###### 



# Ashfield Local Plan 2023 to 2040

# Regulation 19 Pre-Submission Draft

## Background Paper 3:

## Economy & Employment Land

**October 2023**

|  |  |
| --- | --- |
| Contents |  |
|  | Page |
| **Executive Summary** | 1 |
| **1.0 Background** | 8 |
| **2.0 Ashfield’s Economy**   * Ashfield Labour and Business Profile * Sectors and location of job opportunities * Main Employment Areas | 9 |
| **3.0 National Planning Policy** | 18 |
| **4.0 The Evidence** **Base**   * D2N2 Local Enterprise Partnership (LEP) * East Midlands Combined County Authority * The Nottingham Core and Outer HMA Employment Land. Needs Study 2021 (ELNS) * Nottinghamshire Core & Outer HMA Logistics Study * Strategic Distribution and Logistics Background Paper, September 2023 Greater Nottingham Planning Partnership * Logistics along the M1 Nottinghamshire * Skills and Education * Issues and drivers * Development policies | 21 |
| **5.0 The Impact of Covid** | 30 |
| 6.0  **Key Employment Sites** | 31 |
| **7.0 Background Paper No 3 Economy and Employment Land 2021 - Employment**   * Land Needs Demand and Supply * Potential Issues for Ashfield in relation to the ELNS Options * Options in relation to the Demand for ‘Employment Land * Sources of Employment Land (Supply) * Employment Land Needs - Conclusions | 33 |
| **8.0 Employment Land Needs Demand and Supply Update**   * Employment Land Demand * Local Plan Period * Logistics Update * Supply of Sites * Strategic Employment sites Junction 27, M1 Motorway. * Regulation 19 Local Plan Employment Land Allocations * Demand and Supply Conclusions | 53 |

|  |  |
| --- | --- |
| **Abbreviations** | |
| ALPR | Ashfield Local Plan Review 2002. |
| CLG | Communities and Local Government |
| dpa | Dwelling per annum |
| ELNS | The Nottingham Core and Outer Housing Market Area Employment Land Needs Study 2021 |
| ELR | Employment Land Review |
| ELFS | The Nottingham Core and Outer Housing Market Area Employment Land Forecasting Study |
| FEMA | Functional Economic Market Area |
| FTE | Full-Time Equivalent |
| FHSF | Future High Streets Fund |
| GVA | Gross Value Added |
| HMA | Housing Market Area |
| LIS | Local Industrial Strategy |
| LPA | Local Planning Authority |
| LEP | Local Enterprise Partnership (D2N2 LEP) |
| MARR | Mansfield Ashfield Regeneration Route (Sherwood Way). |
| NPPF | National Planning Policy Framework. |
| PPG | Planning Practice Guidance |
| SHELAA | Strategic Housing and Economic Land Availability Assessment |
| SHLAA | Strategic Housing Land Availability Assessment |
| SHMA | Strategic Housing Market Assessment |

Executive Summary

Ashfield District is located on the western side of Nottinghamshire. It adjoins five districts within the County including Nottingham City to the south and Mansfield to the northeast as well as two districts within Derbyshire.

There are three Main Urban Areas in the District where housing, jobs and services are generally concentrated. The southern most is Hucknall which lies immediately north of Nottingham. Kirkby-in-Ashfield and Sutton-in-Ashfield are to the north of the District and include the adjoining settlements of Kirkby Woodhouse/Annesley Woodhouse/Nuncargate and Huthwaite, Stanton Hill and Skegby areas respectively. Three settlements, Jacksdale, Selston and Underwood, also contain significant residential areas, but lack the concentration of employment opportunities and services found in the main centres. The remainder of the District is primarily countryside but containing a number of smaller settlements.

The District has excellent road links to much of the country due to its location beside the M1 motorway which joins with other major routes. M1 Junction 26, which is outside the District, provides a good link to Hucknall and Junction 27 lies within the District and provides a major link to Ashfield's three towns via the A608 and A611. The A38 provides an important route from the motorway at M1 Junction 28 to Sutton-in-Ashfield and Kirkby-in-Ashfield and to Mansfield via the A38 and the A617 Sherwood Way.

The Robin Hood Line provides an important rail connection from Workshop to Nottingham with three stations in Ashfield at Hucknall, Kirkby-in-Ashfield and Hucknall. The Council has ambitions to improve rail connectively through the proposed Maid Marian Line which opens the existing freight line from Kirkby-in-Ashfield to the Midland Main Line near Pye Bridge to passage traffic. From Hucknall, the Nottingham Express Transit tram system provides opportunities to access jobs through the Nottingham Conurbation with park and ride opportunities at various stations.

The District has responded to changing economic needs and circumstances. The collieries and traditional textile manufacturing sites have been utilised to provide job opportunities for local people in general industrial sectors, to enable new housing to be brought forward or provides leisure opportunities with the greening over of collieries such as at Brierley Forest Park (Sutton Colliery) or Silverhill Wood on the site of former Silverhill and Teversal Collieries. Today the top sectors providing jobs in Ashfield are:

* Health and Social Work Activities (The figures for health reflect that King’s Mill Hospital, part of the local NHS Trust, is located within the District).
* Manufacturing.
* Wholesale and retail trade / repair of motor vehicles.
* Construction.
* Transport and storage sectors.

Although wholesale and distribution has been one of the major drivers of Ashfield’s economy, the two key sectors likely to generate B8 employment: land transport, storage and wholesaling, experienced sharp growth up to 2003, but the former gradually declined (-300 jobs) to 2019, whereas wholesaling continued to grow by 3,500 jobs (Ashfield Recovery Plan, Sept. 2020). Since 2015/16 Ashfield has seen a significant growth in strategic distribution and logistics units (units over 9,290 sq m or 100,000 sq ft.). This including units at Castlewood Grange Business Park (near Junction 28 of the M1 Motorway), Harrier Park, Hucknall and the substantial Amazon distribution centre on Summit Park (off A617 Sutton in Ashfield) comprising 162,791 sq m which opened in autumn 2020, creating up to 2,000 jobs. Nevertheless with a job density of 0.73 (2021) the implication for Ashfield is that people travel out of the District for work, but this is not surprising given that the City of Nottingham is located to the immediate south of the District with good transport routes into Greater Nottingham.

The socio-economic profile of the District is weighted towards skilled and unskilled manual trades such as manufacturing and construction. As a result of historical, cultural and socio-economic factors some areas of Ashfield demonstrate income levels that are significantly lower than average compared to neighbouring areas or regional figures. There is a higher percentage of residents with no qualifications and those working in unskilled occupations in comparison to other areas. New employment will require higher level skills, so that businesses and the District can compete in both national and international markets moving towards ‘high value-added’ services and higher skills. Therefore, there is a need to increase the educational openings and the skills of local people to increase opportunities for jobs and for growth and increased productivity for the local economy. The Council is worked with partners such as Vision West and Nottingham Trent University to facilitate increased education opportunities and skills. The Vision West Construction and Electrical Centre at Kirkby-in-Ashfield provides opportunities to facilitate skills within these sectors. An automated distribution and manufacturing centre is programmed to come forward in the next year forming part of the investment secured by Ashfield District Council from the Towns Fund, aimed at boosting growth across the district.

National policy requires that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. This includes identifying sites for local and inward investment to meet anticipated needs over the plan period including the specific locational requirements of different sectors. There is an emphasis on logistics (storage and distribution) identifies that the logistics industry plays a critical role in enabling an efficient, sustainable and effective supply of goods for consumers and businesses, as well as contributing to local employment opportunities. It has distinct locational requirements that need to be considered in formulating planning policies (separately from those relating to general industrial land).

The Functional Economic Market Area (FEMA) for Ashfield extends well beyond the District boundaries. In this context, the Council has worked with other local authorities on the strategic economic issues for the respective local plans. The evidence base for the Ashfield and the other councils is provided through the Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study, May 2021 (ELNS) undertaken by Lichfields. There is no single method to arrive at future economic needs. Therefore, the Study reflected Planning Practice Guidance and considered the following:

* sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand)
* demographically derived assessments of current and future local labour supply (labour supply techniques)
* analysis based on the past take-up of employment land and property and/or future property market requirements
* consultation with relevant organisations, studies of business trends, an understanding of innovative and changing business models, particularly those which make use of online platforms to respond to consumer demand and monitoring of business, economic and employment statistics.

For Ashfield the ELNS identified that there was a significant difference in relation to future industrial requirements arising from the labour demand/labour supply 47 to 58 ha and past take up rates 119 ha. The ELNS acknowledged that for Ashfield the past take up rate scenario was likely to have been inflated by some very large B8 distribution sites coming forward in Ashfield and that the econometric / labour supply modelling, does not factor in the needs of large scale B8 to the same extent. The Study also highlighted that the market led intelligence identified that there was a demand for large logistic units while supply of such sites in the District remains low.

The Council considers that some modifications were required in relation to the conclusions of some aspects of the ELNS in relation to the following:

1. Past take up rates for Ashfield reflected the period 2000/01 to 20019/20 while the majority of the other councils past take up rates reflected 2011/12 to 2019/20.

Ashfield District’s data on take-up and losses, uniquely amongst the 8 districts, provides a robust level of detail stretching back to 2000/01. Whilst this is helpful as it factors in several economic cycles, Officers raised a concern that this could be distorted due to the presence of the Sherwood Park Enterprise Zone which was very successful in attracting office and to a lesser extent, industrial development to the area in the first few years of the Millennium, to November 2005. These concerns were reflected in the ELNS by a Sensitivity Test for Ashfield. (ELNS Table 8.37 Gross Floorspace Requirements for Ashfield – Sensitivity Test). If the shorter time period of 2011/12-2019/20 was taken as the basis for past take up/losses, then both the gross and net completions rate declines, which has an impact on the overall amount of employment land required.

1. The Council took an alternative view regarding the level of losses anticipated for Ashfield, in the ELNS considering that a lower figure was appropriate. The reasons for the alternative approach are set out in the Background Paper including that a substantial element of past losses reflected coal mines and traditional textile factory sites and there remains no colliery sites and limited traditional textile sites that can be redeveloped.

In this context, the Draft Local Plan 2021 employment land demand for the period 2018 to 2038 reflected the Past Take up for the period 2011/12 to 2019/20 and took forward 50% of the losses set out in the ELNS. However, while these needs did consider strategic logistics there was an emphasis on address local, or indigenous, needs rather than wider strategic logistics needs which typically extend over a wider Functional Economic Market Area.

Given the uncertainty on large scale logistics the Nottinghamshire Core & Outer HMA Logistics Study Final Report, 2022 was commissioned. The Study considered the future demand for strategic warehousing and logistics facilities within the Study area bases on a “policy off” perspective. Strategic warehouse and logistics was identified as 9,000 sq m or more. The Iceni Study recommends providing for approximately 436 ha of strategic warehousing and logistics facilities within the Study Area. The Study identifies a considerable amount of “committed” and potential “pipeline” supply by the Councils across the Nottingham Core and Outer HHMAs. After taking various aspects into account, including existing supply/commitments in the Logistics Study, it indicated that there was a need for strategic logistics sites of 137 - 155 ha. (Paragraph 14.22). Area of Opportunity were identified as:

* Area adjacent to M1 Junction 25, 26, 27 and 28;
* Area adjacent to A453, and
* Area surrounding Newark (along A1 and A46)

As part of the Ashfield Draft Local Plan Consultation 2021, Ashfield District Council has considered the implications of strategic logistics and responded by proposing allocations to contribute to meeting this wider regional need. The Logistic Study identifies that the following sites in Ashfield were anticipated to contribute toward future strategic logistics requirements:

* Harrier Park, Hucknall (Rolls Royce) 50% of the available land, allocation EM2 H - 6.69 ha
* Whyburn Farm New Settlement, Policy S6 - 11 ha
* West of Fulwood, Export Drive Sutton in Ashfield allocation EM2 S5 - 5.68 ha
* Junction 27 M1 North East, Policy S8 - 18.42 ha
* Junction 27 M1 South East, Policy S8 - 22.50 ha

The Greater Nottingham Councils have cooperated in undertaking a Call for Strategic Logistics Sites and subsequently, bring forward the Greater Nottingham Partnership Strategic Distribution and Logistics Sites Background Paper 2023. The Background Paper considers whether there are any suitable potential sites to meet needs for strategic distribution and logistics facilities; and the suitability for these to be considered for allocation through the preparation of the emerging Greater Nottingham Plan and the emerging Draft Ashfield Local Plan and the Erewash Core Strategy Review. The Iceni Study estimates of need are considered to be guidance and not a target as the Councils must balance meeting demand for strategic warehousing and logistics against planning policy and environmental constraints. In summary the Background Paper sets out:

* The ELNS, the Logistic Study and other evidence identifies that there is a substantial demand for logistics which is not currently being met.
* The Logistics Study identifies a requirement for 1,486,000 sq. m or 425 hectares of logistics space. (Reflects gross area of land required to accommodate the new build forecast assuming 35% floorspace to plot footprint ratio. That is one hectare of land would accommodate 3,500 square metres of distribution floorspace).
* There is 315,000 sq. m of committed supply (units over 9,000 sq. m with planning permission or allocations in adopted local plans).
* Potential “pipeline” sites (allocations in draft plans such as the draft allocations at Junction 27 and planning applications pending) would reduce the need to 601,000 sq. m or 172 hectares subject to the allocations being confirmed (Logistics Study paragraph 9.9).
* Some of the need is expected to be met through the redevelopment of existing logistics or other large manufacturing sites. It is assumed that this would meet 10 to 20% of the identified need reducing this need to 137 - 155 ha. (Paragraph 10.16).
* There has been an additional strategic logistics site brought forward through a planning permission in Newark subsequently to the Logistics Study. Apply the same approach as the Logistics Study would result is a slightly small requirement of between 131 ha and 147 ha of land required across the study area.

Since the Draft Local Plan Consultation, two sites (Blenheim and South West Oakham) have been fully developed. A number of other sites have seen some form of development, which has meant the site areas will have reduced. This includes Castlewood Business Park where a unit is nearing completion on the last available plot.

