Employment land evidence to support the North Somerset Local Plan

27 June 2025

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North Somerset Council

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Project/File:

332611424



Revision Schedule

Revision	Description	Author	Date	Quality Check	Date	Independent Review	Date
001	1st Draft	GW	12.05.25	SH	12.05.25	SH	12.05.25
002	2 nd Draft	GW	09.06.25	SH	09.06.25	SH	09.06.25
003	3 rd Draft	GW	27.06.25	SH	27.06.25	SH	27.06.25

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1 Introduction

1.1 Study purpose and objectives

Stantec have been commissioned by North Somerset Council (NSC) to produce an employment land evidence report. The purpose of the study is to provide North Somerset Council with commercially informed recommendations on opportunities for new employment sites that could be considered as potential allocations in the North Somerset Local Plan (2025 to 2040).

The study builds on a separate study looking at employment land demand produced by Hardisty Jones Associates (HJA). This report is termed the HJIA ESPRE¹. The primary purpose of the HJIA ESPRE report is to assess the levels of employment land need required to meet the new levels of population growth due to the updated NPPF housing need formula (December 2024).

The main objective of this Stantec employment land study is to help NSC identify preferred locations/sites in the Local Plan to meet identified economic needs. These sites should reflect sector priorities from national, regional and local policy and the level of demand identified in the HJA analysis.

This will support NSC to identify an appropriate portfolio of employment sites to meet future needs, while also addressing key policy objectives. The study will also include a critique of employment site proposals from landowners/agents, in terms of whether or not these proposals are suitable sites for employment and the extent to which those locations support or hinder NSC's economic objectives. Finally, the study considers potential options for enabling or expediting delivery of employment sites, where constraints exist.

1.2 Context

NSC is producing an updated North Somerset Local Plan (2025 to 2040). As described above, this study will provide high-level evidence, which, alongside other sources of information will help inform the allocation of employment sites in the new Local Plan to meet identified economic needs.

The most recent Local Plan, the pre-submission North Somerset Local Plan (2040), was reported to the Executive in July 2024 (Reg 19). However, progress was delayed following an update to the NPPF in December 2024 so that further assessment could be made of the impact of significantly higher levels of housing that are required by the updated NPPF.

¹ HJIA (2025), North Somerset Employment Sites & Premises Requirements Evidence Update

1.3 Approach and Assumptions

This is a high-level study. Its purpose is to help guide NSC decisions and should be considered alongside other more comprehensive sources of evidence. The overall approach combines desk-based analysis of existing evidence and policy documents, engagement with commercial operators and economic stakeholders in North Somerset and professional judgment.

The study considers demand for the following employment land uses:

- Industrial: Use class B2
- Warehousing, storage and logistics: Use class B8
- Offices, Research and Development (R&D) and light industrial (Use class E (g):

The overall approach is summarised in the steps followed, as set out in the figure below.

Step 1) Desk Based Assessment:

- Literature review: demand and supply and policy drivers
 - High level site assessments

Step 2) Stakeholder Engagement:

- Site promoters
- Economic stakeholders and NSC officers
- Delivery considerations

Step 3) Conclusions and Recommendations:

- Synthesis of desk based assessment and engagement exercises
- Professional judgement
 - Reporting

1.4 Report Structure

The remainder of the report is structure as follows:

- Section 2 provides an overview of demand and policy drivers to help define the quantum and type of employment land required in North Somerset (2025-2040)
- Section 3 provides an assessment of six potential employment sites/locations in North Somerset based on stakeholder engagement feedback and professional judgment.
- Section 4 draws together the analysis to provide conclusions and recommendations

2 Demand and Policy Drivers

2.1 Introduction

This section provides a high-level assessment of relevant demand evidence and policy and strategy drivers. This information helps to inform the approximate quantum, type and suitability of potential employment sites to be included in the North Somerset Local Plan (2040).

2.2 North Somerset employment land demand: HJIA ESPRE Update (March 2025) findings

The HJIA report assesses forecast demand for employment land in North Somerset over the Local Plan period (2025 to 2040). The latest HJIA report (March 2025) provides an update to the previous ESPRE report (published in October 2023). The 2025 report assesses the impact of increased housing numbers required by the updated NPPF on demand for employment land, i.e.c.8,500 additional homes from previous housing needs estimates. The HJIA ESPRE report will underpin employment land planning policy and allocations in the evolving NSC Local Plan (2040). The HJIA employment land demand information provides a high-level guide for this study in relation to the types and quantum of employment land that should be accommodated in North Somerset in the planning period.

2.2.1 Key HJIA Findings

The key findings on quantitative and sectoral demand from the HJIA ESPRE are as follows. Note the higher HJIA growth scenario is referenced where possible in this study, following the precautionary principle:

- Office demand (2025-2040): +66,000 sqm
- Industrial demand (2025-2040): +19 ha
- Warehousing and logistics demand (2025-2040): +29 ha
- Key 'modern economy' sectors with growth potential: R&D/Life Sciences/Laboratories space (c+ 9,700 sqm) linked to the Epic proposed site near Long Ashton. There could be demand for digital infrastructure and data centres (smaller scale) that could be accommodated in industrial/warehousing land. Transport and logistics space could be in demand to meet sub-regional 'modern economy' needs i.e. increase in internet shopping etc.
- Foundational economy growth: Population growth connected to new housing and the
 related 20,000 additional jobs will drive growth in education, health, retail and other
 foundational economy sectors. However, this job growth will not typically require new
 'employment space' in Local Plan terms i.e. Class B2 (industrial), B8 (Warehouses) and E (g)
 (offices), so is effectively excluded from this study.
- Other growth sectors: Advanced manufacturing e.g. aerospace, tech and digital, creative, food and drink and transport and storage could be in demand. This demand corresponds to wider West of England demand drivers.

2.3 Policy and strategy drivers

Employment land allocations in the North Somerset Local Plan (2040) should also respond to national, regional and local policy drivers. This section sets out key relevant policy drivers to be considered in the assessment of employment site suitability (Chapter 3 below):

2.3.1 National policy and strategy

Key relevant national policies include the latest NPPF and the UK Industrial Strategy: Invest 2035. The key relevant elements for this study are as follows:

NPPF (updated December 2024)

 Local Plans should be proactive in encouraging sustainable economic growth and should accommodate the needs of the modern economy e.g. provide space for R&D/Laboratories, gigafactories, digital infrastructure (including data centres), freight and logistics.

Industrial Strategy: Invest 2035:

Local Plans and local authority economic planning should support:

- Critical economic and productivity boosting opportunities in sectors such as Green Energy Transition; Digital and Technological Innovation and Advanced Manufacturing and Services.
- It should support key growth driving sectors including advanced manufacturing, clean energy, creative industries, life sciences and digital technologies.
- It should help to create a pro-business environment.

