment demand

In this context, it will also be important to protect existing, viable employment sites and not rely on potential supply that may not reach the market place. Safeguarding a diverse supply of employment land is important for maintaining a diverse local economy that provides a wide range of employment opportunities for local people. Also, developers are likely to bring forward sites with a different quantum and types of B-class development. Further, detailed site analysis (relating to land ownership, site aspirations etc.) would be required to identify the likely time-scale of the vacant/underutilised land coming forward. The purpose of the analysis in this study is to provide a representative overview of future supply and demand for employment space to assist the development of spatial planning policies.

## **PART 2: Delivery Plan:**

## 7. Delivery Plan

### 7.1. Introduction – Rationale for the Delivery Plan

This section takes the key findings and evidence uncovered in previous chapters (i.e. the more traditional employment land review (ELR) elements which include a market review and employment land supply-demand balance) and considers how that information can be best applied practically to inform North Somerset's future planning and development management policies. While the ELR elements fulfil a statutory role to support the North Somerset Local Plan as guided by Planning Practice Guidance principles, the key aim of the Delivery Plan is to help North Somerset Council develop realistic and deliverable policies so that North Somerset's current and future economic needs are met. In this respect the Delivery Plan provides a 'link' between the North Somerset Economic Plan, whose function is to provide a local economic development strategy, and the statutory employment land evidence base which supports the North Somerset Local Plan. This involves providing commentary on the pros and cons of potential public-sector interventions that will help to deliver employment land where there are proven market failures and/or where the Council seeks to enable a 'step change' in local economic performance.

To achieve these aims, the Delivery Plan firstly tests existing employment related planning policies in terms of their ability to meet the Economic Plan's objectives. Then an assessment is made of how an appropriate quantity and quality of employment land supply can be best provided to meet local business needs. This involves presenting the Council with options. Some options could involve the Council taking a more proactive approach to stimulating sustainable economic growth. Future options could also include a combination of a market driven initiative enabled by enhanced planning policies, or a more interventionist approach to enabling and unlocking North Somerset's full economic potential. The decision on which option to pursue could involve balancing various competing policy objectives such as managed release of green belt land and changes to the existing 'employment-led' policy. To help enable the ultimately political decision to be made, the Delivery Plan present objective evidence and advice on the pros and cons of the different options.

### 7.2. The Current Employment Land Situation in North Somerset

The supply demand balance analysis in Chapter 6 above demonstrates there is a relative oversupply of employment land to meet future demand in North Somerset to 2036. This oversupply is estimated between around 17 and 27 hectares for Scenario 4b and 4 respectively. In strategic planning terms, and given the inherent uncertainties in predicting future demand, this can be seen as a relatively small level of oversupply. It is considered small enough to avoid the need to 'release' surplus employment land as per the NPPF paragraph 22 which states the following:

*'Planning policies should avoid the long-term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose'<sup>38</sup>*

A key justification for not releasing any allocated employment land is that the study has uncovered 'bottom up' market intelligence (Chapter 3) that suggests in the future there is likely to be strong demand for a variety of future employment uses in North Somerset. These range from **high tech manufacturing companies** and those linked to the '**knowledge economy**'. This identified demand seems to represent 'overspill' from the constrained and overheating Bristol market. It represents 'seeds for optimism' or a 'reasonable prospect' of future take up of the allocated land. The precautionary principle would justify retaining this land for employment uses as it could help to address North Somerset's future economic needs and if it were released to other uses would be effectively 'gone forever'.

Some stakeholders suggested that landowners/promoters of employment sites in North Somerset, which tend to be large mainly residential focussed development companies, could be restricting the development of land for employment uses because their long-term strategy is to seek to develop less risky and more profitable housing uses on the land. This is difficult to find evidence for, but it is potentially an issue and is covered in more detail below.

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<sup>38</sup> NPPF (2012)

The effect of strong underlying sub-regional demand is partly captured in the West of England EDNA (2016) which assessed the sub-regional employment land demand dynamic. The EDNA concluded that it was appropriate to retain available developable employment land in all WoE authorities, including in North Somerset as the developable employment land is likely to be important to help meet the future economic needs of the wider WoE sub-region<sup>39</sup>. The EDNA and WoE JSP do not suggest release of surplus employment land at North Somerset. For these various factors, it is reasonable that this study concludes and recommends that the existing available supply in North Somerset should be retained.

However, this does not mean it would necessarily be in North Somerset's best economic interests to retain the 'status quo' position and effectively 'sit back and wait' for the market to develop this available land. There could be opportunities to out-perform the employment forecasts and stimulate demand that could help to close the relative supply and demand gap. The study has uncovered evidence that the type and location of land and aspects of existing planning policies, such as the employment-led policy is not currently meeting local business needs as effectively as could be. Part of the evidence for this is the lack of development at large allocated sites particularly in Weston-super-Mare, although there are differing perspectives on why this occurring as covered above and discussed further below.

The employment forecasts in this study are presented at a high Local Authority area level and are not produced at a lower North Somerset sub-market or location specific level. As shown at 4.5, most available employment land supply is at WSM (70%). This focus at WSM is reflected further by North Somerset Council's 'employment-led' planning policy as contained in the North Somerset Core Strategy, particularly Policy CS20. The key questions this study assesses are; where does market demand really want to manifest itself and what type of demand in terms of size and type of business space does it require? Also, how can North Somerset Council stimulate employment growth that otherwise might not happen, for example, through proactive policy measures/ investment in infrastructure/ strategy etc.

### **7.2.1. Key Issues for Future North Somerset Employment Land Policy**

The key issues and dynamics identified in the study that justify a review of possible changes to Council policy are as follows:

- Is the right type of employment land available in the right places? For example, are sites configured correctly, are the right sectors targeted through planning policy?
- Is land readily deliverable to effectively meet business needs across the plan period to 2036?
- Is the 'employment-led' policy working effectively so far as it relates to the delivery of employment land? Or is it too restrictive and will it ultimately hinder the full growth potential of North Somerset?
- Are there unmet needs for certain sectors such as SME's and grow on space? If so how can the Council address this issue?
- Is the lack of development at key strategic sites at least partly a result of the unwillingness of single land owners (principally concerned with house building) to initiate speculative commercial development, even though there appears to be demand for this? If so what can be done to address the issue?
- What public sector interventions could help unlock 'difficult' sites and boost economic development across North Somerset?
- Is there an opportunity to enable a 'step change' in North Somerset's economic prospects linked to major investment in infrastructure as outlined in the WoE Joint Spatial Plan, and utilising North Somerset's key economic assets such as the Airport and Port more effectively to boost the local economy?
- How can North Somerset capture the positive effects of high economic demand in the West of England and from major projects elsewhere e.g. Hinckley?

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<sup>39</sup> West of England Partnership, West of England Economic Development Needs Assessment (2016) para 8.26

### **7.3. Commentary on current North Somerset employment-led policy at WSM**

Key points relevant to North Somerset's employment-led policy at WSM include the following:

- As identified in the North Somerset Economic Plan to 2036, one of North Somerset's fundamental economic objectives is to create jobs in its largest town Weston-super-Mare to help reduce out commuting to Bristol and to boost, balance and diversify the local economy.
- The employment-led strategy is central to achieving this and is a central strand of the North Somerset Core Strategy. It is estimated that by 2016/17 over 1,000 jobs had been delivered alongside new homes supporting the delivery of various commercial developments.
- Delivery of the employment-led strategy as it relates to land supply, including a review of performance to date, is to be considered through the new Local Plan with any adjustments investigated to enhance the approach. This strategy should balance a wide range of objectives including delivering a range of employment development and work opportunities, reducing the propensity for out-commuting, and guiding the rate of house building to support an improved balance between jobs and homes. It also needs to account for the existing commitments secured through consented schemes in the town to deliver employment growth alongside residential schemes.
- A key opportunity to help achieve these goals could be to capitalise on the high demand originating in nearby Bristol, particularly for specific sectors and commercial premises.

The above factors are considered in further detail in the remainder of this section and feed into overall conclusions and policy recommendations.

As part of the employment-led approach housing growth is linked to delivery of employment land in an attempt to improve the balance between housing and employment. This means that employment land growth is targeted at Weston-super-Mare as opposed to other areas of North Somerset closer to Bristol. Employment growth is also focussed at Weston-super-Mare because it is the main urban area in North Somerset and an area that has its own Travel to Work Area (TTWA). There has been a concerted effort to secure additional economic growth in the town through successive planning policy documents.

The drivers and rationale for the 'employment-led' policy are considered reasonable and appropriate. The aim of the policy is to reduce out-commuting, principally to the main local employment market of Bristol, thereby achieving a better balance of self-containment for the town and district as a whole. The policy also aims in the long term to boost and diversify the local economy to create wealth and address issues of deprivation. Also, the majority of the rest of the district may be less suitable for employment growth as it is rural in character and includes large areas of green belt where development is restricted in order to protect against the effects of 'urban-sprawl' from Bristol. There are also large areas of AONB and flood plain which present constraints to future development within these areas.

However, despite the basis and intentions of the policy, views provided through engagement with stakeholders and analysis of projections for office growth, suggest that employment development may struggle to deliver to the scale envisaged at Weston-super-Mare, and that the emphasis on office development may not fully reflect the evidence of future demand. However, this view should also be tempered by the fact the employment-led strategy is intentionally a long-term strategy that has always been expected to take time to gain traction and as set out above, there have already been positive outcomes. While growth may have been relatively slow, the recession and wider macroeconomic factors and resulting impact on commercial markets are likely to have had some dampening effect on the strategy e.g. certainly on the prospects for speculative delivery. . There is also still 8 years of the plan period remaining, and it may be that office development is more likely in the medium to longer term supported by improvements to the perception of the town as a business location, and infrastructure investment.

The existing policy is analysed in the context of the available evidence. This then feeds into suggested aspects to review for the policy and other recommendations for how North Somerset's employment needs can best be met.

Selected key elements of the 'employment-led' policy are provided below. These are taken from the North Somerset Core Strategy (2017).

### ***Vision 1: North Somerset Vision***

***Weston-super-Mare will be established as a major economic centre*** catering for the employment, retail, social and leisure needs of its population whilst attracting visitors to support this role... Clevedon, Nailsea and Portishead will increasingly support their populations and play less of a dormitory role.... The future planning of Royal Portbury Dock and Bristol Airport will be guided by the need to balance the advantages of economic growth with the need to control the impacts on those who live nearby and on the natural environment.

### ***Policy CS20: Distribution of employment***

***The focus of employment development will be at Weston-super-Mare*** primarily through town centre and gateway regeneration and the new development at Weston Villages, where new residential development will be provided in step with employment opportunities and ***with an emphasis on new B1(a) office employment***.

(Para 3.253) ***The Core Strategy seeks to create an office market at Weston***, regenerate the town centre and continue employment development along the M5 corridor (at existing employment sites with residual capacity in Portishead and Clevedon).

### ***Policy CS30: Weston Villages***

The development of the Weston Villages must satisfy the following key requirements:

- Development will be employment-led and should provide for ***1.5 jobs per dwelling*** over the plan period. ***Detailed mechanisms for delivering*** employment-led development including the quantum, thresholds and phased release of land in each ***village will be determined*** through a combination of masterplanning, a Supplementary Planning Document, and through a Section 106 planning agreement that would accompany any such approval for development at each village.
- ***Provide at least 37.7 ha*** of B Use Class employment land located within allocated employment sites, mixed-use development areas and at local and district centres.

Key points of the employment related policies in the North Somerset Core Strategy can be summarised as follows:

- Policy CS20: emphasises the desire for office jobs (B1a/b) in WSM and the delivery of 1.5 jobs per home over the plan period both at Weston Villages and on sites of 10 or more dwellings in Weston-super-Mare.
- Policy CS30: At the Weston Villages, jobs will be provided at a minimum of 37.5 hectares of B-use class land.

To test the quantitative implications of North Somerset's current employment land related policies, job densities and plot ratio assumptions from the Homes and Communities Agency's (HCA) Employment Densities Guide 3rd Edition (2015) and the Employment Land Reviews: Guidance Note (2004) can be used as reference. These assumptions are shown in Table 7-1 and Table 7-2 below. Note these are the same as used in the demand forecasting exercise:

**Table 7-1 Typical plot ratios and job densities**

Use class	Jobs per Home	Plot ratio
B1a/b	14 m2 per FTE	40% of site area
B1c/B2	42 m2 per FTE	40% of site area
B8	70 m2 per FTE	50% of site area

Source: HCA (2015), ODPM (2004)

Floorspace is generally expressed in the following three ways<sup>40</sup>:

- Gross External Area (GEA) - this measurement includes walls, plant rooms and outbuildings, but excludes external space such as balconies and terraces. It has a narrow field of use mostly limited to calculating building costs for large industrial and warehouse buildings, planning applications and approvals, council tax banding, and rating in Scotland for industrial buildings
- Gross Internal Area (GIA) - this refers to the entire area inside the external walls of a building and includes corridors, lifts, plant rooms, service accommodation (e.g. toilets). It is a widely used metric used in calculating building costs, marketing, valuation, property management and rating (in England and Wales) of industrial buildings (including ancillary offices), warehouses and leisure units and also the valuation of new residential developments
- Net Internal Area (NIA) - this is commonly referred to as the net lettable or 'usable' area of offices and retail units. It includes entrance halls, kitchens and cleaners' cupboards, but excludes corridors, internal walls, stairwells, lifts, WCs and other communal areas. It is a widely used metric and is the recognised method for marketing, valuation, property management and rating for offices, shops and supermarkets.

**Table 7-2 Converting Gross to Internal Floorspace**

Floorspace measurement	Typical Conversion factor
GEA to GIA	95%
GIA to NIA	85%

Source: HCA (2015)

Based on the above assumptions the implications of North Somerset's current employment land related policies are summarised below. This is only intended to provide a benchmark, as it assumes all jobs will be provided across the B Class uses whilst the approach pursued allows for non- B Class uses to be counted also e.g. retail. It also assumes the minimum employment land provision as set out in the Core Strategy of 37.7ha however it would be expected that this would vary in order to provide sufficient land to deliver the strategy.

**Table 7-3 North Somerset Core Strategy Policy CS30 Job and Land Implications**

Homes targeted	Jobs per Home target	Total Jobs expected	Land expected (ha)	Plot ratio assumption	GEA sqm	GEA to NIA sqm	Indicative job density (sqm per job) i.e. 136,992sqm / 9,750 jobs
6,500	1.5	9,750	37.7	45%	169,650	136,992	14.05

Source: Atkins and Experian 2017 basis

Based upon the caveats provided in the previous paragraph, Table 7-3 above demonstrates that the job density implied by policy CS30 is 14.05 sqm per employee. This is a typical office job density which corresponds with the office focus of the policy. Conversely, if the business uses at the 37.7 ha targeted by the policy were evenly split between office, industrial and warehousing, based on the above assumptions it would only lead to around 6,194 jobs being created which is significantly below the 9,750-job policy target. This is shown below:

<sup>40</sup> HCA, Employment Densities Guidance (2015)

**Table 7-4 Jobs created at Weston Villages based on even split of employment uses**

Use class	Indicative Floorspace	Indicative Land (ha at 0.45 plot ratio)	% split of B uses	Job densities (sqm per FTE)	Jobs
B1a	56,550	12.6	33.3%	14	4,039
B2	56,550	12.6	33.3%	42	1,346
B8	56,550	12.6	33.3%	70	808
<b>Total</b>	<b>169,650</b>	<b>37.7</b>	<b>100%</b>		<b>6,194</b>

Source: HCA (2010), ODPM (2004)

To achieve the targeted 37.7 hectares of additional employment land with an accompanying 9,750 jobs as targeted by the policy, the potential mix of uses would have to be similar to the following table with the vast majority of land developed for office uses. This corresponds with the office focus of the policy.

**Table 7-5 Jobs created at Weston Villages based on optimum policy split of employment uses**

Use class	Indicative Floorspace	Indicative Land (ha at 0.45 plot ratio)	% split of B uses	Job densities (sqm per FTE)	Jobs
B1a	124,450	27.7	73.5%	14	8,889
B2	22,600	5.0	13.3%	42	538
B8	22,600	5.0	13.3%	70	323
<b>Total</b>	<b>169,650</b>	<b>37.7</b>	<b>100%</b>		<b>9,750</b>

Source: HCA (2010), ODPM (2004)

The key issue with policy CS30, is that the demand forecasting exercise in this study suggests the policy target, as shown at Table 7-5, is unlikely to be met in the planning period. The demand exercise, which is based on a combination of 'top down' employment forecasts and 'bottom up' market intelligence gained from stakeholders involved in the market, suggests that the strongest element of demand in North Somerset to 2036 is likely to be for B8 uses at between 21 to 25 hectares. Office demand is likely to be between 14 and 17 hectares.

The analysis above shows that to achieve the CS30 policy target at Weston Villages around 30 hectares of office would be required. This is a very significant quantum of office development and would equate to a large business park with numerous large floorplate office occupiers typical of national or multi-national employers. The evidence gathered suggests that this type of demand is unlikely to occur, certainly in the current market. Stakeholders consulted, including the main WSM development site promoters, suggest the lack of demand for office uses at these sites, is the reason the employment element is not being built out. This could have the consequence of holding back housing development and thus overall housing delivery, due to the policy requirement if the policy is not amended to better reflect market reality.

However, it should also be noted that some consultees suggested that there could be demand but that the site promoters are not willing to initiate speculative commercial development as this is not their normal business model.

### 7.3.1. Summary - Commentary on Current employment-led Policy

As shown above, the evidence from this study suggests the current office focused 'employment-led' policy is unlikely to achieve its objective if left unchanged at least in the short-term. The more prescriptive approach taken by North Somerset is understandable given the objectives they are trying to achieve. However, if there is limited market demand, especially for office development in WSM, then the development of employment land at the scale and type envisaged is likely to be challenging.

In recognition of this issue since the publication of the Core Strategy, further guidance has been published outlining how Policies CS20 and CS30 will be applied in practice. For example, clarifications of how the policy will be implemented are outlined in the document 'Joint Position Statement on the delivery and monitoring of

employment led growth at the Weston Villages (ED/25)'. This agreement is made between the Council, Homes and Community Agency and the main developers at Weston Villages. It effectively lessens the more restrictive elements of the policy allowing for example a wider interpretation of employment uses. The principle of this was developed in the *Employment-led Delivery in WSM SPD* (2014) that sought to refine the implementation of the strategy to achieve a more market facing, and flexible approach to offer different and innovative means of achieving the fundamental objectives of the policy.

A simpler and more traditional approach for Local Plan employment policy often recommended by ELRs, is to allocate an appropriate quantum of employment land to meet projected demand as identified by the study, and then subject to regular monitoring, allow the market to principally dictate what uses occur on that land. The drawback in this approach is that it partly neglects the qualitative elements of the employment land that is sought – for example, office development as opposed to warehouse development which have fewer and arguably lower quality jobs. While it is challenging to develop a policy that reflects both market demand while achieving social objectives, suggested aspects to review with the aim of achieving an appropriate balance are described in Recommendation 3.

## 7.4. Deliverability of Existing Allocation Sites

In conjunction with planning policy changes this delivery plan aims to review what practical measures could be put in place to enable greater delivery of employment uses at existing North Somerset allocated sites. This will help to ensure North Somerset has a readily, deliverable supply of employment sites to meet local economic needs.

The first step is to assess existing allocation sites and establish whether any deliverability issues exist at the sites, and if so what could be done to address these issues. Understanding deliverability issues and how to capitalise on future opportunities will help in tailoring more appropriate employment planning policy and strategy responses.

