
LOUISBURG BARRACKS

EMPLOYMENT STRATEGY

AUGUST 2014



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Introduction

As part redevelopment of Louisburg at Whitehill and Bordon, a strategy for delivering the employment space needs to be developed. The purpose of this document is to:

1. Outline a structured approach to delivering the employment space at Louisburg in a challenging environment
2. Demonstrate to the Local Planning Authority that its main policy objective of job creation can be delivered.

The Homes and Communities Agency (HCA) is part of a partnership that will deliver the regeneration of Whitehill and Bordon. The partnership consists of:

- East Hampshire District Council (EHDC)
- Hampshire County Council (HCC)
- Homes and Communities Agency (HCA)
- Defence Infrastructure Organisation (DIO)
- Enterprise M3 - Local Enterprise Partnership (EM3)

The HCA acquired Louisburg from the Ministry of Defence in 2013 to accelerate delivery in Whitehill and Bordon, building upon the success at Quebec Barracks where the HCA as already appointed Radian as a development partner.

The HCA and its partners recognise that for the regeneration at Whitehill and Bordon to be transformational, the delivery of employment space and job creation is essential. This Employment Strategy outlines how the employment land will be brought forward at Louisburg.



SECTION 1

LOCATION,
EDUCATION &
RECREATION

Location

Whitehill & Bordon is strategically located in East Hampshire near the A3 corridor and in the heart of the south east.

Travel Times		
Facility	Distance	Journey Time
Airports		By Car
Farnborough airport	15 miles	30 min
Gatwick airport	53 miles	1 hr 15 min
Southampton airport	43 miles	55 min
Ports		
Portsmouth	28 miles	35 min
Southampton	43 miles	1 hr
Train stations		By Train to London
Liphook	4 miles	1hr 4 min
Liss	6 miles	1hr 11 min
Farnham	8 miles	53 min
Petersfield	8 miles	1hr 3 min
Alton	7 miles	1hr 7 min
Haslemere	11 miles	51 mins
Universities		By Car
University of Surrey	18 miles	35 min
University of Reading	29 miles	1 hr
University of Portsmouth	29 miles	40 min
University of Southampton	44 miles	55 min
Business Centres		By Car
Guildford	19 miles	35 min
Woking	29 miles	45 min
Farnborough / Aldershot	15 miles	30 min
Basingstoke	24 miles	45 min
Reading	39 miles	1 hr
Southampton	42 miles	55 min
Portsmouth	28 miles	35 min

Local Economy

Whitehill and Bordon is located in the Enterprise M3 Local Enterprise Partnership (LEP) area which has an exceptionally strong economy. Over 86,500 businesses are located in the area which amounts for 22% of all businesses in the South East. The LEP area has been identified nationally as an area for further growth and Whitehill and Bordon presents a key location. Enterprise M3 recognises Whitehill and Bordon as a 'step-up town' due to its potential and prime location.

Furthermore, Whitehill and Bordon already has some key businesses including:

- **MEL Bordon** - a manufacturer of aircraft component test systems and aircraft ground equipment
- **G&B Electronic Design Ltd** - electronic manufacturing service provider
- **P&D Pharmaceuticals Ltd** - licensed wholesaler, supplying to government departments and private sector in over 40 countries
- **Adelco Screen Process Ltd** - suppliers and manufacturers of printing and drying systems
- **Bowers Metrology UK** - global leader in measurement
- **Radiodetection Ltd** - service centre for detection equipment used to prevent accidental damage to underground services by utilities and construction industry
- **BRP Composites** - composites manufacturer for sectors including motor-sport, marine, defence
- **SSTL** - dedicated composites centre for Surrey Satellite Technology Ltd

These businesses have demonstrated that Whitehill and Bordon can be a location for thriving businesses and it is proposed that this success is built upon.

Education

Whitehill and Bordon is within access of four major higher education and research institutes:

- University of Surrey, Guildford
- University of Reading,
- University of Portsmouth,
- University of Southampton

Each provides first class academic studies, but also business collaboration and research.

Hampshire County Council is also working with its partners and the University of Chichester Academy Trust to deliver a new secondary school on Budds Lane.