2.3.2 Regional policy and strategy

The West of England Combined Authority (WECA) draft Growth Plan does not currently include North Somerset. However, NSC have declared an interest in joining WECA and North Somerset can be considered to be part of the West of England Functional Economic Market Area (FEMA). The draft WECA Growth Plan aims for growth in the following key sectors and geographical areas that are of economic relevance to North Somerset:

- Advanced Manufacturing and Clean Energy Industries and related sectors e.g. tidal, nuclear, hydrogen, links to offshore renewables. This growth is principally targeted on the Avonmouth/Severnside industrial area. While this creates opportunities for North Somerset businesses in related sectors and supply chain firms i.e. Port, Airport and nearby industrial estates, Avonmouth/Severnside should also be considered the key regional growth node for these types of businesses, so it would not be appropriate for North Somerset to try and 'compete' by allocating new land for larger scale green economy uses.
- Digital Technologies focused on Central Bristol, Bath and Western Innovation Arc i.e. North Bristol/South Gloucestershire. There could be opportunities for North Somerset supply chain firms to benefit from business growth in these areas. Also, this business growth in combination with the ongoing competing pressure for housing, could have the effect of 'pushing out' more traditional industrial and logistics businesses, especially from South

- Bristol. This could lead to increased demand for smaller industrial units in North Somerset, especially around Nailsea, Backwell, South West Bristol area
- A cross-cutting theme of 'strengthening international trade and exporting'. This
 presents an opportunity for the Port and Airport and could create demand for associated
 supply chain businesses e.g. offices/light industrial businesses that want to be close to Bristol
 Airport to connect to clients and/or for airfreight. Similar to the green economy,
 Avonmouth/Severnside has advantages in terms of available land and critical mass as an
 employment area. However North Somerset could have advantages in terms of proximity to
 labour markets and could be attractive to businesses seeking to be closer to residential areas
 and a higher quality environment.

2.3.3 Local policy and strategy

The latest draft North Somerset Local Plan (Reg 19 July 2024) identified a need for approximately 60 hectares of new employment land in NS. 83% of this is in Weston-super-Mare (WsM) and nearby Wolvershill, 15% in Clevedon and 2% in Portishead. The North Somerset Economic Growth Plan (2025) assessed and recommended the following target growth sectors for North Somerset. These sectors could create demand for new employment land (use classes B2, B8 and E(g)):

- **Green and Blue Economy:** Ports/Airport, Energy Security and Decarbonisation, Green-tech and Retro-fit
- Technology and Advanced Manufacturing: Life sciences, Al/IT, FinTech, Food and Drink Manufacturing
- Cultural, Creative and Lifestyle: Creative industries, Film, Health and Lifestyle
- Food and Drink Manufacturing and Agri-food: building on innovation centres
- The Council has a longstanding intention to locate commercial growth at sites which are accessible for our residents that live in the more deprived areas in North Somerset

2.4 Conclusion

A key national and local policy objective is to create more good quality jobs in North Somerset. This will require new employment land/space to be provided. Based on the evidence in this section, the main types and approximate levels of employment land and economic sectors that could be targeted in the North Somerset Local Plan (2040) are as follows:

- Approximate quantum of new employment land/space to identify to 2040 by type:
 - o Approximately 50 to 60 ha of industrial and warehousing land
 - o Approximately 66,000 sqm office
- Key sectors to target to help address economic growth objectives:
 - Green and Blue Economy: Ports/Airport, Energy Security and Decarbonisation, Green-tech and Retro-fit

- o Technology and Advanced Manufacturing: Life sciences, IT, AI, FinTech
- o Cultural, Creative and Lifestyle: Creative industries, Film, Health and Lifestyle
- o Food and Drink Manufacturing and Agri-food

3 Sites/Locations Assessment

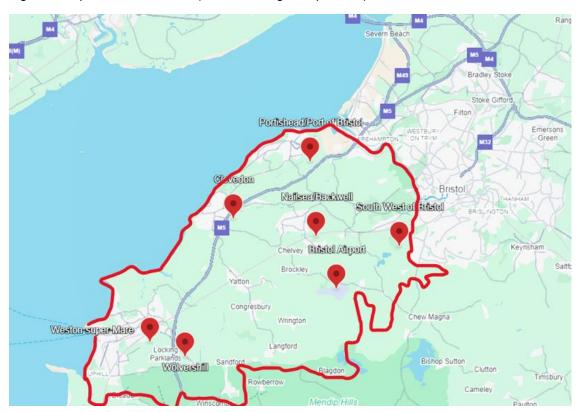
3.1 Introduction

This section provides a high-level assessment of the following sites/locations in terms of their suitability for employment uses in the NS Local Plan. These cover the main urban areas in line with the emerging local plan spatial strategy, as well as the two existing major infrastructure assets:

- 1. Bristol Airport
- 2. Clevedon
- 3. Nailsea and Backwell
- 4. Portishead/Port
- 5. South West Bristol
- 6. WsM/Wolvershill

The location of the potential employment sites/locations assessed are shown in the map below:

Figure 1 Map of sites assessed (Source: Google maps 2025)



3.2 Approach:

3.2.1 Site Assessment

The sites/locations are assessed against the following criteria:

- Potential demand: Assessment of whether the sites/locations are viable and attractive to the
 market as employment sites based on a combination of professional judgment, consideration
 of current published evidence and engagement with commercial stakeholders.
- Potential uses, sectors, job numbers: Assessment of the scale, types and sectors of
 employment uses that would be appropriate on these sites and estimated job totals and
 densities, largely based on engagement with stakeholders i.e. local commercial market
 agents and professional judgment and experience.
- Deliverability and timescales: Assessment of approximate timescales for realising and delivering demand and potential actions that could be taken to enable and accelerate delivery of potentially proposed sites.
- Overall suitability recommendation: An overall recommendation on the suitability of the
 site/location for employment uses is made, combining and balancing up various factors.
 These include assessment of how the sites fit within the policies/strategies and demand
 estimates identified in Section 2 above, in terms of meeting objectives for economic and
 sector growth, the views of commercial stakeholder on demand and assessment of
 deliverability matters.

3.2.2 Stakeholder Engagement

The following stakeholders were consulted. This varied group of stakeholders presented a range of perspectives which were 'triangulated' where possible against each other, and other sources of information. Note some of the stakeholders were consulted as part of the recent Economic Growth Plan engagement exercise. The feedback gained in the recent Economic Growth Plan engagement exercise was relevant to this site assessment and can therefore be considered up to date.