As described above, assessing the suitability of employment sites to inform planning policy involves an assessment of both the quantitative and qualitative aspects of demand. The quantitative element is largely covered in sections 7.1 to 7.3 above. This suggests that there is a sufficient quantity of land to meet future needs. However, the 'bottom up' market consultation exercise (sections 3 and 5) suggested that the qualitative element of these sites, in terms of factors such as their location, configuration, readiness for development, development economics/viability and lack of promotion by the site owners is not always conducive to meeting business needs and therefore enabling their development for employment uses. These qualitative aspects of supply appear to be one reason why in recent years the take-up of this land in North Somerset for the targeted employment uses has been less successful than hoped for. To analyse this issue each allocation site is assessed in respect to the following criteria:

- Site configuration
- Short-term readiness for development
- Suitability of targeted employment uses and comparison with the sites optimum use in terms of being able to meet local market demands
- Evidence of market failure in terms of sites not being actively marketed for employment uses by the site promoter

Each of these factors are now defined in further detail:

### **Site configuration and characteristics**

Commercial occupiers of employment sites have very specific needs. Commercial buildings generally require larger amounts of space than housing sites and access and servicing of commercial buildings generally involves HGVs and close access to strategic roads. As with any development site topography is a key issue and flat, well drained sites are preferable. Access to facilities, workforce and separation from incompatible land uses are also key factors in assessing the market attractiveness and therefore the deliverability of sites. These factors are considered in respect of each site. This criterion builds on the points made in supply analysis in chapter 4.

### **Short term readiness for development**

Sites that have major infrastructure requirements are likely to be less 'ready-for-market' than those that are cleared, serviced and 'ready-to-go'. The Council's strategic policy aims, as with housing sites supply, is to have a readily available rolling supply of employment land that can be developed within five years to meet the areas business needs. This means there should be sufficient sites able to be developed and occupied by at least 2023. This involves factoring in time to resolve land ownership issues, achieving planning permission and the construction period. It also involves ensuring the sites are viable and that development finance is available.

### **Suitability of employment uses**

As described above, current North Somerset policy states that most sites in WSM are targeted for office use although wider B Class uses will be considered. This criterion therefore involves assessing whether the allocation site is suitable for the use targeted through current policy, and if not what use is most suitable. This involves considering what use the market, if unhindered by policy, would seek at the site. For example, is it in a location that lends itself to office use? What size and type of commercial building is most likely to be suitable at the site? If more than one use is likely to be appropriate and sought by the market, for example B8 and/or B1a, all options are identified and their respective 'pros' and 'cons' of each weighed up.

### **Evidence of Market Failure**

Some stakeholders consulted suggested an element of 'market failure' exists in the North Somerset employment land market. This suggests that while there appears to be demand from potential future occupiers to develop new employment sites, and there is the land available, getting employment sites developed in WSM often proves to be difficult. Stakeholders suggested one factor potentially restricting employment sites coming forward was the strong competing demand for allocated employment land from other less risky and more lucrative uses such as housing. This particular dynamic is difficult to evidence, but is acknowledged to be an issue by the Government as seen in the recent Housing White Paper – 'Fixing Our Broken Housing Market'<sup>41</sup>, which accepts that 'land banking' of sites is hindering both the housing and employment land markets.

As identified in the Housing White Paper, developers 'holding out' for a change of policy allowing change of use from employment to housing is a national problem. It is partly linked to the wider issue of the housing crisis and a lack of consistency and certainty in the overall planning system which has seen numerous changes over many years. To demonstrate there could be an issue in this regard this criterion involves factoring in stakeholder comments, evidence of collaboration to achieve employment uses, and drawing broad conclusions on the likely motivations of the site promoter based on whether they are predominantly a commercial or a housing developer. It should be noted that this analysis relies heavily on assumption and assertion and does not necessarily reflect the actual situation as this is very hard to establish. It is only presented here to help with the understanding of potential deliverability issues at key sites.

## **7.4.1. Site deliverability Analysis**

Each allocation site is assessed against the above criteria and scored on a scale of 1-10 in terms of its deliverability against that criteria. With a score of '0' meaning the factor is likely to make the site very undeliverable to '10' meaning there is no issue of deliverability related to this factor. An overall conclusion on the sites deliverability is then made, including a % score and suggested interventions to address the deliverability issue. For ease of understanding an indicative 'red amber green' assessment is made based on the % score of each site. This is based on the following:

- Red - 0%-50% deliverability score
- Amber - 50% -75% deliverability score
- Green - 75% - 100% deliverability score

For each site potential Interventions to help 'unlock site' are provided. These are categorised as follows (further information is provided at 7.4.3 below).

- Liberalising planning policy: This involves making the policy less prescriptive and more flexible
- Investing in Enabling Infrastructure: This involves investing in infrastructure to help unlock difficult sites and make them more attractive and viable for commercial developers
- Addressing 'Land-banking' and Market Failure: This is a sensitive and difficult to evidence factor. the 2017 Housing White Paper makes some suggestions and these are outlined at 7.4.3.

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<sup>41</sup> HM Government; Fixing Our Broken Housing Market' (2017) para 1.19

**Table 7-6 Allocation Site Deliverability and Intervention Analysis**

Site, Id, (developable land)	Site Configuration	Readiness for development	Suitability of targeted use	Evidence of market failure	Overall Deliverability Conclusion/Score	Potential Intervention to help 'unlock site'
NS1 - Weston Villages, WSM (17.6ha)	Nothing intrinsically constraining the site – large, flat, close to strategic roads – 9	Cleared site but significant infrastructure required - 5	Mainly B1 uses targeted with some B2/B8. Suitable for all uses but main short-term demand B8, some high tech B2 and start up B1 - 5	Land in ownership of large mainly residential developer with limited policy/experience of speculative commercial devt. - 5	Good site but as shown at 7.3 above in effect delivery of employment uses held back by planning policy and risk aversion of landowner for speculative commercial devt. requires infra investment – <b>24/40 (60%)</b>	<ul style="list-style-type: none"> <li>- Review planning policy</li> <li>- Infra investment</li> <li>- Address potential market failure</li> </ul>
NS2 - Haywood Village Bus Qtr., WSM (26.3ha)	Good site – large, flat, close to strategic roads – 9	Cleared site but servicing required - 7	Mainly B1 uses targeted with some B2/B8. Suitable for all uses but main short-term demand B8, some high tech B2 and start up B1 - 5	Land in ownership of large mainly residential developer with limited policy/experience of speculative commercial devt. - 5	Good site but claimed to be held back by planning policy and risk aversion of landowner, requires infra investment – <b>26/40 (65%)</b>	<ul style="list-style-type: none"> <li>- Review planning policy</li> <li>- Infra investment</li> <li>- Address potential market failure</li> </ul>
NS3 - Land west Kenn Rd, Clevedon (8.2ha)	Good site – large, flat, very good access to strategic roads – 10	Cleared site but servicing required and flooding known to be issue requiring significant investment- 5	Mainly B1 uses targeted with some B2/B8. Suitable for all uses but main short-term demand B8, some high tech B2 and start up B1 - 5	Risk aversion, cautiousness over spec/ heavy upfront investment and overall viability of site. - 5	Appears to be risk aversion of landowner to develop for employment uses, requires infra investment – <b>25/40 (63%)</b>	<ul style="list-style-type: none"> <li>- Infra investment</li> <li>- Address potential market failure</li> </ul>
NS4 - Clevedon 5/20 (1.8ha)	Collection of good quality, medium to small sized sites – flat, close to strategic roads – 7	Cleared sites, assumed servicing provided. Recent development of central plot for small mixed units provides evidence of readiness - 9	Mainly B1 uses targeted with some B2/B8. Suitable for all uses but main short-term demand B8, some high tech B2 and start up B1 - 5	No evidence of market failure. – 10	Highly deliverable site for mixture of uses to be driven by market demand – <b>31/40 (78%)</b>	<ul style="list-style-type: none"> <li>- Monitor and encourage</li> </ul>
NS5 - Gordano Gate, Portishead (1.1ha)	Good site – large, flat, close to strategic roads – 9	Cleared site assume connections to servicing not onerous - 9	Mainly B1 uses targeted. Suitable for small start-up B1a/b/c space - 10	Given proximity of residential uses and known pressures to change use to higher value housing in Portishead + lack of recent development suggest market failure is a risk. – 3	Good site highly suitable for B1 start up space but potentially subject to developer holding back land in hope of achieving higher value housing – <b>31/40 (78%)</b>	<ul style="list-style-type: none"> <li>- Address potential market failure</li> </ul>

Site, Id, (developable land)	Site Configuration	Readiness for development	Suitability of targeted use	Evidence of market failure	Overall Deliverability Conclusion/Score	Potential Intervention to help 'unlock site'
NS6 - Elliott Medway, Congresbury (0.3ha)	Small rural site, poor access through residential area – 4	Cleared site assume some servicing required - 6	Mix of B use targeted. Suitable for mix of small uses - 5	Land ownership unclear but given proximity of new build residential potentially issues of mkt failure as site may be favoured for residential uses. – 5	Rural need site but limited by proximity to residential uses – <b>20/40 (50%)</b>	<ul style="list-style-type: none"> <li>- Address potential market failure</li> <li>- Infra investment</li> <li>- Monitor and encourage</li> </ul>
NS7 - West Wick Bus Park, WSM (4.7ha)	Good site – large, flat, close to strategic roads but limited nearby facilities – 8	Cleared site but servicing required - 7	Mainly B1 uses targeted with some B2/B8. Suitable for all uses but main short-term demand B8, some high tech B2 and start up B1 - 5	Land in ownership of large mainly residential developer with limited policy/experience of speculative commercial devt. - 5	Good site but claimed to be held back by planning policy and risk aversion of landowner, requires infra investment – <b>25/40 (63%)</b>	<ul style="list-style-type: none"> <li>- Review planning policy</li> <li>- Infra investment</li> <li>- Address potential market failure</li> </ul>
NS8 - Europark, WSM (0.0ha)	Good existing site – large, flat, good access, close to strategic roads – 8	Existing site so assume fully serviced. If redeveloped would require remediation - 5	Mix of B use targeted. Mainly suitable for industrial uses - 7	No evidence of market failure – 10	Existing industrial and recycling site so would require investment to remediate and landscape if residential – <b>30/40 (75%)</b>	<ul style="list-style-type: none"> <li>- Infra investment</li> <li>- Monitor and encourage</li> </ul>
NS9 - Summer Lane, WSM (3.6ha)	Good site although pylons an issue in part of site– 7	Cleared site but servicing required - 7	Mainly B1 uses targeted. Suitable for B1 - 8	Evidence on housing development in site and close to existing resi so potential for pressure to use for housing. – 6	Good site for B1 but would benefit from investment to redirect pylons. Potential issues of market failure – <b>28/40 (70%)</b>	<ul style="list-style-type: none"> <li>- Address potential market failure</li> <li>- Infra investment</li> </ul>
NS10 - Moor Park, A371, WSM (1.2ha)	Existing site - flat, good access, close to strategic roads – 7	Existing site so assume fully serviced. If redeveloped could require remediation - 6	Mix of B use targeted. Mainly suitable for industrial uses - 7	No evidence of market failure – 10	Existing industrial and recycling site so would require investment to remediate and landscape if developed for office uses – <b>30/40 (75%)</b>	<ul style="list-style-type: none"> <li>- Infra investment</li> <li>- Monitor and encourage</li> </ul>
NS11 - Land at North West Nailsea (1.5ha)	Small rural site, poor access through residential area and environmental constraints – 3	Greenfield assume significant infrastructure required and environmental mitigation - 2	Mix of B use targeted. Suitable for mix of small uses - 5	No evidence of market failure – 10	Rural need site but limited by proximity to residential uses – <b>20/40 (50%)</b>	<ul style="list-style-type: none"> <li>- Infra investment</li> <li>- Monitor and encourage</li> </ul>

Site, Id, (developable land)	Site Configuration	Readiness for development	Suitability of targeted use	Evidence of market failure	Overall Deliverability Conclusion/Score	Potential Intervention to help 'unlock site'
NS12 - Estune Business Park, Long Ashton (0.4ha)	Good site – small, flat, close to Bristol – 9	Cleared site assume servicing provided- 9	Mainly B1 uses targeted. Suitable for small start-up B1a/b/c space - 10	Given proximity of residential uses and known pressures to change use to higher value housing near Bristol + lack of recent development suggest market failure is a risk. - 4	Good site highly suitable for B1 start up space but potentially subject to developer holding back land in hope of achieving higher value housing – <b>32/40 (80%)</b>	- Address potential market failure
NS13 - Park Farm, Yatton (0.0ha)	Existing small rural site - flat, good access – 7	Existing site so assume fully serviced. - 9	Mix of B use targeted. Mainly suitable for industrial uses - 7	No evidence of market failure – 10	Existing industrial site so could require investment to remediate and landscape if developed for office uses – <b>33/40 (83%)</b>	- Infra investment - Monitor and encourage
NS14 - Burnett Industrial Estate, Wrington (0.5ha)	Small rural site, poor access through industrial area and environmental constraints – 5	Greenfield assume significant infrastructure required and environmental mitigation - 2	Mix of B use targeted. Suitable for mix of small uses - 5	No evidence of market failure – 10	Rural need site but limited by proximity to residential uses – <b>22/40 (55%)</b>	- Infra investment - Monitor and encourage
<b>Average score</b>	<b>7</b>	<b>6</b>	<b>6</b>	<b>7</b>		

Source: Atkins (2017)

### 7.4.2. Summary of Site Deliverability

Table 7-6 shows that most sites are deliverable. Only; Land at North West Nailsea (NS11); and. Elliott Medway, Congresbury (NS6) in the 'red-flag' category. These two small, rural sites make up only 1.8 hectares of land. A large quantum of land is marked as 'amber', with some deliverability issues. The 'amber sites are as follows:

#### ***Amber Sites – Sites where delivery is at risk without intervention***

- NS1 - Weston Villages, WSM (17.6ha)
- NS2 - Haywood Village Bus Quarter, WSM (26.3ha)
- NS3 - Land west Kenn Rd, Clevedon (8.2ha)
- NS7 - West Wick Bus Park, WSM (4.7ha)
- NS9 - Summer Lane, WSM (3.6ha)
- NS14 - Burnett Industrial Estate, Wrington (0.5ha)

**Total land (60.9 ha)**

These 'amber' sites cover around 90% of the available developable employment land at allocations in North Somerset. This potentially provides an insight at why North Somerset has relatively struggled to see this land developed for employment uses in recent years. The key potential interventions that could be required to help 'unlock' these 6 major 'amber' sites are summarised as follows:

**Table 7-7 Potential Interventions to Help Unlock Allocation Sites**

<b>Reviewing planning policy</b>	<b>Invest in Enabling Infrastructure</b>	<b>Address Potential Market Failure</b>
<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Bus Qtr., WSM</li> <li>• NS7 - West Wick Bus Park, WSM</li> </ul>	<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Bus Qtr., WSM</li> <li>• NS3 - Land west Kenn Rd, Clevedon</li> <li>• NS7 - West Wick Bus Park, WSM</li> <li>• NS9 - Summer Lane, WSM</li> <li>• NS14 - Burnett Industrial Estate.</li> <li>• Wrington</li> </ul>	<ul style="list-style-type: none"> <li>• NS1 - Weston Villages, WSM</li> <li>• NS2 - Haywood Village Bus Qtr., WSM</li> <li>• NS3 - Land west Kenn Rd, Clevedon</li> <li>• NS7 - West Wick Bus Park, WSM</li> <li>• NS9 - Summer Lane, WSM (3.6ha)</li> </ul>
<b>Total land (48.6 ha)</b>	<b>Total land (60.9 ha)</b>	<b>Total land (60.4 ha)</b>

Source: Atkins (2017)

### 7.4.3. Interventions to Help Unlock Employment land

The potential interventions to help unlock allocations site described at Table 7-7 above are briefly described below:

#### ***Reviewing planning policy***

Reviewing existing North Somerset planning policy in relation to the application of the policy for delivering 1.5 jobs per home.

#### ***Investing in Enabling Infrastructure***

Understanding what infrastructure should be invested in is the role of an infrastructure delivery plan (IDP). An IDP evidence base study is planned to be completed by North Somerset soon. This IDP could include a section that assesses what development could be unlocked by specific infrastructure investment. It could also investigate how future revenue streams unlocked by development such as Council Tax, Community Infrastructure Levy, business rates and public and value receipts could be hypothecated, or ringfenced to help pay for the infrastructure. An element of infrastructure need is covered in the WoE Joint Transport Strategy, although at this early stage the WoE JTC infrastructure benefits are not clearly assessed. Section 7.6 below outlines options for unlocking funding for infrastructure funding and potential new delivery mechanisms.

### **Addressing ‘Land-banking’ and Market Failure**

As described at 7.4 above stakeholders suggested that a market failure is potentially occurring at some key potential development sites in North Somerset. They stated that some landowners could be ‘holding back’ commercial development in the hope of achieving a change of use in the future allowing more valuable housing uses to be developed in the place of more riskier and less certain employment uses. This is a sensitive subject and one that is difficult to evidence. It is therefore a challenging issue to address.

In terms of what can be done to address this issue, the 2017 Housing White Paper makes some suggestions that could be equally applied to employment sites. Key relevant points for the Housing White Paper are as follows<sup>42</sup>:

- To address the issue of ‘land banking’ the Government has suggested making land ownership and identification of those with an interest such as an ‘option’ more transparent. Part of the aim is to allow SMES (e.g. commercial speculative developers) to understand who owns the land so they can compete with volume housebuilders who may seek to put the land into a ‘land-bank’ (para 1.18)
- The Govt is offering the development community a quid pro quo – they are offering a more streamlined planning system and additional site enabling infrastructure funding, but they expect planning permissions to be built out more quickly. They will do this by shortening to expiry dates of planning permission and where development on a site has stopped and there is no prospect of completion, the local authorities can withdraw planning permission for the remainder of the site (para 2.42).
- The Government will prepare new guidance to local planning authorities following separate consultation, encouraging the use of their compulsory purchase powers (CPO) to support the build out of stalled sites (para 2.44).

More specific recommendations on what the Council can practically do to address the potential issue of market failure as described are explored below at Chapter 8: Conclusions and Recommendations.

#### **7.4.4. Conclusion –Allocation Site Deliverability**

The analysis above suggests the allocation sites, in terms of their configuration and characteristics, are generally suitable for employment development. The key issues relate mainly to the land use aspirations for the site and restrictive planning policy in terms of their targeted use.

Other issues include market failure, with market demand not being properly realised on the sites due to the risk that site promoters could be ‘holding out’ for higher value uses such as residential uses. As with many strategic development sites, deliverability would be helped by public sector ‘pump-priming’ investment in enabling infrastructure, although it should be noted that this is already occurring at many of the sites in WSM, especially those in the Junction 21 Enterprise Area.

## **7.5. Employment Land Opportunities in North Somerset**

This section builds on the analysis above, which suggests that changes to current North Somerset employment land policy are necessary if the Council is to meet its objective of ensuring a readily available supply of land and sites to meet the area’s economic development needs. This is done by assessing potential opportunities for providing additional employment land in North Somerset. It builds on the North Somerset Economic Plan 2017-2036 which provides the overarching economic development strategy for the area. It includes an assessment of sectors with potential to grow in North Somerset. Also, specific locations within North Somerset that could be targeted for employment growth, including sites or locations not previously considered in local planning policy. Finally, an assessment of the implications and benefits of adopting a more proactive approach to investing in major infrastructure and building on the success of North Somerset’s major assets, the Airport and Port of Bristol.

