

Bid to join Garden Communities programme

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All questions must be addressed, apart from those specifically designated for transformational community proposals and garden villages proposing fewer than 5,000 homes (Q 2, 4). If you have questions, or would like to discuss an proposal ahead of submission, please contact gardencommunities@communities.gsi.gov.uk.

Bids should be submitted by **09/11/2018**

Please click here to open the [prospectus](#).

Name of local authorities and promoters/landowners/developers involved (clearly identifying lead authority):

Cyber Central at West Cheltenham - Cheltenham Borough Council – CBC (lead) with Tewkesbury Borough Council - TBC

CBC & TBC have a mature partnership demonstrated through various initiatives, but notably the Joint Core Strategy allocation framework which has set an ambitious yet deliverable strategy for the three Local Authorities of Tewkesbury, Gloucester and Cheltenham. Within this area two Local Authority Garden Village/Community opportunities arise, reflecting the adopted growth agenda within the JCS area, and the ambition to respond to the emerging local industrial strategy. West Cheltenham is a joint bid by Cheltenham and Tewkesbury and TBC are also submitting a stand-alone bid relating to Tewkesbury Ashchurch for a Garden Town in the region of 10,000 homes. Each bid can demonstrate exceptional quality and innovations unique to their setting and offering. The West Cheltenham offer is of national rather than local significance in terms of cyber activity and its unique relationship to the GCHQ site, whilst the Tewkesbury Ashchurch site presents an opportunity for a Garden Town to be delivered in the County to meet the Government's aspirations of delivering at scale and pace.

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Organisation

Cheltenham Borough Council

Headline Information

1. Provide a description of the proposed garden community including proposed number of homes, including types and tenures, number of jobs it hopes to create, employment space, schools and other community facilities, green space provision, number of district and local centres, amount of retail and other commercial space proposed; key items of infrastructure needed to support delivery of the garden community. Please itemise these below.

Housing

Number of homes

3,000

Delivered by

As one large community, although in two phases. The first phase (minimum 1100 homes) to be delivered in an accelerated manner based upon the CBC led land assembly, with significant units delivered by 2023. Next phase currently safeguarded but the JCS2 (review) process, triggered in October 2018, will determine a new timeline and acceleration. The context for wider growth at this location links to the County wide debate via Gloucestershire 2050

Types of homes and tenures

Note: the number of homes is c3000.

Based upon the traditional assessment of 2424 units (but likely to be increased) and requiring a minimum 35% affordable housing we would be seeking 848 affordable housing units which when broken down into our policy position of a 75/25 tenure split would be 636 Affordable Rented Units and 212 Intermediate dwellings. As set out in "Figure 1" in the supporting word document.

These numbers including the need for larger units reflects the Homeseeker Plus evidence (local housing need) noted in section 14, which sets out a huge pent up demand for affordable housing, and reflects the failure of the private rented sector to respond.

Notwithstanding this analysis, the CBC/TBC ambition is to not only increase the number by c600 units but also the affordability ratio to 40%. Please refer to sections 2,3 and 6c) explaining the CBC commitment to £100m strategic housing fund.

Critical to this is the local housing need as set out in section 14.

Employment

Number of jobs created	Approx. area of employment space (ha)
8,000	50
Key types of jobs created	Approx. area of retail / commercial space (ha)
<p>High value, high growth – cyber related linking directly to the aims of the emerging local industrial strategy with a focus upon boosting productivity.</p> <p>Cheltenham, as home to the national cyber security authority, GCHQ, with an existing cluster of over 200 cyber organisations and the proposed location of a new cyber innovation centre, is already a national centre in cyber expertise. There are few locations in the UK that have the heritage, existing expertise and ambition to encourage deeper cyber innovation and nurture cyber careers. Capitalising upon this USP will benefit start-up's, spin-offs and major corporates, and be hugely beneficial to the local, regional and national economy.</p> <p>Note: the number of jobs created is 7500 + 500 = 8000. This number reflects the potential job creation at the cyber park; an integral part of the vision.</p> <p>Note: the approximate area of employment space is 45ha + 5ha = 50 ha.</p>	2

Community Infrastructure

Number of schools	Types and size of schools (if known)
3	<p>GCC advise the following analysis.</p> <p>5 Form Entry of New Primary provision with accompanying nursery; this could be a combination (say 2 schools, 1 with 3FE and 1 with 2FE). 1FE = 7 classes totalling 210 places, so 5FE is 1,050 places. Not all demand will arise at outset, so provision can be scaled in line with planned trajectory</p> <p>4FE of Secondary provision; GCC note that given current capacity issues, supply at All Saints & the new school at NW Cheltenham should not be allocated to this site and therefore propose on site provision. 1 FE = 150 places, so 4FE is 600 places for ages 11 - 16 6th form contribution; GCC are of the view that unlikely this could be facilitated at existing schools, therefore contribution needed but provision off site.</p>

<p>Number of health and care facilities</p> <div>1</div>	<p>Types and size of health and care facilities (if known)</p> <p>Note: Number of health and care facilities</p> <p>Gloucestershire Clinical Commissioning Group advise that there is no formula per se for the number of GPs per x population. Increasingly, they are seeing a richer skill mix with nurse practitioners, advanced physiotherapists, clinical pharmacists, Physician Associates and other roles. However 3,000 homes is assumed to create demand for general medical services for around 6,000 patients.</p> <p>Type and size of health and care facilities</p> <p>An effective size would be a facility to cater for c10,000 patients (partially from the new development and also from existing practices) which with an adjoining pharmacy would create a requirement for c1000m² g.i.a. of building and 50 car spaces.</p>
<p>Number of community facilities</p> <div>2</div>	<p>Types and size of community facilities (if known)</p> <p>Based upon GCC benchmarks it is assumed that a development of 3000 dwellings would create demand for 196m² of library space and 1056m² of community centre space.</p>
<p>Number of district and local centres</p> <div>2</div>	