An additional site at East of Lowmoor Road, Kirkby in Ashfield comprising a gross area of 14.81 ha is proposed to be include in the employment land allocations in the Regulation 19 Local Plan. Based on the illustrative plan, part of the site has the potential to contribute towards strategic logistics.

Ashfield District Council is contributing towards the wider strategic logistics demand through various sites. This includes the strategic employment sites (Policy S6) located at Junction 27, M1 Motorway. The sites are in the Green Belt and a number of issues have been raised regarding the impact on nearby heritage assets both from both the Draft Local Plan Consultation and the emerging evidence base for the Local Plan. Section 8 of the report set out further information on both the Green Belt and the harm to heritage assets. It is considered by the Council that the strategic employment land allocations should be taken forward as it is considered, on balance, the public benefits of the proposed allocation outweigh the harm in relation to heritage assets. It is also considered that the exceptional circumstances in relation to the Green Belt provide the justification for the allocation to be taken forward in the Local Plan.

In the context of the evidence and the change of the plan period to 2023 to 2040, Lichfield who undertook the ELNS in 2021 have undertaken additional work relating to future demand scenarios. For the reasons set out in the Background Paper, the scenarios reflect the evidence base on completions and losses from 2011/12 to 2022/23 and are based on losses predicted to be 50%. The Table below identifies the revised implications for the scenarios set out in the ELNS. The Council has taken forward the Past Take Up Rates of 81 ha in the Regulation 19 Local Plan which is reflective of national planning policy in relation to logistics with the Council contributing towards the significant demand for strategic logistics along the M1 Motorway.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Scenario** | **Stage** | **2021 ELNS (2018-2038)** | | **2023 Update (2023-2040)** | | |
| **Office (sqm)** | **Total Industrial (ha)** | **Office (sqm)** | **Total Industrial (ha)** | **ALL EMPLOYMENT LAND** |
| **1) Experian September 2020 Baseline** | Net | 10,914 | -2.31 | 6,626 | -0.76 | 0.90 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **23,898** | **46.71** | **7,436** | **17.80** | **19.65** |
| **2) Experian March 2020**  **Baseline** | Net | 10,741 | 7.06 | 4,185 | -4.52 | -3.48 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **23,725** | **56.08** | **4,995** | **14.04** | **15.28** |
| **3) Regeneration Scenario** | Net | 20,972 | 5.00 | 15,778 | 5.35 | 9.30 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **33,956** | **54.01** | **16,588** | **23.91** | **28.06** |
| **4) 2014-based SNPP** | Net | 13,781 | 4.54 | 4,267 | -6.39 | -5.32 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **26,765** | **53.56** | **5,077** | **12.17** | **13.44** |
| **5) Current SM (481 dpa / 446 dpa)** | Net | 15,456 | 8.55 | 5,558 | -3.31 | -1.92 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **28,440** | **57.56** | **6,368** | **15.25** | **16.84** |
| **6) Past Take Up Rates** | Net | 24,240 | 69.88 | 623 | 62.06 | 62.22 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| Gross | **37,224** | **118.90** | **1,433** | **80.62** | **80.98** |

**Comparison of 2021 ELNS and Revised Scenarios**

Reflecting the evidence in the Logistics Study, the proposed supply of employment allocations set out in the Regulation 19 Local Plan identifies sites in Ashfield which are potentially anticipated to meet a local need and the wider strategic logistics needs. The sites are illustrated in the Table below.

|  |  |  |  |
| --- | --- | --- | --- |
| **Local Employment Land Supply** | | **Strategic Employment Land Supply** | |
| **Local Site** | **Net Developable area as at 1st April 2023 (ha)** | **Strategic Site** | **Net Developable area as at 1st April 2023 (ha)** |
| Aerial Way (EM2 H1) | 0.83 | Whyburn Farm (Policy S6) | 0.00 |
| Blenheim Lane (EM2 H2) | 0.00 | Harrier Park, Hucknall (Rolls Royce) (EM2 H4) | 6.69 |
| Butlers Hill | 0.60 | West of Fulwood (EM2 S5) | 5.68 |
| Harrier Park, Hucknall (Rolls Royce) (EM2 H4) | 6.70 | Junction 27 M1 North East (Policy S8) – *identified as an Area of Opportunity in the Logistics Study* | 18.42 |
| Castlewood Business Park (EM2 S1) | 2.38 | Junction 27 M1 South East (Policy S8) *identified as an Area of Opportunity in the Logistics Study* | 22.50 |
| Fulwood Road North (EM2 S2) | 1.37 | Lowmoor Road, Kirkby in Ashfield (*part*) | 5.55 |
| Hamilton Road (EM2 S3) | 3.34 |  |  |
| South West Oakham (EM2 S4) | 0.00 |  |  |
| Kings Mill Road (EM2 K1) | 1.99 |  |  |
| Park Lane (EM2 K2) | 1.50 |  |  |
| Portland Industrial Park (EM2 K3) | 1.76 |  |  |
| Land off Nunn Brook Road Rise, Huthwaite SHELAA SA090 | 1.20 |  |  |
| Lowmoor Road, Kirkby in Ashfield (*part*) | 5.56 |  |  |
| **Sub-Total Local Supply** | **27.23 ha** | **Potential Strategic Site Supply** | **58.84 ha** |
| **Indicative Local Demand 2023-2040 (Past Take Up Scenario)** | **27.5 ha** | **Indicative Strategic Demand 2023-2040 (Past Take Up Scenario)** | **53.5 ha** |

**Comparison of Supply vs. Demand as at 1st April 2023**

1.0 Background

1. The Economy and Employment Land Background Papers analyses the background evidence and information on the economy and more particularly employment land to reaches conclusions to support the employment policy approach set out in the Ashfield Local Plan. The is an update of the August 2021 Background Paper and should be considered in conjunction with the evidence base for the Local Plan but particularly the following:

* Background Paper No 3 Economy and Employment Land August 2021, Ashfield District Council
* Nottingham Core and Nottingham Outer Housing Market Area Employment Land Need Study 2021, Lichfields.
* Nottinghamshire Core & Outer HMA Logistics Study Final Report 2022. Iceni Projects Limited with MDST Transmodal Limited.

The Background Paper from 2021 are available on the councils website under Ashfield Draft Local Plan Consultation (Regulation 18) . The Studies are under Local Plan Evidence Base .

1. The Vision has been updated in the Ashfield Local Plan 2023 to 2040: Regulation 19 Pre-Submission Draft however the Council’s ambitions in relation to the local economy remain unchanged with a key aspect of the Vision for the Local Plan being to:

‘*Building on our transport links, a more diverse and thriving economy will encourage higher educational attainment, business enterprise, quality jobs and provide opportunities for a skilled workforce.’*

The proposed objective for the Local Plan which is directly relevant to the economic aspirations for Ashfield (Objective SO6: Economic Opportunity for All) is

*‘To be ambitious for economic growth and productivity in Ashfield while recognising the requirements of environmental capacity and amenity by:*

1. *Creating a climate for business and enterprise growth with an emphasis on making investment happen.*
2. *To encourage economic development and regeneration of the District and diversification of the local economy by ensuring the provision of a range and choice of employment sites in terms of size, quality and location.*
3. *Promoting a higher wage and higher skilled economy.*
4. *Supporting the growth of a diverse range of economic sectors, promoting development to parts of the district where it is needed to build and strengthen vibrant and cohesive communities. Facilitating access to a skilled and educated labour force.*
5. *Facilitating the wider transport network and local rail links to integrate with key transport hub.*
6. *Expanding the leisure, tourism and visitor offer to inspire and encourage the exploration of Ashfield.*

2.0 Ashfield’s Economy

Ashfield Labour and Business Profile

* 1. The Profile has been updated from the 2021 Background Paper in relation to the latest available information.
  2. In relation to Ashfield’s labour profile and business numbers, the following statistics show a snapshot from NOMIS[[1]](#footnote-1):
* Ashfield’s Population (2021) is 126,400 broken down as Males 61,800 and Females 64,500.
* Of the 78,000 people aged between 16 and 64 (2021), 64,000 people are economically active (77.6%) compared to East Midlands 77.4% and Great Britain 78.5% (Jan 2022-Dec 2022). During this period the unemployed figure was 2,000, 3.2% compared to East Midlands 2.9% and Great Britain 3.6%.
* The proportion of Ashfield’s employed population in occupation group is as follows:
* Occupational group 1-3 (managers, directors, professional and technical) was 42.4% during January 2022 to December 2022, compared to the East Midlands (45.5%) and Great Britain (51.6%)
* Occupational group 4-5 (Administrative & Secretarial Skilled Trades Occupations) was 21.1% during January 2022 to December 2022, compared to the East Midlands 19.9 and Great Britain 18.8%.
* Occupational group 6-7 (Caring, Leisure And Other Service Occupations and Sales And Customer Service Occupations) was 12.9% during January 2022 to December 2022, compared to the East Midlands 15.5% and Great Britain 14.5%.
* Occupational group 8-9 (Process Plant & Machine Operatives & Elementary Occupations) was 23.7% during January 2022 to December 2022, compared to the East Midlands 19.2% and Great Britain 15.1%.
* The average weekly pay (2022) for Ashfield citizens working full time is £564.2 compared to that of East Midlands £603.7 and the Great Britain average £642.2.
* Job density, which is an indicator of labour demand, was 0.73 in Ashfield during 2021. This is in comparison to the East Midlands (0.80 and Great Britain 0.85.
* Ashfield has a higher percentage of citizens aged between 16-64 with no qualifications at 8.6% (Jan – Dec 2020) compared to that of East Midlands (6.3%) and Great Britain the England average (6.4%). Ashfield also has a lower percentage of citizens aged between 16- 64 who are educated to NVQ4 and above 24.5% (Jan – Dec 2020) compared that of East Midlands (37.2%) and Great Britain (43.1%).
* The breakdown of jobs by industry is set out in Table 1 below

| **Table 1: Employee jobs (2021)** | | | | | | |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Ashfield (Employee Jobs)** | **Ashfield (%)** | **East Midlands (%)** | **Great Britain (%)** | |
| Total Employee Jobs | 56,000 | - | - | - |
| Full-Time | 36,000 | 64.3 | 67.5 | 67.8 |
| Part-Time | 20,000 | 35.7 | 32.5 | 32.2 |
| Employee Jobs By Industry | | | | | | |
| B : Mining And Quarrying | 30 | 0.1 | 0.2 | 0.1 |
| C : Manufacturing | 8,000 | 14.3 | 12.0 | 7.6 |
| D : Electricity, Gas, Steam And Air Conditioning Supply | 1,000 | 1.8 | 0.8 | 0.4 |
| E : Water Supply; Sewerage, Waste Management And Remediation Activities | 175 | 0.3 | 0.7 | 0.7 |
| F : Construction | 5,000 | 8.9 | 4.7 | 4.9 |
| G : Wholesale And Retail Trade; Repair Of Motor Vehicles And Motorcycles | 8,000 | 14.3 | 16.3 | 14.4 |
| H : Transportation And Storage | 5,000 | 8.9 | 6.5 | 5.1 |
| I : Accommodation And Food Service Activities | 2,500 | 4.5 | 6.5 | 7.5 |
| J : Information And Communication | 1,000 | 1.8 | 3.0 | 4.5 |
| K : Financial And Insurance Activities | 250 | 0.4 | 1.9 | 3.6 |
| L : Real Estate Activities | 350 | 0.6 | 1.4 | 1.8 |
| M : Professional, Scientific And Technical Activities | 1,500 | 2.7 | 7.1 | 8.9 |
| N : Administrative And Support Service Activities | 2,000 | 3.6 | 8.1 | 8.9 |
| O : Public Administration And Defence; Compulsory Social Security | 1,000 | 1.8 | 4.0 | 4.6 |
| P : Education | 3,500 | 6.2 | 8.9 | 8.8 |
| Q : Human Health And Social Work Activities | 15,000 | 26.8 | 13.8 | 13.7 |
| R : Arts, Entertainment And Recreation | 800 | 1.4 | 2.3 | 2.3 |
| S : Other Service Activities | 500 | 0.9 | 1.8 | 1.9 |

Source: ONS Business Register and Employment Survey : open access

Notes: % is a proportion of total employee jobs excluding farm-based agriculture

Employee jobs excludes self-employed, government-supported trainees and HM Forces

Data excludes farm-based agriculture

* Table 2 presents an analysis of businesses at both Enterprise and Local Unit level. An Enterprise is the smallest combination of legal units (generally based on VAT and/or PAYE records) which has a certain degree of autonomy within an Enterprise Group. An individual site (for example a factory or shop) in an enterprise is called a local unit.

**Table 2: Business Count**

| **UK Business Counts (2022)** | | | | |
| --- | --- | --- | --- | --- |
|  | **Ashfield (Numbers)** | **Ashfield (%)** | **East Midlands (Numbers)** | **East Midlands (%)** | |
| **Enterprises** | | | | |
| Micro (0 To 9) | 2,695 | 86.9 | 168,845 | 89.3 | |
| Small (10 To 49) | 315 | 10.2 | 16,535 | 8.7 | |
| Medium (50 To 249) | 75 | 2.4 | 2,920 | 1.5 | |
| Large (250+) | 15 | 0.5 | 735 | 0.4 | |
| Total | 3,100 | - | 189,035 | - | |
| **Local Units** | | | | |
| Micro (0 To 9) | 3,020 | 79.6 | 184,955 | 84.5 | |
| Small (10 To 49) | 580 | 15.3 | 27,465 | 12.5 | |
| Medium (50 To 249) | 170 | 4.5 | 5,780 | 2.6 | |
| Large (250+) | 20 | 0.5 | 810 | 0.4 | |
| Total | 3,795 | - | 219,010 | - | |
| Source: Inter Departmental Business Register (ONS)  Note:   % is as a proportion of total (enterprises or local units) | | | | |  |

Sectors and location of job opportunities

* 1. Ashfield’s job density is 0.73 as at 2021 which is less that the East Midland (0.80). Job density is defined as the number of jobs in an area divided by the resident population aged 16-64 in that area. For example, a job density of 1.0 would mean that there is one job for every resident aged 16-64. The total number of jobs is a workplace-based measure and comprises employee jobs, self-employed, government-supported trainees and HM Forces. A high jobs density would represent an employment centre, where people commute to for work. A low jobs density would represent an area with fewer jobs, where people would commute from for work. The implication for Ashfield is that people have to travel out of the District for work and Nottingham is a significant source of employment for residents in Ashfield and particularly Hucknall.