- Alder King (commercial property agent)
- Bristol Port
- Bristol Airport
- Business West (economic development agency)
- Dowlas Property Group (local commercial property developer and manager)
- Hallam Land (developer/land promoter)
- Mead Realisations (local commercial property developer)
- Project Design UK Ltd (local developer)
- Russel Property Consultants (local commercial agent)

Some key relevant points made by stakeholders

A summary of some common stakeholder themes taken from interviews are as follows:

- Industrial demand from Bristol 'overspill' effect: Many traditional industrial and logistics uses in Bristol (particularly south Bristol) are being priced out of the market due to competing pressures from higher value uses such as housing. Local agents report that they are getting an increasing number of enquiries from these businesses looking for commercial property in North Somerset/south west of Bristol e.g. Long Ashton, Nailsea and Backwell area. Latent demand for industrial land in general, is therefore high in North Somerset as shown by low vacancy rates (2.1% Source: Co-star) in NS linked to the relative shortage of industrial property.
- Current supply side deficiencies: North Somerset is not fully maximising its economic advantages to support local economic growth which will help enhance residents' quality of life i.e. attributes including the area's good access (M5), large labour force, proximity to buoyant Bristol city region economy and key economic assets such as the Airport and Port. Many settlements, especially those in the north of the district (i.e. Portishead, Clevedon, Nailsea and Backwell) currently have relatively small amounts of employment land and their main function is considered to be largely as 'dormitory towns' for Bristol. This creates issues of traffic congestion, carbon impacts and reduced worker satisfaction and productivity due to significant out-commuting. This effect will only be magnified by the significant levels of planned housing and population growth. This all generates an opportunity for North Somerset to significantly expand its employment land provision, particularly in the north of the district. The stakeholders consulted, were confident that employment land would be taken up, particularly the smaller/local market industrial/logistics units, with some potential for larger logistics and industrial occupiers close to M5 and Port, albeit it is difficult to compete with Avonmouth for this type of demand.
- Viability concerns: Despite stakeholder's positive views on employment land demand, the commercial viability of new developments is a significant issue for North Somerset, especially further away from Bristol i.e. WsM, and particularly for office development as this needs to be high quality meeting ESG/sustainability standards. This trend has been in place since the Covid 19 pandemic and has shown few signs of improving since 2020. The rate of construction cost inflation outstrips rental and freehold values and the appetite for risk amongst investors is low leading to relative stagnation in the local commercial development market. This is set against a context of already low commercial values, particularly in and around WsM. However, looking to the future agents and stakeholders are more positive, with a view that the situation could start to improve towards the end of 2025/early 2026.

3.3 Site/Locations Assessments

The six sites/locations are now assessed against the criteria set out at 3.2.1:

3.3.1 Site/Location 1: Bristol Airport

Bristol Airport is located in a relatively isolated and rural setting, approximately half way between the edge of the Bristol City urban area, albeit closer to Bristol, and WsM. It is surrounded by green belt designation i.e. providing a high level of planning policy protection against new development. Its principal access from the Bristol area and north is via the two lane A38. The relative lack of

surrounding residential development (that could provide a labour force able to access the jobs via active travel modes) and access arrangements, make the location challenging in planning and sustainability terms for future expansion of employment uses. Whilst the Airport and partners have put in place sustainable travel measures such as frequent express flyer bus service with discounted costs for employees to support sustainable travel to site, any future expansion still needs to be considered in the context of its location and the need to put appropriate solutions in place which support sustainable growth. Despite this, the Airport is a commercially successful international airport, a key economic asset to North Somerset and the wider West of England and serves a large population catchment. Accordingly, the Airport is on a growth trajectory. It has permission to expand passenger numbers from the current 10 million passengers per annum (mppa) to 12mppa by around 2030 and has declared plans to expand to 15mppa by 2040. The site assessment below considers the plans proposed by Bristol Airport Limited (BAL) to increase capacity to 15mppa (Figure 3.2 below). Note these plans are subject to the planning application process and so are not at this stage certain. Engagement with BAL was conducted to inform the North Somerset Economic Growth Plan in September 2024.

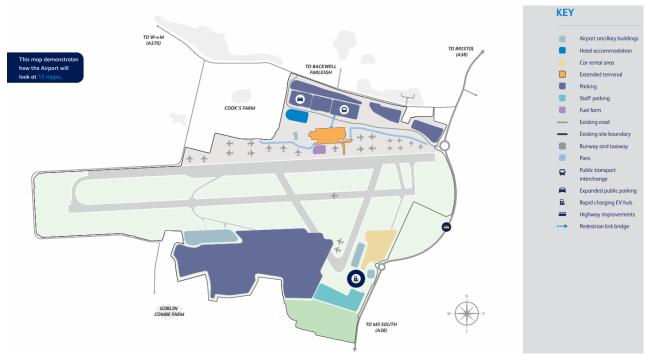


Figure 2. Site/Location 1: Bristol Airport (12 mppa - c,2030) (Source: BAL 2025)



Figure 3. Site/Location 1: Bristol Airport (15 mppa by c2040) – main expansion areas in red circles. (Source: BAL 2025)



Table 1: Bristol Airport employment land expansion (15 mppa): Site Assessment

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
 c.33 ha 70,000 sqm expansion of airport terminal space 	 Airport related sectors i.e. operational, maintenance and repair, advanced engineering Retail, hospitality Construction Transport and logistics Renewable energy/Green Hydrogen 	Job Density: Varied. Low in car parking, storage areas (c.75 to 500+ sqm per employee) but high in terminal building and operational office buildings (c15-20 sqm per employee). Estimated jobs: 1,000 direct jobs + 1,000s of new indirect jobs in NS and wider sub-region (WECA)	 Estimated timescale: 2040+ Potential delivery actions: Planning, environmental and infrastructure mitigation required to enable airport expansion to 15mppa. In summary key delivery actions: A38 roundabout access improvements Improve public transport access e.g. bus services BAL, NSC working closely with WECA Address local amenity and environmental concerns Ensure positive economic legacy for NS through Skills and Employment and local benefits and legacy strategies e.g. NS food and drink supply chains 	 Demand: Likely high demand for airport related uses given the specialist nature. Some limited potential demand from high-value offices and light industrial based firms that want close access to international clients and markets. Commercial property values likely to be very high and access to labour force not ideal so unlikely to be high demand from general employment. Location(s): As per Masterplan. Note: Hydrogen/renewable energy site (yellow area outside airport site to North West Figure 3.2) could be either closer to airport or in more suitable location e.g. nearby quarries (once decommissioned). Strategic Benefits: Significant employment + protected existing employment, green economy with links to decarbonisation, Sustainable Aviation Fuel and renewable energy Overall Recommendation: Notwithstanding the critical need for appropriate and acceptable mitigation of local amenity, transport and environmental impacts, from a purely economic and commercial perspective, expansion of the airport could be beneficial to the NS economy, providing jobs in target sectors and is likely to be commercially attractive to the market.

3.4 Site/Location 2: Clevedon land east of M5 J20:

The Clevedon J20 site was included as a potential Local Plan allocation in a previous iteration of the NS Local Plan (Pre-submission plan 2039 Autumn 2023) but was later withdrawn. The site is currently being promoted by Hallam Land as a potential large employment site. Hallam Land were consulted as part of this study in May 2025. The key constraints for the site are the need for major highways works to Junction 20 and flood risk.