The early delivery of the school at Whitehill & Bordon will provide a focal point for the educational activity and design quality in the town.

Recreation

Situated as a gateway to the South Downs National Park, the town is surrounded by beautiful and protected natural landscape – a particular point selling point is the town's green location. There are a range of cultural activities such as the theatre and places of historic interest to more energetic pursuits of golf and Frensham Pond sailing club.

Artistic Impression of New Secondary School



SECTION 2

THE REDEVELOPMENT & LOUISBURG

The Redevelopment

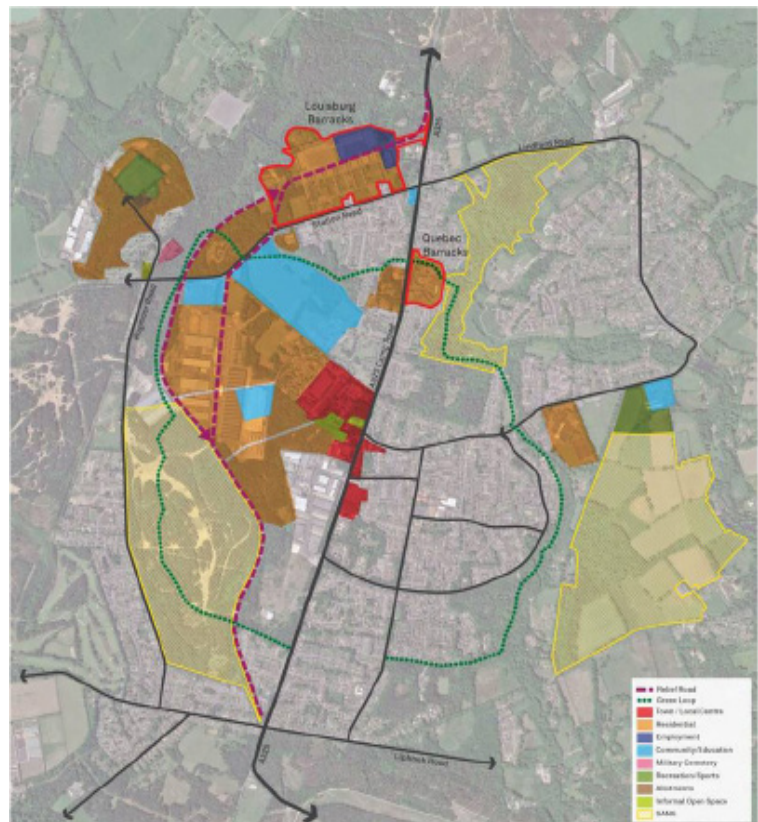
Whitehill and Bordon has developed around the Bordon Garrison which is relocating to Wiltshire at the end of 2015.

As a result of the army leaving, the town will need to be completely regenerated over the next 20 years. The army has already vacated Quebec and Louisburg Barracks and the remainder of the site will be empty by summer 2014. This departure will lead to a significant decline in economic activity, but provides a once in a lifetime opportunity for economic transformation through a large-scale regeneration and development project. Regeneration of Whitehill & Bordon will deliver:

- up to 4,000 new homes
- up to 5,500 new jobs
- better facilities and opportunities for residents including a new town centre, secondary school and local skills training
- 12.3ha of employment land to accommodate commercial space on Louisburg Barracks and adjoining land, at Quebec Barracks and at Viking Park
- 84,000sqm of new commercial space including the town centre

As a result of the regeneration, significant job growth is expected from the following areas:

- existing businesses - 700 jobs
- home-working - 400 jobs
- public sector - 550 new jobs
- construction - 800 jobs
- office & industrial – 1,700 jobs
- retail – 1,250 jobs
- commercial leisure / hotel – 100 jobs



Whitehill & Bordon Wider Masterplan



Whitehill & Bordon Masterplan - Employment Locations

Louisburg

Louisburg is the second phase of development at Whitehill and Bordon, led by the Homes and Communities Agency. Construction of the first phase, Quebec Barracks, is due to commence in autumn 2014 and will deliver 100 new homes and 1,500 sqm of employment space in a community and business hub.