Site Space

<p>Approx. area of site space (ha)</p> <div>199.7</div>	<p>Approx. area of green space (ha)</p> <div>18.3</div>
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You will be asked at the end of the form to provide evidence of the following:

- **Location Plan** - One or more plans showing the location of the proposed garden community outlined in red. It should also indicate the location of any nearby communities/development, and the boundaries of the Local Planning Authority, County Council, LEP. Include site boundary coordinates. This plan should also highlight the extent of brownfield conditions on the site, if relevant.
- **Strategic Framework Plan** for the proposed garden community – this should show: the broad disposition of proposed land uses and major infrastructure proposed.
- **Annual housing trajectory** for the garden community

2. If 10,000 or fewer homes are proposed, please provide details of the circumstances that you believe make the proposal suitable for consideration (refer to paragraph 5 of the prospectus.)

Whilst the number of proposed homes at c3000 is at the lower end of the Garden Communities criteria, we believe that the rare combination of a development that tackles both the need for homes and the challenges of the industrial strategy make a compelling case, especially as we have generated a land value capture model that helps create place. If successful this could become a national model for Place Making.

Please read the associated vision document (Strategic framework Plan – Cyber Central Vision), which sets our ambition graphically, but in essence the vision is for a place with a unique identity based upon an interpretation of Garden Community principles.

- Diverse living options – varied affordable and flexible tenancies with the first 1000 homes being delivered by CBC
- Connected – an accessible development that is physically, digitally and culturally integrated
- A 24/7 campus – a dynamic community that integrates a diverse mixture of uses and people
- Inclusive – a transformational development that creates strong communities
- Healthy – a green and biodiverse development that encourages physical and mental well-being
- Environmentally innovative – an ecologically friendly development that is restorative to its natural surroundings
- A smart ecosystem – a connected community that is digitally, environmentally and socially intelligent
- Intense & tranquil – a vibrant and thriving community within a unique landscape setting
- A world class campus – a collaborative community that brings together leading cyber businesses and innovators alongside academic facilities dedicated to cyber and digital technologies.

Please see Figure 2 in the supporting word document, which visualises the above.

Essentially “a vibrant community, with a strong identity that helps to build Cheltenham’s international reputation, promotes culture, creativity and social interaction, and that benefits the existing communities of West Cheltenham”, but equally a place of cyber excellence (a globally significant location in which to design, create, grow and operate innovative cyber security businesses of any scale) and an exemplar of social sustainability. The common thread is the development of a collaborative community that brings together and fuses businesses, innovators and academics, all within a landscape setting. A connected community that is digitally, environmentally and socially intelligent; designed to embed existing technologies and adapt to new ones. The objective is to blend uses of living, working, education and leisure in a campus that is occupied and active at all times of the day and week.

An opportunity to improve productivity and long term prosperity for the County.

The target anchor tenant is the GCHQ cyber innovation centre and we are engaged in extremely positive negotiations with GCHQ and DCMS. Equally the cyber park concept has generated significant commercial interest and we have a strategy to assess demand potential through early engagement with local, national and international organisations exploring the potential to locate to Cyber Central. It should be noted that for several decades Cheltenham has been “exporting” jobs to Gloucester and Tewkesbury due to the extremely limited supply of available employment land. The JCS allocation of 45 hectares will help address this imbalance.

A key aspect is the extent of public sector involvement, designed to take control in order to drive the ambition. Without an over-riding interest and utilisation of the powers vested in the local authorities it is unlikely that the vision as articulated will be fulfilled for all stakeholders. The parties are in negotiation to acquire the first tranches of both housing and employment land in order to secure land value capture for the benefit of the community. Securing the land will intensify engagement with organisations exploring the potential to relocate to Cyber Central. Furthermore, a recent CBC decision to invest £100m into the housing market will help unlock a local affordability challenge; a decision enhanced by the recent removal of the HRA cap which could create an opportunity for the first 1000 units to be local authority led, with the advantages that this may bring. This approach will provide a coherent deliverable vision and long term stewardship of the assets (employment and housing) created, with the aim of offering imaginatively designed affordable buildings (homes and offices) utilising energy positive technology to ensure climate resilience. At the same time as creating vibrant sociable neighbourhoods with jobs in easy commuting distance based upon sustainable transport corridors.

3. If fewer than 5,000 homes are proposed, describe the measures that will be put in place to ensure that the proposed community will be largely self-sustaining, for example in terms of movement and transport facilities, education, health, community infrastructure, and jobs.

The Cheltenham Place Vision, an adopted strategy and ambition is to create a place where everybody thrives. Place making is at the very heart of this submission, with the aim of creating an outcome of national significance, leading the future blueprint for inclusive sustainable growth.

This has translated into the Strategic Framework Plan – Cyber Central Vision which fully reflects the Garden City principles, tailored to this unique opportunity. A clear identity driven by a strong local vision with integrated transport, healthy green spaces with a blend of well-designed housing offers to cater for all, and critically on a sustainable scale that allows for future expansion. All built around a long term sustainable stewardship model led by the two authorities.

The site will be internally sustainable (integrated transport networks with cycling, walking and wellbeing at its heart) but fully connected to its environs and the myriad of opportunities in the locality – Cotswolds AONB, historic Gloucester, Regency Cheltenham with its regional shopping, International sporting and cultural events & venues, Bristol arts etc so internal and external connectivity is crucial via local pedestrian & cycle links plus rail and motorway connectivity reflecting parallel work including £22m growth deal 3 monies to release early stages of local infrastructure and wider collaborative work on M5 J10 (HIF bid) and Cheltenham Spa station (where upgrade works have begun) and more frequent and direct links to London to be enacted in 2019.