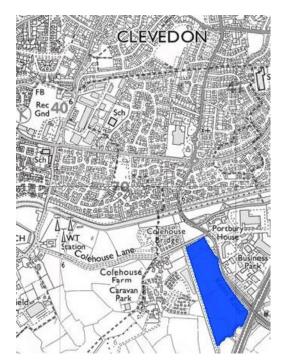


Figure 4. Site/Location 2: Left: Clevedon East of M5/Junction 20 & Right: Land west of Kenn Road (Source: Hallam Land 2025 and NSC 2025)

3.5 Site/Location 2: Clevedon: Other potential sites:

• The land west of Kenn Road is c 7 to 8 ha site that has been a longstanding employment allocation. Although this site is considered constrained in terms of flood risk, if these constraints could be overcome then it could be an appropriate employment site providing local mixed employment (industrial, light industrial, out of town offices, hotel, trade counter, small scale logistics etc.). The site has recently changed hands from a previous owner seeking residential uses. The current owner is promoting employment uses and there is evidence of demand. It could take quite a few years to develop given the constraints and any public funding assistance would help bring forward employment uses. Given the higher job density, it could provide a similar number of jobs to the J20 site i.e. c1,000

Table 2: Site/Location 2: Clevedon East of M5/Junction 20

size	roximate of new loyment		tential es/Sectors		b densities d jobs	De	Delivery: Timescales and actions		uitability Judgment
c c s	J20 site: c.25 ha c90,000 sqm (1m sq.ft)	•	Logistics and warehousing Potentially data centre	•	Job Density: 70 sqm per employee Estimated jobs: 1,250 at Clevedon J20 site.	•	Estimated timescale: Likely to be at least 5 to 10 years + given the need to perform major highway works on M5 J20 and planning process. Potential delivery actions: Motorway Junction slip road Works: Given the high expected cost of J20 highway works, it is likely that 'pump priming' funding could be required to make the site 'stack up' and avoid the developers argument that residential uses are required to make the site viable. It is debatable whether a sufficiently robust 'public interest' argument could be made for using public money to unlock this site given its size and location. Pedestrian and Cycle Bridge: Linking employment area to residential area on other side of M5. Flood risk: Given the site is in flood zone 3A there is likely to be a need to satisfy a sequential and exceptions test. Mitigation of heritage, amenity impacts on Clevedon craft centre:	•	Demand: Likely to be demand for larger scale, modern industrial and logistics uses given the national trend of internet shopping, the relative lack of equivalent space nearby and close proximity to labour market (Clevedon). However, some stakeholders suggested that nearby Avonmouth could offer a more suitable and competitive location for larger scale logistics users. Also, there is no railway station in Clevedon which could deter some businesses. These factors slightly affect the confidence the site could come forward. Location(s): As per Figure 4 above Strategic Benefits: c1,250 jobs for relatively underprovided Clevedon, good business rates for NSC. Site fulfilling subregional needs. Overall Recommendation: Based on views of stakeholders consulted, assessment of HJIA ESPRE demand forecasts and professional judgment, North Somerset could ideally accommodate one large new employment area adjacent to the M5, similar to those in Highbridge and Bridgwater. The location of this new employment areas appears to be a choice between Clevedon and WsM. On balance, WsM could be more suitable location as the M5 J21 slip road already exists and is adjacent to larger population area, with greater needs. Also, there is uncertainty that the Clevedon J20 site is viable given the cost of delivering the M5 J20 slip road. Finally, the land west of Kenn could provide a similar number of jobs once fully developed.

3.6 Site/Location 3: Nailsea and Backwell:

Nailsea and Backwell are settlements located approximately 5 miles to the south west of the boundary of the Bristol urban area. Collectively they have a population of around 25,000 and are served by a railway station (Nailsea and Backwell). However, there is currently quite limited amounts of employment land serving the two settlements (c15-20 ha) and consequently their primary function could be considered to be as dormitory settlements for Bristol. This creates issues related to out commuting i.e. congestion, carbon impacts, reduced air quality, quality of life and economic productivity. This effect will only be exacerbated by the increased housing numbers required due to the updated NPPF, and the range of opportunities being considered in the area. There is therefore a good opportunity to provide additional employment areas to improve the area's sustainability, provide local jobs and boost the wider North Somerset economy.

As described at 3.2.2 above, Stakeholders consulted suggest there is strong latent industrial demand in this area. Many local firms and businesses looking to relocate from south Bristol due to pressures from competing higher value land uses i.e. residential, make enquiries but there is limited space. This is supported by the very low industrial vacancy rate i.e. North Somerset has the lowest industrial vacancy rate in the WECA area (c2.1% Q4 2024 Source: Co-star).

Figure 5 below shows potential Local Plan residential led mixed use allocations currently being consulted on. The yellow sites are the most suitable for development and potentially some associated employment uses. The orange sites are less favoured due to constraints.

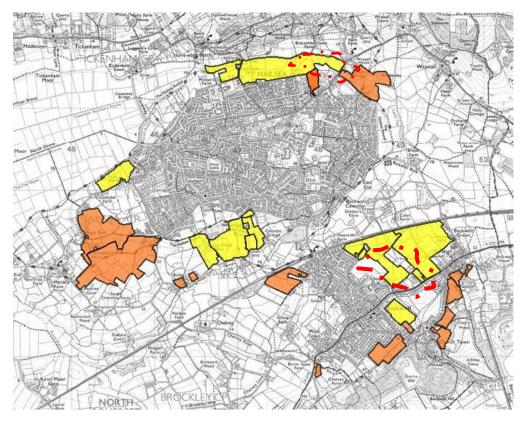


Figure 5. Site/Location 3: Nailsea and Backwell (red areas approximate potential employment sites – see table below) (Source: NSC 2025)

Table 3: Site/Location 3: Nailsea and Backwell

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
 c.10 ha employment land potentially available assuming c6% of orange and yellow potential allocations sites c.162.5ha in total (excl. Land at Dark Lane, Backwell) This land would provide approx. 50,000 sqm of employment space (plot ratio 40%) 	 Local mixed employment – mainly industrial, light industrial, some out of town offices, hotel, trade counter, small scale logistics Sectors: Manufacturing, links to nearby Epic Life sciences supply chain Some small scale creative industries and financial, professional and business services serving local need i.e. professionals looking to reduce commute to Bristol 	Job Density: Average 30 sqm per employee Estimated jobs: c.1,500	 Estimated timescale: Medium to long term (5 to 10 years +) given largely greenfield sites that need to go through planning process. Potential delivery actions: Identify preferred sites within broad potential locations/area. Assess and develop mitigation for constraints such as highway access and flood risk (North of Nailsea). Test with local communities to help build support and/or acceptance. Investigate potential for equalisation agreements to avoid employment elements of residential sites being undeveloped. 	 Demand: Agents report that there would be demand for light industrial, manufacturing. Some uses seeking to move from South Bristol and local businesses. Also, creative industries and financial, professional and business services i.e. flexible/coworking space or small space for start-ups/SMEs Location(s): Potential locations include c. 5 to 7.5 ha to the north east of Nailsea, near existing industrial site to avoid traffic travelling through the town from the north i.e. as happens currently with the West End Trading Estate. Also, a small employment site in Backwell could be allocated to help diversify land use and offer local employment near to station. The Backwell employment area could be to the rear of the Leisure Centre as this has reasonable access to A370 and avoids traffic travelling through the town. Strategic Benefits: Local jobs, better housing and employment balance and reduced out commuting Overall Recommendation: Providing c10 ha of employment sites in and around Nailsea and Backwell, subject to addressing constraints, would help rebalance and diversity the local economy and would support the Economic Plan objectives.