Louisburg will deliver 500 new homes, the first phase of the relief road and 2.9ha of employment space. Outline planning for Louisburg is expected in autumn 2014 with a residential developer selected by spring 2015.

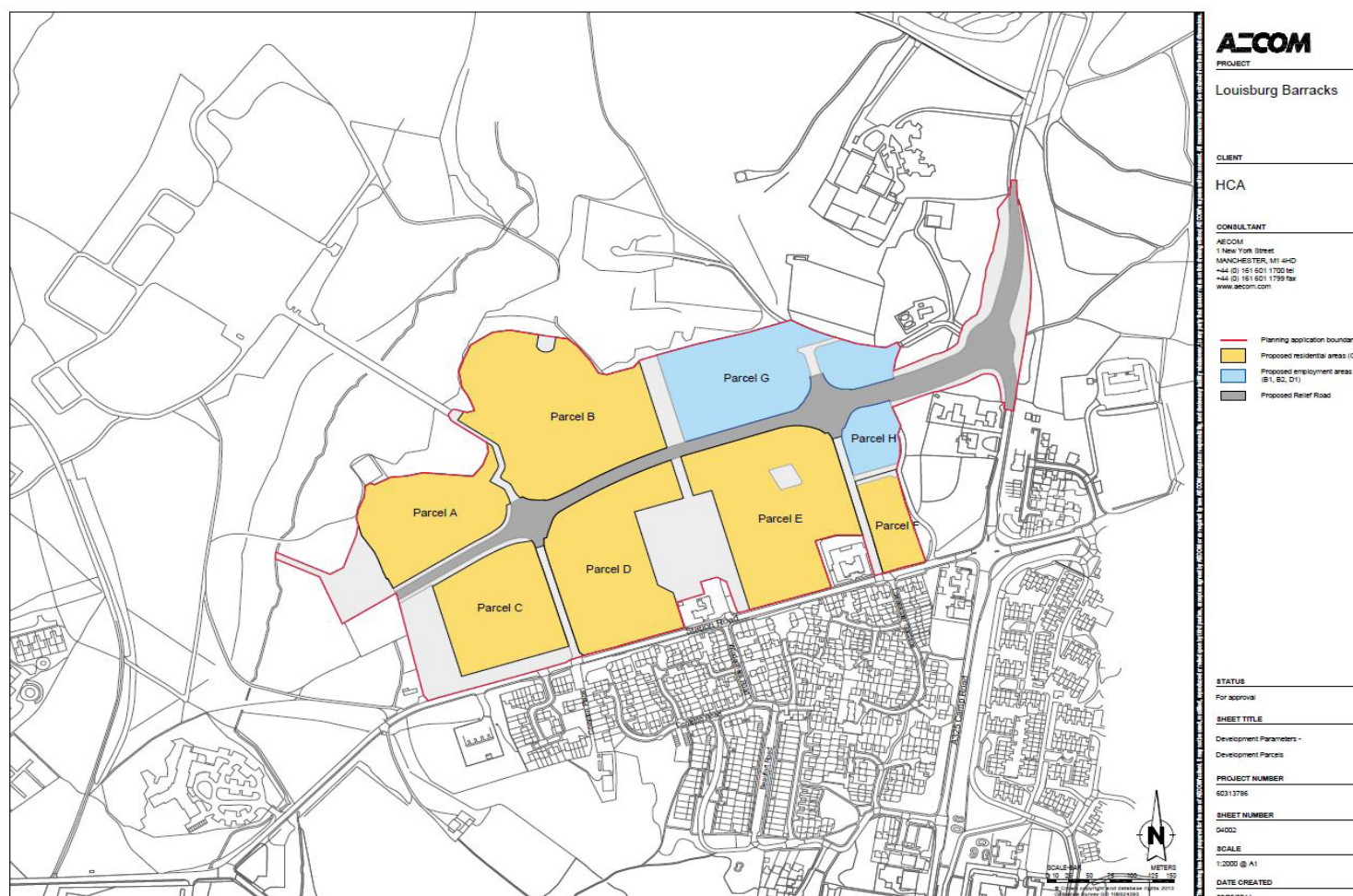
Employment Proposals for Louisburg

The employment space at Louisburg will be an attractive gateway into the new development and provide high quality employment space. Located in a distinct and green environment, it will have excellent access to the road network, the new town centre and public open space.