* 1. For Ashfield, the top sectors by employment[[2]](#footnote-2) are:
* Health And Social Work Activities. (The figures for health reflect that King’s Mill Hospital, part of the local NHS Trust, is located within the District).
* Manufacturing.
* Wholesale and retail trade / repair of motor vehicles.
* Construction.
* Transport and storage sectors.
  1. Although wholesale and distribution had been one of the major drivers of Ashfield’s economy, the two key sectors likely to generate B8 employment: land transport, storage & post, and wholesaling, experienced sharp growth up to 2003, but the former gradually declined (-300 jobs) to 2019, whereas wholesaling continued to grow by 3,500 jobs (Ashfield Recovery Plan, Sept. 2020). There has been a number of substantial distribution units over 9,290 sq m. (100,000 sq ft.) occupied in the District. This includes units at Castlewood Grange Business Park (near Junction 28 of the M1 Motorway), Harrier Park, Hucknall and a substantial Amazon distribution centre on Summit Park comprising 162,791 sq m (off A617 Sutton in Ashfield) which opened in autumn 2020, creating up to 2,000 jobs.
  2. Ashfield still has a high reliance on the manufacturing sector which accounted for 14.3% of jobs within the District in 2021. However, this has been declining in terms of number of jobs. Sutton in Ashfield accommodates substantial industrial and distribution sites with large clusters of manufacturing close to Junction 28 of the M1 and alongside the A38, including Castlewood Business Park. Kirkby-in-Ashfield has large clusters of manufacturing and distribution businesses located principally to the north of the town centre where there is good access to the A38 and Junction 28. The former Bentick Colliery has been redeveloped as Park Lane Business Park to the south west of Kirkby-in-Ashfield. Sherwood Business Park is located to the south of Kirkby-in-Ashfield, off Junction 27 of the M1, with office and distribution space for a substantial number of businesses. Hucknall provides job opportunities on various industrial parks including the former Rolls Royce facility. Adjacent is Harrier Park, a well located business park which offers development opportunities for light industrial (B1), general industrial (B2) and warehousing/distribution (B8) use. To the south, is Blenheim Park, an extension to Blenheim Industrial Estate, which has been substantially occupied.

Main Employment Areas

* 1. The main employment areas for Ashfield are set out in the Table 3, 4, 5 and 6. (The Tables do not include small or individual units). The analysis utilised the general classification of employments sites set out in the Employment Land Review Guidance Notes[[3]](#footnote-3). Although this guidance has been cancelled, the classification provides a useful indication of the business parks/ industrial estates in the District.
  2. It is stressed that this is a generalised approach reflecting the nature of the estate. It does not preclude other uses existing on those estates. In commercial property terms, Ashfield is regarded as a strong area for logistics and distribution businesses reflecting its road connectivity with the M1 with linkages to Junction 26, Junction 27 and Junction 28. It also has direct links to the A38 to the south and through the development of the Sherwood Way (MARR) with the A1 trunk road. Ashfield has not traditionally been regarded as a location for the office market. The exception to this is Sherwood Business Park located off Junction 27 of the M1. Sherwood Park was granted Enterprise Zone status in the past and the site was developed as an office and logistic location. In other locations, a number of small offices blocks have been purposely built by local firms to meet their individual needs on industrial estates. Limited small offices space is found within the town centres serving a local need.
  3. Ashfield Business Incubation Network offers a network of business accommodation for start-up and expanding businesses. Accommodation is available at:
* Ada Lovelace House, Urban Road, Kirkby-in-Ashfield
* Kingsway Lodge Business Centre; Kingsway, Kirkby-in-Ashfield;
* Byron Business Centre, Duke Street, Hucknall.
  1. In Selston, Jacksdale and Underwood existing employment sites can be found at Pye Hill Road, Jacksdale, Winter Closes, Underwood and Cordy Lane, Underwood. Sherwood Business Park is located in relatively close proximity to Underwood and Selston is also relatively close the employment areas of Kirkby-in-Ashfield.

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Site** | **Established or potential office location** | **High Quality Business Park** | **Research & Technology Park** | **Warehouse / Distribution Park** | **General Ind / Business Area** | **Heavy / Specialist Industrial Site** | **Incubator / SME Cluster Sites** | **Specialist Freight Terminals** | **Sites for Specific Occupiers** | **Recycling / Environmental Ind Sites** | **Other** |
| Sherwood Business Park, Annesley. |  |  |  |  |  |  |  |  |  |  |  |
| Kings Mill Road East/Oddiecroft Lane |  |  |  |  |  |  |  |  |  |  |  |
| Portland Industrial Estate |  |  |  |  |  |  |  |  |  |  |  |
| Summit Close |  |  |  |  |  |  |  |  |  |  |  |
| Lowmoor Road Business Park |  |  |  |  |  |  |  |  |  |  |  |
| Lane End |  |  |  |  |  |  |  |  |  |  |  |
| New Line Road |  |  |  |  |  |  |  |  |  |  |  |
| Portland Street |  |  |  |  |  |  |  |  |  |  |  |
| Lowmoor Road (opposite Clover Street) |  |  |  |  |  |  |  |  |  |  |  |
| Clover Street |  |  |  |  |  |  |  |  |  |  |  |
| Wolsey Drive |  |  |  |  |  |  |  |  |  |  |  |
| Park Lane Business Park, Park Lane |  |  |  |  |  |  |  |  |  |  |  |
| Welshcroft Close |  |  |  |  |  |  |  |  |  |  |  |
| Lindleys Lane |  |  |  |  |  |  |  |  |  |  |  |
| Lane End |  |  |  |  |  |  |  |  |  |  |  |
| Langton Colliery, Kirkby Lane. |  |  |  |  |  |  |  |  |  |  |  |
| Annesley Farm Workshops, Annesley |  |  |  |  |  |  |  |  |  |  |  |

**Table 3: Kirkby-in-Ashfield Employment Sites (Table 3 Background Paper No 3**

**Economy and Employment Land 2021)**

Source: Ashfield District Council

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Site | **Established or potential office location** | **High Quality Business Park** | **Research & Technology Park** | **Warehouse / Distribution Park** | **General Ind / Business Area** | **Heavy / Specialist Industrial Site** | **Incubator / SME Cluster Sites** | **Specialist Freight Terminals** | **Sites for Specific Occupiers** | **Recycling / Environmental Ind Sites** | **Others** |
| Castlewood Business Park, Pinxton Lane |  |  |  |  |  |  |  |  |  |  |  |
| Summit Park, Sherwood Way |  |  |  |  |  |  |  |  |  |  |  |
| Fulwood Road North |  |  |  |  |  |  |  |  |  |  |  |
| Brierley Park Industrial Estate |  |  |  |  |  |  |  |  |  |  |  |
| West of Fulwood Road |  |  |  |  |  |  |  |  |  |  |  |
| Sheepwash Lane/Coxmoor Road |  |  |  |  |  |  |  |  |  |  |  |
| Midland Road/Station Road (Maun Valley) |  |  |  |  |  |  |  |  |  |  |  |
| Maun Valley Industrial Park |  |  |  |  |  |  |  |  |  |  |  |
| Coxmoor Road |  |  |  |  |  |  |  |  |  |  |  |
| Hamilton Road/Coxmoor Road |  |  |  |  |  |  |  |  |  |  |  |
| Reform Street Industrial Estate |  |  |  |  |  |  |  |  |  |  |  |
| Calladine Business Park, Orchard Way |  |  |  |  |  |  |  |  |  |  |  |
| Sutton Forest Side/ Eastfield Side |  |  |  |  |  |  |  |  |  |  |  |
| Unit to north of Coxmoor Road |  |  |  |  |  |  |  |  |  |  |  |
| Factories to the south of Coxmoor Road |  |  |  |  |  |  |  |  |  |  |  |
| Works to north of Station Road |  |  |  |  |  |  |  |  |  |  |  |
| Land at junction of Station Road/Kirkby Folly Road |  |  |  |  |  |  |  |  |  |  |  |
| Land to south of Station Road |  |  |  |  |  |  |  |  |  |  |  |
| Factory at Maycroft Gardens, Huthwaite |  |  |  |  |  |  |  |  |  |  |  |
| Factory at North Street, Huthwaite |  |  |  |  |  |  |  |  |  |  |  |
| Factory to north of Blackwell Road, Huthwaite |  |  |  |  |  |  |  |  |  |  |  |
| The County Estate, Huthwaite |  |  |  |  |  |  |  |  |  |  |  |
| Common Road Industrial Estate, Huthwaite |  |  |  |  |  |  |  |  |  |  |  |
| Bowne Street/Stoney Street |  |  |  |  |  |  |  |  |  |  |  |

**Table 4: Sutton in Ashfield Employment Sites (Table 4 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Site** | **Established or potential office location** | **High Quality Business Park** | **Research & Technology Park** | **Warehouse / Distribution Park** | **General Ind / Business Area** | **Heavy / Specialist Industrial Site** | **Incubator / SME Cluster Sites** | **Specialist Freight Terminals** | **Sites for Specific Occupiers** | **Recycling / Environmental Ind Sites** | **Other** |
| Rolls Royce |  |  |  |  |  |  |  |  |  |  |  |
| Harrier Park |  |  |  |  |  |  |  |  |  |  |  |
| Blenheim Lane |  |  |  |  |  |  |  |  |  |  |  |
| Baker Brook Industrial Estate |  |  |  |  |  |  |  |  |  |  |  |
| Benneworth Close |  |  |  |  |  |  |  |  |  |  |  |
| Central Garages Site, Papplewick Lane |  |  |  |  |  |  |  |  |  |  |  |
| Watnall Road (Aerial Way) |  |  |  |  |  |  |  |  |  |  |  |
| Bolsover Street/Lingford St/Portland Street |  |  |  |  |  |  |  |  |  |  |  |
| TAG Building, Watnall Road |  |  |  |  |  |  |  |  |  |  |  |
| King Edward Street |  |  |  |  |  |  |  |  |  |  |  |
| Units off Beardall Street/Watnall Road |  |  |  |  |  |  |  |  |  |  |  |
| Robey Close/Waterloos Road |  |  |  |  |  |  |  |  |  |  |  |
| Daniels Way/Watnall Road |  |  |  |  |  |  |  |  |  |  |  |
| Forge Mills |  |  |  |  |  |  |  |  |  |  |  |
| Wigwan Lane North |  |  |  |  |  |  |  |  |  |  |  |
| Wigwan Lane South |  |  |  |  |  |  |  |  |  |  |  |
| Butlers Hill |  |  |  |  |  |  |  |  |  |  |  |

**Table 5: Hucknall Employment Sites (Table 5 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Site** | **Established or potential office location** | **High Quality Business Park** | **Research & Technology Park** | **Warehouse / Distribution Park** | **General Ind / Business Area** | **Heavy / Specialist Industrial Site** | **Incubator / SME Cluster Sites** | **Specialist Freight Terminals** | **Sites for Specific Occupiers** | **Recycling / Environmental Ind Sites** | **Other** |
| Adj 21 Pyehill Road, Jacksdale |  |  |  |  |  |  |  |  |  |  |  |
| Between 55 and 83 Pye Hill Road |  |  |  |  |  |  |  |  |  |  |  |
| Willow Court, Cordy Lane, Underwood |  |  |  |  |  |  |  |  |  |  |  |
| Winter Closes, Underwood |  |  |  |  |  |  |  |  |  |  |  |

**Table 6: Rural Areas Selston, Jacksdale and Underwood including Bagthorpe Employment Sites** **(Table 6 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council

3.0 National Planning Policy

* 1. While The Government announced it was to make changes to the National Planning Policy Framework (NPPF) in the Spring 2023 as yet the substantial amendments to the NPPF, July 2021 has not been made apart from a focussed update on 5th September 2023 regarding planning for onshore wind development in England.
  2. Planning Practice Guidance (PPG) set the context for planning for economic development needs with an emphasis on deliverability. The PPG on Housing and Economic Needs Assessment was last updated on 16th December 2020 and the PPG Housing and Economic Land Availability Assessment was last update on 22nd July 2019. Therefore, there have not been any amendments to PPGs which would need an alternative approach to adopted in relation to determining the requirements for employment land.