3.7 Site/Location 4: Portbury Docks and surrounding areas

Portbury Docks is part of the Port of Bristol (the northern element is within Bristol City Council area). It covers a significant area (c450ha in North Somerset) and its primary economic function relates to the importation of motor vehicles, alongside other port operations such as bulk goods i.e. agricultural products, timber, a cruise terminal, warehousing etc. A large proportion of the land use at Portbury Docks is taken up by the open storage/parking for imported motor vehicles (over 50% of land use – see aerial photo below). Bristol Port Company were consulted in Sept 2024 as part of the Economic Growth Plan consultation. They outlined plans to diversify the Port's business to include a greater focus on renewable energy and green economy sectors such as green hydrogen, sustainable aviation fuels (SAF), floating offshore wind (FLOW), EV battery products and components for Gravity and nuclear for HPC and small modular reactors (SMR) for Oldbury. However, it is assumed that to realise these positive ambitions, either a rationalisation of the existing estate, or new employment land in the greenbelt or land reclamation from the sea would be required.

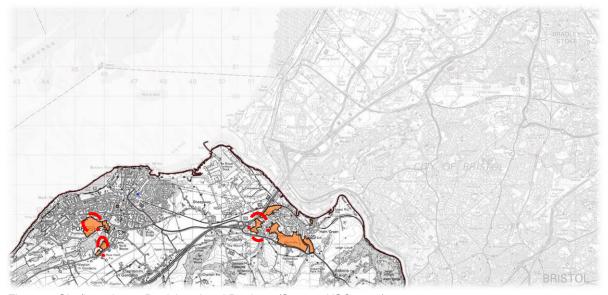


Figure 6: Site/Location 4: Portishead and Portbury (Source: NSC 2025)



Figure 7: Site/Location 4: Portishead and Portbury Docks (Source: Bristol Port Company 2025)

The town of Portishead and the villages of Portbury, Easton-in-Gordano and Pill have a combined population of around 32,000 and sit to the north-west and south-east of the port. Despite their historic maritime roles, the settlements now have limited employment land and can be primarily considered to be residential settlements serving the Bristol economy. There are plans to reopen a Railway Station at Portishead with a direct link to Bristol City Centre in 2027, with a station also at Pill. The current urban areas of Portishead and Portbury are bounded by green belt designations and flood zones however emerging Local Plan allocations propose an additional 1,000 homes at Pill.

The village of Pill includes some of North Somerset's most deprived areas, and an increase in the employment offer at the Docks, coupled with skills and employment support, could help address some of the disadvantages faced within the community.

Table 4: Site/Location 4: Portishead and Portbury Docks

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
Portishead: Downside Central (Gordano Gate) 1.1 ha Land at Tower farm is 27.97 ha. Cedar Farm 4.5 ha and Black Rock 7.26ha. A 10% proportion of this potential allocation land is c.3ha to 4ha. Portbury Docks: No new land considered due to greenbelt and flooding constraints Pill: c.50% of total site area (c.8 ha) i.e. 4 ha land east	 Portishead: Local mixed employment – mainly industrial, light industrial, out of town offices, hotels, trade counter, small scale logistics Some small scale creative industries and financial, professional and business services serving local need i.e. professionals looking to reduce commute to Bristol Portbury Docks: Renewable energy and green economy and distribution. 	Job Density: Average 20 to 30 Estimated jobs: c.500 to 750 jobs in Portishead. Portbury Docks + 1,000's+ if green economy diversification occurs	 Estimated timescale: Portishead: Medium to long term (5 to 10 years +) given largely greenfield sites that need to go through planning process. Portbury Docks: Long term i.e. 10/15 years + Potential delivery actions: Gordano Gate is a small site but could be suitable for small business park. NSC to continue efforts to work with owner to promote and bring forward. Wyndham Way regeneration area: through planning frameworks and further actions where feasible seek to ensure a coordinated and balanced approach to employment and housing For Portishead Down and Black Rock potential sites, green belt assessment and access. Investigate potential for equalisation agreements to avoid employment elements of residential sites being undeveloped. To support green economy opportunities at Portbury will require significant investment i, working with WECA and UK Govt to attract grants etc. A feasibility study and evidence study could be first step. Work with Bristol Port to assess viability of rationalising/ intensifying current uses 	 Demand: Traditionally there is a lack of opportunity in Portishead and Pill due to limited available space and competition from higher value uses i.e. residential. However, agents suggest that in theory demand could be good. Demand for green economy at Portbury unknown but in theory could be good if appropriate space and public sector commitment and funding made. Location(s): See red circles in Figure 6. Strategic Benefits: Portishead employment would partly redress the out-commuting balance. Huge strategic benefits to diversifying Portbury to enable green economy opportunities. Employment in and around Pill could help in tacking deprivation and disadvantages. Overall Recommendation: Investigate opportunities to provide more local employment uses in Portishead and at Pill and support wider employment provision as part of the Wyndham Way regeneration initiative Due to constraints such as greenbelt and flood risk, it does not seem appropriate to expand employment land at Portbury Docks if this leads to a continuation of the existing situation i.e. open storage for imported cars. If there are genuine opportunities to diversify the land at Portbury to accommodate green

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
of Gordano services			at Portbury if this unlocks land for green economy opportunities i.e. multi-story car parks for car imports. Assess emerging allocations in Pill area for potential employment suitability.	economy or other higher-density/higher- value opportunities, some partial release of greenbelt land could potentially be supported as a means of achieving a greater good i.e. 1,000s + green economy jobs.

3.8 Site/Location 5: South West of Bristol

The south west of Bristol broad location is shown in Figure 8 below. This covers a largely rural area on the south west fringe of Bristol urban area, to the south of the village of Long Ashton. The northern boundary of the location is around 0.5km from the recently approved planning application for a major new employment site that will form the European headquarters of US life sciences/tech firm Epic. This site is projected to provide around 2,150 high value jobs and major economic benefits (estimated at around £140m a year) to the North Somerset economy². Engagement with local agents occurred in April/May 2025 to test whether there is commercial appetite for new employment sites in the market.

The large yellow area in Figure 8 is the broad area of search for residential led development (c.205 hectares). The light blue area in Figure 8 is an approximately 6 ha potentially suitable employment site on the fringe of Bristol on the A38 Bridgwater Road and South Bristol Link Road. The site is strategically well placed with good access to the airport (10 mins drive) and Port (20 mins drive). However, it is also a constrained site being within the greenbelt and is quite steeply sloping with an approximately 15m fall from east to west.