In order to achieve a self-sustaining community it is critical for a planned approach co-ordinated by the relevant local authorities. An example is the connectivity of this site to the wider transport network. CBC has already secured £22m of Growth Deal 3 funding via Gfirst LEP, to enable GCC, as highways authority to deliver both connectivity and improvements to the A40 Cheltenham-Gloucester axis with linkages to pedestrian, cycling and Park&Ride provision in addition to the M5 strategic corridor linkages. Taking this strategic lead allows other opportunities to be delivered including a Highways England led super cycle highway running past this site, and connecting it to another partnership programme to provide improved cycle and pedestrian connectivity at Cheltenham Spa station through a Great Western Railway/Network Rail/LEP/GCC funded upgrade.

The recently published Transport for New Homes starkly demonstrates the need to break away from the “housing targets and deliverability trump all” argument and move to seriously planned and connected developments as exemplified in the Netherlands where urban public transport is the building block for planned developments. New developments that connect to nothing other than the road network are not only a failure now but are a symptom of future problems with the car dominating all aspects of life leading to isolation and poor health outcomes. There is a clear need for working and living developments to break the commuter dependency model. This has been exemplified in the centre of Cheltenham over the last decade where we have seen office developments with limited car parking securing some of the highest rents as new employees opt to live and work in the same town connected by sustainable transport. We will replicate this model by putting sustainable transport at the heart of thinking for the new community and build in design review processes to check and challenge throughout the development process.

The two districts are actively engaged in a GCC led significant HIF bid for J10 of the M5; the current limited access junction is a significant barrier to growth for the garden village and other strategic allocations, including the NW Cheltenham strategic allocation with 4,285 homes and 10 ha of employment land. In addition CBC, Gloucester City and GCC are committed to finding a solution to high speed connectivity between Cheltenham and Gloucester as demonstrated by the recent bid to the Transforming Cities fund. Whilst unsuccessful it remains an ambition to be addressed.

Part of the site has been allocated for the UK’s first dedicated national cyber campus and is targeted to house the GCHQ Cyber Innovation Centre (CIC) as an anchor tenant, with support from Dept for Digital, Culture, Media & Sport. Aligned to significant existing commercial interest this has the opportunity to create a world class cyber ecosystem to rival the likes of Be’er Sheva in Israel, but a whole community rather than a university campus and accords with government strategy to make the UK the safest place to live and do business online, as well as harnessing the power of innovation in helping to turn the demographics of Cheltenham and the wider county. This USP has provided the kernel from which to build an ambition beyond an employment focus; a dedicated community to assist with the potential 7500 employees that could be accommodated long term on the 45 ha existing employment land allocation, and a potential further 5 ha (500+ jobs) in a later phase. The scale of the ambition has been identified and is being considered by the Dept for International Trade “High potential Opportunities” scheme.

A challenge for the projected cyber and supply chain jobs growth is how to deliver the quantum, affordability and tenure mix that matches the needs of the workforce in a town with a steep housing affordability curve that is already a barrier to pre-35 age group recruitment, in a context where there needs to be a step change in working age population given the ageing population profile of Cheltenham. This phenomenon is not confined to tech savvy cyber millennials and Generation Z, and is replicated by the many professional service providers (law, accountancy, tax specialists) and specialist engineers in the town who struggle to attract the 18-35 age group. In fact, the sad reality is that Gloucestershire haemorrhages c400 young people p.a. to larger more vibrant cities. CBC has already committed £100m to a Housing Investment Strategy to bring forward affordable housing solutions through its subsidiary Cheltenham Borough Homes; this scale of investment will act as the catalyst for the Garden Community and allow Cheltenham Borough Homes and CBC to fully implement its social sustainability model.

The educational and health needs of the garden community will be developed in more detail through the emerging masterplan but the cyber component is already attracting significant higher education interest through the knowledge transfer model associated with University cyber ACE’s (Academic Centres of Excellence) and their links with industry; industries keen to locate on the new cyber site. The links to the social sustainability model will help us map out how inclusive growth can link into the wider regeneration outcomes of existing West Cheltenham to increase access to skills, good jobs and increases in earning power, but more importantly create aspiration and opportunity that will be life changing for some areas of deprivation.

GCHQ is located geographically in West Cheltenham but is often perceived as separate from the existing local community too, so we need to build bridges from the new community in order to help regenerate existing deprived areas as part of a wider vision. The transformational vision that we are championing with new homes and jobs will match the regeneration work that is already established within the local community. The key will be for the two projects to be symbiotic in order that each gains from the other.

4. Is the proposed garden community a free-standing or transformational garden community?

Transformational

5. In the case of proposals for transformational garden communities where substantive additional growth is proposed to an existing place, please outline the economic, social, and environmental outcomes you expect the proposal to achieve for the place as a whole.

This bid is effectively hybrid in nature as it exhibits elements of both a free-standing and transformational bid; the latter with its link to uplift the existing area of West Cheltenham with its pockets of deprivation.

Cheltenham with its Regency roots is often referred to as a town within a park but unfortunately this epithet can not be ascribed to post war developments to the west of Cheltenham, which has well documented deprivation and regeneration challenges. The proposed new community located west of existing developments and close to the M5 corridor will aim to set a new housing and community standard in terms of housing quality and community engagement and will progress in parallel to a planned £100m investment by Cheltenham Borough Homes/CBC as local social housing provider, and positive impact on neighbouring housing regeneration within an area of multiple deprivation.

Cheltenham has an adopted Place Strategy and this proposal on a greenfield site creates an opportunity to deliver without the usual inner urban constraints. This clean sheet approach which the local authorities will lead will allow a transformational delivery model linked to cyber employment backed by imaginatively designed, carbon neutral, mixed tenure affordable housing, supported by appropriate social facilities (school, housing), sustainable transport and environmental credentials. Essentially the principles for place shaping in the 21st century reflecting all that was learnt from early garden towns but not replicating the car reliance of later developments. We will future proof designs by reviewing in line with section 9b) and consider climate change, energy, smart technology, electric vehicles etc. The Joint Core Strategy which allocates this site contains policies to ensure these objectives are met.