National Planning Policy in relation to the economy and distribution

* 1. The NPPF paragraph 81 identifies that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.
  2. Paragraph 82 includes that planning policies should

1. set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;
2. set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
   1. Paragraph 83 recognises the specific locational requirements of different sectors and directs local planning authorities to make provision for storage and distribution operations at a variety of scales and in suitably accessible locations. Logistics is one of three sectors explicitly identified and the NPPF consequently it places greater emphasis on considering how to meet the logistics requirements.
   2. Changes in economic circumstances must be taken in to account. This is reflected in paragraph 122, which states that planning decisions should reflect changes in the demand for land, informed by regular reviews of land allocated for development in plans and land availability.
   3. Planning Practice Guidance Housing and Economic Need Assessment [[4]](#footnote-4) (PPG) recognises that the logistics industry plays a critical role in enabling an efficient, sustainable and effective supply of goods for consumers and businesses, as well as contributing to local employment opportunities, and has distinct locational requirements that need to be considered in formulating planning policies (separately from those relating to general industrial land). To address this, the PPG states that:

*“The logistics industry plays a critical role in enabling an efficient, sustainable and effective supply of goods for consumers and businesses, as well as contributing to local employment opportunities, and has distinct locational requirements that need to be considered in formulating planning policies (separately from those relating to general industrial land).*

*Strategic facilities serving national or regional markets are likely to require significant amounts of land, good access to strategic transport networks, sufficient power capacity and access to appropriately skilled local labour. Where a need for such facilities may exist, strategic policy-making authorities should collaborate with other authorities, infrastructure providers and other interests to identify the scale of need across the relevant market areas. This can be informed by:*

* *engagement with logistics developers and occupiers to understand the changing nature of requirements in terms of the type, size and location of facilities, including the impact of new and emerging technologies;*
* *analysis of market signals, including trends in take up and the availability of logistics land and floorspace across the relevant market geographies;*
* *analysis of economic forecasts to identify potential changes in demand and anticipated growth in sectors likely to occupy logistics facilities, or which require support from the sector; and*
* *engagement with Local Enterprise Partnerships and review of their plans and strategies, including economic priorities within Local Industrial Strategies.*

*Strategic policy-making authorities will then need to consider the most appropriate locations for meeting these identified needs (whether through the expansion of existing sites or development of new ones).*

*Authorities will also need to assess the extent to which land and policy support is required for other forms of logistics requirements, including the needs of SMEs and of ‘last mile’ facilities serving local markets. A range of up-to-date evidence may have to be considered in establishing the appropriate amount, type and location of provision, including market signals, anticipated changes in the local population and the housing stock as well as the local business base and infrastructure availability[[5]](#footnote-5)’.*

* 1. The PPG also provides that when assessing what land and policy support may be needed for different employment uses, it will be important to understand whether there are specific requirements in the local market which affect the types of land or premises needed:

“*Clustering of certain industries (such as some high tech, engineering, digital, creative and logistics activities) can play an important role in supporting collaboration, innovation, productivity, and sustainability, as well as in driving the economic prospects of the areas in which they locate. Strategic policy-making authorities will need to develop a clear understanding of such needs and how they might be addressed taking account of relevant evidence and policy within Local Industrial Strategies. For example, this might include the need for greater studio capacity, co-working spaces or research facilities.*

*These needs are often more qualitative in nature and will have to be informed by engagement with businesses and occupiers within relevant sectors.”*

4.0 The Evidence Base

D2N2 Local Enterprise Partnership (LEP)

* 1. The NPPF sets out a requirement to have regard to Local Industrial Strategies and other local policies for economic development. D2N2 is the Local Enterprise Partnership (LEP) for Derby, Derbyshire, Nottingham and Nottinghamshire. The LEP plays a central role in deciding the economic priorities and undertaking activities to drive economic growth and create local jobs.
  2. The D2N2 Local Industrial Strategy Evidence Base and draft Local Industrial Strategy brought forward by D2N2 identifies Transport & Logistics as one of its strengths, supported inclusive growth across the whole region. Proposition 3

“Support the growth of our cities, towns and economic corridors to improve quality of place and economic prosperity in the wider region. Ensure that housing and employment development opportunities are unlocked, and the visitor economy bolstered, to enable wider place-making and productivity objectives.”

* 1. The M1 was identified as a growth corridor and Proposition 3 emphasizes that business activity would be developed at sites along the M1 motorway. D2N2’s Strategic Economic Plan identifies that for logistics and e-commerce

“there are significant potential opportunities given our central location as a transport hub and links to strengths in knowledge base (e.g. systems integration). The availability of sufficiently large sites near major junctions will affect the scale of growth”.

* 1. The Plan identified 11 priority sectors important to the D2N2 Economy, that may need different interventions to effectively contribute to the productivity growth. The sectors identified include logistics & E-Commerce. These sectors have been identified by D2N2 according to their degree of specialisation, tradeable ‘clustering’, concentration of employment or prospects for growth. Therefore, it is vital to ensure that companies operating in these key sectors find the locations and expansion opportunities that they can invest in. Consequently, providing sufficient employment land to accommodate sector requirements is important.
  2. D2N2 evidence base has been amended with the LEP produced a series of strategies and reports supported by an evidence base. These include the following:
* Annual Review 2021/22.
* Delivery plan 2022/23 to 2023/4.
* Recovery and Growth Strategy
* Energy Strategy.
* International Trade Strategy.
* Local Skills Report January 2022.

There are also a series of economic evidence based documents to support the approach of D2N2 in the past including:

* The D2N2 Strategic Economic Plan 2019-2030 ‘The Spark in the UK’s Growth Engine’ (SEP)
* Draft Local Industrial Strategy and its supporting evidence base.
* People & Skills Strategy University of Derby 2019
* Final report on the skills mismatches in Derby, Derbyshire, Nottingham and Nottinghamshire LEP, 2016/17 December 2018
* The Economic Competitiveness of the Derby & Derbyshire, Nottingham & Nottinghamshire (D2N2) LEP Area
* Future Mobility Grand Challenge Evidence Review, University of Nottingham
* Infrastructure Evidence Review 2019, University of Nottingham
* A Science and Innovation Audit for the D2N2 Local Enterprise Partnership area 2018, SQW
* The D2N2 Productivity Gap, Professor Richard Kneller, University of Nottingham
* D2N2 Economic and Policy Review Supporting the development of the D2N2 Strategic Economic Plan 2018
* D2N2 Local Industrial Strategy Evidence Base.
  1. The D2N2 Recovery and Growth Strategy (RGS) “The Heart of the UK’s Green Revolution” builds on and supersedes their Local Industrial Strategy. It is identified as D2N2’s key strategic document up to 2030 and drives all D2N2 activities. The strategy is designed to drive improvement across three guiding principles, which are supported by a proposition and underpinned by more specific priorities and objectives, see Figure 1. The Strategy identifies transport and logistics as one of its priority sectors.



**Figure 1: Recovery and Growth Strategy D2N2**

Source: D2N2

The Strategy is available on D2N2 website.

East Midlands Combined County Authority

* 1. A devolution deal has been agreed between the four “Constituent Councils” (Derby

City Council, Derbyshire County Council, Nottingham City Council and Nottinghamshire County Council), and the Government, on 30 August 2022 for the East Midlands Combined County Authority (EMCCA) led by a mayor. A Combined County Authority is a new institutional model introduced by the Levelling Up and Regeneration Bill, that is currently progressing through Parliament. Subject to the progression of legislation and further approvals it is currently anticipated that an election for a mayor will take place in May 2024. Central government have outlined in the deal the conditions and deliverables they require prior to the EMCCA being created. This include developing a Local Enterprise Partnership (LEP) Integration Plan, outlining how the new East Midlands MCCA will take on the functions and roles of the D2N2 LEP in line with the published guidance. If approved, this would result in guaranteed public sector funding of £38 million for 30 years, facilitating investment in transport, skills, housing and low carbon projects. It is anticipated that it would include building on local strengths, which included logistics.

The Nottingham Core and Outer HMA Employment Land Needs Study 2021

(ELNS)

* 1. The ELNS remains as an important evidence source to support the Local Plan but additional work has been undertaken in conjunction with the other local authorities within the Nottingham Core and Nottingham Outer Housing Market Area to understand the wider regional demand for logistics.
  2. The Council has partially updated the employment land needs figures to ensure that the scenarios align with the new Local Plan timeframe of 2023-2040 (as opposed to the 2018-38 period previously modelled), as well as an updated labour supply scenario to align with the Council’s revised Local Housing Need [LHN] figure of 446 dwellings per annum [dpa], down from 481 dpa previously. The latest data on take up and losses is also included in the revised assessment. These new figures are presented in Section 7.0 below.
  3. An update has also been undertaken by the Council regarding the subsequent Demand/Supply balance, factoring in the current employment land supply between 2018 and 2023, and also the additional commitments/allocations post 1st April 2023.

Nottinghamshire Core & Outer HMA Logistics Study 2022[[6]](#footnote-6)

* 1. The Logistic Study followed on from the ELNS to understand the future demand for strategic warehousing and logistics facilities within the Study Area. It reflected a ‘policy off’ perspective in that constraints most notably in terms of the Green Belt were not considered in relation to the ability of the area to accommodate future logistic requirements. In broad terms Iceni concluded that there was a significant regional demand for logistic space. Additional work is being undertaken by the Nottingham Core authorities and Ashfield in relation to this specific aspect.

**Strategic Distribution and Logistics Background Paper, September 2023 Greater Nottingham Planning Partnership**

* 1. The Background Paper has been prepared by Ashfield, Broxtowe, Erewash, Gedling, Nottingham and Rushcliffe Councils which make up the Greater Nottingham Planning Partnership area. It summaries the findings of the Logistics Study and considers whether there are any suitable potential sites to meet needs for strategic distribution and logistics facilities. The background paper provides an update on the figures reflecting the latest position at September 2023 in relation to strategic logistic requirements.

Logistics along the M1 Nottinghamshire

* 1. Research undertaken by Savills published in January 2021 identified that for the East Midlands, the record levels of take-up have caused the supply of units over 100,000 sq ft to decrease. Using the five-year annual average take-up there is 0.69 years’ worth of supply in the market.
  2. Evidence was provided by Avison Young to Lichfields regarding the Logistics Market along the M1 corridor from Junction 24 of the M1 to Junction 28 (ELNS Appendix 7).
  3. A Report by Savills for the BPF The Levelling Up - The Logic of Logistics, 2023 highlights the importance of the Logistics Sector to the economy. It identifies that over the last 10 years jobs within logistics have grown by 26% compared to only 14% across the economy.

Skills and Education

* 1. An important aspect for Ashfield in relation to increasing productivity and opportunities is to invest in human capital, which is widely regarded as one of the most important elements of a healthy and prosperous economy. Investing in additional skills and education raises the amount of human capital (a person’s knowledge and skills) which contributes toward higher wages for the person and higher productivity in terms of output from the worker.
  2. Further evidence on skills is available from a number of sources.

The Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2) Local Skills Report

* 1. The Local Skills Report[[7]](#footnote-7) sets out the essential evidence base underpinning our understanding of the skills demand and supply in the D2N2 region. It updates the first D2N2 Local Skills Report, March 2021. The D2N2 website summaries the report “The strategies and action plans presented are all designed to contribute to the wider ambitions for the region, responding to local needs and development priorities, and to clearly align with government strategies aimed at growth and levelling up. The report outlines how stakeholders can assist to build more inclusive and sustainable economies and societies:
* Government: Provide funding continuity; increase access to reskilling; use SAPs to enable a strategic focus on skills encompassing all funding streams and audiences.
* Post-16 Skills Providers: Continue to reassess delivery against the shifting needs of the economy; build collaborative skills pathways; embed digital and low carbon in all learning pathways.
* Schools: Provide senior support of careers activity; promote all technical skills pathways; embed careers inspiration and core digital skills in the curriculum.
* Local Authorities: Work from this common evidence base for new developments such as County Deals; facilitate relationships between local employers and schools.
* Employers and Business Representative Organisations (BROs): Make skills core to recovery and growth planning; engage with colleges, universities and other providers in the skills system to develop the future workforce; support your workers in retraining, reskilling. and upskilling.”
  1. Includes within its provisions are references to:
* The Automated Distribution and Manufacturing Centre (ADMC) in Ashfield, a purpose-built innovation facility to support the adoption, integration and expansion of automated technologies for businesses, locally and across the Midlands. The ADMC will provide automation equipment technology and solution demonstration to businesses, a prototyping and test facility, an early-stage innovation capability, and access to skills training using a skills Catapult model.
* Nottingham Trent University and Vision West Nottinghamshire College have developed a partnership designed and delivered in consultation with local employers in Mansfield and Ashfield. This enables an integrated pathway from Level 2 (GCSEs) through to Level 7 (Master’s degree). Courses will be based on qualifications at Levels 4 and 5, such as Foundation Degrees, Higher Technical Qualification and Apprenticeships.

Ashfield’s Education and Skills Improvement Plan (2022 to 2031)

* 1. Ashfield’s Education and Skills Improvement Plan (2022 is the evidence base for local education and skills insights, priorities, success stories and initiatives, delivered by Ashfield’s Education and Skills Partnerships. The Strategy has been developed with partners from across the district to improve the local careers and advisory services, align skills provisions to local employment needs and to ensure that residents are able to access the opportunities on their doorstep. The vision is that by 2031 Ashfield will have a high quality, local education and skills offer that is accessible and responsive to resident and employer needs. This offer will support all residents to build resilience and develop valuable workplace skills for a strong local economy now and in the future. It comprises the following:
* Part 1: Annex of Indicators (evidence behind the strategy) - This summarises the evidence behind the Education and skills improvement strategy.
* Part 2 - Ashfield education and skills improvement strategy – Sets out the Strategy.
* Part 3 - Ashfield’s Education and Skills Action Plan - Activities - Is the current two year action plan of education and skills activities, offering an interim assessment of progress on key indicators as well as initiatives that are currently underway.

Issues and drivers

* 1. Issues and drivers that are facing Ashfield, particularly in relation to the economy include:
* To support economic growth in the District and wider area.
* To facilitate the aims of D2N2 Recovery and Growth Strategy.
* The District has traditionally relied on the manufacturing and construction sectors and there needs to be a more diverse local economy moving towards ‘high value-added’ services and manufacturing. The ELNS forecasts that the manufacturing sector will contract over the period to 2038 in terms of jobs.
* To provide a range and choices of buildings and sites suitable for various sectors of the property markets to support the growth of housing within the area.
* To protect employment land and premises unless it can be established that they are redundant and the building or site can no longer contribute towards the local economy.
* New employment will require higher level skills, so that businesses and the District can compete in both national and international markets. The past industrial history also results in negative perceptions of the District.
* To increase educational opportunities and skills of local people. Ashfield has lower than average education attainment levels in schools. There is a need to increase the skills and education in the labour market as low level skills creates a barrier to higher tech and higher value business locating in the area.
* There is a higher percentage of residents with no qualifications and those working in unskilled occupations in comparison to other areas.
* The District needs to build on the LEP growth initiative by continuing to encourage entrepreneurship and support to enable small business to survive and grow.
* With exceptions, levels of productivity in various sectors within the region are lower than the UK average.
* The socio-economic profile of the District is weighted towards skilled and unskilled manual trades such as manufacturing and construction. As a result of historical, cultural and socio-economic factors some areas of Ashfield demonstrate income levels that are significantly lower than average compared to neighbouring areas or regional figures.
* The working population is becoming older. Consequently, over time there needs to be a greater focus on retaining older workers in the labour market to ensure that a shortfall in the supply of workers does not prevent the District from realising its economic potential. There is a requirement to meeting the needs of all current and future populations in terms of business and job opportunities.
* There is a need to encourage and accommodate both indigenous and inward investment particularly in relation to identified Sectors which have the potential for growth.
* There is an on-going requirement to ensure that the environment is attractive to future growth sectors to improve performance in comparison with other locations.
* There are pockets of deprivation particularly within the urban area. Economic regeneration is particularly important in these areas of the town to help alleviate poverty.