In addition, given the size of the overall area of search (c205ha area in yellow) and potential economic opportunity afforded by the favourable location adjacent to the Bristol urban area and the Epic proposed site, there are likely to be other potential employment site opportunities. An assumption is made that between 10 and 30 ha of employment land could be allocated in South West Bristol. The precise extent of the allocation should be assessed in more detail in the future, particularly once further details on the scale of the Epic proposal are known. The specific location of additional employment land (outside Figure 9) is not assessed at this stage.

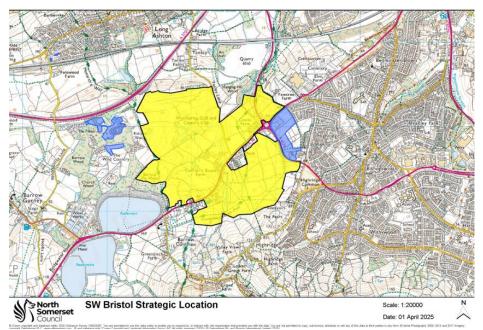


Figure 8: Site/Location 5: South West of Bristol (Source: NSC 2025)

² https://n-somerset.gov.uk/news/major-north-somerset-planning-application-approved accessed 09.05.25

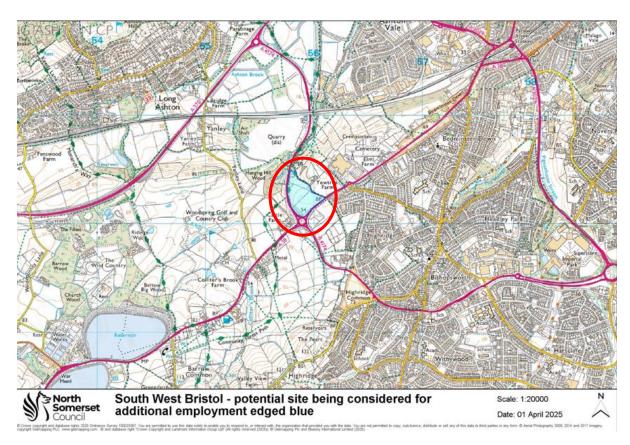


Figure 9: Site/Location 5: South West of Bristol (Source: NSC 2025)

Table 5: Site/Location 5: South West of Bristol

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
- c. 6ha site to north of Lime Kiln roundabout/ A38 and South Bristol Link road – although only around 4ha is relatively flat and therefore developable which equates to c 15,000 sqm of employment uses after constrained areas removed. • Other potential sites within c.205 ha area of search (Figure 8) equating to approx. 5 ha to 25 ha (10 to 30 ha in total) likely to be appropriate subject to more detailed assessment. Precise locations not assessed at this stage.	 Potential for higher value uses such as supply chain links to Epic and/or Airport given only 4 miles (10 mins) to south on A38. General local employment (industrial, light industrial, trade counter and/or offices subject to viability) 	Job Density: average of 40 sqm per employee Estimated jobs: c.1,000 to 3,000 at 10 to 30 ha of land (40,000 to 120,000 sq m)	 Estimated timescale: Medium to long term (5 to 10 years +) given largely greenfield sites that need to go through planning process. Potential delivery actions: Planning, infrastructure and environmental assessments e.g. green belt assessment and access. More detailed market demand assessments once greater detail on the Epic proposal and its supply chain opportunities available. Investigate potential for equalisation agreements with surrounding residential allocations to help protect viability and to avoid employment elements of wider residential sites/locations being undeveloped. Coordinate/collaborate with Bristol City Council/WECA to maximise sub-regional benefits given close proximity to Bristol city fringe with known housing and employment need pressures. 	 Demand: Both local employment (gen B2, B8) and higher value employment uses i.e. Epic supply chain and businesses linked to Airport/Port/Green economy. Links to nearby Pavilions office development. Location(s): As shown in red circle Figure 8. Note it appears approximately 1.5 ha to the north of site is steeply sloping and partly wooded so likely to be undevelopable and should be retained for BNG/landscaping. Strategic Benefits: Jobs in strategic growth sectors such as Epic/life sciences, airport/port logistics, green economy supply chain. Given close proximity to Bristol Overall Recommendation: Subject to overcoming constraints (green belt, viability, access) this site (or another similarly suitable site or location to be identified through the strategic planning process) could help provide in demand employment space for local businesses and/or support wide strategic growth connected to Epic/Port and Airport. Where possible, high job density and/or growth sectors should be encouraged to locate at the sites.

3.9 Site/Location 6: Weston-super-Mare/Wolvershill

Weston-super-Mare (WsM) is the most populous settlement in North Somerset (c 85,000 in WsM and close to 100,000 including surrounding villages). Wolvershill relates to the proposed growth area to the east of the M5, south of Junction 21. WsM is located in the south of North Somerset, approximately 15 miles to southern fringe of Bristol. Given WsM's size and critical mass and relative separation from Bristol, WsM is economically a combination of being closely connected to the Bristol City economy i.e. akin to a satellite settlement, but also its own economic market area serving its population of 90,000+ and surrounding villages.

In addition, WsM has the highest deprivation in North Somerset, partly linked to its traditional economic role of tourism and manufacturing, both of which have declined in recent decades due to deindustrialisation and the trend of UK residents taking foreign holidays. WsM also has high levels of out commuting and constraints to development, especially flood risk.

There has been a longstanding NSC policy objective of focussing North Somerset's principal employment growth at WsM. However, due to the issues highlighted above this process has been complex and challenging and delivery of employment land in WsM has not always occurred as planned.

The following sites/locations in and around WsM have been considered for employment uses:

- WsM Local Plan allocations e.g. J21 Enterprise Zone sites West Wick Business Park, Weston Gateway, Weston Business Quarter (Heywood) (See Figure 10 below) and Parklands/West Wick Roundabout (Figure 11)
- Wolvershill potential allocation north of Banwell See Figure 12 below
- North East of M5/J21 (land being promoted by Meads Realisations) See Figure 13 below

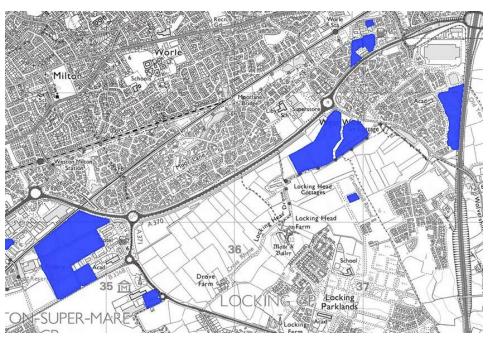


Figure 10: Site/Location 6: WsM Local Plan Allocations (Draft Local Plan 2025) (Source: NSC 2025)