As a demonstration of that commitment, Cheltenham and Tewkesbury have signed-up to a ground breaking green infrastructure pledge ("building with nature") committing to developing, maintaining and protecting the natural features of Gloucestershire.

You will be asked at the end of the form to provide evidence of support for your proposal from the following:

- a) **Local MP(s)**
- b) **Local community**
- c) **Local Enterprise Partnership(s)**
- d) **County Council** (where relevant)
- e) **Neighbouring local authorities**
- f) **For private sector led** – the relevant local authority
- g) **Any other key stakeholders**

You will be asked to answer 'Yes', 'No', or 'Awaiting Response.' If 'Yes' is selected you will need to provide details of engagement and attach relevant evidence. If 'No' or 'Awaiting Response' is selected you will need to provide reasoning.

Strategic Approach

6. Provide a statement on how the proposed garden community fits with local or area housing and economic plans & strategies; how it will meet anticipated population growth both within the relevant Local Plan period and beyond; and how it will address local housing affordability issues.

a) How it fits with local housing and economic plans and strategies

A major portion of the proposed development is a strategic allocation within the adopted JCS and straddles both Local Authorities. The remainder is land noted as safeguarded, which means it is no longer in the green belt and will be considered under a JCS2 Issues & Options exercise launched by the 3 councils autumn 2018. The Joint Core Strategy has a monitoring policy which recognizes that safeguarded land could come forward earlier than the plan period (i.e. before 2031) if there is a need for further housing numbers to meet 5 year land supply targets. Critical to this is the local housing need as set out in section 14, which sets out a huge pent up demand for affordable housing.

The strategic allocations accord with the LEP strategic economic plan and the Gloucestershire 2050 future prioritisation exercise, plus the CBC housing strategy approved 2018 leading to a recent £100m housing investment decision, that will drive delivery of the housing spectrum model (premium – market – affordable /social rental/sales) with the ambition to deliver more units (c600) than a conventional analysis would suggest.

b) How it will meet anticipated population growth

Through the adopted Joint Core Strategy (JCS), population growth was considered during the calculation of the housing requirement, which was prepared through the plan making process and agreed through the Examination in Public. As a starting point for calculating the housing requirement, population and household projections for the JCS area as a whole were used to produce a demographic based estimate of housing need. Economic growth was then taken into account and an uplift in requirement added to the demographic based figure. A further uplift of 5% was also added in order to boost the delivery of affordable housing across the JCS area, resulting in the housing requirement of 35,175 dwellings to be delivered up to the end of the plan period, 2031.

This figure can be broken down by individual local authority; Cheltenham's specific housing requirement is 10,917 dwellings. The strategy adopted through the JCS means that the development of the strategic allocation site Land at West Cheltenham would count towards Cheltenham's housing supply, even if the dwellings are technically located outside of the Borough's boundary. Furthermore, the affordable housing policy states that a minimum of 35% affordable housing will be sought within strategic allocation sites; therefore the site would contribute towards addressing local affordability issues.

The potential 3000 homes at West Cheltenham as set out in the vision is clearly a significant contribution to this target, along with the 4,285 homes being delivered by Bloor Homes and Persimmon at NW Cheltenham (see location plan 1).

c) How it will address local housing affordability issues

Affordability is an extremely focussed issue in Cheltenham which has a challenging housing market that aligns more closely with the Cotswolds than the central Severn Vale. This in turn has two consequences. Either, people seek employment and housing out of the district (Gloucestershire haemorrhages 400 young people annually) or alternatively it adds to traffic congestion as a result of commuting. Recent (October 2018) research by Savills reflects the Letwin Review and identifies a range of constraints such as homogeneity of product, competition and pricing structures but concludes that developers need to tap into other demand sectors. This will require more diversity of tenure and affordable housing, both of which are generally underserved by new housing developments.

Housing delivery and affordable housing delivery rates in CBC and TBC have been below the projected level. Sites are approved but the market is failing to deliver the required build out rates.

In response CBC has recently approved a Housing Investment Strategy committing £100M to the delivery of housing in Cheltenham. Linked to the HRA debt cap abolition, this places CBC in a unique position that it has a delivery vehicle Cheltenham Borough Homes (wholly owned ALMO) to take the lead in driving forward affordable home delivery, as planned and sustainable communities as part of the Cyber Central vision. The objective is to achieve a 40% affordable housing, through a varied range of housing types / tenure mixes. This is a significant move away from the local authority delivering just affordable homes. It also goes beyond the delivery of just housing, with the overarching vision of integrated communities offering high value jobs, leisure, set around a diverse and high quality homes ranging from social and affordable through to market rates. This strategy would be used as part of the Cyber Central vision to deliver, more homes, assure higher levels of affordability in a planned and sustainable way.

Essentially the evidence is pointing to a major re-think of housing supply. We need more imaginative solutions in terms of design, tenure mix, affordability, sustainable credentials and community infrastructure. If we are to achieve the high quality of standards required, innovative design and strong communities based around the anchor of high tech (Cyber) employment, delivery cannot be left to the private sector in isolation. This is a challenge which CBC is willing to accept through direct investment and control of the outputs, in order that long term stewardship models can be delivered. CBH, the arm's length not-for-profit housing delivery arm of CBC will be the delivery agent for some of the housing and that delivery will be reflected in their ethos of Great Homes, Stronger Communities and Inspired People'

[n.b.CBH](#) currently has 5000 homes under its control (c4500 rented and 500 leasehold and shared ownership)

We will additionally explore 3D printed homes as a unique offer, that have an offsite fabrication for concrete exterior walls that enable traditional build methods to be incorporated within the design specification. We understand that this model is 50% quicker and 30% cheaper than traditional build methods and that NHBC are very keen to explore this project, promoted by changemaker 3D, which is a first of its kind. Changemaker3D who we understand are approaching Homes England for funding, claim to have a social value forecast independently verified as £3.50 for every £1 spent; this certainly will be explored further as the project progresses as part of value capture.

d) How it will provide and embed opportunities to expand further in the future if required

The wider vision for West Cheltenham (see Strategic framework Plan – Cyber Central Vision and Location Plan 2) has the potential to set a new standard for delivery through the combination of vision, control and funding led by a local authority consortium. The location of the various sites is shown on Location Plan 1.