Development policies

* 1. In the context of the evidence, it is considered that the following development principles should be applied to the determination of the Local Plan policies and priorities:

1. Development policies should work to address those physical and spatial issues which support ‘Productivity’ objectives as well as ‘Sustainability’ objectives:

* Emphasis on significant weight being given to planning decision relating to economic growth and productivity.
* Policies should identify that there may be circumstances where alternative uses of employment sites could be considered for employment generating uses other than for business class development.

1. Facilitate private sector involvement in the development of the employment infrastructure of the District (land, premises, communications and transport).
2. Through local action and policy, the District should maintain a supply of land and premises for new business, residential development and where appropriate for mixed uses including:

* The identification of a variety of sites, in terms of both size and quality, for employment generating uses.
* The identification and protection of employment generating areas.
* Facilitating working from home where there is no significant adverse impact on the neighbouring amenity.

1. Development decisions will consider accessibility, proximity of labour supply, upskilling and the potential for generating or supporting agglomeration benefits.

* Locational decisions will have regard to the proximity of labour supply and the potential to contribute to, and benefit from, agglomeration effects due to closeness of other businesses and infrastructure.
* To reduce deprivation in the District.
* To priorities educational related development.
* Development should look to facilitate local skills and training opportunities.
* To improve the housing and quality of life in Ashfield.
* Good design to improve housing and the quality of the wider environment.
* Planning Agreements which incorporate training within construction and other sectors as part of the proposed development.
* Greater flexibility in relation to education uses on employment land.

1. Policy will seek to maximise the opportunities presented by a network of settlements.
2. Development should support and promote the diversification of rural areas.

* Development proposals in rural areas should make a positive contribution to supporting local business, extending employment opportunities, and enhancing service provision while taking into account the Policy objective of the Green Belt and countryside.

1. Development should improve the built environment through high standards of design.

* Using sustainable construction techniques and high standards of design in all development including housing and investment in the public realm to act as a catalyst for improving the quality of place.
* Minimising the environmental impact on surrounding land uses.
* Ensuring the separation of certain industrial uses from sensitive land uses, such as schools and housing.
* Policies relating to sustainable construction techniques/informative on-site waste management plan.

1. Development should support and increase social cohesion and capture community benefit.

* Support initiatives which help to build social cohesion within the District’s communities, particularly projects which make a demonstrable impact on reducing high levels of deprivation and developing the social economy.
* Improving the access of disadvantaged groups to employment uses.
* Encouraging environmental and infrastructure improvements in the older industrial areas.
* ‘Selling’ the district as a place to invest and succeed.

1. Policies and development will consider the needs for all types of infrastructure and utility connectivity.

* To ensure that a high level of connectivity is provided for the full range of utilities, including an appropriate level of information and communications technology (ICT), which will support both existing and future business development.
* To integrate employment uses with existing transport infrastructure.
* Promote opportunities for the provision, retention and enhancement of green infrastructure in both urban and rural areas so as to encourage more sustainable living patterns.
* To explore ways of unlocking land values for community benefit and ensuring that public investment acts as a catalyst for private sector investment and involvement.

1. Development should positively contributes to carbon reduction. For planning this means that:

* Proposals for development should demonstrate an ambitious approach to the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.
* Measures to tackle and response to climate change will need to be integrated into the design and layout of development within Ashfield, as climate change adaptation and mitigation will be considered in all development decisions.

5.0 The Impact of Covid

* 1. The impact of Covid is set out in the 2021 Background Paper.

6.0 Key Employment Sites

1. The ELNS[[8]](#footnote-8) considers the spatial characteristics and quality of the existing and allocated employment sites across the 8 authorities and their suitability to meet future office, light industrial, general industrial and storage/distribution development needs and their likely deliverability. The assessment focused on the larger strategic employment sites in the sub-region, generally coming from the following key sources:

* Local Plan Allocations; designated employment sites under policies in the respective Council’s adopted local development frameworks;
* Extant planning permissions: other sites with extant planning permission (i.e. permissions that have not yet expired and could be implemented) for employment development (as of November 2020); and
* Potential employment site allocations.

1. The ELNS identifies that a second stage assessment to be undertaken by councils and will generally focus on smaller industrial sites and business parks. Additional work was undertaken by Ashfield District Council on other employment sites and is set out in the Background Paper 2021 Appendix 1 Site Assessment.
2. The results of the assessment for Ashfield are repeated below with the associated recommendations.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Site Name Recommendation** | **Size** | **Site Rating** | **ELNS**  **Ref No** | **Recommendation** |
| Lowmoor Business Park | - | Good | 3 | Protect for employment uses – the  boundary should include the entire  employment area. |
| Sherwood Business Park | - | Very Good | 5 | Protect for employment uses – the  boundary should include the whole  Sherwood Business Park including the  existing employment allocations. |
| The County Estate  Nunn Brook Road/  Brookside Way | - | Good | 7 | Protect for employment uses – the  boundary should include the whole County  Estate Nunn Brook Road/Brookside Way  Industrial Estate. |
| Calladine Business Park | - | Good | 8 | Protect for employment uses. |
| Hamilton Road | - | Average |  | Protect for employment uses. |
| Summit Park,  Sherwood Way South | 1.9 | Very Good | 9 | Allocate for employment uses  Retain current employment designation. |
| Oddicroft Lane | 2.35 | Good | 4 | Allocate for employment uses – the  boundary should include the entire  employment area. |
| Park Lane Business  Park | 1.2 | Average | 6 | Allocate for employment uses and protect  the remainder for employment uses, the  boundary should include the whole Park  Lane Business Park site. |
| Common Road,  Industrial Estate,  Export Drive | 5.7 | Good | 10 | Allocate for employment uses, with the  remainder of the site protected for  employment uses including the whole  Common Road/Export Drive Industrial  Estate. |
| Fulwood Industrial  Estate, Fulwood Road | 1.52 | Good | 11 | Allocate for employment uses and protect  remainder of site for employment uses –  the boundary should include the whole  Fulwood Road Industrial Estate.  The Fulwood Road North/Fulwood  Industrial Estate EM1sf site which is  allocated in the Ashfield Local Plan Review  should be retained for employment. |
| Harrier Park | 20 | Very Good | 2 | Allocate for employment uses, with the exception of land proposed for residential development under pending planning application ref. V/2020/0553 to the south  east of the Rolls-Royce plant. |
| Extension/new site in the vicinity of  Sherwood Business  Park, Junction 27 M1 Motorway |  | Average | 12/13 | Allocate the northern site for employment  uses, do not allocate the southern site.  It is considered that the northern site is  suitable for the provision of employment  uses as an extension of the adjacent  Sherwood Business Park, subject to  demonstration of exceptional  circumstances for removal from the Green  Belt and overcoming the access issues and  other constraints.  As the majority of the southern site is  substantially impacted by HS2  Safeguarding Land, both in terms of the  route and also for a major compound and  temporary material stockpile, this would  result in a limited developable area.  Therefore, it is not suitable for allocation  for alternative uses at the current time.  However, should the situation with HS2  change and the land is no longer  safeguarded then this site could be  developed for employment uses subject to  addressing the identified constraints. |

**Table 7 Summary of Ashfield Employment Site Assessments (Table 11 Background Paper No 3 Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, Lichfields.

N.B. For further information please see ELNS:

* Appendix 2, Figure A2.6 Ashfield District Strategic Employment Site Appraisals Map.
* Appendix 4 Site Assessment Pro-Formas.

7.0 Background Paper No 3 Economy and Employment Land 2021 - Employment

Land Needs - Demand and Supply

1. Background Paper No 3 Economy and Employment Land 2021 set out in detail the employment land evidence from the Nottingham Core and Nottingham Outer Housing Market Area Employment Land Needs Study 2021, Lichfields (ELNS). The Study identified various scenarios for deriving employment land requirements based on Planning Practice Guidance [[9]](#footnote-9). These scenarios are set out in Table 8 below.

|  |  |  |
| --- | --- | --- |
|  | **Basis** | **ELNS Scenarios** |
| Labour demand | Forecasts of job demand by sectors. | * Experian September 2020 Baseline. * Experian March 2020 Baseline. * Regeneration Scenario (subject to policy intervention). |
| Labour supply | Housing requirements reflect the growth of workplace population assuming current commuting rates continue. | * 2014 – Based SNPP. * Current Standard Method (SM) (481 dwellings per annum)[[10]](#footnote-10). |
| Past completions | Net annual completions of industrial & office space projected into the future. | Past Take Up Rates. |

**Table 8: Range of Growth Scenarios/Approaches (Table 12 Background Paper No 3 Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021

N.B. Additional information on the scenarios is available in the ELNS, Section 8, Growth Scenarios and the Ashfield Background Paper No 3 Economy and Employment Land 2021.

1. To arrive at the land requirements for offices, general industrial and distribution the ELNS sets out the following:

|  |  |  |
| --- | --- | --- |
| **For labour demand and labour supply approach** |  |  |
| Jobs - Consider changes in ‘employment land’ jobs 2018 to 2038. |  | **Translate jobs into net floorspace (sq m) and land requirements (ha)**. **(Net Job Requirements)** |
|  |  | **Add a flexibility factor** |
|  |  | **Add anticipate future losses** |
|  |  | **TOTAL ‘EMPLOYMENT LAND’ FLOORSPACE AND LAND REQUIREMENTS 2018 to 2038** |
|  |  |  |
| **Past Take Up Rates.** |  |  |
| Derive total land developed for ‘employment land’ purposes for a specific period of ‘x’ years. (For Ashfield ELNS uses 2000 to 2019/2020) |  | **Deduct losses over the same period to arrive at a net floorspace and land requirements. Divide the figure by the specific period of ‘x’ years to derive an annual figure for development** |

|  |  |  |
| --- | --- | --- |
|  |  | **Project net annual figure for’ employment land’ over the relevant period (2018 to 2038)** |
|  |  | **Add a flexibility factor** |
|  |  | **Add anticipate future losses** |
|  |  | **TOTAL ‘EMPLOYMENT LAND ‘FLOORSPACE AND LAND REQUIREMENTS 2018 to 2038** |

1. Section 8 of the ELNS sets out an analysis of the growth in jobs in relation to labour demand or labour supply. The various jobs scenarios are translated into floorspace requirements based on assumptions about which sectors would require floorspace provision namely the office and industrial/warehousing sectors, formerly known as the B class sector. To calculate net employment changes, it considers the following:

* The future change in jobs over the plan period, is equal to the jobs to be gained in new and expanding employment units, minus the jobs to be lost in closing and contracting employment sectors.
* Jobs are converted into floor space based on assumptions regarding the amount of floorspace required per job in relation to the nature of the development, whether it is offices, light industrial general industrial or distribution[[11]](#footnote-11).
* The capacity of land to accommodate floorspace is typically identifies as the ‘plot ratio’. A plot ratio of 1:4 (often referred to as a percentage, in this case 40%) identifies that for each hectare of land (10,000 sq m) can accommodate 4,000 sq m of floorspace. For industrial units, while there may be exceptions, they are typically single storey and limited by the amount of circulation space required. Consequently, there evidence indicated that they will usually be around 40% in terms of plot ratio. Offices are different and will vary dependent on where they are located. For example, a much higher plot ratio is likely to be achieved in city centres (relevant in the case of Nottingham City Centre, but less so for Ashfield District).

1. After deriving the net employment land figure it is necessary to consider:
2. A flexibility factor. The ELNS recommends a margin of additional employment space to be added to the planned requirements in order to provide a degree of flexibility and choice to ensure the smooth operation of the employment space market. This allowance is set equal to the equivalent of two years of take up for each council and is a standard assumption commonly used for employment land studies. Table 9 sets out the flexibility factor for Ashfield.

|  |  | **Net Average Annual Take-up** | **2-year Flexibility Factor Added 2018-2038** |
| --- | --- | --- | --- |
| Ashfield | Office | 1,212 sqm | 2,424 sqm |
| Light Industrial | 0.29 ha | 0.58 ha |
| General Industrial | 0.65 ha | 1.31 ha |
| Distribution | 2.55 ha | 5.10 ha |
|  |  |  |  |
| …of which Hucknall | *Office* | *14 sqm* | *28 sqm* |
| *Light Industrial* | *0.11 ha* | *0.21 ha* |
| *General Industrial* | *0.24 ha* | *0.47 ha* |
| *Distribution* | *0.29 ha* | *0.58 ha* |

**Table 9: Ashfield Flexibility Factor Allowances based on the period 2000/01 to 2019/20 (Table 13 Background Paper No 3 Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, Table 8.17.