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<sup>42</sup> HM Government; Fixing our Broken Housing Market (2017)

### 7.5.1. Sector Opportunities

The North Somerset Economic Plan (2017-2036) was published in 2017. It sets out robust local economic evidence and a plan of action of maximise the future economic potential of North Somerset. The key relevant points related to sector growth and employment land are as follows:

- **Weston College** – Continuing to support and encourage growth at the successful Further Education (FE) College in WSM provides an opportunity to attract inward investment and ‘anchor’ growth sectors who seek qualified graduates and links to academic research in sectors such as law and professional services, arts and cultural and creative technologies.
- **Hinkley Point C (HPC)** – North Somerset can act as key location for the supply chain for the planned major nuclear power station new build. An estimated 25,000 new jobs will be generated by HPC and the J21 Enterprise area at WSM provides a large amount of potential development land to support HPC’s supply chain. Also, there is potential that if market demand occurs the land to the east of Junction 21 could be provided to help address this need.
- **Food Related Businesses** – North Somerset has an opportunity to build on the existing cluster of food related businesses. North Somerset’s comparative advantage in this sector relates to its rural nature and proximity to large areas of population e.g. Bristol. Companies such as Yeo Valley, Thatcher’s and Butcombe are examples of successful local businesses.
- **Cultural and Creative Industries** – There is likely to be demand from cultural and creative type industries for space in Clevedon, and potentially Weston, due to proximity to Bristol and good quality of life linked to the seafront and good quality architecture. The Economic Plan seeks to promote Cultural Industries Hub at Clevedon and Weston to capitalise on this potential.
- **Digital/Smart Cities** – The Open Programmable City Region initiative aims to allow the West of England region be used as a ‘test-bed’ for digital companies wanting to test their SMART Cities technologies. The main centre of the exercise is currently Bristol, but with its links to the West of England LEP North Somerset has the opportunity to become a key part of this initiative which should help to encourage digital companies to locate in North Somerset (see further information below). Given the innovative nature of this opportunity and the fact that if it were successful it could help to embed high value business sectors in North Somerset, the Council could take a pragmatic approach to supporting the initiative. This could include support for planning applications and planning policy, awareness raising and marketing, financial support and incentives where possible.

#### *Innovation Centres and ‘Start-up’ Space*

Innovation centres and start up space is and should continue to be a fundamental element of North Somerset’s economic development and employment land policy. The research and consultation exercise suggests that there is strong demand and need for ‘start-up’ space as well as move on space, serviced flexible accommodation and innovation centres. The Hive at WSM is viewed by stakeholders as a great success and could act as a catalyst to attract high growth sector such as those linked to the digital industries. The Hive is 2,000 sq.m.40-60 tenant serviced business centre managed by the North Somerset Enterprise Agency. It was opened in 2014 and was part funded by Local Authority and European Union funding. It helps businesses set up and grow.

Innovation centres in Scotland are a good case study and may be suitable for North Somerset. Funded by the Scottish Funding Council with support from Scottish Enterprise and Highlands and Islands Enterprise, the Innovation Centre programme was first launched back in 2012. £120m (2013-18) has been invested in eight Innovation Centres across a range of key sectors. Everything from sensing to stratified medicine, digital health and care to data, aquaculture to oil and gas, and biotechnology to construction. North Somerset could potentially set up a sector specific innovation centre related to the specific sectors listed above. For example, ‘The Food Works<sup>SW</sup>’ could become an innovation centre and/or one related to digital technologies as per the Open Programmable City Region initiative.

Local case studies are another useful way of understanding employment market dynamics and key growth sectors. The consultation exercise uncovered the following case studies and lessons learnt:

### **Case Studies: North Somerset Companies**

#### **Viper Innovations (VI):**

VI are a high value SME oil and gas manufacturing firm. The company started approximately 10 years ago in Portishead employing a small number of employees and then wanted to move to larger space as it grew. Its employees travel from the wider sub-region including Gloucestershire, South Wales and southern Somerset so Portishead is a perfect location. The company could not initially find 'grow on space' in Portishead. It managed to find its current accommodation (approximately 50 employees) and separate light industry unit in close proximity purely by luck. Otherwise, there was not the right space for them. They believe their current space can accommodate them for up to 5 years, but can see a shortage of further 'grow on space' in Portishead. They are seeking combination space (i.e. office with adjoining light industrial / product testing and assembly space). As a result, they are considering restraining their growth ambitions or to look further afield for the right type of space.

**Key lesson learnt – High growth sector want to expand in Portishead but cannot find suitable 'grow-on' premises. Risk they could seek to 'down-size' or re-locate outside North Somerset**

#### **Xenint Limited:**

Xenint is a provider of high technology research and development services. The company is based at the Hive in Weston-Super-Mare and specialises in the fields of communications, smart and internet technology, software radio, computing and processing technology, crypto and trust platforms. Xenint was founded in 2014 and has seen year on year growth driven by high demand for smarter technologies and a need for security innovation. The company's founding staff were drawn to the area from the Bristol Technology Parks as a result of the proactive approach taken by the regional economic development teams (North Somerset Council/North Somerset Enterprise Agency). The company is currently looking for suitable 'grow-on' space around the Hive. This space would include flexible office and light industrial space including laboratories, integration and testing facilities. If they were able to expand and the right infrastructure is in place they have the potential to lever in other similar companies and create a cluster of high technology companies

**Key lesson learnt – Xenint demonstrates 'real' demand from a high growth business that could help with clustering effect - but they are struggling to find 'grow-on' space around The Hive at WSM.**

#### **Bristol Airport:**

The airport struggles to recruit and retain staff – there are issues with staff turnover and transport. Proximity to Bristol is an issue for retaining labour, where it is cheaper to travel from Weston to the airport for employees e.g. £1. Expansion of employment land around Bristol Airport can only be delivered if major public transport improvements are made. Airport growth focus is on inward business investment and inward tourism and can see good employment opportunities being created – the A38 is important here. In November 2017 Bristol Airport published options for expansion of the airport. The plan is to expand from the current 8 million passengers a year to around double that by the 2030s. They say this would generate around 21,000 jobs and £2.9billion GVA p.a. through its masterplan the Airport has presented various options for additional employment land either to the north or the south of the existing airport.

**Key lesson learnt – Expansion of Bristol Airport, if accompanied with major infrastructure investment, could help to generate significant economic benefits for North Somerset**

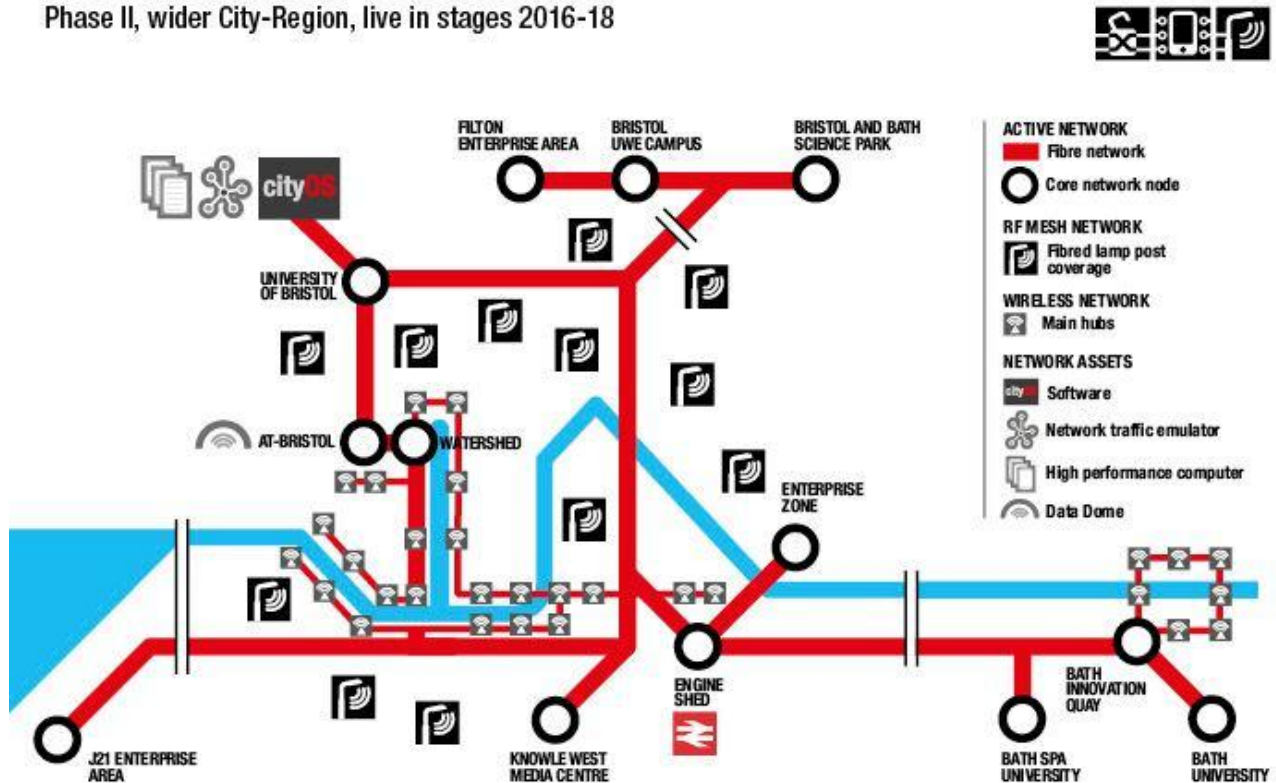
### **Open Programmable City - West of England SMART City/Digital Technologies Test Bed**

Also known as 'Bristol is Open' the Bristol Open Programmable City initiative is about developing an open programmable city. It is a collaboration between the technology, media & telecommunications industry, universities, local communities, and local and national government. The project is governed by a joint venture between University of Bristol and Bristol City Council. Long term partners join an advisory panel that guides the joint venture on the evolution of the network, the creation of multi-partner experiments, the services that underpin the project and publicity and events surrounding the project.

The initiative offers the Bristol City region to companies who want to 'test' their digital/SMART City technologies. North Somerset via its connection to the West of England LEP and City Region has the opportunity to collaborate in the initiative. Figure 7-1 below shows the current and planned SMART City technology in the WoE region.

**Figure 7-1 Bristol Open Programmable City Plan**

Phase II, wider City-Region, live in stages 2016-18



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OPEN PROGRAMMABLE CITY REGION

## 7.5.2. Locational Opportunities

The following table summarises the key characteristics and opportunities for employment land for the different locations in North Somerset. The recommendations could form the basis of specific town centre strategies. The information is based on the 'bottom-up,' demand exercise using information from the consultation with stakeholders and those involved in 'day-to-day' activities in the local market

**Table 7-8 North Somerset Insights by Area**

Employment area	Bottom-up demand insights	Summary of Opportunity and Recommendation
Portishead	<ul style="list-style-type: none"> <li>• Demand for more SME grow -on space</li> <li>• Provides the place benefits that demand responds to, and improved transport links (i.e. rail link) will enhance that. A lack of a rail link will stifle demand</li> <li>• Demand has been there even where employment land has been lost to higher value uses</li> <li>• Good demand for office space and beyond other areas due to proximity to Bristol</li> <li>• Good demand for industrial space with locational benefits</li> <li>• Expect to have more demand for industrial (and distribution) than office</li> <li>• Best location for much of demand (though does not have the availability) and would suit business park developments</li> <li>• Most recent activity in office deals (significantly so), which are at higher rents, only South Bristol office move from market quicker in North Somerset</li> <li>• Low % of current office availability is new</li> <li>• Recent deals for industrial land have been lower quantity but larger sites</li> </ul>	Protect existing employment land and if possible provide additional land for high growth companies (advanced manufacturing linked to Port/Bristol Airport and wider West of England Economy)
Clevedon	<ul style="list-style-type: none"> <li>• Demand for a 'Hive' like innovation centre offering and for flexible</li> <li>• Has had more demand for office space than Weston-super-Mare, where demand radiates out from Bristol</li> <li>• Has good industrial availability at present, including some large and design&amp; build sites at Clevedon business park</li> <li>• Has good office availability at present, a low share are new sites</li> <li>• Has had greatest office deals after Portishead in recent years, and offices stay on market for less time than other areas i.e. Weston-super-Mare</li> <li>• Has had greatest industrial deals after Weston-super-Mare in recent years</li> <li>• Greatest share (in North Somerset) of its industrial deals being sales</li> </ul>	Protect existing land and create and/or encourage new 'start up space' specially to meet cultural and creative/media uses in offices
Weston-super-Mare	<ul style="list-style-type: none"> <li>• Current and future largest (growing) population in North Somerset – large labour force</li> <li>• Housing led regeneration as per the approved WSM Town Centre Regeneration SPD can act as catalyst for economic growth in wider Weston). SPD has c.1600 dwellings across four larger development sites.</li> <li>• Transport improvements to support through Western Rail improvements, MetroBus, M5 Junction 21 improvements</li> <li>• Local vision and planning for employment led development and economic centre</li> <li>• Has been more successful in attracting industrial users as the area with the most recent deals</li> <li>• Strong demand for final mile uses here</li> <li>• Industrial units have needed little marketing</li> <li>• Has had stronger demand for industrial uses</li> <li>• Office demand has been dampened by distance to Bristol, negative perceptions – transport links and improving image can alter demand</li> <li>• Some office space not being taken up well and on market for long time</li> </ul>	Advanced manufacturing, high tech/digital and food industries opportunities. Provide more start up space and innovation centres e.g. Hive. Realisation of demand more reliant on growth linked to Airport and south Bristol. In the medium to long term this demand could 'feed-back' to WSM.

Employment area	Bottom-up demand insights	Summary of Opportunity and Recommendation
	<ul style="list-style-type: none"> <li>Some office units lost to other uses (retail and residential)</li> <li>An ambition for Weston as a hub of office space may not be so viable</li> <li>Though the Hive office spaces have waiting list</li> <li>Available office space ranges in its size and spec – there is an over-supply and/or lack of quality of office space in Weston-super-Mare</li> <li>Would be focus area for any leisure/recreational opportunities</li> </ul>	
Nailsea, Backwell, Yatton	<ul style="list-style-type: none"> <li>Indicative level of new dwellings of 4,000 and will be supported with a new link from Junction 20 to Nailsea and MetroBus</li> <li>Has lost some industrial space to housing development</li> <li>Demand likely to be stronger for industrial and distribution going forward</li> <li>Has available office space and some has been on market a long time</li> <li>The share of its available office space that is new is higher than other areas</li> <li>Its industrial sites are generally small scale, and has also on the market less time than other areas</li> <li>Aim for Nailsea to be less of a dormant town with housing development and a more thriving town centre with more self-contained employment</li> </ul>	As per Portishead and Clevedon
South Bristol Fringe	<ul style="list-style-type: none"> <li>Opportunity from the lack of supply in Bristol, and better placed to capture any continued off-shoring opportunities</li> <li>Expect demand to be greater here for office use and warehouses/sheds especially at South Bristol Link and Hengrove.</li> <li>Recent deals and rental levels show strong office demand here and less time on market for current available sites</li> <li>Current availability shows a good level of offices, where a low share of this space is new</li> <li>Current availability shows little industrial space</li> <li>The South Bristol ring road improvement and MetroBus will further support this</li> <li>Close relationship with Bristol market where Pill, Gordano and Leigh Woods function as part of the Bristol employment market</li> <li>Question is raised around whether allowing delivery of sites closer to Bristol i.e. Portbury, Ashton would be a feasible alternative to 'Weston First' policy, such as giving better access to Bristol and skilled labour and capturing latent demand.</li> <li>The Port and Airport developments would act as catalyst for demand Weston-super-Mare.</li> </ul>	Significant latent demand based on 'overheating' Bristol market that if 'un-leashed' in a managed and sustainable way could positively impact demand in WSM and the rest of the district in the medium to long term
J21 Enterprise Area	<ul style="list-style-type: none"> <li>A suitable and viable site going forward that can cater more industrial and office as need be given scale of land</li> <li>Offers some quality of sites that could achieve the highest rentals in North Somerset.</li> <li>Providing links and proximity to the airport, Royal Portbury Docks, M5 and mainline rail links.</li> <li>Its drawbacks are its public transport links and distance from Bristol</li> </ul>	As per WSM opposite
Land surrounding the airport	<ul style="list-style-type: none"> <li>The Airport has a growing air demand and capacity that can create employment opportunities in surrounding area and especially to the south, recognising the Greenbelt constraint.</li> <li>Expansion of employment land around Bristol Airport can only be delivered if major public transport improvements are made. Airport growth focus is on inward business investment and inward tourism for creation of employment opportunities.</li> <li>Sector growth around airport opportunities i.e. aircraft/aerospace manufacture cluster in the medium-long term. Could filter down from what is currently in North Bristol, with an engineering workforce around the hangers i.e. R&amp;D, supply chain and education.</li> <li>New public transport links could create a new market town</li> </ul>	Major opportunity for economic growth that could 'feed-back' to WSM and rest of NS.

### 7.5.3. Accommodating a Potential Step Change in Local Growth

The West of England is widely considered to be one of the UK's brightest prospects for future economic growth. In these dynamic and uncertain times of increased global competition, Brexit and rapid technological change, the West of England has many of the attributes to allow it to compete and expand. These attributes include its location and connectivity, high quality of life and built environment and crucially its pre-existing high growth sector employment base and labour force. It is one of the fastest growing economies in the country and has the sort of potential that many areas around the UK and more globally would be envious of<sup>43</sup>.

North Somerset, which contains two of the West of England's major assets, in the Port of Bristol and Bristol Airport, has an opportunity to benefit from some of this significant economic growth potential. In the medium to long term this could help to address some of the issues of relative deprivation and lack of economic growth further away from Bristol to the south of the district in WSM. There are also short-term actions that North Somerset could pursue to help benefit from economic growth originating in the Bristol city region. These are described at section 8 below.

Two key actions would be required to enable a 'step change' in the area's economic prospects. These are as follows:

- Major infrastructure investment to better connect Bristol Airport and North Somerset's growth areas to the West of England as outlined in the Joint Transport Strategy (Medium to long term)
- Allow some growth of new employment sites to the south of Bristol (Port and Airport) to help 'close the gap' between the overheating market of Bristol and the relatively struggling market at WSM. (Short to medium term)

The WoE Joint Transport Strategy (JTS) sets out a range of major infrastructure that if delivered would be likely to unlock significant economic development in North Somerset, albeit it should be recognised that these initiatives are likely to be long term and that there is a degree of uncertainty on how and whether they will be delivered/funded. The overall strategy is shown in Figure 7-2 below. The key projects relevant to North Somerset are as follows:

- New mass transit route from Bristol to the Airport,
- A package for Weston-super-Mare to support existing growth commitments,
- New strategic corridor from the M5 to the Airport and Bristol
- New multi-modal transport corridor (including Metro Bus) connecting Clevedon, Nailsea and Bristol,
- Improved orbital connectivity around south Bristol.
- New Park & Ride site for Weston-super-Mare.
- Comprehensive package is proposed to improve access to the Airport both by public transport and by road.
- Access to Royal Portbury Dock will be improved through extension of the Smart Motorway and significant improvements to M5 Junction 19.