H8 (Old Gloucester Road) is a housing allocation within the Cheltenham Local Plan, with a site area of 11.3ha and is allocated for approximately 175 dwellings subject to flood risk mitigation and consideration of heritage assets. The site predominantly owned by local authority partners, will be considered as part of the Local plan in February 2019. After that, safeguarded land at J10 of the M5 would be the next area in which to expand. This 150 hectare site could yield a further minimum 2,500 homes and 3000 jobs; this assessment is based upon traditional calculations not the more rapid delivered and denser vision at West Cheltenham. However delivery is dependent upon the success of the GCC led J10 HIF bid, as without this, the release will be dependent upon Highways England and their Road Investment Strategy process.

West Cheltenham will provide an exemplar of good practice led by a joint approach from the local authorities which they will in turn embed into other new schemes and developments. Whilst this may sound aspirational, evidence such as a commitment by the local authorities and JCS board and national developers to endorse initiatives including Building with Nature suggests that there is a shared appetite to change the existing delivery model. The spectrum housing model adopted by CBC demonstrates a commitment to delivering strong and sustainable communities with a sound social / tenure mix as an underlying tenet of our vision. Modular construction is likely to be a key component in order that housing delivery can be accelerated but at the same time meeting or exceeding codes for construction (Building for Life 12).

Local Leadership

7 a) Set out the extent of community engagement undertaken to date in respect of the garden community. This should include any engagement with key local stakeholders, for example, Sustainability and Transformation Partnerships, LEPs, energy district network operators, etc.

The vision has been in development for some time with an initial stakeholder group including representation from DCMS, DfT, DIT, LEP, local University, TBC, CBC, GCC, BIS and GCHQ, initially focusing upon cyber and infrastructure needs but which inevitably became all-encompassing as the project gathered momentum. Following the announcement by George Osborne as Chancellor, of a cyber innovation centre in Cheltenham we have built a model for a cyber park with support from two successive DCMS Secretaries of State, (please refer to recent letter from Secretary of State) and now a smart garden community with the ability to link the housing and employment into a development of international significance.

Each partner has fully engaged with the ambition and most recently Gloucestershire County Council publicly committed to take on the role of project sponsor for the already secured £22m growth deal 3 monies, fully supported by GFirst LEP – see reports pack:

<http://glostext.gloucestershire.gov.uk/documents/g8901/Public%20reports%20pack%20Wednesday%2010-Oct-2018%2010.00%20Cabinet.pdf?T=10>

The garden community concept on this site is relatively new and consequently there has been engagement with key strategic partners (eg GCHQ, LEP and local authorities) but not the wider public due to sensitivities of land assembly strategy.

The 8 year JCS process, from which the strategic land allocation at West Cheltenham derived had extensive public engagement, culminating in an examination in public led by a planning inspector. This process included representation from key stakeholders beyond the 3 local authorities, including Gloucestershire County Council and Highways England as the highways authorities, GFirst LEP, GCHQ and STW. More recently activity has focussed upon key utilities providers and the ability to provide dark fibre to the cyber employment site. An outline vision for the garden community has been released as a component of the JCS2 Issues & Options consultation.

At a local scale direct engagement has taken place with local communities on the options for local green space, leading to a proposed designation in the

<p>Cheltenham Plan which is progressing to examination.</p> <p>Should CBC & TBC be successful in securing a place on the Garden Communities programme, we will be seeking advice through the forum on the best way to reach out to people likely to become part of the community of the future. Clearly this will require innovative engagement, likely to be more focused upon social media, with the key being to consult and test the vision as drafted and feed into the local plan consultation.</p>	<p>b) How do you intend to engage with local residents and stakeholders about the garden community proposal in the future?</p> <p>Moving forward there will be wider engagement based around the stakeholder management plan within the governance structure (See governance appendix) but critically the vision document is out to consultation as part of the current JCS2 issues and options process.</p> <p>Additionally, there has already been engagement with the local community over local green space allocations.</p>
<p>8. Where a proposed garden community is cross-boundary or located close to the boundaries of neighbouring authorities, describe the type and level of local authority co-operation and joint working taking place.</p> <p>Notwithstanding the tri-partite nature of the JCS, this scheme is itself cross boundary (Cheltenham and Tewkesbury) and there is already a joint governance structure established between the two authorities, with matched funding allocations to cover initial costs, as well as potential joint land purchase arrangements. This reflects the mature partnership between the two authorities who have jointly worked on a range of major projects over the last decade. GCC is also a strategic partner leading on the M5 J10 HIF bid, with Cheltenham and Tewkesbury, again, through a joint funding pot.</p> <p>It is noted that a successful Garden Communities bid and emerging 2050 delivery model may necessitate revisiting the longer term governance structure and it is accepted that this is a structure which will remain dynamic.</p>	