The delivery of employment space is critical to the economic regeneration of Whitehill and Bordon and creating a transformation change to the vacated military town. The regeneration needs to create a thriving community and not just a dormitory town.

The Whitehill and Bordon masterplan envisaged an Eco Business Park at Louisburg and potential meanwhile uses in The Stables during the redevelopment. The floorspace in the Outline Planning Application for Louisburg is:

- Up to 15,300 sqm of B1 (office/research & development/light industry), B2 (general industry) or D1 (training) floorspace, of which not more than 3,000 sqm would be D1 (training) floorspace.



Louisburg Development Parcels Parameter Plan
(Proposed Employment Areas - Blue)

Number of Jobs Created

The socio-economic assessment, which forms part of the Environmental Statement submitted in support of the planning application, concludes that the redevelopment proposals would give rise to the following employment effects:

- 68 net employment jobs associated with construction; and
- 632 jobs associated with occupation of the B1, B2 and D1 floorspace.

The estimate of future employment numbers at Louisburg Barracks is based on the following assumptions:

- **Employment densities** of 14sqm gross external floorspace per job for B1 (offices), 38 sqm GEF per job for B2 (general industry) and 94sqm GEF per job for D1 (training facility). These assumed densities are derived from HCA Employment Density Guide 2nd Edition 2010. Net Internal Area (NIA) & Gross Internal Area (GIA) converted to Gross External Area (GEA) through guideline standards. Assumption for the training facility is based on Comparable Bridgwater Construction Training Centre employing 11 FTE workers in a 1031 sq.m facility.

- **Split between B1 and B2** use classes has yet to be finalised at this stage, as such several scenarios are presented in the socio-economic assessment. The estimate of 632 jobs reflects an assumed 50/50 split of B1 and B2 uses. The breakdown is:

- B1 – 6,144 sqm floorspace generates 438 jobs;
- B2 – 6,144 sqm floorspace generates 162 jobs; and
- D1 – 3,000 sqm floorspace generates 32 jobs.

If the training centre is smaller than 3,000 sqm, and the balance of the floorspace is provided as B1 or B2, or if there is a greater proportion of B1 floorspace than assumed above, then higher job numbers will be realised. This is because of the higher employment densities assumed for B1 floorspace in comparison to the training centre and B2 floorspace.

Further detail on the estimation of job numbers associated with the provision of employment floorspace is provided in Chapter 13: Socio Economic Assessment, forming part of the Environmental Statement submitted in support of the Louisburg Barracks planning application.



Construction Mechanisation Skills Centre at
Bridgwater Construction Training Centre

SECTION 3

KEY FACTS IN THE LOCAL MARKET

Key Facts in the Local Market

The current employment market at Whitehill and Bordon is based around the army presence which will cease with their departure. Several studies have been commissioned look at the strengths, weakness and opportunities of Whitehill and Bordon's employment market after the army's departure. These are summarised below.

Commercial Market Advice (Knight Frank) - 2013

The report concluded that the current employment market in Whitehill and Bordon is constrained by:

- lack of mainline railway station providing access into Central London;
- low level of skills and qualifications compared to neighbouring towns;
- lack of key research/learning hub or institution;
- being removed from main motorway junctions/corridors; and
- lack of services – especially retail.
- low occupational and investment interest in the employment market

The findings included that:

- there is little office space in the Whitehill and Bordon area
- it is unlikely that Whitehill and Bordon will attract a large occupier in the short to medium term and initial demand for employment space is likely to be smaller units to support localised services
- public sector intervention and investment would most likely kick-start the employment market in Whitehill and Bordon due to there being no existing market yet surrounding competition
- a Business and Enterprise Centre would be an early win whilst the Whitehill and Bordon commercial area develops
- the greatest demand is likely to be for small light industrial and storage units in the long term
- the unique selling point of an Eco Business Park should be revisited due to a lack of available market
- there is already a significant amount of commercial space but this is of perceived poor quality and is too large for small business use.