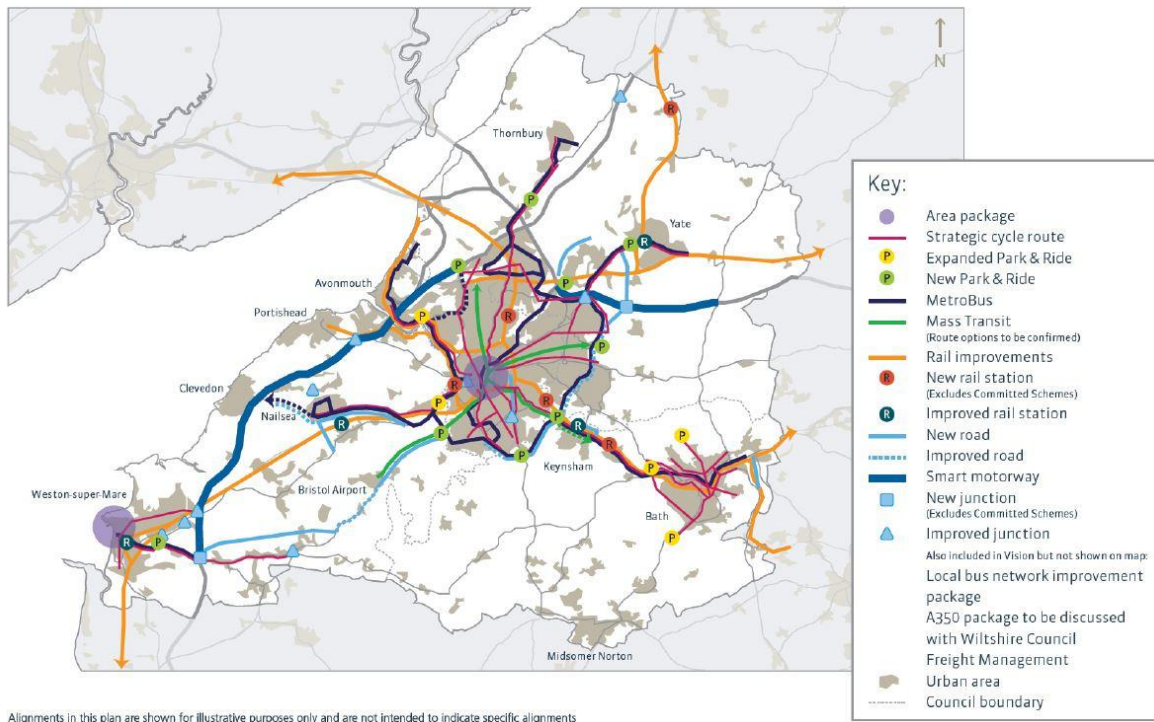
The costs of these projects have yet to be firmly defined but they are very significant. The total costs of all WoE JTS projects are estimated to be around £9b to £13b. The Mass transit to Bristol Airport is expected to be between £900m to £1.8b. The JTS does not quantify benefits at this stage although notably the Mass Transit system to Bristol Airport is qualitatively scored at the highest level of potential employment benefits. Most JTS projects described above are at an early stage of conception.

The high costs will generate some uncertainty but according to the JTS they are likely to be 'value-for-money' and will therefore pay back in economic benefit terms (i.e. jobs, GVA and productivity) the costs incurred. North Somerset will need to be proactive in building up a strong rationale and evidence base to present to infrastructure funders. Increasing the Council's internal capacity and building partnerships will help to enable this.

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<sup>43</sup> <http://www.southwestbusiness.co.uk/regions/bristol/bristols-economy-enjoys-2-4-per-cent-growth--20042017153459/>

**Figure 7-2 WoE Joint Transport Strategy Potential Infrastructure Projects**



#### 7.5.4. Summary – Key Opportunities

In summary, based on the information presented above the following key points can be made in terms of sector opportunities that could be encouraged through North Somerset future policy and strategy:

- There is strong underlying demand from high tech companies to be located in North Somerset. To capitalise on this opportunity the public sector should provide support in terms of enabling the right sort of land is available, providing infrastructure investment and other 'softer' techniques such as awareness raising and acting as a 'broker' between land owners who may be risk averse in terms of speculative development and businesses who want to locate in North Somerset.
- The Open Programmable City presents an opportunity to further 'embed' technology companies in North Somerset that should be supported however possible.
- Other sectors that present a growth opportunity that should continue to be supported include the food sector, HPC supply chain companies and Weston College.
- Bristol Airport presents a very significant economic opportunity that could act as a 'game-changer' for North Somerset if it expanded. This would involve development in the greenbelt so may prove politically controversial but if permitted the economic benefits could 'flow' back to WSM, allowing realisation of the 'Weston-First' policy.
- The Port of Bristol is a key economic asset, with national significance. As a large element of it lies within North Somerset the managed development of the Port could be supported as a way of boosting economic growth and providing employment benefits (direct and indirect) to North Somerset.
- Strong demand for 'start-up' and 'grow-on' space and a relative lack of supply, especially in areas close to Bristol e.g. Portishead, Nailsea, Yatton, Clevedon, suggests that existing land there should be protected and if politically acceptable the expansion of some new sites in this area.

## **7.6. Delivery Mechanisms and Funding Options**

North Somerset Council is already proactive in pursuing initiatives to stimulate economic development and it works with a variety of public sector organisations and the private sector to enable growth. For example, the North Somerset Economic Development team work closely with WoE LEP and its inward investment arm Invest Bristol and Bath.

However as described above in the previous section, there is an opportunity for North Somerset to enable a 'step change' in the area's economic prospects. This principally involves proactive interventions to capitalise on the strong economic prospects of the West of England. If successful this could help to 'un-block' some of the difficult employment sites that have remained undeveloped in North Somerset for several years and could create local jobs and increase prosperity. To benefit from this 'step change' the Council is likely to have to take a more pro-active role in terms of funding and delivering development and infrastructure. Also, it will be faced with making difficult spatial planning decisions given that much of the area in demand (e.g. Port and Airport) is within the green-belt.

An indication that North Somerset Council recognises the benefits of this opportunity includes that in July 2017 the Council considered options to set up a Development Company (North Somerset DevCo) wholly owned by North Somerset Council. Further details are provided below.

### **7.6.1. Financing Opportunities**

The pooling of various finance opportunities can be focussed on helping North Somerset Council deliver the economic and employment land strategy. The opportunities include use of developer contributions such as CIL, future revenue streams unlocked by development such as Business rates and potentially more sophisticated options such as RIF and LABV. These potential options for funding and delivery, including high level information on their key characteristics, examples of where they have been successful and ways in which they might be applied to North Somerset, are summarised below. Advice on how North Somerset could use these financing and delivery opportunities to achieve the specific objectives of the North Somerset Economic Plan is summarised in Table 7-10 below:

### **7.6.2. Community Infrastructure Levy (CIL)**

CIL is a mechanism for collecting development contributions, from new development in an area, in order to fund a wide range of infrastructure items, based on a tariff structure. Previously, contributions from new development could only be secured by Section 106 ('S106') agreements, designed to address impacts directly arising from the development. CIL has been introduced in many local authority areas across the country and although it is generally not raising the levels of funding initially envisaged it still contributes significantly to infrastructure projects.

CIL is intended to work alongside planning obligations, and to pool development contributions in an area in order to fund a wide range of infrastructure items – which may include roads, other transport facilities, flood defences, schools, medical facilities etc. CIL charges are based on a tariff structure adopted by each local authority – with evidence to date from adopted charging schedules suggesting fairly significant variation in the level of CIL that is being set. There is a powerful imperative for setting CIL locally as it is not possible for local authorities to use S106 on a pooled basis for non-site-specific infrastructure. A local authority must publish a list of items in respect of which it wishes to levy the charge. That list is subject to examination by an independent inspector. CIL came into force in North Somerset in January 2018 and should raise revenue to fund enabling infrastructure that could help unlock employment sites.

### **7.6.3. Housing Deal**

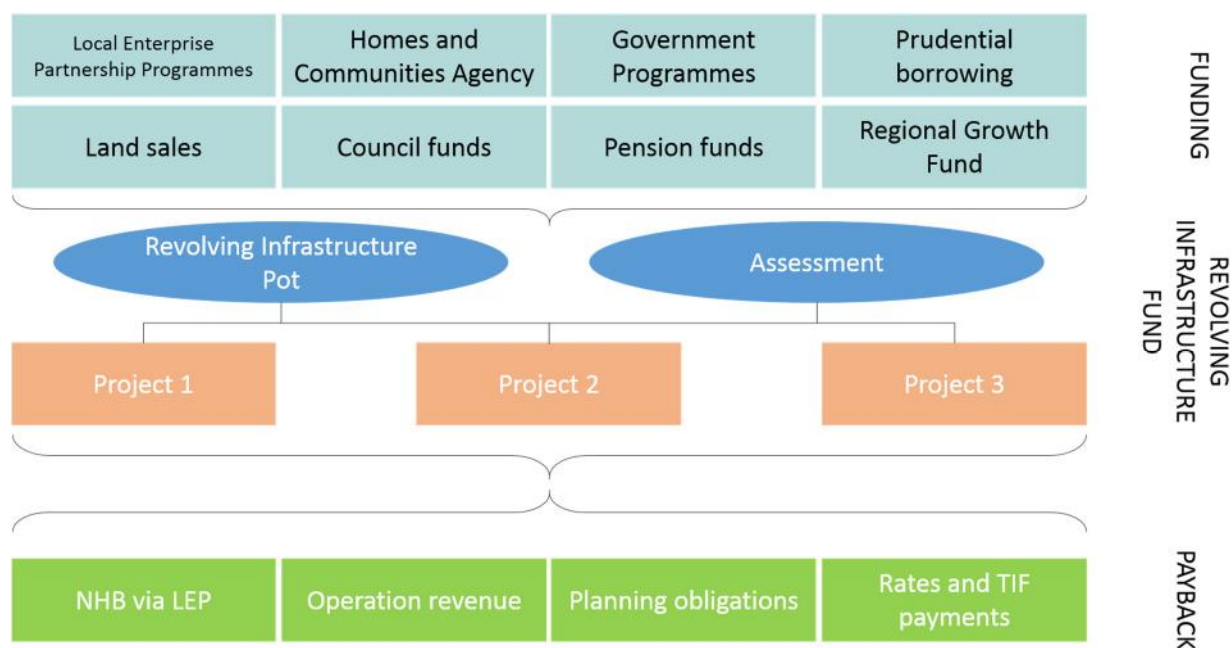
North Somerset could receive funding support from the Governments 'Housing Deal' initiative. The key elements of this are outlined in the 2017 Housing White Paper 'Fixing Our Broken Housing Market' which states the following: 'We will look seriously at any request from local authorities for Government powers to be used to support delivery in their local area, and will be prepared to consider all the levers at our disposal to do so, so long as this results in genuinely additional housing being delivered. Through these deals we will also look to promote the alignment of decisions on infrastructure and housing at higher spatial levels, including through joint local planning and statutory spatial plans. This includes the powers of the Homes and Communities Agency, support from the HCA on the use of Compulsory Purchase Orders, new permission in

principle and brownfield registers, the use of the planning freedom powers taken in the Housing and Planning Act, and use of public sector land'. Three authorities; Stoke-on-Trent City Council, Sheffield City Council, and Newark and Sherwood Homes – the ALMO of Newark and Sherwood District Council have been in discussion with Government with the intention of agreeing a bespoke Housing Deal. They are all asking for extra Housing Revenue Account (HRA) flexibilities, mainly in terms of extra capacity to borrow and greater control over Right to Buy receipts.

#### 7.6.4. Revolving Infrastructure Fund (RIF)

RIFs are an exciting potential option. An example of how a RIF works is shown below. The West of England Revolving Infrastructure Fund (RIF) is worth £56.7m and is made up of two elements; £16.9m from the Growing Places Fund and £39.8m from the Regional Growth Fund (RGF). The fund commenced in Spring 2013.

**Figure 7-3 Indicative Revolving Infrastructure Fund Structure**



Source: Atkins (2017)

North Somerset have used RIF principles to fund the Creative Hub, Weston-super-Mare with funding of £458,562 from RIF together with £67,273 from North Somerset Council, approved May 2017. As part of the wider Weston Town Centre Regeneration Programme, the purchase and development of a new Creative Hub building in central Weston, The Hub, to be called The Stable, offers a range of facilities, services and support to enable entrepreneurs in the digital and creative industries to take the first steps in setting up their own businesses within a vibrant collaborative community. RIF in North Somerset could be expanded to help fund enabling infrastructure.

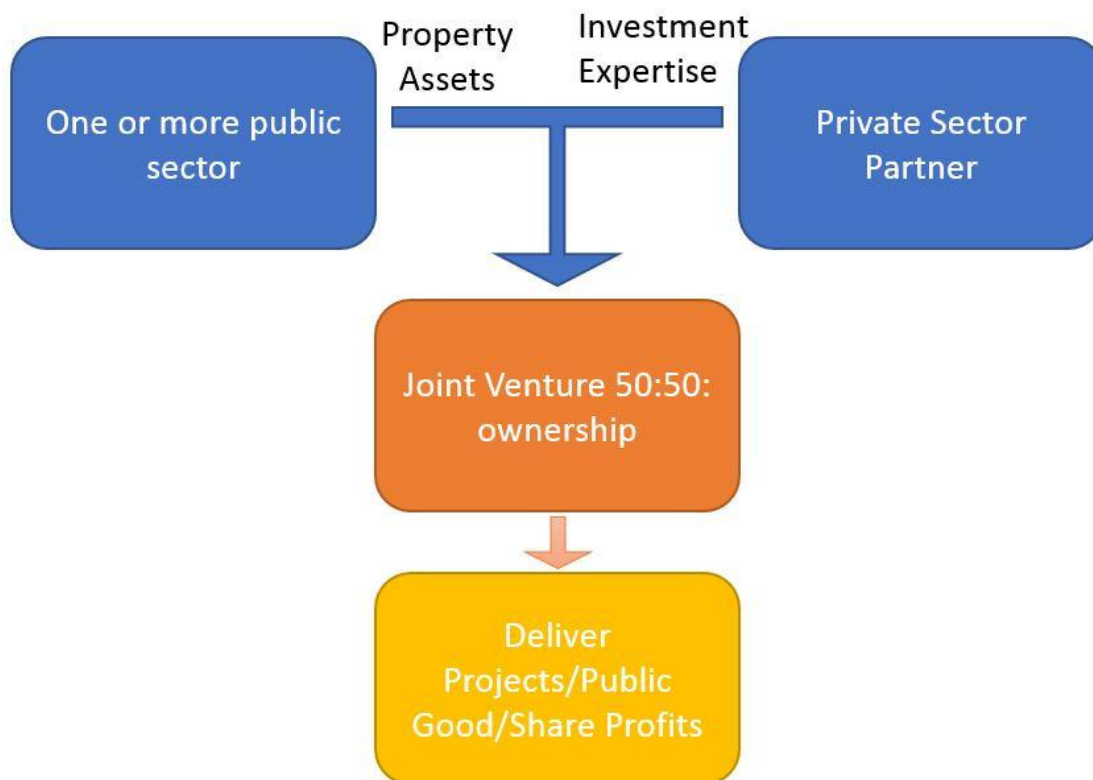
#### 7.6.5. Local Asset Back Vehicles (LABV) & Special Purpose Vehicles

Local Asset-Backed Vehicles (LABVs) are a type of special purpose delivery vehicle. They are an innovative funding and delivery model that were first introduced just before the 2008 credit crunch and as a result have failed to gain widespread interest ever since. However, in the current challenging funding environment and given the importance of addressing the 'housing crisis' they are a potential option. LABV's allow local authorities to use their assets (usually land) to lever long term investment from the private sector (providing finance) for large complex programmes involving numerous development sites and related infrastructure. They are a form of joint venture between the public sector and private sector. A summary of key relevant points includes the following:

- LABV involve the private and public-sector pooling their land, finance, planning powers and delivery expertise to achieve shared objectives and unlock difficult series of sites

- They allow cross subsidisation of development projects, infrastructure to achieve greater overall viability
- Profits are shared evenly
- Key issues are measuring and costing risks and assets
- Existing examples include Sunderland Council. However, one drawback of LABV is the lack of successful precedents. In this regard North Somerset would be to a certain degree a 'trailblazer' if they pursued this option.
- They also require significant feasibility assessments and legal advice which is likely to be expensive

An illustration of the indicative high-level structure of a LABV is shown below:



### 7.6.6. Business Rates Retention

The aim is that by the end of the current Parliament, local government will retain 100% of taxes raised locally. The Government recognises that centralised system of business rates (where business rates are collected by local authorities, paid over to HM Treasury and then redistributed back to Councils based on a formula grant calculation) act as a disincentive for growth.

The move to 100% business rates retention builds on the current system, in which local government retains 50% of locally collected business rates. That system was introduced in April 2013. Before then, all business rate income collected by councils formed a single, national pot, which was then distributed by government to councils in the form of formula grant. Through the Local Government Finance Act 2012, and regulations that followed, the Government gave local authorities the power to keep half of business rate income in their area by splitting business rate revenue into the 'local share' and the 'central share'.

Business Rates Retention could in theory represent an important strand in delivery of infrastructure across North Somerset assuming that proposed investments successfully unlock industrial/commercial development and generates associated growth in business rates income in North Somerset. It offers an opportunity to access new and flexible financial resources. This includes what is known in the USA as Tax Increment Financing (TIF) where a local authority can borrow money to finance infrastructure based on the expectation of financing the loan through future revenue streams unlocked i.e. Business Rates. However, a particular challenge associated with business rates retention will involve the difficulty of accurately forecasting

economic and business rate growth and the inevitable lag between investment in infrastructure and associated BRR income.

#### **7.6.7. Local Development Company (DevCo)**

As mentioned above North Somerset Council are considering setting up a DevCo. The DevCo would take a more active role in the market, bringing forward development projects and enabling infrastructure. It would involve the formation of a significant Commercial Investment fund. This capital fund would be funded through unsupported borrowing, subject to a subsequent approval of each individual investment. The overarching objective of the DevCo would be to boost local economic development while also providing revenue to help to support the Council's financial position which is challenging in the current climate of public sector finance cuts.

#### **7.6.8. Land Delivery Options**

#### **7.6.9. Using Public Land**

Investment in infrastructure could help to unlock the economic potential across North Somerset and as such have a positive effect on the current land values. North Somerset Council own significant amounts of land and subject to suitability and planning considerations some of this land could be released to raise capital to fund infrastructure. A relevant local example includes Bristol Council who are aiming to build 130 dwellings on their own land including 52 social rented<sup>44</sup>. Other examples include Swansea Council who have had a programme in place since 2010 of developing public assets to help boost local economy in the absence of private market activity.

Another example is Sunderland Council. As part of their private sector joint venture type arrangement such as LABV (see above) Sunderland Council have developed an Opportunity Acquisition Strategy which involves investing in and acquiring sites close to existing public sector owned sites to create 'marriage value' that can help tip the balance of viability. This type of options could be further investigated by North Somerset. The first step is to perform a feasibility study to assess whether these options are suitable and potentially viable in the North Somerset context (i.e. develop proof of context to minimum viable product).

#### **7.6.10. Land assembly/landowner agreements**

North Somerset Council and/or other interested public bodies such as the WoE LEP could act as a developer does and help landowners with their land assembly and could create landowner agreements such as option agreements. This could help to bring forward employment uses on sites that could otherwise be sought for more valuable housing. Given the role the LPA has in granting planning permission there would need to be a clear separation of duties/powers to avoid conflicts of interest.

This could involve the Council Economic Development/Property arm acting as developer would and taking options to develop land subject to planning permission. Option agreements are a right the landowner grants to a developer to 'opt' to buy the land from the landowner within a given period of time. The Council would agree to apply for planning permission at their own cost and risk and the option is in limbo until permission is granted. If the permission is deemed satisfactory, the Council can 'exercise its option' to buy the land, at which point the landowner is contractually bound to sell to the developer, at the price which is agreed, or assessed by a third party if not agreed. Usually that price is at a fair discount to its market value (and after deduction of the developer's planning costs and the option fee and any costs it paid initially) to reward the developer for the risk it took in applying for planning permission at its own cost.

#### **7.6.11. Local Development Orders**

To help speed up the planning process North Somerset Council could put in place local development orders on specific sites. Local Development Orders are made by local planning authorities and give a grant of planning permission to specific types of development within a defined area. They streamline the planning process by removing the need for developers to make a planning application to a local planning authority. They create certainty and save time and money for those involved in the planning process.