Garden Community Vision

<p>9 a) Set out the vision and key development objectives for the proposed garden community. Highlight how the garden community will address the qualities set out in the Prospectus, and any other principles considered important.</p> <p>The key document is the Strategic Framework Plan - Cyber Central Vision (appended to this application) which notes that the UK is one of the largest, most concentrated and accessible cyber security markets in the world, and the UK cyber market is currently valued at c£5bn p.a. The aim is to make cyber central the iconic focal point for the cyber industry globally, nationally and locally building upon the existing cyber expertise embedded at GCHQ.</p> <p>The objective is a pioneering new community that combines world-class cyber business and academic facilities, exemplar housing and state-of-the-art amenity and leisure facilities in a highly accessible and environmentally sustainable development.</p>	
<p>b) Provide details of review mechanisms and tools that will be put in place to secure delivery of the quality aspects of the garden community. E.g. a design review panel.</p> <p>At this stage it is assumed that quality for the wider vision will be tested through a range of approaches when it moves from its current status to a more worked-up and detailed plan, although access to the Garden Communities Forum will allow us to check that we have identified the appropriate benchmarks and approaches and also learnt from similar developments. Current thinking assumes both formal and informal approaches including</p> <ul style="list-style-type: none">• DCMS and DIT to provide challenge to the vision with the potential for an industry leader to act as the independent chair/adviser to help shape the development• Design Review Panel• Building for Life 12• Building with Nature, which will be reviewed by the Local Nature Partnership• Local community champions• LEP Construction & Infrastructure group	

Deliverability

Milestones

<p>10 a) Identify the key risks to delivery of the milestones between now and start on site shown in the timeline submitted with this bid and set out the measures you will take to mitigate these risks.</p> <p>Please see Figure 3 in the supporting word document.</p>	
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b) Provide a high-level commentary on the assumptions that have been made with respect to the housing trajectory for the garden community.

To establish the site capacity with regards to housing, a density multiplier calculation was applied, which reduced site capacity for roads and other infrastructure and removed any area of the site which would not be developable due to constraints or other land uses. The trajectory was produced which allows a period of two years lead-in time before first delivery of housing. The trajectory thereafter followed a standard methodology of accelerating build out rates as the development continues, with only 25 dwellings expected to be delivered within the first year, increasing to 50 dwellings and so on until reaching a maximum annual build out rate of 140 dwellings per year. Development on the allocated site is projected to be complete by 2031.

With the extent of direct local authority funding the aim is to accelerate these traditionally cautious build-out rates which are more indicative of a private sector led developer aiming to profit maximise, rather than a public sector led opportunity to tackle the affordability crisis.

c) Set out any opportunities that there are to accelerate this housing trajectory including any interventions that would be needed to support acceleration.

One option in accelerating the wider vision is the relocation of the Severn Trent water treatment works. The replacement and relocation of this critical piece of infrastructure rests with Severn Trent and this decision will be influenced by the options available and useful life left in the assets. Re-locating this facility could help to future proof this infrastructure albeit there are significant regulatory and technical issues to resolve before this could be a reality.

You will be asked at the end of the form to provide evidence of the following:

- A **timeline of the key milestones and dependencies** between now and start on site for the new garden community.
- A **structure chart / organogram** of the proposed governance structure for the garden community which shows the role and responsibilities of key project partners, e.g. Local Planning Authority, County Council, LEP, Government agencies, landowners, developers, etc.

Infrastructure

11 a) Provide a list of the key items of infrastructure that will be required to support delivery of the garden community. Transport-related; education, health, country parks, etc.

On site infrastructure requirements will be built into the masterplan, critically green space and transport arteries as set out in the attached vision document. Requirements for health, education and community interest will be equally subsumed within that process. Beyond that there are several components:

- Funding to unlock site access for phase 1 already achieved through Growth Deal 3 (£22m) via GFirst LEP
- STW to reduce odour zone
- Establishment of access spine into and through the site
- Relocation of pylons preferably underground
- Further development of the vision will require an all-ways junction at J10 of the M5. This is the subject of a major HIF bid being led by GCC as highways authority supported by CBC & TBC
- Relocating the water treatment works will enable acceleration of delivery, future proof Severn Trent services and create opportunities for an exemplar scheme based upon new technologies such as: https://www.dezeen.com/2018/10/20/habitech-architects-taoyuan-sewage-works-taiwan-architecture/?utm_medium=email&utm_campaign=Daily%20Dezeen&utm_content=Daily%20Dezeen+CID_ec520acfdc4981cfb851d2db21d722c3&utm_source=Dezeen%20Mail&utm_term=Habitech%20Architects%20imitates%20mountains%20with%20sewage%20works%20in%20Taiwan

Other infrastructure components are key to securing the employment anchor and destination attractiveness of the community park to other end users.

Negotiations are on-going with end users including the GCHQ supported Cyber Innovation Centre. Key amongst these will be dark fibre which is a confirmed deliverable but not currently costed. Other future utility, critically power needs are currently being analysed.

b) Outline any significant new or upgraded utility provision that will be required to support delivery of the garden community.

Beyond the water treatment works and access, the standard challenges apply – power and IT. The latter can be connected through a dark fibre connection to the UK's national figure of eight fibre optic network at Shield House, Barnwood, Gloucester which has been located to serve the Bristol, Malvern and Cheltenham cyber tech clusters. This would not only meet the requirements of the cyber park but equally create the best internet enabled housing in the region.

Further analysis is currently being undertaken on energy demand, although it is envisaged that renewables and passive energy design will play a key role in the wider design. This includes exploring the potential of bio-energy from the redeveloped water treatment works.

Land

12. Provide a brief commentary on the land ownership and development promotion arrangements within the proposed garden community site. This should include:

a) Details of land owners, promoters and developers;

CBC is leading negotiations to acquire the first 110 acres of land to deliver the first tranche of the housing (45 acres) and employment land (65 acres) in the first phase.