Chalet Hill , Whitehill and Bordon



High Street , Whitehill and Bordon



Woolmer Trading Estate

Commercial Futures (Propernomics) -2012

The report concluded that:

- the choice of commercial premises in Whitehill and Bordon is skewed towards industrial space rather than offices.
- out of a sample of 12,600 sq m of accommodation, only 7% was office space,
- the absence of office space is partly explained by the cost of constructing new offices being high
- nearby towns offer a positive blueprint for how the local economy could be performing if private sector investment was encouraged to fill the vacuum created by over dependency on the MOD
- appropriate investment could remedy these deficiencies, arrest the decline and create new opportunities just where they are needed.

Economic Potentials Study (ISSU) - 2009

The study concluded that:

- there is a potential market for environmental technology; leisure and tourism; ICT and digital media sectors.
- there is potential to provide affordable, managed office space for start-up and newly formed Blackwater Valley enterprises, possibly in the form of an enterprise centre.
- there is a need to differentiate Whitehill and Bordon and target at the needs of specific business clusters.

Enterprise M3 Strategic Economic Plan

This plan, presented to Government as part of Enterprise M3's growth deal concluded that:

- Whitehill and Bordon is a town of latent economic potential
- Further investment will support growth
- Workforce skills and employability needed to be improved to support growth

Gaps in Information Available

Further information is still required on:

- the type of product best suited to Louisburg to attract investment in the short-term
- the current demand for this product based on local agent knowledge
- the local skills pool available to prospective employers



A Business and Enterprise Centre in a similar environment to Louisburg





SECTION 4

CHALLENGES & PROPOSED APPROACH

Challenges & Proposed Approach

The studies have shown that whilst there is the potential to create employment at Louisburg, it is an untested market with considerable risks which are unlikely to be attractive to occupiers or investors in the short-term. However, if the employment area at Louisburg is not delivered, the regeneration will have failed to be transformational and the required “step-up” will not be achieved.

The linking of the delivery of employment space and residential development at Louisburg could have several catastrophic results that would have a long-term impact upon the comprehensive regeneration of Whitehill and Bordon:

- upfront burden on the developer to deliver employment space for which there is no market, making the site (including the residential element) non-viable
- residential delivery being stalled by the employment market if suitable commercial tenants cannot be found
- commercial space being delivered and unoccupied due to lack of demand
- the wrong kind of employment space being delivered to meet local employers' need

It is therefore proposed that the delivery of the employment space at Louisburg is disaggregated from the delivery of residential element. Whilst it is an aspiration of the Joint Core Strategy to deliver one job per new dwelling, there is no requirement on the timing for delivery so this approach is planning policy compliant.

The development partner selection process for the residential element of Louisburg by the HCA will progress in 2014 and provide early confidence in the regeneration. Delivery of the employment space will then be progressed separately, based on the following principles:

- the correct product - ensuring that the employment space delivered is fit for purpose and meets market requirements for type of employment space

- a phased approach – allowing for the development of employment space to meet demand
- building around the existing local market - encouraging and maintaining new businesses and maximising the potential of windfall commercial investment
- creating market confidence - encouraging public sector investment
- recognising Whitehill and Bordon's unique selling point – benchmarking against the neighbouring market and exploiting Whitehill and Bordon's potential

The objectives will be:

- to deliver on the Masterplan objective of a least one new job per new dwelling
- to establish Whitehill and Bordon as an employment centre in the Enterprise M3 region with its own unique brand
- to provide jobs and training for local people and create a sustainable community in keeping with the Green Town Vision
- to provide employment opportunities that will act as a catalyst for further investment in the current challenging economic climate

Delivery will be based around 3 key themes:

1. Long-term redevelopment - delivery of employment space brought forward in a phased basis to deliver the correct product
2. Quick wins – utilising potential public sector investment to bring forward early projects that will have a catalytic impact and attract further commercial investment.
3. Meanwhile uses – maximising the potential for Louisburg to provide space to existing businesses in the vacated army accommodation in the interim period.

Long-Term Redevelopment (next 5-10 years)

Further clarity on the most viable market for Louisburg will be established. This will need to take into account the current contradiction of the local authority aspiration to deliver jobs as soon as possible, yet to wait for the impact of the regeneration at Whitehill and Bordon and create potentially a new and more aspirational economy, focused on key business sectors.