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<sup>44</sup> <https://www.localgov.co.uk/Council-to-sell-homes-on-the-open-market/43309>

Local case studies are another useful way of understanding employment market dynamics and key growth sectors. The consultation exercise uncovered the following case studies and lessons learnt:

### Case Study: Innovative Delivery Mechanism

#### Gateshead Regeneration Partnership – Local Asset Back Vehicle (LABV):

The Gateshead Regeneration Partnership is a joint venture between Gateshead Council and developers Galliford Try and Home Group. It aims to build 2,400 new homes over next 15-20 years. These units will be delivered at approximately 19 sites on 70 hectares of land. The land is mixture of greenfield and brownfield land. Some of these sites are former industrial sites. The Council is providing land and capacity on the planning and delivery side and the private sector provides finance and delivery expertise. Profits and risks are shared. The partnership includes provisions to ensure certain levels of local supply chain and employment are used (approx. 25%). This helps the local economy and raises long term capacity. A key lesson learnt was that the setting up of the Gateshead Regeneration Partnership and its long-term investment programme and commitment from the local authority helped to provide certainty and confidence to enable previously difficult sites to be taken forward by the private sector. This benefits to the local area that would have likely remained unrealised. Also, much of the development is occurring in areas that have low viability and the LABV creates confidence and addresses market failure.

**Relevance to North Somerset Economic Plan:** If NS implemented a similar initiative to the Gateshead LABV it would help NS address several key themes within the NS Economic Plan. These include Theme 1: Facilities and Infrastructure (through delivery of employment and housing and enabling infrastructure; Theme 2: People and Skills (through enhancing local supply chains and capacity); Theme 4: Quality Places with a Sense of Identity (through reducing inequality, retaining young people and by building community cohesion)

### 7.6.12. Conclusion – delivery and funding opportunities

There are a variety of potential funding and delivery mechanisms that North Somerset Council could pursue to support economic development. A summary of the key pros and cons, examples of where these initiatives have been successful and final recommendation on their suitability for North Somerset Council is provided below:

**Table 7-9 Delivery and Funding Opportunities**

Delivery and Funding Mechanism	Best Practice/ Recent Examples	Pros	Cons	NS Economic Plan Investment Theme	Suitability for NS and key role/action
Community Infrastructure Levy (CIL)	Common across country	Generates some revenue for critical infrastructure	Modest total revenues and no formal process for directing funds for economic purposes	Theme 1: Facilities and Infrastructure	Already in place in NS. ACTION - Review regularly to ensure maximum viable CIL revenues to fund infrastructure
Bespoke Housing Deal	Stoke on Trent, Sheffield City Council and Winchester City Council, Newark and Sherwood, West of England	Extra capacity to borrow to fund infrastructure and greater control over Right to Buy receipts.	Linked to housing delivery rather than employment.	Theme 1: Facilities and Infrastructure Theme 4: Quality Places	Initial WoE deal announced; work ongoing to confirm detail and funding.
Revolving Infrastructure Fund (RIF)		Efficient mechanism for funding enabling infrastructure	Requires Council capacity to manage and scale up RIF	Theme 1: Facilities and Infrastructure	Already in place in NS. ACTION – Identify further interventions suitable for this

Delivery and Funding Mechanism	Best Practice/ Recent Examples	Pros	Cons	NS Economic Plan Investment Theme	Suitability for NS and key role/action
					fund; scope out capacity to 'scale up' to support Economic Plan
Local Asset Backed Vehicle (LABV)	Previous round Sunderland – new tranche – Sheffield City Council	Ability to unlock significant 'latent' value to fund infrastructure and unlock economic growth	Complexity and cost of process and lack of successful precedents means element of risk and need to 'learn on job'	Theme 1: Facilities and Infrastructure  Theme 2: People and Skills  Theme 4: Quality Places	Unsure at this stage. ACTION - Further detailed scoping of LABV's suitability. Council to consider appetite for risk.
Business Rates Retention (BRR)	100% BRR Pilots Berkshire, Derbyshire, Devon, Glos, Kent and Medway, Leeds, Lincs CC, Solent, Suffolk and Surrey	Greater financial resource and flexibility for Council to fund economic development initiatives	Difficulty in predicting future BR if borrowing against future revenue streams	Theme 1: Facilities and Infrastructure  Theme 2: People and Skills	ACTION -Already in place across West of England (City Deal EDF programme).
<b>Local Devt Company (DevCo)</b>	Relatively common and many successful examples across country	Financial resources and remit for NS to pursue opportunities to stimulate economic growth	As with any market investment there is the risk of losing the initial investment	Theme 1: Facilities and Infrastructure  Theme 2: People and Skills  Theme 3: Competitive Businesses  Theme 4: Quality Places	Suitable. Council recommended to continue to pursue
Using Public Land Receipts	Relatively common and many successful examples across country	Generates funding for critical infrastructure to aid economic growth	Loss of asset so need to ensure value maximised	Theme 1: Facilities and Infrastructure  Theme 4: Quality Places	Suitable. ACTION - Council to scope out on more detail. Ability to combine with DevCo/LABV and/or RIF
Land Assembly/Landowner Agreements	Relatively common and many successful examples across country	Can help to unlock 'blocked sites'	Complex legal/regulatory arena requiring robust legal advice	Theme 1: Facilities and Infrastructure  Theme 4: Quality Places	Suitable. ACTION -Council to scope out and receive legal advice.
Local Development Orders	Relatively common and many successful examples across country	Speed delivery of sites	Requires Council capacity	Theme 1: Facilities and Infrastructure  Theme 4: Quality Places	Suitable. ACTION -Council to scope out and assess internal capacity to deliver.

## 8. Conclusions & Recommendations

### 8.1. Introduction

This chapter provides a summary of the key study findings and evidence assessed. Based on those findings, policy and strategy recommendations are made that can help inform the development of robust economic and employment land policies for North Somerset.

### 8.2. Summary and Conclusions

North Somerset is a diverse area with complex employment land related dynamics. It has rural characteristics but it is also part of the economically dynamic West of England. In forward planning terms, strategic growth plans for North Somerset is set out in the West of England Joint Spatial Plan and the Joint Transport Strategy. The evidence in this ELR will feed the future North Somerset Local Plan. However, North Somerset is not part of the West of England Combined Authority which has access, via the Devolution Deal, to significant enabling infrastructure funding.

North Somerset is well connected to the rest of country via the M5 and it contains two of the West of England's major economic assets in Bristol Airport and Port of Bristol. Its main town of Weston-super-Mare (WSM) has some historic issues of deprivation. These issues have led the Council to adopt a proactive policy of encouraging employment growth, especially high value office type employment in WSM. However, the evidence uncovered in this study suggests that this 'Weston First' policy has struggled in the past is likely to continue to struggle to achieve its objective of boosting delivery of employment land in WSM. This was concluded to result from a variety of factors including the relatively prescriptive planning policy that does not adequately meet the needs of businesses.

There is also a need for enabling infrastructure to unlock sites at WSM particularly to support the level of employment development envisaged. Evidence of market failure was uncovered, which suggested that some employment site promoters are potentially holding back land for commercial use, potentially because they are seeking higher value housing uses or maybe as they are seeking a 'liberalisation' of the 'employment-led planning policy that targets significant amounts of office jobs.

In terms of the North Somerset employment land market, the research shows that the market has strong potential. It has a good base of industrial, warehousing and some office based jobs. Key sectors include advanced manufacturing, digital, cultural and creative businesses and logistics. Vacancy levels are on average at an optimum level to allow the market to function appropriately. There is around 68 hectares of developable land at a range of allocation sites. These sites were assessed for the suitability for employment uses and the majority are deemed suitable. The main issue that could potentially hold back delivery at these sites are as described above. These are; overly restrictive planning policies, market failure and the need to invest in enabling infrastructure and encourage developers to build out employment uses.

The demand exercise uncovered that there was demand for between 39 and 49 hectares of employment land to 2036. This was based on a combination of 'top down' employment forecasts and 'bottom up' market intelligence gained from stakeholders and those involved in the local employment land market on a 'day-today' basis. When comparing demand to the available supply, and after factoring in the need to retain a sufficient buffer of vacant land to provide flexibility to future business occupiers, the residual gap was between 16 ha and 26 ha. Although this could be seen as a relative oversupply it is appropriate to retain this land for employment uses as there is strong potential in North Somerset in the future. This relative surplus will be very important if the Council decide to capitalise on the opportunity for a 'step change' in economic prospects. This is mainly linked to expanded development at Bristol Airport and the Port of Bristol and the major infrastructure investment as outlined in the Joint Transport Strategy.

Based on these key conclusions the following policy recommendations are made:

## 8.3. Policy and Strategy Recommendations

Based on the analysis and evidence presented in this report the following policy and strategy recommendations are made. These recommendations reflect a combination of the 'top down' quantitative evidence and the 'bottom up', more qualitative evidence gathered through the extensive consultation with local business stakeholders.

### 8.3.1. Recommendation 1: Allocated Employment Sites to be Protected

To help ensure there is sufficient capacity to meet projected demand for employment land in North Somerset to 2036 the following existing allocations employment land should continue to be protected. If any of this supply is developed prior to the new Local Plan becoming adopted, additional land should be sought to replace in order to maintain an effective supply of land

- NS1 - Weston Villages, WSM (17.6ha)
- NS2 - Haywood Village Bus Qtr., WSM (26.3ha)
- NS3 - Land west Kenn Rd, Clevedon (8.2ha)
- NS4 - Clevedon 5/20 (1.8ha)
- NS5 - Gordano Gate, Portishead (1.1ha)
- NS6 - Elliott Medway, Congresbury (0.3ha)
- NS7 - West Wick Bus Park, WSM (4.7ha)
- NS8 - Europark, WSM (0.0ha – opportunity to redevelop site for employment uses if existing uses vacate)
- NS9 - Summer Lane, WSM (3.6ha)
- NS10 - Moor Park, A371, WSM (1.2ha)
- NS11 - Land at North West Nailsea (1.5ha)
- NS12 - Estune Business Park, Long Ashton (0.4ha)
- NS13 - Park Farm, Yatton (0.0ha - opportunity to redevelop site for employment uses if existing uses vacate)
- NS14 - Burnett Industrial Estate, Wrington (0.5ha)

Over the Local Plan period to 2036 there is projected to be gross demand for approximately 39ha to 49ha of employment land (B1, B2 and B8) in North Somerset (see Section 6). There is currently approximately 68 hectares of developable employment land. In line with the principles of the NPPF, forecast demand should be accommodated at the most appropriate locations for employment uses within the local authority area. Based on a comprehensive assessment of the sites the majority of existing allocations remain the most suitable location for accommodating this employment need. Retaining a 'fit for purpose' supply of employment land and premises is also important to counteract the effect of permitted development rights which allow conversion of some employment premises to residential without full planning permission.

The residual surplus of projected employment land necessary to meet projected demand of between 17 and 27 hectares should be retained for employment uses. Based on an assessment of factors not necessarily captured in the 'top down' employment forecast, evidence was uncovered in the 'bottom-up' consultation exercise to suggest there is a reasonable prospect this theoretical 'surplus' land could be developed for employment uses in the future. If the land is released to other uses it would be effectively 'lost forever'. If the step change scenario, as described below, is followed demand for employment land in North Somerset is likely to increase significantly. Also, employment land in North Somerset could be necessary to meet wider sub-regional employment needs as identified in the WoE Joint Spatial Plan.

### 8.3.2. Recommendation 2: Protect Existing Employment Sites

Existing employment land in B1, B2 and B8 use across North Somerset should be protected for employment uses unless the following criteria are met:

- The existing employment land use causes detrimental effects to the amenity of the nearby area;
- The site does not contribute significantly to employment land supply, provide appropriate local employment opportunities or contribute to the economic diversity of North Somerset (either individually or cumulatively).

- There is no evidence of market interest in the site following at least one year of active marketing. This should be supported by a viability assessment. The viability assessment should address include soft market testing specific to the particular sector of the existing site e.g. if the site was a former logistics site a survey with a range of local property agents could be carried out to ascertain whether there is still localised demand for that use in that location and also basic information on local demand for that sector and any particular requirements; qualitative site assessment of its 'fitness for purpose' for the last known employment use; basic quantitative assessment of costs of renovation/reactivation versus current market value to demonstrate whether it would be viable to reactivate.

### 8.3.3. Recommendation 3: Review existing employment policy for WSM

As set out above, there are mixed views on the approach and future role of the employment-led policy for Weston-super-Mare and a review is intended through the Local Plan process.

There are several elements to reviewing the policy:

#### iv. Assessing the job target and ongoing need to focus on employment delivery;

This will need to be considered in the context of achieving the 'step change' in economic prospects for Weston-super-Mare. It may be appropriate to provide a more flexible approach to the jobs to homes ratio; one that adopts a pragmatic approach allowing an appropriate balance of employment types and the overall scale of jobs growth that can be accommodated, possibly on a site by site or allocation basis. This will have to take into account evidence of demand within this study, delivery and market factors, as well as 'policy on' aspects, particularly the aspiration to achieve an uplift in economic growth, regeneration and investment in the town. It should also take into account the commitments set out in consented schemes in the town, particularly the Weston Villages, and the strategy for employment development being pursued through those schemes.

#### v. Reviewing the types of jobs required against the context of market supply and demand;

The wording of the employment-led policy emphasises the desire for office development, although all job numbers are accepted towards the target. One approach could be to look at existing employment allocations, where tied to a specific use, and to review whether changes would be better to meet an identified market demand, or simply to allow flexibility and choice.

Three potential options to consider are:

- **Option 1: Part Focused:** specified targeted land use types per site i.e. B1a, B2, B8 based on the overall split of around 33% office and the remaining 66% industrial/warehousing
- **Option 2: Market Driven:** let the market dictate so that any B use is permitted on allocated sites, subject to compatibility with neighbouring uses and the standard development management process. To ensure sites are not completely taken up with, for example B8 uses, the Council could monitor delivery via planning permissions and update policy accordingly if it seems too much land is being used for a particular use.
- **Option 3: Hybrid:** A mixture of Option 1 and 2. This could include a broad policy that allows the market to dictate what B uses locate on sites. However, thresholds could be set so that not all the land could be developed for a particular use. This would involve assessing the quantum of targeted use per site. Key sites should be identified and protected for priority, specified uses, where appropriate, for example, sites suitable for prime office development or more suitable for large-scale distribution.

These options should be considered in particular for sites that do not yet have planning consent. Where an existing consent is in place, evidence would be required as to the need for change.

#### vi. Reviewing the delivery mechanisms for the policy, including the link to housing delivery;

This maintains the policy objectives, but looks at alternative or additional mechanisms for delivery. In addition to maintaining the status quo, the range of options to consider could include:

- **Option 1: reviewing phasing:** essentially this would be to maintain current requirements, but to allow a longer timeframe for delivery and an associated re-phasing of employment to housing targets. The advantage of this approach would be that it would continue to ensure the involvement of a range of partners and different delivery mechanisms.
- **Option 2: serviced sites/speculative provision:** to amend the requirement to be focused on the provision of land and premises rather than jobs alone. This would de-risk the delivery of housing and would ensure the continued provision of serviced sites. The change could be made in conjunction with other options such as reviewing timelines. A disadvantage is that by removing the link to housing, there is less incentive for developers to effectively market their land or accept reasonable offers and potentially an incentive to wait instead in the hope that land will at some point revert to housing.
- **Option 3: re-planning and collaboration:** this option would enable developers to plan and 'share' targets across a wider area, with different employment allocations phased and targeted for appropriate uses. In effect this option is already in place through the Employment-Led SPD, but take-up has been limited, perhaps due to the perceived risk of relying on others for delivery. It would also require a collaborative approach to delivery.
- **Option 4: NSC intervention:** developers would pass some or all of the employment land - and financial contributions to cover costs - to NSC, with the council taking on full responsibility for delivery. This would have a number of advantages, with the potential to recycle receipts into further future delivery. However, is it unlikely that the council could have the capacity to deliver all of the sites and jobs allocated within the required timeframe; a targeted approach might then be appropriate.

#### **8.3.4. Recommendation 4: Additional Sites to Consider if there is an Appetite to Pursue a 'Step Change' in Economic Prospects**

The demand forecast does not assume that the major initiatives outlined in the WoE Joint Transport Strategy and additional 'green-belt' employment sites released will occur. The infrastructure investment outlined in the JTS is likely to create much greater connectivity to the growing Bristol economic area. This could have a significant positive impact on economic growth throughout North Somerset. If this is performed in conjunction with managed release of some employment sites closer to Bristol the positive economic effects are likely to be magnified.

In quantitative terms it could mean that there is significant demand for additional employment land in North Somerset. The evidence assessed suggested that there is strong 'pent up' demand for employment space in South Bristol and its fringe. The potential economic impacts of expansion of Bristol Airport are estimated to be very significant. The Airport estimate that by 2030 an additional 20,000 jobs and around £1.5 billion economic output could be achieved. Under this scenario the positive effects could filter back to WSM and generate demand there as the connectivity to Bristol was significantly improved. This could help to 'break the cycle' of under-investment and relative lack of confidence in the WSM employment land market. The key potential sites that if developed could help enable a positive economic step change' are as follows. Note development at these sites would be subject to more detailed assessment and masterplanning exercise:

- Sites around the airport
- Sites around the Port of Bristol
- Any other sustainable employment sites closer to Bristol

#### **8.3.5. Recommendation 5: Proactive Initiatives – North Somerset DevCo**

The Council should continue to pursue proactive actions associated to the NS DevCo, to help enable development at employment sites, address market failures and to boost local economic development. These interventions, their pros and cons, specific actions and examples of where they have proven to be successful are covered in more detail in Chapter 7 (Table 7-10). They can be summarised as follows:

- Pursue the setting up of the North Somerset DevCo and Investment Fund so that it will act as a focal point for coordinating initiatives to address market failure and boost local economic development

- Produce more detailed scoping and feasibility work (potentially under the remit of the DevCo) to assess the suitability of more innovative funding and delivery mechanisms such as RIF, LABV and Land Assembly initiatives
- Innovation centres and start up space is and should continue to be a fundamental element of North Somerset's economic development and employment land policy.
- Explore joint partnerships with developers
- Address market failure through increased use of CPO powers and pursuing and/or supporting options, however possible, outlined in the Housing White paper including shortening timescales to implement planning permissions and speeding up completion notice period.
- Continue the regeneration of Weston-super-Mare and support initiatives to improve its 'image' to increase confidence amongst the business community and potential investors.
- Pursue the infrastructure investment as outlined in the WoE JTS
- Encourage clustering options as outlined in the North Somerset Economic Plan such as supporting 'The Food Works<sup>SW</sup>' at J21, developing network of incubator units around the Hive at WSM and link this to the Bristol Open Programmable City initiative. Also, continue to develop supply chain links HPC
- Consider Local Development Orders at key sites to speed up and simplify the planning process.

### 8.3.6. Recommendation 6: Ongoing Monitoring

The NPPF requires local authorities to be responsive to market signals to ensure that there is adequate provision of the right type of employment land to meet the needs of the business community. At the same time, there is little benefit in safeguarding employment sites that are not fit-for-purpose and could potentially be used to relieve North Somerset's housing and regeneration pressures. This study represents part of the evidence base to identify what the market requires in terms of employment land needs. The Consultants recommend that to respond to market signals the Council should do the following:

- Undertake regular employment land review updates (as a guide, every 2-3 years) so that its evidence base remains up to date.
- Undertake surveys of locally based businesses to understand business needs and aspirations. This will require an appropriate sample size and will need to explore aspirations for growth / expansion, perceptions of the suitability of the location, type, size and quality of premises.
- Consult regularly with local property agents to gain perspectives of local market conditions

### 8.3.7. Summary of Recommendations - Timeframe

The recommendations are presented below with indicative timeframes for implementation. These could be used to inform the forward strategy of the North Somerset DevCo, site specific strategies and support longer-term council ambitions to change the types of employment in Weston-super-Mare as quantum of employment land increases throughout the JSP plan period.