[Redacted text block]

b) Extent to which land is under option and any agreements in place;

[Redacted text block]

c) Details of any discussions about delivery mechanisms and models which have taken place;

Within the governance structure it is recognised that a workstream to identify a development partner is necessary. CBC and partners would hope to benefit from the experience of Homes England in this process.

d) Envisaged site assembly period including whether land can be drawn down in phases;

It is anticipated the initial acquisition of the first 110 acres is to complete Dec 2018.

e) Details of any part of the site that is public sector land.

As noted in a) it is anticipated that CBC (potentially with other local authority partners) will have completed the initial land purchase by Dec 2018. As mentioned Severn Trent Water is a major landowner on later elements of the scheme and whilst not in the public sector it is a regulated industry.

You will be asked at the end of the form to provide evidence of the following:

- **Land ownership plan** – an overlay of the Strategic Framework Plan showing the extent of the different key land interests within the scheme boundary plan at the same scale as the Strategic Framework Plan.

Planning

13 a) Indicate the planning status of the site(s) for the garden community.

West Cheltenham is a strategic allocation with a planning application anticipated to be lodged early 2019. The latter phases dependent upon the resolution of key pinch points such as the water treatment works. Pre-application engagement is on-going with current site promoters.

b) Describe the status of the current Local Plan and if relevant provide a timescale and key milestones for its adoption.

The JCS was adopted December 2017; this sets the framework for development at West Cheltenham.

c) Highlight any significant planning constraints that may affect allocation and development of the site. E.g. green belt status, flooding risk, designated heritage assets, etc.

JCS2 is seeking to equalise the status of the two strategic allocations. Whilst both have already been removed from the green belt as part of the JCS strategic allocations, phase 2 is currently safeguarded land until 2031. JCS2 Issues & Options will test the propensity to accelerate that safeguarding status linked to the JCS monitoring policy, and subject to relocating the water treatment works bring forward phase 2 seamlessly with phase 1. The works to be undertaken on the road network (via GD3 monies) are vital to allow phase 1 to progress. The extent of build out of both phase 1 and 2 will also depend upon the success of the M5 J10 HIF bid, as without this piece of infrastructure, there is the risk that the full extent of the development delivery roll-out will be inhibited through planning restrictions, notably from highways.

The site has a very limited flood risk (Environment Agency flood zone 1) which will be managed through the design process. The site has few other planning constraints although overhead cables and the water treatment works provide potential development challenges.

d) If any of the site is classified as brownfield, please highlight the proportion and nature of the brownfield element.

The site component that would be classed as brownfield is the existing water treatment works at c45 acres.

e) Briefly describe the high level planning strategy proposed to facilitate delivery of the garden community. This should include both plan-making and development management routes.

The JCS, adopted December 2017 allocates (policy A7) a strategic allocation for jobs and housing, together with adjacent safeguarding of land removed from the Green Belt (policy SD5). In October 2018 a review of key parts of the JCS was initiated with an Issues and Options consultation taking place from November. This includes testing development within the wider area of West Cheltenham. The JCS includes an appropriate framework for the delivery of a garden community including a commitment to comprehensive master planning at west Cheltenham (policy A7), sustainable design and quality of design (policies SD3 and SD4), range of housing types and tenures (SD11), multi-functional green infrastructure (policy INF3) and social and community infrastructure (policy INF4).

More locally, Cheltenham Plan is making progress to examination. Following engagement with local communities, this includes (policy G11) designating 18.7 ha at the West Cheltenham strategic allocation as Local Green Space. At an informal level both Cheltenham and Tewkesbury have worked with the Barnwood Trust, Cheltenham Borough Homes and Bromford to develop a Social Sustainability Model, a tool to guide early discussions through pre application.

The NPPF overlays our local development management approach and following the review of this framework earlier this year we are confident that the garden city principles are clearly reflected.

At both a strategic and operational level close partnership arrangements are in place between Cheltenham and Tewkesbury councils including shared governance on West Cheltenham Programme Board with a commitment to deliver a sustainable community with a defined sense of place. Joint working arrangements are already in place with a shared officer team engaged in West Cheltenham pre application support. Mike Dawson, Chief Executive, Tewkesbury Borough Council is the Senior Responsible Owner for the JCS. Tim Atkins Managing Director of Place and Growth, Cheltenham Borough Council is the Senior Responsible Owner of the Cyber Central Programme. Both are working collaboratively across the strategic development management routes. From a transport perspective Cheltenham and Tewkesbury are working in collaboration with Gloucestershire County Council and Highways England on the delivery of the JCS transport strategy, this includes supporting delivery of £22m Growth Deal investment to facilitate the opening up of the UK Cyber Park via the West Cheltenham strategic allocation and developing the outline business case for M5 junction 10 all movements junction, facilitating direct access into the north of the West Cheltenham allocation.

Viability

14 a) Provide a brief market commentary on existing land values, levels of local housing demand and need, local housing affordability, and types of homes needed locally to meet need.

Land values

Commercial land values within Cheltenham remain strong. Commercial development land with good transport links is achieving £400,000 to £500,000/ac. Housing land values within Cheltenham and the surrounding area are significantly higher. Values are site specific dependent on densities however approximately range from £0.9m – 1.3m/ac.

Local housing demand and need.

In order to meet the Objectively Assessed Needs across the three JCS areas, the Joint Core Strategy (JCS) sets out an annual housing requirement of 546 additional homes to be delivered in Cheltenham and the 2015 Strategic Housing Market Assessment (SHMA) update indicates that there is a required assessed need of 231 affordable homes to be delivered a year to meet Cheltenham's needs which reflects the high demand for affordable housing across the JCS areas.

As of October 2018 there are currently 2572 households registered on Homeseeker Plus for accommodation in Cheltenham and 2135 households registered on Homeseeker Plus for accommodation in Tewkesbury. In order to meet this demand CBC will work in partnership to support the development of sustainable communities offering a range of affordable housing to meet resident's needs, aspirations and future demands. As the buy-to-let market stagnates and/or declines in response to treasury strictures, further pressure will be placed on existing suppliers.