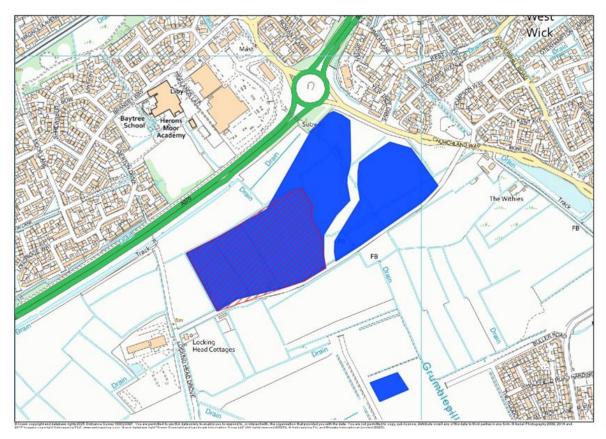


Figure 11: Parklands/West Wick Roundabout – proposed consolidated employment site (area with red hashed lines) (Source: NSC 2025)



Figure 12: Site/Location 6: Wolvershill (potential employment site) Consortium illustrative diagram (Source: Wolvershill Consortium 2025)



Figure 13: Meads Realisations land NE of J2. Please note this Masterplan has been provided by the developer and is not necessarily endorsed by NSC (Source: Mead Realisations 2025)





Figure 14: West Wick Business Park/South Gate (Source: Burston Cook/Pinnacle 2025)

Table 6: Site/Location 6: Weston/Wolvershill

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
Wolvershill potential site north of Banwell 6.5 ha c.25,000 sqm	 General employment Logistics and warehousing 	Job Density: c30-50 Estimated jobs: 500-800 (c25,000 sqm /30 to 50 sqm per employee)	Estimated timescale: Medium to long term (5 to 10 years +) given largely greenfield sites that need to go through planning process. Potential delivery actions: Planning, infrastructure and environmental assessments e.g. green belt assessment and access. Investigate potential for equalisation agreements and other mechanisms to help protect viability and to avoid employment elements of wider residential sites/locations being undeveloped.	 Demand: Uncertain according to stakeholders consulted. On one hand, modern industrial sites are in general demand e.g. nearby West Wick Business Park/South Gate (Figure 13). On the other hand, this site is relatively isolated from main WsM population centre (c3miles and not generally walkable), is an untested location from a market perspective and is quite far from M5 J21 for logistics and warehousing uses (3 miles 10 mins drive). Location(s): As per Figure 11. Gently sloping from south to north c 5m Strategic Benefits: Some local employment for the relatively underprovided WsM market and would balance the housing growth at the wider site if delivered. However, arguably not the large strategic employment site similar to Highbridge and Bridgwater that would enable a step change in WsM employment market. Overall Recommendation: If the wider residential led Wolvershill site is delivered then the relatively small employment element, tucked away in the far south corner could be seen as similar to the fragmented employment sites of the Weston Villages. Although the site does not suffer from flood risk constraints, an objectively better location from a market perspective would be closer to J21 in the north. A commuted sum to help unlock enabling infrastructure at Western

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
				Business Quarter or to the north of Parklands could be more cost-effective.
• Weston Business Quarter – 21.5ha, c.85,000 sqm	Industrial and warehousing Sectors: Varied but including targeted sectors such as advanced manufacturing, cultural and creative, food and drink.	Job Density: 30-50 Estimated jobs: c.1,750 to c.2,800 jobs	 Estimated timescale: dependent on funding. The sites are allocated (some with planning) and with main access routes in place, and there has been significant evidence of demand. The key obstacle to delivery is the cost of groundworks, which, if overcome could see delivery within 3 – 5 years. Potential delivery actions: Seek funding (national government / WECA) via business cases for enabling infrastructure for sites such as Weston Business Quarter. 	 Demand: Limited demand to develop office sites due to high build costs and relatively lower rents. High latent demand for industrial, warehousing and logistics sites that would be ideally fully serviced. These Location(s): Weston Business Quarter (see Figure 10). Strategic Benefits: Significant numbers of jobs to help to redress housing employment imbalance. Overall Recommendation: As above, expediting delivery of enabling infrastructure for Weston Business Quarter.
Parklands including West Wick Roundabout (12.3ha) and 3 smaller sites (Grumblepill 0.37ha, Cruikshank Grove (0.57ha) and	Industrial and warehousing and potentially some light industrial/out of town office	Job Density: 30-50 Estimated jobs: c1,000 to 1,800 jobs	Estimated timescale: Likely to be medium to long term i.e. 10-20 years given need for enabling works and availability of other more readily available sites. Potential delivery actions: Assess feasibility of delivery of larger West Wick roundabout/Parklands site and if required seek funding for enabling infrastructure	 Demand: High latent demand for industrial, warehousing and logistics sites and ideally fully serviced sites. Location(s): West Wick Roundabout/Parklands is a significant allocation (12.3 ha) Strategic Benefits: Significant numbers of jobs to help to redress housing employment imbalance. Overall Recommendation: Promote consolidated Parklands/West Wick Roundabout

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
McCrae Rd 0.12 ha) Sub-total: 13.5 ha c 55,000 sqm Other WsM	Industrial and	Job Density:	and promote site with potential developers, investors and occupiers, • Estimated timescale: West	site as a significant employment site for new employment. • Demand: As above, high latent demand for
allocations West Wick Business Park – 5.3 ha Summer Lane North of A370 (2.24ha) Moor Park A371 (1.23ha) Sub-total 8.8ha (c35,000 sq m)	warehousing	• Estimated jobs: c.700 to c.1,100 jobs	Wick Business Park short term (currently being developed and marketed). Remaining sites likely to be medium to long term i.e. 10-20 years given need for enabling works and availability of other more readily available sites. • Potential delivery actions: • Support feasibility assessments (e.g. planning, infrastructure and environmental assessments) and funding bids where market failure demonstrated. • West Wick Business Park - need for high design/ landscaping quality owing to important visible/ gateway location	 industrial, warehousing and logistics sites. Ideally sites should be fully serviced. location(s): As per Figure 10. Strategic Benefits: Significant numbers of jobs to help to redress housing employment imbalance. Overall Recommendation: As above, expediting delivery of enabling infrastructure where appropriate.
Land east of J21 being promoted by	Logistics and warehousing	• Job Density: 50-70	Estimated timescale: Medium to long term to fully develop	Demand: High demand for large scale logistics and industrial given strategic location next to M5 J21. Likely to be strong demand for more local mixed employment and potentially some out of

Approximate size of new employment areas	Potential Uses/Sectors	Job densities and total estimated jobs	Delivery: Timescales and actions	Suitability Judgment
Mead Realisations. • c.40 ha	Industrial – potentially with links to Gravity and Port	• Estimated jobs: Around 2,000	given viability challenges and infrastructure requirements. • Potential delivery actions:	town office similar to the successful Taunton Blackbrook business park. • Location(s): As per Figure 11.
• c.120,000 sqm	green economy/renewable energy sectors.		 Planning, infrastructure and environmental assessments including addressing flood risk, drainage and environmental concerns e.g. rhynes. Assess likelihood and attractiveness of pedestrian link under M5 railway bridge being promoted by developer. 	 Strategic Benefits: Significant jobs for WsM and links to Gravity and Bristol Port green economy supply chain. Overall Recommendation: A large employment area with direct access to M5 would create a large number of jobs for WsM and could help NS follow a similar path to Bridgwater i.e. create economic momentum. It could provide significant amount of land for supply chain firms to Gravity and Bristol Port if diversification into green economy occurred at the Port. It is unclear, from an initial high-level review if this site is appropriate and it is known there a significant flood risk issues to address, but at face value it appears it could help address this opportunity if NSC had the appetite to pursue this option.