Recommendation	Short term: 2018-2023	Med Term: 2023-2028	Long Term: 2028-2036
Recommendation 1: Employment Sites to Be Protected - allocations			
Recommendation 2: Protect existing employment sites subject to suitability and viability			
Recommendation 3: Amend Existing Employment Land Planning Policy for WSM			
Recommendation 4: Consider allocating additional employment sites to enable 'Step Change' (Port/Airport & suitable sites South Bristol)			
Recommendation 5: Pursue proactive initiatives such as setting up NS DevCo and scoping out of innovating funding and delivery mechanisms			
Recommendation 6: Ongoing monitoring of employment land			

# Appendices



# Appendix A. Consultation Questionnaire

## A.1. Market agent questionnaire

The following sets out the questionnaire on the North Somerset property market that was used to gather insights and information from local agents, developers and land owners.

### 1. Context

Atkins were commissioned in August 2017 by North Somerset Council to undertake an Employment Land Review (ELR) for the district. The ELR will help the Council understand the appropriate balance between future demand and supply of employment sites. This information will then be used to inform proposed allocations for employment land to help meet future business needs. Once complete the ELR will inform North Somerset's Local Plan and the evidence within it will underpin the Council's employment land strategy and delivery plan. The ELR will also supplement and provide further local detail to the emerging West of England Joint Spatial Plan.

It is a national planning policy requirement that the views and market intelligence of market agents should be fed into the local planning policy evidence base. In that regard, we would really appreciate your input into the process.

We include a selection of questions below, where the focus of these is on recent trends and future demand expectations for different employment land types.

Note: information provided by consultees will be treated confidentially. Information provided will be aggregated in the report and will not be attributed to any consultee.

### QUESTIONNAIRE

#### Personal Information

Name:	
Position:	
Company:	
Area of work (location and market type):	
Contact details:	
Date:	

#### Current demand and supply of employment sites

<p>a) Where is there available stock and where are the desirable locations? For office/industrial/warehouse</p> <p>Is this good quality? second hand / new build?</p> <p>Where is there generally a) availability and b) a lack of stock?</p>
<p>b) What are the competing centres for employment space and what of price differentials between these?</p>

<p>i.e. office space in W-S-M vs office space in Clevedon i.e. office space in W-S-M and retail space in W-S-M</p>
<p>c) What general trends in commercial space have you seen over the past few years? Do you think these are likely to continue?</p>
<p>d) Is there any evidence of oversupply in certain areas? Market failure?</p>
<p>e) What is the local level of churn for commercial sites?</p>
<p>f) Rental values</p> <p>What are typical £ per sq ft – By area and type - office/industrial/warehousing</p> <p>How have the rents been performing – has there been growth or decline in certain locations/areas? Reasons why?</p>
<p>g) What are the most important factors for demand for the office/ industrial/ warehousing sites:</p> <ul style="list-style-type: none"> <li>• Proximity to key suppliers</li> <li>• Proximity to key clients / markets</li> <li>• Affordable premises</li> <li>• Appropriate type of premises</li> <li>• Proximity to skilled workforce</li> <li>• Access to road network</li> <li>• Access to rail network</li> <li>• Good environment / quality of life</li> <li>• Close to home</li> </ul>

<p>h) What are any current issues with existing commercial employment sites in North Somerset?</p> <p>i.e High business rates, high rents, premises too old / in poor condition, site / premises too small / unadaptable, high security costs, poor site access, road congestion, poor public transport, lack of car parking provision, poor image of site / premises, poor public realm (street lighting / pavement), poor local facilities / amenities</p>
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**Future demand**

<p>a) What are your general views on the likely demand for employment/commercial space in North Somerset over the next 20 years, and on any issues that need addressing to unlock this growth potential i.e. public transport/infrastructure etc.</p>
<p>b) What are your views on the type of employment sites that will be preferred? And what of the preferred locations?</p> <p><i>(i.e. Office, mixed use, dedicated business parks / industrial areas, workspace, incubator, managed workspace and offices.</i></p> <p><i>Residential areas; town centre / commercial districts; Weston-Super-Mare; J21 Enterprise Area; smaller towns/ rural; close to South Bristol, Portishead, Port of Bristol and/or Bristol Airport?)</i></p>
<p>c) Which wider trends will be important i.e. expansions, downsizing, off-shoring/on-shoring, changing of business needs, anticipated growth</p>
<p>d) How might current issues with employment space in North Somerset impact future demand and location decisions? – i.e. relocation or choices outside of the borough</p>
<p>e) Are the key North Somerset areas/sites viable and suitable for future demand?</p> <ul style="list-style-type: none"> <li>○ EAs: <ul style="list-style-type: none"> <li>▪ J21 Weston – how could this best meet demand, what other opportunities may there be?</li> </ul> </li> </ul>

- Areas of growth potential
  - Weston-Super-Mare town centre
  - Clevedon (is there likely to be demand for M5 sites?)
  - Portishead (i.e. is there likely to be demand for town centre business parks?)
  - Rural/Smaller towns i.e. Winscombe, Banwell – is there demand to expand these?
  - South Bristol fringe

f) Are there other sites with growth potential or to expand/intensify/diversify?

**Council Policy**

a) Do you have any suggestions for how Council or public-sector policy/initiatives could better address the needs of the commercial market?

b) Any other comments?

# Appendix B. List of Consultees Engaged

## B.1. Consultees list

Organisation/ business
FSB
Bristol Port
Clevedon Chamber / Hall
FSB
Oxford Instruments
NSC
Viper Innovations
Bristol airport
HTC agency
FSB
NSC Creative Hub
Landmore developments, WestONE business units
Abbey Manor Group
NSC Planning
NSEA
Xenint
Invest Bristol and Bath
Express Parks, Revprop Ltd,
Alder King
Cobux
Lambert Smith Hampton
Williams Gunter Hardwick Ltd
Persimmons Homes Severn Valley

# Appendix C. Demand Forecasting Exercise Data

## C.1.1. SIC list for Experian sectors

The following table sets out the 38 sectors used in the Experian employment data and forecasts, as used in the demand scenarios of chapter 6. These sectors are mapped to the SIC 2-digit divisions for reference.

Experian 38 sectors	SIC 2007 division
Agriculture, Forestry & fishing	01 Crop and animal production, hunting and related service activities
	02 Forestry and logging
	03 Fishing and aquaculture
Extraction & Mining	06 Extraction of crude petroleum and natural gas
	05 Mining of coal and lignite
	07 Mining of metal ores
	08 Other mining and quarrying
	09 Mining support service activities
Food, Drink & Tobacco	10 Manufacture of food products Manufacturing
	11 Manufacture of beverages
	12 Manufacture of tobacco products
Textiles & Clothing	13 Manufacture of textiles
	14 Manufacture of wearing apparel
	15 Manufacture of leather and related products
Wood & Paper	
	16 Manufacture of wood and of products of wood and cork...
	17 Manufacture of paper and paper products
Printing and Reproduction of recorded media	18 Printing and reproduction of recorded media
Fuel Refining	19 Manufacture of coke and refined petroleum products
Chemicals	20 Manufacture of chemicals and chemical products
Pharmaceuticals	21 Manufacture of basic pharmaceutical products

Rubber, Plastic and Other Non-Metallic Mineral Products	22 Manufacture of rubber and plastic products
	23 Manufacture of other non-metallic mineral products
Metal Products	24 Manufacture of basic metals
	25 Manufacture of fabricated metal products, except machinery and equipment
Computer & Electronic products	26 Manufacture of computer, electronic and optical products
	27 Manufacture of electrical equipment
Machinery & Equipment	28 Manufacture of machinery and equipment n.e.c
	29 Manufacture of motor vehicles, trailers
	30 Manufacture of other transport equipment
Other Manufacturing	31 Manufacture of furniture
	32 Other manufacturing
	33 Repair and installation of machinery and equipment
Utilities	35 Electricity, gas, steam and air conditioning
	36 Water collection, treatment and supply
	37 Sewerage
	38 Waste collection, treatment and disposal activities
	39 Remediation activities and other waste management services
Construction of Buildings	41 Construction of buildings
Civil Engineering	42 Civil engineering
Specialised Construction Activities	43 Specialised construction activities
Wholesale	45 Wholesale and retail trade and repair of motor vehicles
	46 Wholesale trade, except of motor vehicles and motorcycles
Retail	47 Retail trade, except of motor vehicles and motorcycles
Land Transport, Storage & Post	49 Land transport and transport via pipelines
	52 Warehousing and support activities for land transport
	53 Postal and courier activities
Air & Water Transport	50 Water transport

	51 Air transport
Accommodation & Food Services	55 Accommodation
	56 Food and beverage service activities
Recreation	90 Creative, arts and entertainment activities
	91 Libraries, archives, museums and other cultural acts.
	92 Gambling and betting activities
	93 Sports activities and amusement and recreation
Media Activities	58 Publishing activities Information & communication
	59 Motion picture, video and television, recorded sound, music publishing and related activities
	60 Programming and broadcasting activities
Telecoms	61 Telecommunications
Computing & Information Services	62 Computer programming, consultancy and related activities
	63 Information service activities
Finance	64 Financial service activities, except insurance and pension funding
	66 Activities auxiliary to financial services and insurance activities
Insurance and pensions	65 Insurance, reinsurance and pension
Real Estate	68 Real estate activities Professional & Other Private
Professional Services	69 Legal and accounting activities
	70 Activities of head offices; management consultancy
	71 Architectural and engineering activities; technical testing and analysis
	72 Scientific research and development
	73 Advertising and market research
	74 Other professional, scientific and technical activities
	75 Veterinary activities
Administrative & Supportive Service Activities	77 Rental and leasing activities
	78 Employment activities

	79 Travel agencies, tour operator and other reservation services
	80 Security and investigation activities
	81 Services to buildings and landscape activities
	82 Office administrative, office support and other business support
Other Private Services	94 Activities of membership organisations
	95 Repair of computers and personal and household goods
	96 Other personal service activities
	97 Activities of households as employers of domestic personnel
	98 Undifferentiated goods- and services; producing activities of private households for own use
Public Administration & Defence	84 Public administration and defence; Public Services; compulsory social security
	99 Activities of extraterritorial organisations and bodies
Education	85 Education
Health	86 Human health activities
Residential Care & Social Work	87 Residential care activities
	88 Social work activities without accommodation

### C.1.2. North Somerset Employment Forecasts

This note sets out findings of analysis of the Experian employment forecasts, as used in this study, compared with the Oxford Economics forecasts used in the earlier WoE EDNA study.

The Oxford Economics forecasts for the EDNA's 2016-36 forecasts were initially those of August 2013, and were then updated with forecasts of September 2015 in the 2016 EDNA Addendum Report. The 2015 Oxford Economics employment forecasts had a baseline of 2013, and the EDNA Addendum used the medium-high and high scenarios.

As agreed at project inception meeting, Atkins purchased the latest (September 2017 release) of Experian employment forecasts for North Somerset by sector (38 sectors). This data comes with a baseline (last actual) of 2015.

#### Oxford Economics background:

- Employment by sector is workplace based. There are 19 sectors – all aligned to SIC broad sections (A-S).
- FTEs were calculated using Atkins conversion of 0.85, which aligned with the employment relationship across the profile (0.83-0.86) once the OE FTE data was also provided in full.
- The 2015 OE forecasts had an actual last historical year of 2013.
- The full detail on OE forecasts is contained in the WoE EDNA report.

#### Experian background:

- Employment by sector is workplace based. There are 38 sectors – all aligned to SIC sections (01-99).
- FTEs are calculated by using ASHE hours worked by sector. Atkins took the provided employee and self-employed data by sector to sum and apply a conversion of 0.85 to FTEs. This 0.85 conversion was also used in the EDNA work
- The 2017 Experian forecasts had an actual last historical year of 2015.
- We have set out full detail of Experian and its limitations in the demand write up to date.

This note firstly shows a comparison of the employment forecasts, and then considers the out-turn land requirements as a result of these employment forecasts.

### Employment:

#### Base Experian Employment Forecast – 2017 forecast

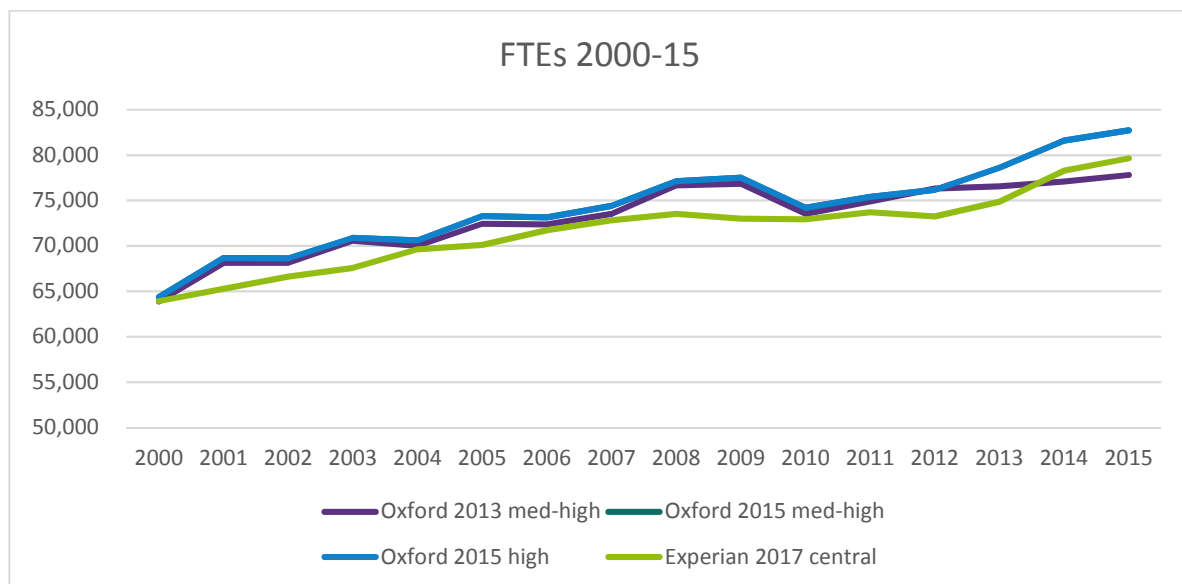
Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	28,200	29,300	30,700	32,300	33,900	+5,700	+20%
B1c	1,900	1,900	1,900	1,900	1,900	0	0%
B2	2,900	2,900	2,800	2,700	2,600	-300	-10%
B8	6,500	6,900	7,000	7,000	7,200	+700	+11%
<b>Total B use class</b>	<b>39,500</b>	<b>41,000</b>	<b>42,400</b>	<b>43,900</b>	<b>45,600</b>	<b>+6,100</b>	<b>+15%</b>
<b>Non-B</b>	<b>42,300</b>	<b>44,500</b>	<b>46,900</b>	<b>49,300</b>	<b>51,600</b>	<b>+9,300</b>	<b>+22%</b>
<b>Total sector FTE jobs</b>	<b>81,800</b>	<b>85,500</b>	<b>89,300</b>	<b>93,200</b>	<b>97,200</b>	<b>+15,400</b>	<b>+19%</b>

#### Med-high Oxford Economics Employment Forecast – 2013 forecast (EDNA original)

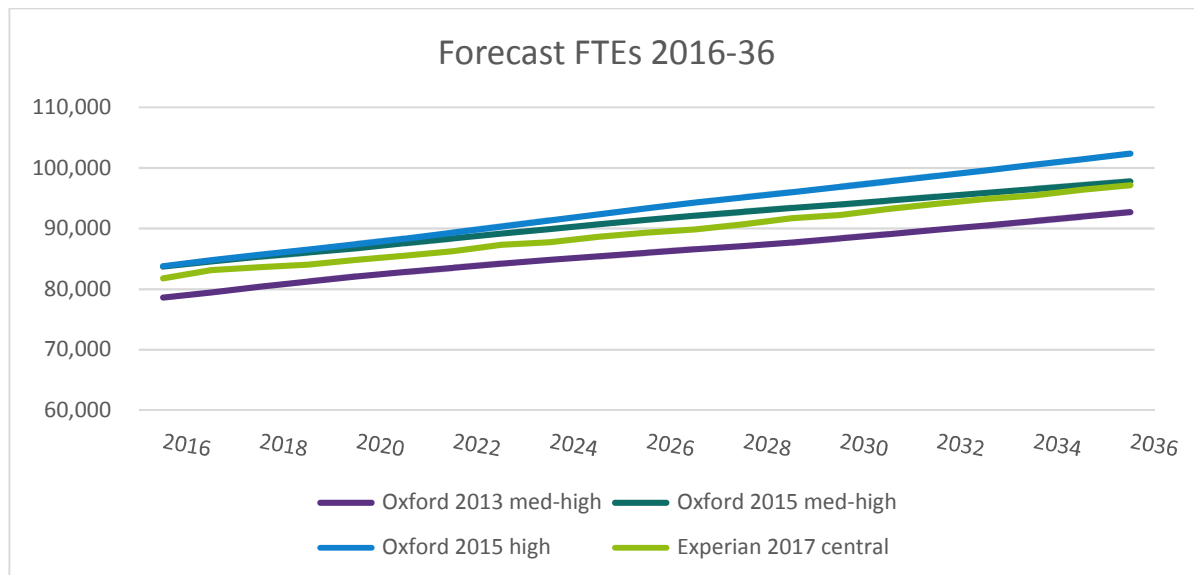
Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	25,342	27,832	29,868	31,901	34,222	+8,880	+35%
B1c/B2	5,775	5,736	5,632	5,528	5,480	-294	-5%
B8	10,777	11,251	11,416	11,543	11,705	+929	+9%
<b>Total B class</b>	<b>41,893</b>	<b>44,819</b>	<b>46,917</b>	<b>48,973</b>	<b>51,408</b>	<b>+9,514</b>	<b>+23%</b>
<b>Non-B</b>	<b>36,719</b>	<b>38,014</b>	<b>39,081</b>	<b>40,102</b>	<b>41,289</b>	<b>+4,569</b>	<b>+12%</b>
<b>Total B Class FTE</b>	<b>78,613</b>	<b>82,833</b>	<b>85,998</b>	<b>89,075</b>	<b>92,696</b>	<b>+14,084</b>	<b>+18%</b>

Med-high Oxford Economics Employment Forecast – 2015 forecast (EDNA Addendum)

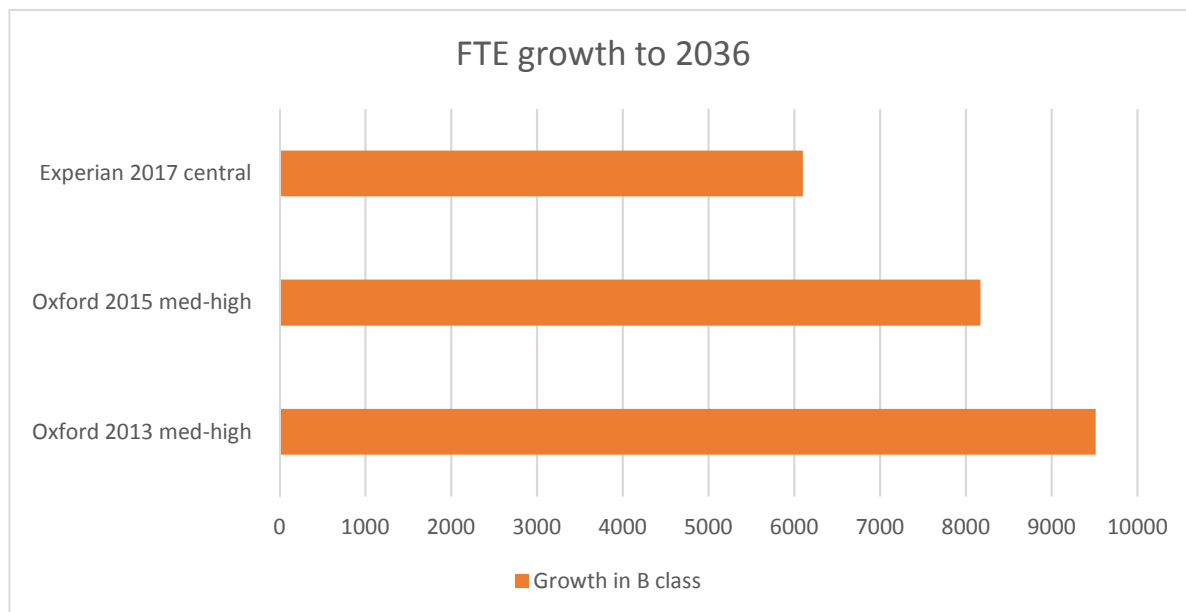
Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	27,912	29,902	31,781	33,425	35,125	+7,213	+26%
B1c/B2	6,239	6,157	6,055	5,929	5,833	-405	-6%
B8	9,751	10,226	10,584	10,851	11,113	+1,363	+14%
<b>Total B class</b>	<b>43,901</b>	<b>46,286</b>	<b>48,421</b>	<b>50,205</b>	<b>52,071</b>	<b>+8,170</b>	<b>+19%</b>
<b>Non-B</b>	<b>39,792</b>	<b>41,279</b>	<b>43,034</b>	<b>44,379</b>	<b>45,705</b>	<b>+5,913</b>	<b>+15%</b>
<b>Total B Class FTE</b>	<b>83,693</b>	<b>87,565</b>	<b>91,455</b>	<b>94,584</b>	<b>97,776</b>	<b>+14,082</b>	<b>+17%</b>

Comparisons Experian and EDNA FTE forecasts:

*Note that 1) the last actual year of Oxford Economics forecasts is 2013; 2) Oxford 2015 medium-high and high scenarios had the same historical basis.*



The starting FTEs for 2016 are similar between the forecasts. Growth rates are higher for Oxford 2015 high and Oxford 2013 med-high compared to Oxford 2015 med-high and Experian 2017.