1. Future losses of employment land (Churn). That is land which was formally used for employment purposes but has gone to other uses. The past losses experienced by Ashfield are set out in Table 10. The ELNS discusses losses at length[[12]](#footnote-12) this results in losses to be taken into account under Lichfield’s recommendation for Ashfield as follows:

* Offices = 10,560 sq m ( 528 sq m per annum multiplied by 20 years).
* Industrial = 42.03 sq m (2.1015 ha per annum multiplied by 20 years).

|  | **2000/01 - 2008/09** | **2009 / 10** | **2010 / 11** | **2011 / 12** | **2012 / 13** | **2013 / 14** | **2014 / 15** | **2015 / 16** | **2016 / 17** | **2017 / 18** | **2018 / 19** | **2019 / 20** | **TOTAL** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Industrial** |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Ashfield  Floorspace Sq m | 84,120 | 160 | 26,520 | 880 | 1,960 | 2,760 | 20,960 | 7,400 | 0 | 2,040 | 7,880 | 13,440 | 168,120 |
| Ashfield Land ha | 21.03 | 0.04 | 6.63 | 0.22 | 0.49 | 0.69 | 5.24 | 1.85 | 0 | 0.51 | 1.97 | 3.36 | **42.03** |
| *…of which located in Hucknall*  *Floorspace* | 24,640 | 0 | 0 | 0 | 1,960 | 0 | 4,680 | 0 | 0 | 2,040 | 480 | 1,640 | 35,440 |
| Land ha | 6.16 | 0 | 0 | 0 | 0.49 | 0 | 1.17 | 0 | 0 | 0.51 | 0.12 | 0.41 | **8.86** |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Office** |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Ashfield sq m | 1,920 | 7,600 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1,040 | 0 | **10,560** |
| *…of which located in Hucknall sq m* | 520 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | **520** |

**Table 10: Ashfield Floorspace Losses (Table 14 Background Paper No 3 Economy and Employment Land 2021)**

Source Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021.

Note

Floor space is translated in land requirements on the assumption that the floorspace occupies 40% of the site. For example 168,120 sq m equals 40% of the Plot. Allowing for servicing landscaping etc it will require a total land area of 100% (168,120 sq m / 40 x 100 = 42,030 sq m (42.03 ha).

1. Table 11 sets out the ELNS scenarios identified requirements after taking into account net floorspace/land requirements, a flexibility factor and future losses:

| **2018-2038** |  | **Offices/R & D**  **sq m** | **Light Industrial**  **(ha)** | **General Industrial (ha)** | **Warehousing**  **(ha)** | **Total Industrial (ha)** |
| --- | --- | --- | --- | --- | --- | --- |
| **Experian Baseline March 2020** | Net | 10,741 | 6.38 | -11.62 | 12.30 | 7.06 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **23,725** | **19.44** | **17.57** | **19.06** | **56.08** |
|  |  |  |  |  |  |  |
| **Experian Baseline September 2020** | Net | 10,914 | 2.89 | -13.40 | 8.20 | -2.31 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **23,898** | **15.95** | **15.80** | **14.96** | **46.71** |
|  |  |  |  |  |  |  |
| **Regeneration** | Net | 20,972 | 3.01 | -11.30 | 13.29 | 5.00 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **33,956** | **16.07** | **17.89** | **20.06** | **54.01** |
|  |  |  |  |  |  |  |
| **2014 based SNPP** | Net | 13,781 | 4.92 | -12.47 | 12.09 | 4.54 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | +Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **26,765** | **17.98** | **16.73** | **18.85** | **53.56** |
|  |  |  |  |  |  |  |
| **Current SM** (481dpa) | Net | 15,456 | 6.11 | -11.93 | 14.36 | 8.547 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **28,440** | **19.17** | **17.27** | **21.13** | **57.56** |
|  |  |  |  |  |  |  |
| **Past Take up rates** | Net | 24,240 | 5.85 | 13.08 | 50.96 | 69.88 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 10,560 | 12.47 | 27.89 | 1.67 | 42.03 |
|  | **Requirement** | **37,224** | **18.90** | **42.27** | **57.72** | **118.90** |

**Table 11:Ashfield Employment Land Scenarios (Table 15 Background Paper No 3 Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021 Table 8.35 Gross Floorspace Requirements for Ashfield District (including flexibility factor and losses) for 2018 to 2038

1. From Table 11 the following can be surmised:

|  |  |  |
| --- | --- | --- |
| Labour Demand - Experian September 2020  Baseline and Regeneration Scenario (subject to policy intervention). |  | * **Offices floorspace** requirements range from **23,898 to 33,956** sq m. * **Industrial land** ranges from **46.71 to 54.01** ha. |
| Labour supply - 2014 – Based SNPP and Current Standard Method (SM) (481 dwellings  per annum). |  | * **Offices floorspace** requirements range from **26,765 to 28,440** sq m. * **Industrial land** ranges from **53.56 to 57.56** ha. |
| Past Take Up Rates. |  | * **Offices floorspace** requirement **37,224 sq m.** * **Industrial land** requirement **118.90** ha. |

Therefore, in terms of employment land, the Regeneration Scenario and Standard Method (481 dpa) Scenario give similar results. However, past take up rates identify a substantial different figure of 118.90 ha for industrial land for the period 2018 to 2038 and 37,224 sq m for offices.

Potential Issues for Ashfield in relation to the ELNS Options

1. A number of aspects were raised through the findings of the ELNS in relation Ashfield and the potential growth options. These aspects related to:

* Past Take up rates which for Ashfield were based on 2000/01 to 2019/20; and
* Treatment of employment land losses.
* The logistic sector development already seen in Ashfield and the implication for determining future requirements.

These aspects were considered in the Background Paper 2021 but are repeated below as they reflect why the Council took forward an amended option in relation to the past take up rates, which was based on the Sensitivity Test undertaken in the ELNS by Lichfield (ELNS Table 8.37 Gross Floorspace Requirements for Ashfield – Sensitivity Test).

Past Take up rates

1. The ELNS identifies in relation to past take up rates that *‘Because they reflect actual development patterns on the ground, in some cases long term completion rates of employment floorspace can provide a reasonable basis for informing future land needs. Completions over such a period as ten years or more should even out demand fluctuations over a business cycle and normally provide a reasonable basis for estimating future need provided land supply has not been unduly constrained or influenced by other policy factors.’*
2. Past take up rates are a historic trends analysis, which examining the level of employment land take-up and projecting this forward to estimate future land demand. However, the future demand picture may not reflect past trends and some adjustments may be needed. For example, this approach assumes that past trends of office and industrial development in both a relatively buoyant as well as recessionary economic period would continue unchanged but may not fully reflect the impacts of future challenges and uncertainties or longer term workplace trends that could reduce future demand for space. Conversely, it may under-estimate future demand if the supply was constrained in the past, for example because of the unavailability of good quality sites or infrastructure/viability factors[[13]](#footnote-13).
3. Unlike the Experian analysis, Past take Up Rates take no account of potential impacts from Brexit and Covid-19. The comparison between Experian March 2020 jobs figures and September 2020 jobs figures highlights the anticipated impact on jobs from Covid.
4. In relation to the ELNS past annualised rates for offices, general industrial and distribution are projected forward for the period 2018 to 2038. The Council does not monitor separate figures for light industrial. Consequently, the ELNS separates out a light industrial figure by an indicative split that was derived through the application of the September 2020 Experian Use Class breakdown for 2018.
5. The ELNS set out that monitoring data on past completions and losses on office, industrial (light and general) and distribution uses was provided by the respective Nottingham Core HMA and Nottingham Outer HMA councils as follows:

* Mansfield DC, Broxtowe BC, Erewash BC, Gedling BC, Nottingham City and Rushcliffe BC for the period between 2011/12 and 2019/20;
* Newark & Sherwood DC for the period between 2009/10 and 2019/20; and
* Ashfield DC for the period between 2000/01 and 2019/20.

1. Analysis of the Ashfield monitoring records identifies that there were substantial levels of development for the period 2000 to 2007/08 of 81 ha with total development to 2019/2020 of 120.61 ha.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Total ha** | **Per annum (ha)** | **B1** | **B2** | **B8** | **B2/B8** |
| **2000 to 2007/08** | **81.00** | 10.12 | 8.13 | 49.56 | 16.11 | 7.20 |
| **2008/09 to 2014/15** | **2.10** | 0.30 | 0.20 | 1.90 | 0.00 | 0.00 |
| **2015/2016 to 2019/20** | **37.51** | 7.50 | 0.37 | 3.86 | 32.55 | 0.73 |
|  |  |  |  |  |  |  |
|  | **120 .61** | 6.03 | 8.70 | 55.32 | 48.66 | 7.93 |
|  |  |  |  |  |  |  |

**Table 12: Employment Land Development 2000 to 2019/20 (Table 19 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council, Employment Land Monitoring Reports

1. The breakdown of this figure of 120.61 ha for the period 2000 to 2019/20 in Table 12 identifies that:

* Substantial employment development came forward between 2000 and 2007/08, which mainly comprised general industrial land of 49.56 ha. In this context, the Experian Forecasts September 2020 indicate that there is likely to be a significant loss of manufacturing jobs and the requirement for limited B2 space for the period 2018 to 2038.

* For offices, 8.13 ha of land was developed between 2000 and 2007/08. However, the majority of this development reflects offices brought forward on Sherwood Business Park when it was an Enterprise Zone, accounting for 7.13 ha. The development of offices in Ashfield since 2008 has been limited. Consequently, this would indicate that carrying forward the offices figure as it stands will not reflect be reflected in future development. However, offices, when translated into land often have limited land requirements and generally have a lessor impact on the overall requirement for employment land.
* There was a significant period from the Financial Crisis (2008/09) to 2014/15 when very little development was undertaken on allocated sites in Ashfield District.
* The Background Paper that supported the Draft Local Plan (Regulation 18) Consultation identified that development in Ashfield from 2015/16, has predominantly been for distribution with 31.75 ha developed. However, to some extent the figures are distorted by the inclusion of a substantial Amazon warehouse at Summit Park, Sutton in Ashfield, which has taken virtually the whole of the employment site comprising approximately 19.3 ha. The Council also consider that this is also an anomaly in that it has been developed over three storeys comprising approximately 162,781 sq m, rather than the typical single storey warehouses, with ancillary offices. In addition, since 2015/16 substantial buildings (approximately 100,000 sq ft or more) have been brought forward or have planning permission a set out in Table 13. From 2020 onwards Ashfield has seen further development of substantial units at Harrier Park and Castlewood Business Park, which are nearing completion.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Plot** | **Planning permission** | **Decision date** | **Description** | **Floor space**  **Sq m** | **Site Area**  **ha** |
| 2015/16 | Castlewood Business Park, Plot 7 | v/2015/0031 | 23/02/2015 | Warehouse with ancillary offices | B8 7,781  B1 1,545  Total 9,226 | 2.11 |
| 2018/19 | Castlewood Business Park, Plots | v/2018/0217 | 31/07/2018 | Warehouse/B2 | B1 1,020  B2 11,080  B8 11,080 Total 23,180 | 5.31 |
|  | 2 & 3 |
| 2019/20 | Summit Park, Sutton in Ashfield | v/2019/0101 | 05/04/2019 | Distribution warehouse with ancillary B1 (Amazon) | Total 162,791 | 19.3 |
| 2020/21 | Harrier Park, Hucknall | v/2019/0433 | 19/11/2019 | Warehouse/B2 | B1 2,903.2 B2/B8 15,290.9 Total 18,194.1 | 4.83 |

**Table 13: Ashfield Units brought forward of approximately 9,290 sq m + (100,000 sq ft +) or more (Table 20 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council Employment Land Monitoring Report.

1. Past employment land studies have also identified that the range of the employment land requirements is a potential problem.

* Employment Land Forecasting Study 2015, Nathaniel Lichfield & partners. *Para 6.30 “The range of industrial land requirements is particularly skewed by the past completions scenario for Ashfield which in itself equates to an additional 77.5 ha of requirement, without which the range of industrial requirements would narrow to 160.18 – 207.4 ha across the Outer HMA.”*
* East Midlands Northern Sub-Region Employment Land Review 2008 - Arup. “*Ashfield District’s findings represent a quandary, in that the quantitative projections (based on employment trends) indicate a marginal, and in the case of B2 and B8 land, a negative, long term requirement for employment land. Yet on the basis of past take up rates, the District would appear to have one of the highest levels of demand in the Sub-Region, exemplified by such recent success stories as the Sherwood Business Park at Junction 27 of the M1. Clearly, the influence of the EZ at the Park has been one of the primary drivers for this high level of take up, and the future absence of such a designation is likely to result in take up rates declining over time. The results taken in their entirety seem to indicate that de-allocations of B2 land will need to substantially exceed new allocations over the coming years, although a moderate net increase in B1 and B8 land would be required. This is despite the presence of several major sites in the Sherwood Growth Zone being included within the District’s boundaries. Discussions at the workshop indicated that, as many of the allocated sites have planning permission or are partly developed, a more supply side approach should be taken. This could mean retaining allocated sites which are assessed as being beneficial to a local or wider market.*

1. Ashfield is acknowledged to be a successful location due to its ease of access to the M1 and, as illustrated by the Take Up Rates scenario it has delivered a number of substantial units on business parks within the District. In more recent years this has evolved towards larger distribution units and a much lower requirement for general industrial units and offices. The evidence from Experian forecasts identifies a fall in B2 uses as there is projected to be a continuing restructuring of the District’s traditional manufacturing economy. There is the possibility of a move towards a more business orientated economy but these may well have higher employment densities.
2. Furthermore, the Covid 19 pandemic may well have longer term implication for office space with the possibility of more people working in home. However, offices have to be seen in the context that none of the scenarios are anticipated to generate a substantial future requirement for offices in Ashfield with nearby Nottingham City expected to accommodate the bulk of the need across the wider FEMA going forward. The introduction of Class E of the Town & Country Planning Use Classes Order has the potentially for offices to be utilised for other purposes. Similarly, offices could be converted into residential units without planning permission. However, at this time there is no evidence to indicate that this will have a substantial impact in Ashfield.
3. Utilising the same period from the analysis of the Past take up rates for the other councils, other than Newark & Sherwood, would cover the period 2011/12 to 2019/20[[14]](#footnote-14). The implication of this approached, as identified in the ELNS, would be that the net Past Take Up Rates would fall to 54.91 ha[[15]](#footnote-15), of industrial land with the gross industrial figure falling to 104 ha, Table 22. This approach would avoid the distorted impact that the Council considered that the substantial development of general industrial units has had. It would also take out the impact of Sherwood Business Park being an Enterprise Zone when a substantial number of office units were constructed.
4. This also has the implication that the flexibility factor would be amend as would the anticipated losses to reflect the same time scale. The implications of this approach are set out in Table 14 below.

| **2018-2038** |  | **Offices/R & D**  **sq m** | **Total Industrial (ha)** |
| --- | --- | --- | --- |
|  |  |  |  |
| **Past Take up rates** | Net | 969 | 54.91 |
|  | + Flexibility Factor | 2,424 | 6.99 |
|  | + Loss Replacement | 10,560 | 42.03 |
|  | **Requirement** | **13,953** | **103.93** |

**Table 14: Past Take Up Rate based on period 2011 to 2020 and the flexibility**

**factor and loss replacement set out in the ELNS. (Table 22 Background Paper No 3**

**Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021 and Ashfield District Council

### Employment space losses

1. The ELNS set out at paragraph 8.85 and in Appendix 1 conclusions regarding losses for Ashfield . Effectively, it takes the losses from 2000 to 2019/20 on an annualised basis and concludes that it is appropriate to project these annualised losses forward over the next 20 years (2018/2038).