The key will be to have a host of products to satisfy all price points, including options for self-build, shared purchase, outright purchase, affordable rent, market rent.

With the cap removed from the HRA in addition to the £100m approved by CBC all options are possible and the delivery of c1000 by CBC and CBH is not an unrealistic target. The key will be to use innovative technologies and products to ensure long term attractiveness.

Local housing affordability - Please see section 6c

Types of homes required locally - Please see the Headline Information section – types of home and tenure

b) Provide a high level viability appraisal (budget statement and linked cash flow statement) for the garden community project, highlighting key infrastructure requirements, any funding gaps and how they might be filled. This should include an explanation of the assumptions that have been made.

Please see Figure 4 in the supporting word document.

c) Set out the key dependencies and phasing implications between housing and infrastructure delivery.

Key dependencies

1. Land assembly strategy and outline CPO framework – (underway)
2. Securing land interest in site – key strategic parcels to allow early delivery of cyber innovation centre and first cluster of housing (under negotiation)
3. STW odour zone works
4. Expenditure of the GD3 monies to "unlock" the first phase of the site, by GCC. This has to be delivered by 2021
5. Planning submission – potentially a hybrid with an outline plan (wider vision) for whole site and detail for first delivery components
6. Route to market / procurement strategy for a master developer
7. JCS review (about to be launched)
8. J10 HIF bid. A successful bid would allow progress and assist accelerating housing number delivery. If the bid is successful monies have to be spent by 2023
9. Relocation of the water treatment works to allow for later phases of delivery
10. Undergrounding of overhead cables

d) Describe any plans to access finance, including private sector investment.

CBC as lead has committed significant funds to the project both from a revenue and capital perspective. Revenue funds were agreed by full Council in July 2018 and in subsequent agreements will be matched by our partner TBC, to allow the engagement of critical cost and legal advice. In addition CBC has pledged £100m to support the whole spectrum of housing delivery and is equally leading the negotiations to acquire the first 110 acres (c46ha). This will either be funded by CBC on a standalone basis or with other local authority partners.

Government Support

15. Please outline what aspects of the government support package set out in the prospectus you would like to draw on to support delivery of the new garden community. Please be as specific as possible and highlight how the support requested would help deliver additional or accelerated housing delivery.

CBC & TBC are keen to secure entry for West Cheltenham to the Garden Community programme in order to use Homes England expertise in finding the “best fit” for this unique opportunity. We would wish to work with MHCLG and HE to continue a dialogue and benefit from the accumulated wealth of experience in the programme to date.

Specific areas for further discussion are:

- Capacity resource funding for the two authorities. Critically for a dedicated team of expertise not found in local authorities, such as design and quality management, infrastructure negotiation, developer partner selection and innovative consultation beyond statutory norms. Such a team would complement existing in-house property and planning skills.
- Potential for capital investment or loans. Key areas will be funding housing and/or assisting to unlock the new water treatment works and overhead pylons
- How to secure a successful J10 bid to ensure the improvements to accessibility into and around the site.
- Whilst a delivery mechanism and associated governance has been developed, its initial focus has been to bring forward the employment focussed cyber park. The wider vision, recent CBC commitment to a £100m housing fund and the removal of the HCA cap opens a new paradigm and we would welcome exploring options with Homes England. Such changes could mean that CBC may be able to direct deliver up to 1000 homes.
- Cross government brokerage. The scheme has already engaged DfT/Highways England (road network), DCMS (cyber), DIT (potential foreign investment), HMCLG (housing) and may involve DEFRA (water treatment works) so brokerage support would be warmly welcomed.

We believe that this garden community proposal with its opportunity to deliver

- the local industrial strategy demand for high end cyber focused jobs,
- place making and
- 3000 new homes

via a local authority delivery vehicle, with significant forward funding and a long term stewardship outcome, provides a unique opportunity for all partners and we would urge the assessment panel to focus upon the vision document, the funding commitments by CBC and the level of partner support as the basis for further dialogue.

Additional Evidence Checklist

These items of evidence need to be submitted to gardencommunities@communities.gsi.gov.uk

By checking or selecting 'yes' I confirm that I have emailed a copy of this evidence to gardencommunities@communities.gsi.gov.uk

Location Plan - one or more plans showing the location of the proposed garden community outlined in red. It should also indicate the location of any nearby communities/development, and the boundaries of the Local Planning Authority, County Council, LEP. Include site boundary coordinates. This plan should also highlight the extent of brownfield conditions on the site if relevant.



Strategic Framework Plan for the proposed garden community – this should show: the broad disposition of proposed land uses and major infrastructure proposed.



Land ownership Plan – an overlay of the Strategic Framework Plan showing the extent of the different key land interests within the scheme boundary plan at the same scale as the Strategic Framework Plan.



Provide a **structure chart / organogram** of the proposed governance, legal and financing structure for the garden community which shows the role and responsibilities of key project partners, e.g. Local Planning Authority, County Council, LEP, Government agencies, landowners, developers, etc.



High level viability appraisal (budget statement, and linked cash flow with all key assumptions clearly shown)



A **timeline of the key milestones and dependencies** between now and start on site for the new garden community.



Annual housing trajectory for the garden community.



Can you provide evidence of support for your proposal from the following:

You will be asked to answer 'Yes', 'No', or 'Awaiting Response.' If 'Yes' is selected you will need to provide details of engagement and attach relevant evidence. If 'No' or 'Awaiting Response' is selected you will need to provide reasoning.

a) Local MP(s)	Yes
b) Local community	Yes
c) Local Enterprise Partnership(s)	Yes
d) County Council (where relevant)	Yes
e) Neighbouring local authorities	Yes
f) For private sector led - the relevant local authority	No
Please provide further reasoning	
Not applicable for this submission	
g) Any other key stakeholders	Yes