Experian forecasts have a lower growth in B class sectors than Oxford Economics. All forecasts have a similar share of total jobs as those in B classes, so this gap is driven by some sector growth rate differentials. On exploration, particular sectors that differ in their growth rates, and help to explain this B-class employment growth difference, are:

- Accommodation and food services – a greater increase in Experian (non-B)
- Professional services – a lower increase in Experian (B-class)
- Information and communication – a lower increase in Experian (B-class)
- Manufacturing – a greater decline in Experian (some B-class)

**Land requirements**Experian 2017

Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	92	95	100	105	111	19	21%
B1c	47	48	49	50	51	4	10%
B2	27	27	26	25	25	-2	-9%
B8	134	140	142	144	147	12	9%
<b>Total B use class</b>	<b>300</b>	<b>311</b>	<b>318</b>	<b>324</b>	<b>333</b>	<b>33</b>	<b>11%</b>

WoE EDNA (O-E) med-high scenario – original report

Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	91	100	108	115	123	32	35%
B1c/B2	61	60	59	58	58	-3	-5%
B8	151	158	160	162	164	13	9%
<b>Total B use class</b>	<b>303</b>	<b>318</b>	<b>326</b>	<b>334</b>	<b>345</b>	<b>42</b>	<b>14%</b>

WoE EDNA (O-E) med-high scenario – addendum

Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	100	108	114	120	126	26	26%
B1c/B2	66	65	64	62	61	-4	-6%
B8	137	143	148	152	156	19	14%
<b>Total B use class</b>	<b>302</b>	<b>315</b>	<b>326</b>	<b>334</b>	<b>343</b>	<b>41</b>	<b>13%</b>

WoE EDNA (O-E) high scenario - addendum

Use class	2016	2021	2026	2031	2036	Change 2016-2036	Change 2016-2036
B1a/b	101	109	117	125	133	33	32%
B1c/B2	66	66	66	67	69	3	5%
B8	137	144	151	157	164	27	20%
<b>Total B use class</b>	<b>303</b>	<b>319</b>	<b>335</b>	<b>350</b>	<b>366</b>	<b>63</b>	<b>21%</b>

## Employment growth and land requirements summary

### Employment growth:

- Oxford Economics forecasts were downgraded between 2013 and 2015.
- Experian 2017 forecasts further downgrade growth to 2036.
- Experian 2017 total jobs is between the Oxford forecasts, Experian B Class jobs is lower than both
- The share of 2016 jobs that are B and non-B – Experian is 50%, Oxford 2015 is 52%, Oxford 2013 is 54%
- Share of 2016 jobs that are B and non-B - Experian is 49%, Oxford 2015 is 53%, Oxford 2013 is 55%
- B-class job growth to 2036 – 15% Experian, 23% 2013 Oxford, 19% 2015 Oxford
- Non-B class to 2036 – 22% Experian, 12% 2013 Oxford, 15% 2015 Oxford

The main reason for the downgrading of employment forecasts is of there being a less positive growth outlook (due to e.g. global issues and Brexit) since the WoE EDNA forecasts produced in 2015. And the underlying sector growth rates that have less growth for B class sectors in a) 2015 Oxford and b) then the Experian forecasts.

### Land requirements:

- WoE EDNA O-E 2015 high – 63 ha
- WoE EDNA O-E 2015 med-high – 41 ha
- Simple trend 2017 –40 ha
- Experian 2017 central –33 ha
- Experian 2017 uplift – 43 ha

There are reasonably similar shares by B1a/b, B1c/B2 and B8 requirements across all scenarios. In particular, the Experian and Oxford 2015 medium-high scenario estimate a similar level of industrial use employment land requirements and one that is greater than the Oxford 2013 level. The Oxford Economics forecasts all estimate greater office use employment land requirements, though Experian does follow the trend between Oxford 2013 and 2015 for this office use requirement to fall (and for more industrial use employment land requirements).

The Experian forecasts are a little more conservative than the older Oxford Economics forecasts, but the magnitude and proportional aspects of North Somerset employment growth are well aligned. As such, this comparison helps to support the outcomes of both the EDNA study and this latest Employment Land Review for North Somerset.

### C.1.3. Full list of sector changes for demand scenarios:

The following tables present the full list of the 38 sectors with their forecast FTE change to 2036, where chapter 6 presented tables of the sectors with the biggest changes for each scenario.

#### Scenario 1: Experian base

Sectoral FTE changes 2016-36	2016	2036	Change	% change
Agriculture, Forestry & Fishing	935	1020	85	9%
Extraction & Mining	0	0	0	n/a
Food, Drink & Tobacco (manufacture of)	1360	1445	85	6%
Textiles & Clothing (manufacture of)	0	0	0	n/a
Wood & Paper (manufacture of)	425	340	-85	-20%
Printing and Recorded Media (manufacture of)	85	85	0	0%
Fuel Refining	0	0	0	n/a
Chemicals (manufacture of)	0	0	0	n/a
Pharmaceuticals (manufacture of)	0	0	0	n/a
Non-Metallic Products (manufacture of)	595	595	0	0%
Metal Products (manufacture of)	595	510	-85	-14%
Computer & Electronic Products (manufacture of)	340	255	-85	-25%
Machinery & Equipment (manufacture of)	935	765	-170	-18%
Transport Equipment (manufacture of)	85	85	0	0%
Other Manufacturing	1105	1020	-85	-8%
Utilities	1020	1105	85	8%
Construction of Buildings	1105	1275	170	15%
Civil Engineering	425	510	85	20%
Specialised Construction Activities	3655	4335	680	19%
Wholesale	4080	4505	425	10%
Retail	8415	8585	170	2%
Land Transport, Storage & Post	5355	6290	935	17%
Air & Water Transport	765	935	170	22%
Accommodation & Food Services	5695	6715	1020	18%

Recreation	2550	2890	340	13%
Media Activities	255	340	85	33%
Telecoms	0	0	0	n/a
Computing & Information Services	1615	1955	340	21%
Finance	1020	1360	340	33%
Insurance & Pensions	0	0	0	n/a
Real Estate	1785	2380	595	33%
Professional Services	6885	8075	1190	17%
Administrative & Supportive Services	7650	9605	1955	26%
Other Private Services	2635	3060	425	16%
Public Administration & Defence	3145	3060	-85	-3%
Education	5780	7055	1275	22%
Health	5355	7310	1955	37%
Residential Care & Social Work	6120	9690	3570	58%
<b>Total</b>	<b>81,770</b>	<b>97,155</b>	<b>15,385</b>	<b>19%</b>

**Scenario 2: Experian uplift**

<b>Sectoral FTE changes 2016-36</b>	<b>2016</b>	<b>2036</b>	<b>Change</b>	<b>% change</b>
Agriculture, Forestry & Fishing	935	1033	98	10%
Extraction & Mining	0	0	0	n/a
Food, Drink & Tobacco (manufacture of)	1360	1457	97	7%
Textiles & Clothing (manufacture of)	0	0	0	n/a
Wood & Paper (manufacture of)	425	355	-70	-17%
Printing and Recorded Media (manufacture of)	85	85	0	0%
Fuel Refining	0	0	0	n/a
Chemicals (manufacture of)	0	0	0	n/a
Pharmaceuticals (manufacture of)	0	0	0	n/a
Non-Metallic Products (manufacture of)	595	595	0	0%

Metal Products (manufacture of)	595	523	-72	-12%
Computer & Electronic Products (manufacture of)	340	271	-69	-20%
Machinery & Equipment (manufacture of)	935	793	-142	-15%
Transport Equipment (manufacture of)	85	85	0	0%
Other Manufacturing	1105	1031	-74	-7%
Utilities	1020	1118	98	10%
Construction of Buildings	1105	1308	203	18%
Civil Engineering	425	529	104	24%
Specialised Construction Activities	3655	4480	825	23%
Wholesale	4080	4574	494	12%
Retail	8415	8604	189	2%
Land Transport, Storage & Post	5355	6483	1128	21%
Air & Water Transport	765	975	210	28%
Accommodation & Food Services	5695	6928	1233	22%
Recreation	2550	2951	401	16%
Media Activities	255	367	112	44%
Telecoms	0	0	0	n/a
Computing & Information Services	1615	2033	418	26%
Finance	1020	1467	447	44%
Insurance & Pensions	0	0	0	n/a
Real Estate	1785	2567	782	44%
Professional Services	6885	8319	1434	21%
Administrative & Supportive Services	7650	10113	2463	32%
Other Private Services	2635	3144	509	19%
Public Administration & Defence	3145	3069	-76	-2%
Education	5780	7357	1577	27%
Health	5355	7970	2615	49%
Residential Care & Social Work	6120	11509	5389	88%

<b>Total</b>	<b>81,770</b>	<b>102,094</b>	<b>20,324</b>	<b>25%</b>
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**Scenario 3: Trend-based**

<b>Sectoral FTE changes 2016-36</b>	<b>2016</b>	<b>2036</b>	<b>Change</b>	<b>% change</b>
Agriculture, Forestry & Fishing	935	666	-269	-29%
Extraction & Mining	0	0	0	n/a
Food, Drink & Tobacco (manufacture of)	1360	1986	626	46%
Textiles & Clothing (manufacture of)	0	0	0	n/a
Wood & Paper (manufacture of)	425	257	-168	-40%
Printing and Recorded Media (manufacture of)	85	0	-85	n/a
Fuel Refining	0	0	0	n/a
Chemicals (manufacture of)	0	0	0	n/a
Pharmaceuticals (manufacture of)	0	0	0	n/a
Non-Metallic Products (manufacture of)	595	-50	-645	-108%
Metal Products (manufacture of)	595	486	-109	-18%
Computer & Electronic Products (manufacture of)	340	301	-39	-11%
Machinery & Equipment (manufacture of)	935	1213	278	30%
Transport Equipment (manufacture of)	85	0	-85	n/a
Other Manufacturing	1105	1575	470	43%
Utilities	1020	752	-268	-26%
Construction of Buildings	1105	816	-289	-26%
Civil Engineering	425	587	162	38%
Specialised Construction Activities	3655	5397	1742	48%
Wholesale	4080	3629	-451	-11%
Retail	8415	9357	942	11%
Land Transport, Storage & Post	5355	5469	114	2%
Air & Water Transport	765	1003	238	31%
Accommodation & Food Services	5695	5978	283	5%

Recreation	2550	3740	1190	47%
Media Activities	255	222	-33	-13%
Telecoms	0	0	0	n/a
Computing & Information Services	1615	2215	600	37%
Finance	1020	975	-45	-4%
Insurance & Pensions	0	0	0	n/a
Real Estate	1785	3141	1356	76%
Professional Services	6885	8268	1383	20%
Administrative & Supportive Services	7650	11240	3590	47%
Other Private Services	2635	2540	-95	-4%
Public Administration & Defence	3145	3870	725	23%
Education	5780	8210	2430	42%
Health	5355	6991	1636	31%
Residential Care & Social Work	6120	8974	2854	47%
<b>Total</b>	<b>81,770</b>	<b>99,807</b>	<b>18,037</b>	<b>22%</b>

**Scenario 4: Bottom-up**

<b>Sectoral FTE changes 2016-36</b>	<b>2016</b>	<b>2036</b>	<b>Change</b>	<b>% change</b>
Agriculture, Forestry & Fishing	935	1020	85	9%
Extraction & Mining	0	0	0	n/a
Food, Drink & Tobacco (manufacture of)	1360	1445	85	6%
Textiles & Clothing (manufacture of)	0	0	0	n/a
Wood & Paper (manufacture of)	425	340	-85	-20%
Printing and Recorded Media (manufacture of)	85	85	0	0%
Fuel Refining	0	0	0	n/a
Chemicals (manufacture of)	0	0	0	n/a
Pharmaceuticals (manufacture of)	0	0	0	n/a
Non-Metallic Products (manufacture of)	595	595	0	0%

Metal Products (manufacture of)	595	510	-85	-14%
Computer & Electronic Products (manufacture of)	340	255	-85	-25%
Machinery & Equipment (manufacture of)	935	765	-170	-18%
Transport Equipment (manufacture of)	85	85	0	0%
Other Manufacturing	1105	1020	-85	-8%
Utilities	1020	1105	85	8%
Construction of Buildings	1105	1275	170	15%
Civil Engineering	425	510	85	20%
Specialised Construction Activities	3655	4335	680	19%
Wholesale	4080	4505	425	10%
Retail	8415	8585	170	2%
Land Transport, Storage & Post	5355	6290	935	17%
Air & Water Transport	765	935	170	22%
Accommodation & Food Services	5695	6715	1020	18%
Recreation	2550	2890	340	13%
Media Activities	255	340	85	33%
Telecoms	0	0	0	n/a
Computing & Information Services	1615	1955	340	21%
Finance	1020	1360	340	33%
Insurance & Pensions	0	0	0	n/a
Real Estate	1785	2380	595	33%
Professional Services	6885	8075	1190	17%
Administrative & Supportive Services	7650	9605	1955	26%
Other Private Services	2635	3060	425	16%
Public Administration & Defence	3145	3060	-85	-3%
Education	5780	7055	1275	22%
Health	5355	7310	1955	37%
Residential Care & Social Work	6120	9690	3570	58%

<b>Total</b>	<b>81,770</b>	<b>97,155</b>	<b>15,385</b>	<b>19%</b>
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# Appendix D. Site Assessment Guidance and Pro-Forma

## D.1. Introduction

This appendix presents below the guidance and scoring criteria used to inform the site assessments. Following this, a table is presented that includes the full results of the site assessment.

## D.2. Site Assessment Process/Guidance

Criteria/Site Assessment Guidance Notes	Scoring (if appropriate)
<b>Site Information</b>	
Unique Site ID	
<b>A) BASIC SITE INFO</b>	
Site <b>Name</b> :	
<b>Date</b> of Survey:	
Site <b>address</b> :	
<b>Site Area (ha)</b> - Based upon digitised boundaries. Check / amend site boundaries if different from existing digitised boundaries or if employment element only forms part of site	
<b>B) DESIGNATIONS</b>	
<b>Planning Policy</b> Designations ( <b>CHOOSE ONE</b> )	
<b>Environmental</b> Designations ( <b>CHOOSE ALL THAT APPLY</b> )	
Does the site have a planning or environmental designation that could restrict development?	
• Yes	<b>1</b>
• No	<b>0</b>
<b>C) LAND USES</b>	
Identify <b>amount of vacant/derelict land</b> on site and mark on plan if appropriate: GIS to calculate %..derelict land includes buildings which are clearly abandoned, severely dilapidated or unusable. <u>This category should not include vacant/ empty premises with potential for re-occupation.</u>	
Is there evidence that any <b>vacant elements</b> of the site are being <b>marketed for sale or rent</b> (e.g. advertising boards). ( <b>CHOOSE YES / NO</b> )	
<b>Describe vacant and underutilised land and premises.</b>	

Criteria/Site Assessment Guidance Notes	Scoring (if appropriate)
Identify <b>other uses</b> occupying the remainder of the site (i.e. car parking, outside storage, derelict out building) and the <b>proportion of the site they occupy</b> .	
This should provide a <b>summary of the previous questions</b> relating to the existing premises. The summary should help inform an assessment of future use.	
Describe each of the <b>surrounding land uses</b> . Describe the mix of employment and non-employment uses within the site. <b>Residential, recreational, transport, strategic, woodland, paddock etc</b>	
<b>D) PREMISES/SITE QUALITY ANALYSIS</b>	
<b>Types of premises represented on site (CHOOSE ONE BELOW)</b>	
Identify the types of premises within the Employment Area/Site.	
<ul style="list-style-type: none"> <li><b>Established or Potential Office Locations.</b> Sites and premises, predominately in or on the edge of town and city centres, already recognised by the market as being capable of supporting pure office (or high technology R&amp;D/business uses).</li> </ul>	
<ul style="list-style-type: none"> <li><b>High Quality Business Parks / R&amp;D.</b> These are likely to be sites, no less than 5ha but more often 20ha or more, already occupied by national or multi-national firms or likely to attract those occupiers. Key characteristics are quality of buildings and public realm and access to main transport networks. Likely to have significant pure office, high office content manufacturing and R&amp;D facilities. Includes 'Strategic' inward investment sites.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Warehouse/Distribution/Wholesale.</b> Large, often edge / out of town serviced sites located at key transport interchanges. Typically B8 occupiers.</li> <li><b>General Industrial/ Business Areas.</b> Coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in industrial use. Often older, more established areas of land and buildings, a mix of ages, qualities and site/building size.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Incubator/SME Cluster Sites.</b> Generally modern, purpose built, serviced units for business start-ups and small enterprises. Includes innovation centres.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Sites for specific Occupiers.</b> Sites which have one premises or business activity present.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Recycling/Environmental (inc aggregates).</b> Certain users require significant external storage. Many of these uses e.g. waste recycling plants can, if in modern premises and plant, occupy sites which are otherwise suitable for modern light industry and offices. There are issues of market and resident perceptions of these users. Some sites because of their environment (e.g. proximity to heavy industry, sewage treatment works etc) may not be marketable for high quality employment uses.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Retail.</b> Uses defined within the 'A' classes of the Use Class Order, including 'big shed' style warehouse units.</li> </ul>	
<ul style="list-style-type: none"> <li><b>Farm Based Employment.</b> B use class premises that are based in former farm buildings / on farms.</li> </ul>	
<b>Condition of Premises (Quality) (CHOOSE ONE BELOW)</b>	