Market testing will take place on the viability of the proposed Eco Business Park. The market will also be tested to see if there is the potential to bring forward jobs sooner in other areas, such as light industrial units with ancillary office space. A 'visioning session' for Whitehill and Bordon is planned with EHDC, HCC, EM3 and business representatives. Information from this session will be used to inform the strategy for the marketing of Louisburg.

Whitehill and Bordon needs to establish its brand and unique selling point based around meeting the needs of the aspirational sectors, rather than the Eco branding. Work will be undertaken with partners to establish what makes Whitehill and Bordon more attractive to businesses than its competing neighbours. This includes how it is "business friendly" by offering added value to new employers (such as incentives, business rate relief or free pre-application planning advice).

A marketing agent for the Louisburg employment space will be appointed and, based on demand, confirm whether a phased approach to development of employment space in Louisburg is likely to be more successful. Should this be the case it is proposed that a design code for the employment area is developed to ensure high quality development. It is proposed that marketing will actively commence in 2015.

The HCA traditionally disposes of its land through a building lease to ensure a greater influence over design and deliver timescales. It is proposed that such a mechanism is used for the employment land at Louisburg to ensure timely delivery when the site is disposed of.

Quick Wins (0-5 years)

In order to create market confidence, quick wins based on public sector investment will be investigated.

Construction Skills Centre

The potential to deliver a Construction Skills Centre will be investigated. Based on modeling, the total number of construction jobs to be created by the Whitehill and Bordon regeneration over the development period 2015-2036 is 8,000 temporary jobs which is equivalent to 800 full time jobs. The centre will enable the creation of a skilled workforce to deliver Louisburg and the wider Whitehill and Bordon site which will need construction workers for 20 years. In partnership with education providers or potentially a private sector training provider, the centre will help address the shortfall in construction training by up-skilling local people, keeping the employment benefits in the local economy and providing a trained workforce beyond the regeneration to use their new skills to address the essential construction workforce shortfall elsewhere in the region. The HCA is working with the CITB to undertake a detailed feasibility study for this facility.

The vision for Whitehill and Bordon regeneration has learning at its heart. A speciality skills centre has been identified as important to the community and recognised as being a key piece of business-critical infrastructure. It will not only allow access to high quality training, but will act as a major catalyst for regeneration and business investment. Locating the Construction Skills Centre at Whitehill and Bordon will help change the perception of the town from a vacated military town to a centre for growth and expertise.

A construction skills centre will be reliant on public sector funding which will be investigated and confirmed with partners by March 2015. It is also subject to a detailed feasibility analysis to be completed in summer 2014.

Construction Skills Training



Business and Enterprise Centre

The potential to deliver a Business and Enterprise centre will be investigated to help kick-start the perception of Whitehill and Bordon as an economic hub. It will create market confidence by attracting entrepreneurs, local start-ups and small businesses. The centre will be more than just serviced office space and will provide a range of support services to enable business growth and change the perception of Whitehill and Bordon to being a business friendly centre. Creating new office or industrial space will also have a catalytic impact on the regeneration by establishing Whitehill and Bordon as a new employment area which is competitive with neighbouring localities. This will enable Whitehill and Bordon to attract new inward investment which is essential for its regeneration.

The potential to deliver the local authority aspiration of retaining Broxhead House as an employment location will be fully investigated as an option when developing a feasibility study for the Business and Enterprise Centre.

A Business and Enterprise centre will be reliant on public sector funding which will be investigated and confirmed with partners by March 2015. It is also subject to a detailed feasibility analysis to be completed in summer 2014.

Meanwhile Uses (0-3 years)

The potential to utilise existing empty buildings at Louisburg for interim employment uses will be investigated. This will act as a catalyst for local start-ups by offering low price accommodation. Consideration will need to be given to:

- The condition of the buildings and cost to make operational
- Ability to create layouts and facilities that the market is seeking
- The demolition phasing and availability of space
- Access and utility issues during the construction phase of the residential area
- The cost of facilities management

Meanwhile uses will only be considered where they are cost neutral and do not prohibit the long term development of the employment space at Louisburg. The delivery of meanwhile uses will also be considered in partnership with the MOD and if employment is better placed as a cluster in the vacated Prince Philip Barracks.