*“It is considered that it may be appropriate for the past trend losses of 8,934 sqm to be projected forward over the plan period, split 528 sqm for office and 8,406 sqm (2.1 ha) for industrial / warehousing per annum. This would equate to 26 sqm per annum of office and 1,772 sqm (0.443 ha) per annum of industrial / warehousing loss replacement for Hucknall. However, if the Council wishes to provide for a lower level of loss replacement, that may be acceptable, but it is something they will need to justify. It is appreciated that this has to be balanced with other plan objectives.*

1. The ELNS sets out recommendations where the annual losses identified are carried forward for the period 2018 to 2038. This results in losses to be taken into account under Lichfields recommendation for Ashfield, which are based on losses from 2000/01 to 2019/20 as follows:

* Offices = 10,560 sq m ( 528 sq m per annum multiplied by 20 years).
* Industrial = 42.03 sq m (2.1015 ha per annum multiplied by 20 years).

1. Table 3 set out an analysis of where employment land losses have been derived from for the period 2000 to 2019/20. The evidence identifies that past losses largely reflect textile factories/colliery being used for residential purposes. Colliery sites have been utilised for the following purposes:

* Silverhill Colliery, Teversal - Country park.
* Sutton Colliery Stanton Hill – Employment use and country park. (Part of Brierley Forest Park).
* New Hucknall Colliery, Huthwaite – Employment initially subsequently, housing and country park.
* Summit Colliery, Kirkby-in-Ashfield – Employment land, agricultural land and country park.
* Bentick Colliery – Employment.
* Annesley Colliery – Housing
* Hucknall Colliery No1 - Employment and proposed Hucknall Town FC football pitches.
* Hucknall Colliery - Housing, retail and golf course.
* Linby Colliery – Employment land and country park.

Consequently, there are no further colliery sites that could be developed in Ashfield over the remainder of the plan period. Further, many of the traditional textile factories have now been re developed to provide housing. Therefore, there are no colliery sites to be re developed and very limited traditional textile sites that could come forward in the future. In addition, the figures include greenfield employment allocations which were never developed for employment purposes and which on reflection, should not be included in employment land losses. Losses to leisure, typically relate to existing employment units being utilised for leisure purpose, such as soft play area, and where the units could easily revert to an employment use.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Year | Traditional factory/  colliery site to residential | Loss from greenfield employment allocation | To Leisure | To Retail | To Other | Total |
| 2000/01 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2001/02 | 1.38 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2002/03 | 0.78 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2003/04 | 3.13 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2004/05 | 1.61 | 0.00 | 0.00 | 0.00 | 0.74 |  |
| 2005/06 | 4.83 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2006/07 | 0.83 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2007/08 | 4.56 | 0.00 | 0.00 | 0.19 | 1.08 |  |
| 2008/09 | 1.30 | 0.00 | 0.00 | 0.70 | 0.38 |  |
| 2009/10 | 1.94 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2010/11 | 5.71 | 0.00 | 0.40 | 0.36 | 0.16 |  |
| 2011/12 | 0.06 | 0.00 | 0.16 | 0.00 | 0.00 |  |
| 2012/13 | 0.49 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2013/14 | 0.00 | 0.00 | 0.47 | 0.00 | 0.22 |  |
| 2014/15 | 3.15 | 0.00 | 0.00 | 1.17 | 0.92 |  |
| 2015/16 | 0.00 | 1.85 | 0.00 | 0.00 | 0.00 |  |
| 2016/17 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2017/18 | 0.51 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2018/19 | 0.38 | 1.85 | 0.00 | 0.00 | 0.00 |  |
| 2019/20 | 2.90 | 0.37 | 0.09 | 0.00 | 0.00 |  |
|  |  |  |  |  |  |  |
| Total | 33.56 | 4.07 | 1.12 | 2.42 | 3.50 | 44.67 |

**Table 15: Annual Loses of Employment Land 2000 to 2019/20. (Table 23 Background Paper No 3 Economy and Employment Land 2021).**

Source: Ashfield District Council Employment Land Monitoring Reports.

1. Looking at past take up over five year periods, Table 16, also identifies a downward trend in the loss figure.

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Trend over 5 year periods |  | Total | Per annum ha |  | Traditional factory/  colliery site to residential | | Loss from greenfield employment allocations | | To Leisure | | To Retail | | To Other |
|  | |  |  |  |  |  | |  | |  | |  | |
| 2000/01 to 2004/05 | | 7.64 | 1.53 |  | 6.90 | 0.00 | | 0.00 | | 0.00 | | 0.74 | |
| 2005/06 to 2009/10 | | 15.81 | 3.16 |  | 13.46 | 0.00 | | 0.00 | | 0.89 | | 1.46 | |
| 2010/11 to 2014/15 | | 13.27 | 2.65 |  | 9.41 | 0.00 | | 1.03 | | 1.53 | | 1.30 | |
| 2015/16 to 2019/20 | | 7.95 | 1.59 |  | 3.79 | 4.07 | | 0.09 | | 0.00 | | 0.00 | |
|  |  |  |  |  |  | |  | |  | |  | |  |
|  |  |  |  |  |  | |  | |  | |  | |  |
| Total |  | 44.67 |  |  | 33.56 | | 4.07 | | 1.12 | | 2.42 | | 3.50 |

**Table 16: Loses of Employment Land by Five Year Periods 2000 to 2019/20 (Table 24 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council Employment Land Monitoring Reports

1. Based on planning applications, there remains some traditional employment sites that potentially could go to other uses. These are set out in Table 17.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  | **Address** | **Current use** | **Proposed use** | **Area ha** | **Description** |
| V/2018/0221 | Land off Mansfield Road, Sutton in Ashfield | Existing employment site | Proposed use - Retail | 1.04 | Proposed for use as a Lidl. Planning appeal refused but anticipate that it could come forward for housing. |
| V/2015/0264 | Quantum Clothing Group Ltd North Street, Sutton in Ashfield | Existing employment site | Proposed use - Housing | 2.50 | Permission was granted at appeal on 22/01/2016 so that the permission has now expired.  However, former factory has been demolished and it is likely to come forward for housing. |
| V/2014/0530 | Former Reticel Building (demolished), Southwell Lane, Kirkby–in-Ashfield | Existing employment site | Proposed use - Housing | 2.00 | A reserve matters application has been submitted v/2018/0333 - Pending. |
| V/2014/0530 | Land at Watnall Road/Daniels Way, Hucknall | Existing employment use & allocation | Proposed use - Housing | 1.10 | Outline permission for residential development with reserved matters applications |
| V/2021/0234 | Patco Site, Lowmoor Road | Existing employment building on site | Mixed use | 2.45 | Planning application for mixed use development including employment land 990 sq m |
| V/2020/0553 | Land at Rolls Royce | Existing employment use | Housing | 3.8 | Planning application submitted for housing on some of the existing employment land. |
| **Total** |  |  |  | **12.89** |  |

**Table 17: Planning application on traditional employment site as at 31st May 2021.** **(Table 25 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council Employment Land Monitoring Reports

1. From 1st September 2020, the Government’s changes to the Use Class Order (UCO) came into effect, with Use Classes A, B1 and D being revoked, and a new Use Class ‘E’ (Commercial, Business and Service) being introduced as well as Use Class F1 (Learning and Non-Residential Institutions) and F2 (Local Community). In addition, there are permitted development rights which enable office or light industrial buildings to be utilised for residential purposes. The implication is that office and light industrial units could be utilised for other purposes which would result in a potential loss of ‘employment land’. However, for Ashfield the Council considers that there is no current evidence that employment land is being lost through permitted development and the changes in the Use Classes.
2. The ELNS identifies that the ONS Labour Force Survey (2020) shows that there has been a steady rise in the proportion of people in employment of those working from home, either working directly from the home or using home as a base. The Covid pandemic may also have an influence in this area with more employees working from home. The Experian evidence indicates a move towards a more Business Services-orientated economy with significantly higher employment densities. However, Ashfield does not have a substantial office market, which is reflected in the limited requirement for offices set out by the various scenarios. Consequently, it is not anticipated that Ashfield will have a substantial loss of office space going into the future.
3. In relation to the SHELAA 2020, there are no existing employment sites that have been put forward for alternative uses. Planning permission was granted permission for employment use at Harrier Park, Hucknall in application 2013/0123. A small area of the permissioned employment land has been granted permission for residential development. V/2020/055. However, as the area in question has never been utilised for employment purposes it is not regarded as a loss of an existing employment site. In relation to losses of employment land.
4. While noting Lichfields’ comment on the employment stock this is based on VAO business floorspace data and there is no further detail on how this breaks down other than by office and industrial uses. Information on the age of stock is very dated going back to the 1970s. A significant number of employment sites have been developed or expanded since the 1970s as replacement job opportunities for the closure of the collieries and textile factories. In this context:

* Any stock which has recently been developed or seen investment through refurbishment would likely have a lifespan which covered the plan period and therefore stock is unlikely to be obsolete in the near future and removed from the supply portfolio.
* Freeholders who invest in their stock are more committed to retaining that stock in its current use, rather than seek redevelopment. Indeed, these are likely to be significant investments and landowners are likely to which to see returns on these investments rather than face more costs to redevelop sites and buildings for alternative uses.
* The majority of the employment stock is formed by modern industrial estates. Past development would suggest that there are opportunities within these estates for expanding floorspace through extensions to exiting units. The evidence also suggest that is redevelopment is necessary it may well be for new employment space given the inappropriate location for residential development on such estates.

1. Given the evidence above, the Council considers that the losses figure is an overestimation. The Employment Land Needs Study 2015 set out that:

“*For Ashfield there appears to be a mismatch between the high levels of losses*

*experienced since 2001/02 (of 2.18 ha industrial land and 1,396 sqm office*

*floorspace annually) and future commitments/potential SHLAA sites, at 0.77ha.*

*On this basis, it appears reasonable to reduce both the past losses of office*

*floorspace and industrial land in Ashfield by a half[[16]](#footnote-16).”*

The Council considers that given the evidence that there are no colliery sites to redevelop, limited traditional textile sites, and virtually no employment site put forward for alternative uses through the SHELAA it is reasonable to adopt a similar approach to that set out in the ELFS 2015. Consequently losses are taken at a figure of 50%. This would result in the following loss figures being applied:

* Offices - 10,560 sq m @ 50% = 5,280 sq m.
* Industrial - 42.03 sq m @ 50% = 21.02 ha.

| **2018-2038** |  | **Offices/R & D**  **sq m** | **Light Industrial**  **(ha)** | **General Industrial (ha)** | **Warehousing**  **(ha)** | **Total Industrial (ha)** |
| --- | --- | --- | --- | --- | --- | --- |
| **Experian Baseline September 2020** | Net | 10,914 | 2.89 | -13.40 | 8.20 | -2.31 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **18,618** |  |  |  | **25.70** |
| **Regeneration** | Net | 20,972 | 3.01 | -11.30 | 13.29 | 5.00 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **28,676** |  |  |  | **33.01** |
| **2014 based SNPP** | Net | 13,781 | 4.92 | -12.47 | 12.09 | 4.54 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | +Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **21,485** |  |  |  | **32.55** |
| **Current SM** (481dpa) | Net | 15,456 | 6.11 | -11.93 | 14.36 | 8.55 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **23,160** |  |  |  | **36.56** |
| **Past Take up rates** | Net | 24,240 | 5.85 | 13.08 | 50.96 | 69.88 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.03 |
|  | **Requirement** | **31,944** |  |  |  | **97.90** |

**Table 18: ELNS reflecting adjusted losses.** **(Table 26 Background Paper No 3 Economy and Employment Land 2021)**

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021 and Ashfield District Council reflecting the period 2000/01 to 2019/20.

### Regional Logistics Requirements

1. The ELNS at paragraph 5.62 onwards considers Logistics and E-Commerce with paragraph 9.16 onwards setting out ‘The need for Strategic B8 Distribution’. The economic forecasts do not suggest that much new land is needed for logistics, with only modest job growth for the logistics sectors. However, this is at odds with the market-led intelligence presented in ELNS Section 5. Feedback from agents identifies that in the East Midlands demand for large logistic units remain high, while supply remain low within the region. Commercial agents and logistics developers/operators have criticised the lack of large ‘big box’ B8 allocations that have come forward in recent years across the Greater Nottingham sub-region. Research undertaken by Savills published in July 2020 identified that for the East Midlands, strong levels of take-up leaves 1.08 years of supply. It has been suggested from these consultations that there is sufficient demand in the East Midlands for 2 East Midland Gateways.
2. This reflects that economic forecasts are largely informed by past trends and so don’t capture this footloose demand. Demand for strategic warehousing crosses over individual districts and effective is reflected regionally. It is also very ‘lumpy’ where a large site can be built out very quickly and often for only handful of occupiers.
3. The emphasis by agents/developers was on the junctions on the M1 Corridor through the study area as being the ideal locations for accommodating this unmet need for strategic large-scale distribution. The M1 junctions that are in/close proximity to the study area are: Junction 25 at Sandiacre (Erewash Borough); Junction 26 at Nuthall (Broxtowe); Junction 27 beside Sherwood Business Park (Ashfield District) and Junction 28 at Castlewood (Bolsover District, but close beside Ashfield District’s Common Road Industrial Estate). The preferred approach from both developers and occupiers is to expand such industrial parks at key transport intersections wherever possible to avoid overloading the road network in urban locations and to allow for business expansion without locating away from existing workforces.
4. The ELNS identifies that for the various labour demand and labour supply in relation to B8 distribution, the modelling primarily relates to localised, or indigenous, needs. Strategic logistics needs of national and regional distribution centres are generally not reflected in the econometric modelling data. However, for Ashfield it acknowledges that the Past Take Up Rate have, to some degree, reflect the wider demand for larger distribution units.