Criteria/Site Assessment Guidance Notes	Scoring (if appropriate)
A visual assessment of the overall maintenance/upkeep of the premises including any evidence of dilapidation and suitability for continued use (e.g. <b>floor to ceiling heights, building configuration/adaptability</b> ).	
<ul style="list-style-type: none"> <li><b>Very Good</b> – All buildings in excellent or very good condition/upkeep. Very well maintained with no obvious problems. No / negligible evidence of lack of maintenance/upkeep. Very high probability if existing occupier vacates – only cosmetic work required if any.</li> </ul>	1
<ul style="list-style-type: none"> <li><b>Good</b> – All buildings in reasonably good condition/upkeep. Adequately maintained/managed and few obvious problems. Possible evidence of some lack of maintenance/upkeep (holes in fence, peeling paint). Reasonable probability if existing occupier vacates – possibly minor works required.</li> <li><b>No premises</b> – assume if site redeveloped quality of premises likely to be at least good.</li> </ul>	0.75
<ul style="list-style-type: none"> <li><b>Poor</b> – Buildings adequate for existing user, however poorly maintained with some visual evidence of dilapidation. Some probability of re-occupation if existing occupier vacates – probable minor works required.</li> </ul>	0.25
<ul style="list-style-type: none"> <li><b>Very Poor</b> – Significant dilapidation of buildings. Possible structural problems including cracks in external walls, leaking roofs, damp, broken windows. Limited building lifespan without major repairs/renovation.</li> </ul>	0
The description could mention <b>non-conforming land uses, the no. of storeys of the main buildings and type of premises, the extent to which the site is used for production/manufacturing, storage, offices and the role the site performs in terms of the size of occupiers and their economic role/sector.</b>	
Identify whether the introduction of <b>non-B class uses may compromise the effective operation of the site.</b>	
<ul style="list-style-type: none"> <li>Yes</li> </ul>	0
<ul style="list-style-type: none"> <li>No</li> </ul>	1
<b>E) SITE POTENTIAL</b>	
Comment if the site is <b>underutilised</b> by the existing user. <b>(CHOOSE YES / NO)</b>	
Where there are <b>vacant premises (or land)</b> note down <b>marketing details</b> (what site / premises are marketed for, size, agent's details including phone number etc).	
<b>Does the site have potential for 24 Hour working?</b> (Give reason for judgement on adequacy in comments section)	
<ul style="list-style-type: none"> <li>Yes</li> </ul>	1
<ul style="list-style-type: none"> <li>No</li> </ul>	0
<b>F) CONSTRAINTS</b>	

Criteria/Site Assessment Guidance Notes	Scoring (if appropriate)
Note any Ecological constraints on the site and or adjacent areas. (wildlife, mature trees, mature shrubbery, hedges). <b>Are there any ecological constraints?</b>	
• Yes	0
• No	1
Identify if there are any <b>flood plain constraints</b> (desk-top exercise). Is the site within the flood plain?	
• Yes	0
• No	1
Is the site in close proximity or does it create an adverse impact on incompatible neighbouring uses e.g. residential	
• Yes	0
• No	1
<b>G) SITE ACCESS</b>	
<b>Strategic Road Access? (Choose type according to road hierarchy)</b>	
Comment on <b>distance/connection</b> to the strategic road network in terms of proximity, quality of the linkage and adequacy for current/potential use. Is the site within 500 m of a Motorway or A-road?	
• Yes	1
• No	0
<b>Is there Public Transport Access within 500 metres of site?</b>	
• Yes	1
• No	0
<b>Parking.</b> (Underground parking, designated parking / roadside parking / limited parking options / no or negligible parking options) Rate the parking facilities of the site based on the following:	
• Good	1
• Average/large devt. site so assume future parking good	0.5
• Poor/small devt. site so assume future parking poor	0

Criteria/Site Assessment Guidance Notes	Scoring (if appropriate)
Evidence of <b>access / servicing problems?</b> (YES / NO)	
<b>H) FACILITIES</b>	
<b>On-site facilities?</b> (BANK / CATERING / CHILDCARE / OTHER SERVICES) <ul style="list-style-type: none"> <li><b>Very good</b> - Shops, restaurants and/or cafes and personal services within the business cluster or can be reached in a 5-minute walk. There is a selection of places for lunch; there is the possibility to do some shopping during lunch.</li> <li><b>Good</b> - Shops, restaurants and/or cafes within a 5-10 min walk. There is some selection of places for lunch.</li> <li><b>Poor</b> - Shops, restaurants and/or cafes within a 10-15 min walk. There is a limited selection of places for lunch.</li> <li><b>Very poor</b> - Shops, restaurants and/or cafes more than 15 min walk away. No or very limited selection of places for lunch.</li> </ul>	
<b>Is the site within 500 metres of facilities e.g. shops, banks etc.?</b>	
<ul style="list-style-type: none"> <li>Yes</li> </ul>	<b>1</b>
<ul style="list-style-type: none"> <li>No</li> </ul>	<b>0</b>
<b>Appropriateness for waste uses?</b> (VERY GOOD, GOOD, POOR, VERY POOR)	
<b>Outstanding Planning Permissions / Applications?</b> (YES / NO; Describe if "Yes")	
<b>Further Site Comments:</b> Any further comments which could not be integrated into drop-down choices.	

### **D.3. Pro-forma & Site Assessment Scoring**

See overleaf:

Basic site info					Designations	Land Uses				
Site ID	Type	Location	Area (ha)	Employment Type	Environmental or Planning Designation(s)	Est. Amount of vacant / derelict land	Vacant elements marketed for sale?	Describe vacant and underutilised land	Summary of existing premises	Surrounding land uses
NS1	Allocation	Weston-super-Mare	17.6	Large Traditional Employment	None	80%	No	Large open space adjacent to M5 and A370, present use agriculture and green space	Good connection with strategic roads, location on edge of WSM, numerous roundabouts - good capacity. Good quality flat land	Retail / residential / green space
NS2	Allocation	Weston-super-Mare	24	Large Traditional Employment	None	100%	Yes	Flat land, floodplain characteristics	land with drainage, housing advertised throughout	Industrial / open space / Weston college
NS3	Allocation	Clevedon	8.2	Large Traditional Employment	None	100%	Yes	Open field, good quality land, minimal constraints	Good quality, well connected to motorway	Mixed use employment, agricultural
NS4	Allocation	Clevedon	2.1	Large Traditional Employment	None	80%	Yes	North west field paddock, north east inaccessible, south site cleared	Middle site light industrial	Agricultural, residential
NS5	Allocation	Portishead	1.6	Urban Office / SME Space	None	100%	Yes	Flat brownfield land with watercourse present	All vacant, surrounding B8 - good quality	B8 B1 residential, retail
NS6	Allocation	Congresbury	0.3	Rural	None	100%	No	Small, development park, end of residential cul-de-sac, servicing yard for new residential development	Vacant	Residential
NS7	Allocation	Weston-super-Mare	4.7	Large Traditional Employment	None	100%	Yes	Greenfield adjacent to motorway, thin stretch of land	Greenfield with sign advertising Weston gateway	Residential, motorway
NS8	Allocation	Weston-super-Mare	13.6	Large Traditional Employment	None	10%	Yes	Large existing industrial site, advertised on sign	Poor quality roofing (asbestos), open storage, underutilised with lots of open space, self-storage	Agriculture
NS9	Allocation	Weston-super-Mare	3.6	Large Traditional Employment	None	100%	No	Pylons, police station, Persimmon Homes constructing suggests it is not solely an employment site	Sparsely populated buildings with pylons and police station	Various, pub, office, residential
NS10	Allocation	Weston-super-Mare	4.5	Large Traditional Employment	None	90%	No	Brownfield site located adjacent to heliport, underutilised space	Depot unit with disused space	Open space
NS11	Allocation	Nailsea	1.5	Rural	None	100%	No	Field, pylons	None, green field	Residential, school
NS12	Allocation	Long Ashton	0.38	Urban Office / SME Space	None	100%	No	Small in size, vacant	Vacant development plot within small rural business park	Residential / business park
NS13	Allocation	Yatton	0.42	Rural	None	0%	No	None	Agricultural business	Residential
NS14	Allocation	Wrington	0.51	Rural	None	100%	No	Poor quality, mound and ditch/pond visible	Mound and pond create issues, located in business park, road network potentially not up to capacity	Business park, agriculture
NS15	Allocation	Weston-super-Mare	0.5	Urban Office / SME Space	None	100%	No	Small patch of vacant land next to recycling centre	Brownfield with sewage pumping station on the boundary	Industrial units
NS16	SDL	Banwell	5	Rural	None	95%	No	Fields, open countryside adjacent to M5	Green fields, small river to the east of designated land	Farmhouses, M5, caravan park
NS17	SDL	Churchill	7.4	Rural	None	95%	No	Open countryside, agricultural uses mostly	A-road located to the south, however slightly isolated - access an issue. Watercourse - presents ecological issues.	Residential, golf club, open space
NS18	SDL	Nailsea & Backwell	10.5	Rural	None	100%	No	Fields, open countryside	None, green field	Agriculture, residential

Site Info		Premises Analysis		Site Potential		Constraints		Site Access						
Site ID	Type	Condition of premises (if existing)	Would non B-class use compromise site operation?	Site underutilised by existing user?	24-hour working potential?	Ecological Constraints	Flood Plain Constraints?	Road Access	Connection to Strategic Road	Parking Restrictions ?	Public Transport Access?	Impact from Residential Areas	Access / Servicing Problems?	Overall Parking Facilities
NS1	Allocation		No	Yes	Yes	Watercourse, hedgerows	Yes	Motorway, A Road, Unclassified	Very Good	No	Yes	Various residential units located adjacent to site	No	Poor
NS2	Allocation		No	Yes	Yes	Watercourse	Yes	A Road, Unclassified	Very Good	No	No	None	No	Poor
NS3	Allocation		No	Yes	Yes	Watercourse, species, hedgerows, woodland	Yes	Motorway, B Road, Unclassified	Good	No	No	None	No	Good
NS4	Allocation	Very Good	No	No	Yes	Watercourses	Yes	Motorway, B Road, Unclassified	Good	No	No	None	No	Good
NS5	Allocation		No	Yes	No	Watercourse to the west, ponds	No	A Road, Unclassified	Good	No	Yes	Close, however residential units located across A379	No	
NS6	Allocation		No	Yes	No	River	Yes	B Road, Unclassified	Poor	No	No	Located at the end of a residential cul-de-sac	Yes	Poor
NS7	Allocation		Yes	Yes	No	None	Yes	Motorway, A Road, B Road, Unclassified	Very Good	No	No	Residential units adjacent and leading up to site	No	Poor
NS8	Allocation	Poor	No	Yes	Yes	Watercourses	Yes	A Road, Unclassified	Good	No	No	New development to the north	No	Very Good
NS9	Allocation		No	Yes	No	Pylons	Yes	A Road, Unclassified	Very Good	No	Yes	Various residential units located adjacent to site	No	Very Good
NS10	Allocation	Poor	Yes	Yes	Yes	Watercourse	Yes	A Road	Very Good	No	No	None	No	Poor
NS11	Allocation		No	No	No	Mature oak trees, ditch through the middle, likely ecological constraints due to location	Yes	B Road, Unclassified	Poor	No	Yes	Quiet residential location, elderly	No	
NS12	Allocation		Yes	Yes	No	None	No	C Road, Unclassified	Good	No	No	Residential dwellings adjacent to site	No	Good
NS13	Allocation	Good	Yes	No	No	None	Yes	B Road, Unclassified	Poor	No	No	New residential development	No	Good
NS14	Allocation		No	Yes	Yes	Pond, possible newts	Yes	Unclassified	Poor	No	No	None	Yes	Poor
NS15	Allocation		Yes	Yes	Yes	None	Yes	A Road, Unclassified	Very Good	No	No	None	No	Poor

Site Info		Premises Analysis		Site Potential		Constraints		Site Access						
NS16	SDL		No	No	Yes	Open countryside, high likelihood of various trees, watercourses, species etc	Yes	Motorway, A Road, Unclassified	Very Good	No	No	None	No	
NS17	SDL	Good	No	No	Yes	Watercourse, species, hedgerows, open countryside presents likely ecological constraints	No	A Road	Poor	No	No	None	Yes	
NS18	SDL		No	No	Yes	Open countryside, high likelihood of various trees, watercourses, species etc	Yes	Unclassified	Poor	No	No	None	Yes	

Site ID	Type	On-site Facilities (Catering / Banks / Childcare etc)	Overall Site Summary
NS1	Allocation	Poor	Large site located on boundary of Weston-super-Mare, very well connected to roads, numerous traffic nodes for good access, development could contribute to increased regeneration of Weston-super-Mare
NS2	Allocation	Very Poor	Large site, very good access road, will need to build a bridge to access the site over the watercourse
NS3	Allocation	Very Poor	Kenn Road has potential capacity issues regarding HGVs, however it is deemed to be an appropriate flat site, albeit with issues around flooding. It can however be ascertained to be a logical extension of NS4
NS4	Allocation	Good	The site has average parking facilities, and is a congested site. However, overall it is a good quality mixed employment estate, with good access to the motorway, with no bad neighbour uses
NS5	Allocation	Very Good	A development site in an existing mixed-use location, having good access, the site is considered to be suitable for all uses
NS6	Allocation	Very Poor	Application for 7 residential units, the site is small and access is an issue for larger vehicles. Perhaps suitable for office uses
NS7	Allocation	Very Poor	Noise levels from the motorway could be an issue, as is the residential nature of the adjacent location. Types of employment will need to be considered to negate these issues
NS8	Allocation	Very Poor	A poor quality industrial site, albeit with good parking facilities. Many buildings are in disrepair and are of an old fashioned, outdated nature, which are unfit for modern purposes without complete renovation. Roads are not well maintained
NS9	Allocation	Good	The train station provides good transport links. A police station is present as well as residential units. Suitable for office uses
NS10	Allocation	Very Poor	Open space used for markets
NS11	Allocation	Very Poor	Many constraints include electricity pylons, a ditch, ecological concerns, trees, species and a sloping topography. Quiet residential location where bus services are at a minimum. Also access issues which undermine the feasibility of an employment site to be developed
NS12	Allocation	Poor	A good site for development, in a good location with capacity to deal with increased usage
NS13	Allocation	Poor	Small modern sheds supporting agricultural supplies business, surrounded by new residential to the north, existing to the south. Sit seen as being fit for purpose
NS14	Allocation	Very Poor	Business links could be a positive factor when considering the airport. Access issues with small roads remain a concern with capacity already witnessed to be a concern in terms of parking and turning
NS15	Allocation	Poor	The site is surrounded by recycling units, as well as pockets of open land, and a car garage. The water pumping station sterilises the rest of site, creating a constraint to development
NS16	SDL	Very Poor	The site is located next to a residential site and a strategic road. Good access overall, with potential for increased employment in the area
NS17	SDL	Poor	Access issues are an immediate concern – the A368 to the south is the largest road, resulting in low capacity. Similar ecological constraints to other SDLs due to the greenfield nature of site.
NS18	SDL	Very Poor	The site is isolated with numerous constraints contributing towards an overall negative view to development. In particular, topographical issues create a barrier to development

## Scoring

Id	Environment or Planning Designations	Score	Condition of premises (if existing) (quality)	Score	Would non B-class use compromise site operation?	Score	24-hour working potential	Score	Ecological constraints	Score	Flood plain constraints	Score	Close proximity or impact on incompatible neighbouring uses	Score	Strategic Road Access (within 500m M or A road)	Score	Public transport access within 500m	Score	Overall parking facilities	Score	Access to amenities and facilities (shops/catering / banks / childcare etc) within 500 m	Score
NS1	None	1	No premises	0.75	No	1	Yes	1	watercourse, hedgerows	0	Yes	0	various residential units located adjacent to site but large site provides ability to segregate bad neighbour uses	1	Yes	1	Yes	1	None but as large site assume if site developed parking provided	0.5	No	0
NS2	None	1	No premises	0.75	No	1	Yes	1	watercourse	0	Yes	0	none	1	Yes	1	No	0	None but as large site assume if site developed parking provided	0.5	No	0
NS3	None	1	No premises	0.75	No	1	Yes	1	watercourse, species, hedgerows, woodland	0	Yes	0	none	1	Yes	1	No	0	Good	1	No	0
NS4	None	1	Very Good	1	No	1	Yes	1	watercourses	0	Yes	0	none	1	Yes	1	No	0	Good	1	Yes	1
NS5	None		No premises	0.75	No	1	No	0	Watercourse to the west, ponds	0	No	1	None	1	Yes	1	Yes	1	None but as large site assume if site developed parking provided	0.5	Yes	1
NS6	None	1	No premises	0.75	No	1	No	0	river	0	Yes	0	located at end of residential cul-de-sac	0	No	0	No	0	None	0	No	0
NS7	None	1	No premises	0.75	Yes	0	Yes	1	none	1	Yes	0	residential units adjacent and leading up to site but northern part of site segregated and ability to provide compatible employment uses adjacent to residential	0.5	Yes	1	No	0	None but as large site assume if site developed parking provided	0.5	No	0

Id	Environment or Planning Designations	Score	Condition of premises (if existing) (quality)	Score	Would non B-class use compromise site operation?	Score	24-hour working potential	Score	Ecological constraints	Score	Flood plain constraints	Score	Close proximity or impact on incompatible neighbouring uses	Score	Strategic Road Access (within 500m M or A road)	Score	Public transport access within 500m	Score	Overall parking facilities	Score	Access to amenities and facilities (shops/catering / banks / childcare etc) within 500 m	Score
NS8	None	1	Poor	0.25	No	1	Yes	1	watercourses	0	Yes	0	None	1	Yes	1	No	0	Good	1	No	0
NS9	None	1	No premises	0.75	No	1	No	0	pylons	0	Yes	0	various residential units located adjacent to site	0	Yes	1	Yes	1	Good	1	Yes	1
NS10	None	1	Poor	0.25	Yes	0	Yes	1	None on site	1	Yes	0	none	1	Yes	1	No	0	None but as large site assume if site developed parking provided	0.5	No	0
NS11	None	1	No premises	0.75	No	1	No	0	mature oak trees, ditch through the middle, likely ecological constraints due to location	0	Yes	0	quiet residential location, elderly	0	No	0	Yes	1	None	0	No	0
NS12	None	1	No premises	0.75	Yes	0	No	0	none	1	No	1	None	1	No	0	No	0	Good	1	No	0
NS13	None	1	Good	0.75	Yes	0	No	0	None	1	Yes	0	new residential development but existing agricultural business on site	0.5	No	0	No	0	Good	1	No	0
NS14	None	1	No premises	0.75	No	1	Yes	1	pond, possible newts	0	Yes	0	none	1	No	0	No	0	Poor	0	No	0
NS15	None	1	No premises	0.75	Yes	0	Yes	1	None	1	Yes	0	none	1	Yes	1	No	0	None	0	No	0
NS16	None	1	No premises	0.75	No	1	Yes	1	open countryside, high likelihood of various trees, watercourses , species etc	0	Yes	0	none	1	Yes	1	No	0	None but as large site assume if site developed parking provided	0.5	No	0
NS17	None	1	Good	0.75	No	1	Yes	1	watercourse, species, hedgerows, open countryside presents likely	0	No	1	none	1	Yes	1	No	0	None but as large site assume if site developed	0.5	No	0

	Environment or Planning Designations	Score	Condition of premises (if existing) (quality)	Score	Would non B-class use compromis e site operation?	Score	24-hour working potential	Score	Ecological constraints	Score	Flood plain constraints	Score	Close proximity or impact on incompatible neighbourin g uses	Score	Strategi c Road Access (within 500m M or A road)	Score	Public transpor t access within 500m	Score	Overall parking facilities	Score	Access to amenities and facilities (shops/caterin g / banks / childcare etc) within 500 m	Score
									ecological constraints										d parking provided			
NS18	None	1	No premises	0.75	No	1	Yes	1	open countryside, high likelihood of various trees, watercourses , species etc	0	Yes	0	none	1	No	0	No	0	None but as large site assume if site develope d parking provided	0.5	Very Poor	0

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