4 Conclusion and Recommendations

This section summarises the assessments in the previous sections. It makes high-level recommendations to help inform NSC planning policy. Note: this is a high-level study based primarily on stakeholder engagement and professional judgement. Conclusions and recommendations should be considered alongside other sources of evidence.

4.1 Conclusions

NSC will require significantly higher levels of new housing in the Local Plan to address the updated NPPF. This will exacerbate the existing imbalance of housing to employment, as demonstrated by the net out-commuting of residents (c.5,000 source: ONS/Census). The data and commentary from local commercial agents and developers, suggests that NSC has high demand, particularly for industrial and logistics uses, and a relative shortage of appropriate space. Office demand is currently challenging, particularly in WsM, due to issues of viability, although stakeholders are optimistic that the situation will improve in coming years.

The quantitative demand estimates based on employment forecasts, as set out in the HJIA ESPRE report, suggest that NSC requires around 50 to 60 hectares of new employment land. The assessment of potential employment at the six NS sites/locations assessed in this study suggest a higher level of employment land could be delivered than the ESPRE figure. This potential overprovision is shown in table 7 below using rounded and approximate land figures. The large amounts of potential new employment land at an expanded Bristol Airport and to an extent the large potential logistics park at WsM J21, could be excluded from the total as these sites constitute abnormal demand that is unlikely to be included in the employment forecast data i.e. the airport expansion uses are specialist and J21 would be a strategic level employment site. This scenario would be similar to past situation in Bridgwater where the Gravity site has come forward despite lower projected employment forecasts for the area.

Table 7: Site/Location High Level Conclusions and Recommendations

Site/Locations		Area	Area Uses/Sectors	
1.	Bristol Airport	c.30 ha	Specialist airport uses	Estimated 2040
2.	Clevedon J20	c.25 ha	Largescale Logistics	Est. 2035 to 2045
3.	Nailsea and Backwell	c.10 ha	Local employment (B2, B8 and E(g))	Est. 2030 to 2035
4.	Portbury Docks and surrounding areas	c.8 ha	Local employment (B2, B8 and E(g))	Est. 2030 to 2035
5.	Southwest of Bristol	c.10 to 30 ha	High value Epic/Port supply chain	Est. 2030 to 2035
6.	WsM allocations	c.43 ha	National and local employment (B2, B8 and E(g))	Est. 2025 to 2040
7.	Wolvershill	c. 6.5ha	Local employment (B2, B8 and E(g))/ Largescale Logistics	Est. 2035 to 2045

Site/Locations	Area	Uses/Sectors	Phasing	
8. WsM land east of J21	c.40 ha	Largescale Logistics and Industrial	Est. 2030 to 2035	
Land west of Kenn Rd, Clevedon etc.	c.9ha	Local employment (B2, B8 and E(g))	Est. 2030 to 2035	
Total	c.182 to 202 ha			
Total excl. Airport/ WsM J21	c.112 to 132 ha			

4.2 Recommendations

Based on the conclusions the following recommendations are made:

- Rationalise WsM allocations and provide enabling infrastructure to unlock Weston
 Business Quarter: WsM could benefit from a more simplified employment land offering. This
 could include three main employment sites/areas: 1) Weston Business Quarter 2)
 Rationalised Parklands/West Wick Roundabout employment site West Wick Business and 3)
 New M5 allocation (above) and/or Wolvershill if deemed appropriate in terms of flood risk and
 other planning considerations. It is understood that efforts to secure funding for Weston
 business quarter infrastructure requirements are ongoing. Tying this to the wider NS
 economic strategy will be important to unlock the remaining sites here.
- Portbury Docks diversification: Portbury Docks could in theory provide exciting economic
 opportunities in the green economy and renewable energy sectors (SAF, FLOW, SMR,
 Gravity EV supply chain etc.) However, this will require some rationalisation of the existing
 estate, and potentially some small release of green belt sites if this aids this process and is
 considered appropriate in planning terms. NSC, Bristol Port Ltd, WECA and UK Government
 could work together proactively to realise this opportunity which would provide nationally
 significant levels and types of jobs.
- NSC could explore potential for a larger strategic employment allocation in south west
 of Bristol if appropriate in planning terms: If there is political appetite and subject to a full
 planning appraisal, a larger more strategic employment allocation could be appropriate. This
 would serve a combination of the wider rub-regional/Bristol employment market and the towns
 and villages of North Somerset.
- Airport expansion: Subject to planning, community and environmental considerations, the
 expansion of Bristol Airport could provide significant levels of jobs and could support growth in
 the wider NS economy through supply chain linkages. Collaboration between BAL, NSC and
 other supply chain firms could help to maximise the potential benefits.
- Consider allocating a larger employment area close to M5 for logistics and industrial
 uses creating potential links to Gravity and the Port: Compared to other similar places
 e.g. Bridgwater and Highbridge, North Somerset does not have a large employment area in
 its main settlements e.g. WsM or Clevedon. These settlements are strategically well placed
 on the M5 in close proximity to key economic assets such as Bristol city region, Bristol Port
 and Bristol Airport. If constraints and local opposition can be overcome, then stakeholders

suggest there would be demand for a larger employment area. This could accommodate a logistics and industrial park that would create local employment and could help to build economic momentum in North Somerset, lifting values and attracting developers to build out existing allocations. Either Clevedon J20 or WsM J21 could fulfil this role, although both sites have issues i.e. Clevedon J20 requires an expensive slip road and is in a flood zone and WsM J21 site is also within a flood zone. In the absence of full information, WsM J21 appears more suitable given its size, existing J21 slip road and proximity to a larger population centre i.e. WsM. However, this report is not making a formal recommendation at this stage to allocate this site.

• NSC could explore potential to increase employment sites in NS towns and villages: NSC could consider allocating some areas of employment land within new residential led allocations. These would be mainly local industrial and logistics with some flexible small office space for SMEs/co-working etc. in North Somerset's northern towns and villages e.g. Nailsea, Backwell, Portishead and south west of Bristol. This would help to reduce out commuting and would support diversification and growth of the local economy. Stakeholders suggest there is demand for these uses and subject to addressing constraints these sites could in theory come forward relatively quickly i.e. in next 5 to 10 years.



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