If viable, a meanwhile uses Marketing and Letting Strategy for the units will be developed.

Broxhead House, Louisburg Site



SECTION 5

IMPLEMENTATION & DELIVERY PLAN

Implementation of the Employment Strategy

An Employment Working Group, led by the HCA, has been established as part of the broader Whitehill and Bordon Delivery Group to focus on the delivery of employment at Louisburg. Membership includes:

- The HCA – Head of Area
- The HCA – Senior Area Manager
- East Hampshire District Council – Economic Development Officer
- East Hampshire District Council – Project Director
- Hampshire County Council – Assistant Director: Economic Development
- Hampshire County Council – Regeneration Manager
- Enterprise M3 – Director
- Enterprise M3 – Skills and Employment Manager

The Defence Infrastructure Organisation (DIO) is invited to attend the group to ensure links with the wider delivery of employment across Whitehill and Bordon. The group may expand to cover employment in broader Whitehill and Bordon area if requested by DIO at a later date but will initially be limited to Louisburg to ensure focused delivery.

Delivery Plan

The delivery of this Employment Strategy will be subject to critical evidence-based research and market testing. Working collaboratively with its partners, a delivery plan will be produced and updated on an annual basis. Delivery will be monitored on a quarterly basis. Appendix A shows the delivery plan proposed for 2014/15. It should be noted that marketing of the employment space will commence in spring 2015/16. The details of this will be covered in next year's delivery plan.

The way forward in 2015/2016 and beyond will depend on the outcome of:

- Soft market testing for the eco park
- Soft market testing for light industrial work space and early delivery of jobs
- The visioning workshop with partners
- Feasibility studies and funding for the Construction Skills Centre and Business and Enterprise Centre

It should be noted that the HCA, as part of its S106 obligations, will continue to market the site for a period of 5 years unless otherwise agreed with the local planning authority.

Other Employment Opportunities

The delivery plan refers to employment being generated out of the employment space and not as a result of the construction of the residential development at Louisburg. Delivery of the 500 homes itself at Louisburg will also generate employment, with the National Property Federation estimating that every new dwelling creates 2.5 new jobs in the wider economy.

Furthermore, it is estimated that 50 new jobs will be created from home workers relocating to the new residential development at Louisburg.

Forecasting shows that 68 full time equivalent jobs will be created from the construction of the residential element. It will be a requirement of the developer to support the construction skills centre and therefore maximise local employment opportunities. The HCA will also require the selected developer to produce an employment and skills plan (a requirement of the HCA's standard building lease). This is also expected to be a condition of the local planning authority.



Impression at Louisburg Barracks

APPENDIX A

DRAFT EMPLOYMENT
DELIVERY PLAN
2014/2015

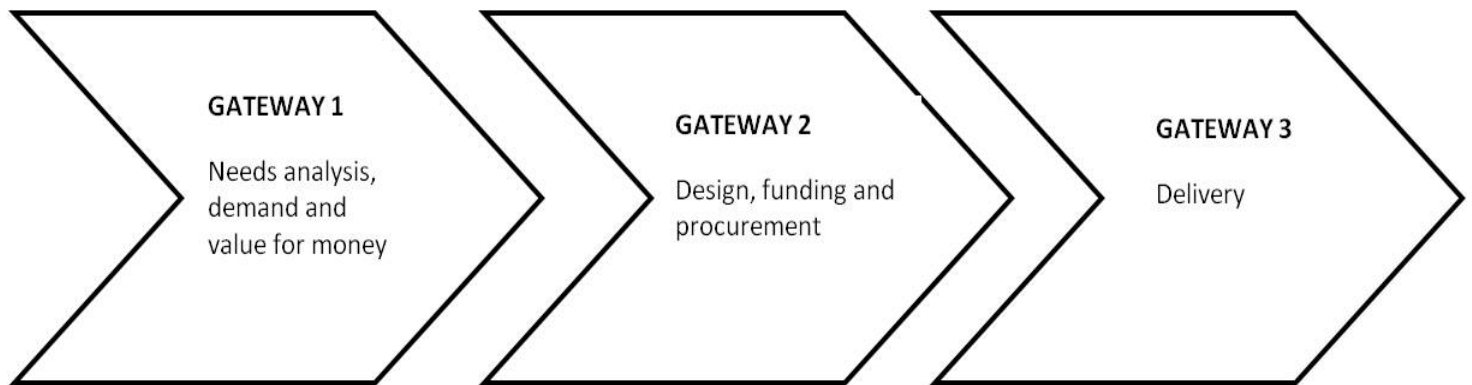
Appendix A

This plan identifies how the employment objectives at Louisburg will be delivered on an annual basis. It will be broken down into the key areas identified in the strategy:

- Long term strategy
- Quick wins
- Meanwhile uses

Gateways

Specific projects will be subject to a gateway test before moving to the next stage of delivery. The key gateways are:



In 2014/15, a number of feasibility studies will be undertaken to test what employment solutions are most likely to succeed in Louisburg.

Timetable

Below is a timetable of the proposed work to be undertaken in 2014/15.

LONG TERM STRATEGY			
ACTION	COMPLETION DATE	LEAD	OUTCOME
Established the unique selling point of Whitehill and Bordon and what sets it apart from neighbouring competition	October 2014	EDHC	Employment brand for Whitehill and Bordon agreed with partners
Establish skills catchment for area	August 2014	EHDC	Skills audit available to inform marketing
Establish the vision for Louisburg employment space	December 2014	HCA/EHDC	The product for Louisburg proposed including a review of the Eco Park concept and different planning uses
Establish incentives package for Louisburg	December 2014	EHDC	Incentives agreed to support marketing
Procurement of marketing agent	February 2015	HCA	Marketing agent appointed
Soft market testing of employment space	*March 2015	HCA	Commencement of soft market testing to confirm product
Analysis of delivery of broadband at Whitehill and Bordon	March 2105	HCC	Broadband provision confirmed
*commencement only of soft market testing. To be completed in 2015/16			

QUICK WINS - CONSTRUCTION SKILLS CENTRE			
ACTION	COMPLETION DATE	LEAD	OUTCOME
Phase 1 - Feasibility			
Establish the need and demand for a construction skills centre	June 2014	HCA	Report to confirm viability
Develop business plan for Construction Skills Centre	August 2014	HCA	Full business plan available for consideration
Capital funding confirmation from LEP	July/Aug 2014	HCA/EM3	If not successful other funding routes will be explored
Phase 2 - Design and Procurement*			
Detailed planning submitted	March 2015	HCA	Planning consent to be achieved
Funding and operator procurement	March 2015	HCA	Operator procured
*phase 2 will be progressed subject to need and demand being evidenced and a robust business plan being achieved. Start on site will be in 2015.			

QUICK WINS - BUSINESS AND ENTERPRISE CENTRE			
ACTION	COMPLETION DATE	LEAD	OUTCOME
Phase 1 - Feasibility*			
Establish the need and demand for a business and enterprise centre	August 2014	HCA	Part one of feasibility study available – proof of concept
Develop business plan for business and enterprise centre including viability of Broxhead House	September 2014	HCA	Part two of feasibility study available – business plan
Capital funding confirmation from LEP	March 2015	HCA/EM3	Capital funding achieved (if not successful other sources to be investigated)
Procurement of operator	**March 2015	HCA/EHDC	Revenue funding and delivery secured
*the feasibility studies will establish the best delivery timetable for the business and enterprise centre and whether a new build or Broxhead House refurbishment is the most viable solution.			
**procurement of the operator will commence in March 2015			

MEANWHILE USES			
ACTION	COMPLETION DATE	LEAD	OUTCOME
Phase 1 - Feasibility			
Establish the buildings remaining, facilities costs, access issues and impact upon marketing residential and long-term employment space	December 2014	HCA	Viability of meanwhile uses considered by HCA
Work with DIO to look at estate efficiency in meanwhile uses	December 2014	DIO	Possibility of collocating all meanwhile uses on Prince Philip Barracks confirmed, subject to viability