*‘This may explain the large discrepancy in B8 land requirements for Ashfield*

*District in Table 8.35, which identifies a net requirement for 56 ha of B8 land*

*based on past take up rates trended forward, compared to between 13 and 18 ha*

*based on the econometric/labour supply scenarios. This could suggest that an*

*element of strategic B8 is reflected in Ashfield’s past take up scenario[[17]](#footnote-17)..’*

1. For Ashfield District a number of large distribution sites have come forward since 2015/16, Table 19. However, in relation to logistics the key sites at Summit Park and Castlewood Business Park are substantially developed.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Year – 1st April to 31st March** | **Plot** | **Planning permission** | **Planning permission Decision date** | **Description** | **Floor space**  **Sq m** | **Site Area**  **ha** |
| Castlewood Business Park | | | | | | |
| 2015/16 | 7 | v/2015/0031 | 23/02/2015 | Warehouse with ancillary offices | Warehouse 7,781  Office 1,545  Total 9,226  (99,311 sq ft) | 2.11 |
| 2018/19 | 2 & 3 | v/2018/0217 | 31/07/2018 |  | B1 1,020  B2 11,080  B8 11,080  Total 23,180  (249,515 sq ft) | 5.31 |
| 2018/19 | 1 | v/2018/0652 | 18/01/2019 | Warehouse | B8 19,235  (207,050 sq ft) | 5.0 |
| 2021/22 | 8 | V/2021/0362 | 17/08/2021 |  | B8 12,467 sq m  (134,198 sq ft) | 2.94 |
| Summit Park, Sutton in Ashfield | | | | | | |
| 2019/2020 |  | v/2019/0101 | 05/04/2019 | Distribution warehouse with ancillary B1 (Amazon) | Total 162,791  (1,752, 325 sq ft) | 19.3 |
| Harrier Park , Hucknall | | | | | | |
| 2020/2021 |  | v/2019/0433 | 19/11/2019 |  | Office 2,903.2 B2/B8 15,290.9 Total 18,194.1  (195,846 sq ft) | 4.83 |

**Table 19 - Units of around 9,290 sq m + (100,000 sq ft +) built or with planning permission from 2015/2016 in Ashfield** (Table 27 Background Paper No 3 Economy and Employment Land 2021)

Source: Ashfield Employment Land Monitoring Report

Options in relation to the Demand for Employment Land

1. Background Paper No 3 Economy & Employment Land 2021 set out three potential options in considering the various scenarios for ascertain the demand for ‘employment land’. The ELNS acknowledged that the labour demand and labour supply based on forecast jobs did not reflect the demand for logistics on the wider regional basis identified through discussions with agents and developers in the market. This raises an issue of how this is taken into account? However, Ashfield has seen a number of substantial logistics units come forward since 2014/2015 including the Amazon development at Summit Park, which occupies a site of 19.3 ha and provided 162,791 sq m which significantly increased the employment land past take up rates upwards.

1. Three Options were set out the 2021 Background Paper:

* **Option 1** to use the ELNS figures for net employment rates, Past Take Up Rates from 2000/01 to 2019/20 with no adjustments to the flexibility factor and loss replacement.

|  |  |  |
| --- | --- | --- |
| Experian September 2020  Baseline and Regeneration Scenario (subject to policy intervention). |  | * **Offices floorspace requirements range from 23,998 to 33,956 sq m.** * **Industrial land ranges from 46.71 to 54.01 ha.** |
| 2014 – Based SNPP and  Current Standard Method (SM)  (481 dwellings per annum). |  | * **Offices floorspace requirements range from 26,765 to 28,440 sq m.** * **Industrial land ranges from 53.56 to 57.56 ha.** |
| Past Take Up Rates. |  | * **Offices floorspace requirements 37,224 sq m.** * **Industrial land requirements 118.90 ha.** |

* **Options 2** adjusts the Past Take Up Rates to reflect the same time period as the Nottingham Core HMA authorities and Mansfield which is 2011/12 to 2019/20.

|  |  |  |
| --- | --- | --- |
| Experian September 2020  Baseline and Regeneration Scenario (subject to policy intervention). |  | * **Offices floorspace requirements range from 13,330 sq m to 23,389 sq m.** * **Industrial land ranges from 35.03 to 42.33 ha.** |
| 2014 – Based SNPP and  Current Standard Method (SM)  (481 dwellings per annum). |  | * **Offices floorspace requirements range from 16,198 sq m to 17,873 sq m.** * **Industrial land ranges from 41.88 ha to 45.88 ha.** |
| Past Take Up Rates. |  | * **Offices floorspace requirements 3,385 sq m.** * **Industrial land requirements 92.25 ha.** |

* **Option 3** reflects the ELNS figures for 2011/12 to 2019/20, but adjusted the figure by applying losses at 50% of the ELNS figures, that is 1,160 sq for offices and 15.93 ha for industrial.

|  |  |  |
| --- | --- | --- |
| Experian September 2020  Baseline and Regeneration Scenario (subject to policy intervention). |  | * **Offices floorspace requirements range from 18,618 to 28,676 sq m.** * **Industrial land ranges from 25.70 to 33.01 ha.** |
| 2014 – Based SNPP and  Current Standard Method (SM)  (481 dwellings per annum). |  | * **Offices floorspace requirements range from 21,485 to 23,160 sq m.** * **Industrial land ranges from 32.55 to 36.55 ha.** |
| Past Take Up Rates. |  | * **Offices floorspace requirements 8,673 sq m.** * **Industrial land requirements 82.92 ha.** |

Sources of Employment Land (Supply)

1. The Planning Practice Guidance identifies that plan makers should consider all available types of sites and sources of data that may be relevant in the assessment process. The potential sources of employment land supply are considered to split into the following areas:

* Allocated sites from the Ashfield Local Plan Review 2002;
* Planning permissions;
* Strategic Housing and Economic Land Availability Assessment (SHELAA)
* Other identified sites.

Section 8 of the Background Paper 2021 sets out the potential supply of sites from these sources.

Employment Land Needs – Conclusions

1. The Background Paper 2021 identified that for Ashfield, the scenarios set out in the ELNS identify a gross requirement which ranges between 23,898 sqm and 37,224 sqm for office floorspace and between 46.71 ha and 118.90 ha for industrial land. The econometric forecasts and labour supply scenarios resulted in significantly lower requirements than past take up rates.
2. The Council considers it is appropriate to amend the scenarios set out in the ELNS in relation to:
3. Past Take up rates - It is considered that past take up rates are overestimated through utilising take up rates from 2000 to 2020.
4. Future losses - Future losses are projected forward based on the losses of employment land experienced from 2000 to 2020. Given that past losses significantly related to former colliery sites and traditional textile units, together with other factors, it is not anticipated by the Council that these losses are likely to be repeated to the same extent in the future. Consequently, the scenarios overstate the land requirements based on these losses.
5. Option 3 was taken forward should be the basis of the demand for ‘employment land’ in Ashfield. While the Regeneration scenario and the Standard Method scenario give relatively similar results, there was a substantially difference in relation to the trend based Past Take Up Rates which are significantly higher. It is considered that Past Take Up Rates should be the basis of the approach to employment land in Ashfield. This reflects that:

* The ELNS identifies that evidence from the Experian modelling work demonstrates limited prospects for growth for the B-class employment sectors (negative for B2 in net terms). However, this is indicated to be based on past evidence of requirements on a district basis.
* The Forecast are undertaken in a period of uncertainty due to Covid. The ELNS illustrates the difference between the forecasts in March 2018 against September 2018.
* While the ELNS identifies that general industrial will decline over the Plan Period (including manufacturing) there will still be businesses that will grow.
* There is a need to maintain a choice of supply by size, type, location and quality of sites and premises for businesses.
* The evidence from the market-led intelligence presented in ELNS Section 5 and other studies identifies that there is along the M1 there is a significant demand for land for logistics and a limited supply. Feedback from agents/developers identifies that in the East Midlands demand for large logistics units remain high, while supply remain low and this was not being reflected in the district-based forecasts or labour supply figures.
* National policy in the NPPF and PPG identifies that planning policies should recognise and address locational requirements of different sectors. This includes making provision for storage and distribution operations in suitably accessible locations.
* The past take up rates in Ashfield include development for logistics reflecting the demand for units larger than 100,000 sq ft.

In these circumstances, it is considered that the Council needs to go beyond the labour demand and labour supply figures and utilise the adjusted past take up rates which set out a requirement for 83 hectares of industrial land and 8,873 sq m of office space (1.11 ha of land) for the period 2018 to 2038. This reflected that the Council would be contributing to the wider regional demand for logistics in its allocation of sites.

| **2018-2038** |  | **Offices/R & D**  **sq m** | **Light Industrial**  **(ha)** | **General Industrial (ha)** | **Warehousing**  **(ha)** | **Total Industrial (ha)** |
| --- | --- | --- | --- | --- | --- | --- |
|  |  |  |  |  |  |  |
| **Experian Baseline September 2020** | Net | 10,914 | 2.89 | -13.40 | 8.20 | -2.31 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **18,618** | **9.71** | **1.86** | **14.13** | **25.70** |
|  |  |  |  |  |  |  |
| **Regeneration** | Net | 20,972 | 3.01 | -11.30 | 13.29 | 5.00 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **28,676** | **9.83** | **3.96** | **19.22** | **33.01** |
|  |  |  |  |  |  |  |
| **2014 based SNPP** | Net | 13,781 | 4.92 | -12.47 | 12.09 | 4.54 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | +Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **21,485** | **11.74** | **2.79** | **18.02** | **32.55** |
|  |  |  |  |  |  |  |
| **Current SM** (481dpa) | Net | 15,456 | 6.11 | -11.93 | 14.36 | 8.54 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **23,160** | **12.93** | **3.33** | **20.29** | **36.55** |
|  |  |  |  |  |  |  |
| **Past Take up rates** | Net | 969 |  |  |  | 54.91 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **8,673** |  |  |  | **82.92** |

**Table 20: Ashfield Employment Land Scenarios** (Table 30 Background Paper No 3 Economy and Employment Land 2021)

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021 & Ashfield District Council

8.0 Employment Land Needs Demand and Supply Update

Employment Land Demand

1. The ELNS identified from stakeholders’ comments that economic growth across Greater Nottingham has been limited by lack of available large-scale strategic distributions sites. It recommended that:

*“the District Councils (potentially in collaboration with adjoining districts along the M1 Corridor) may wish to commission a further strategic study to quantify the likely extent of national/regional B8 logistics need across the Core/Outer HMAs. This future study should seek to quantify the scale of strategic B8 required and potentially identify sites where this need should be allocated. Our view would be that the focus of this future study should be on the M1 Corridor and A-roads near the motorway junctions where this study demonstrates demand is especially high at present.” ELNS 2021 Paragraph 10.25. Lichfield.*

1. The Study sets out that there has been a shifting in business and consumer behaviour over the last few years. This reflects changes in the way consumers shop with an increase in sales online and the delivery of these goods to peoples’ homes, but it has been accelerated by the covid pandemic. The rise of e-commerce[[18]](#footnote-18) has led to a rapid and sustained demand for sites capable of meeting logistics needs. Traditionally this has been reflected in the quality of access to the motorway network or rail freight terminals. This remains a key aspect, but sites need to be accessible to a workforce, and connected to multi-modal supply chains and markets. The logistic market is also wider than big boxes as it also includes ‘the last-mile of delivery’. Effectively, this a hub to load up vans that deliver to individual consumers with very little stored on site for any length of time. Units are typically smaller around 30,000 to 50, 000 sq ft on the edge of a town or city for access to customers but with good access to national roads (for goods in) and local roads (for delivery) networks.
2. The ELNS sets out various scenarios for future employment land requirements. However, it acknowledges there is a conflict between the economic forecasts which do not take into account the strategic needs for logistics, and the market-led intelligence presented in ELNS Section 5. Feedback from agents to the ELNS consultation identifies that in the East Midlands demand for large logistic units remain high, while supply remain low. Agents reported that this market has been performing above all expectations over the past twelve months with vacancy rates at all-time-lows and the only limiting factor being the supply available. Stakeholders suggested that the “Golden Triangle” for logistics is quickly expanding northwards along the M1, with occupiers taking advantage of lower rents, comparable transport links and the availability of labour relative to further south. The ELNS at paragraph 5.62 onwards considers Logistics and E-Commerce with paragraph 9.16 onwards setting out ‘The need for Strategic B8 Distribution’.
3. The emphasis by agents/developers was on the junctions on the M1 Corridor running through the Study area, as being the ideal locations for accommodating this unmet need for strategic large-scale distribution. The M1 junctions that are in/close proximity to the Study area are: Junction 25 at Sandiacre (Erewash Borough); Junction 26 at Nuthall (Broxtowe); Junction 27 Sherwood Business Park (Ashfield District) and Junction 28 at Castlewood (Bolsover District, but close beside Ashfield District’s Castlewood Business Park and Common Road Industrial Estate). The preferred approach from both developers and occupiers is to expand industrial parks at key transport intersections, wherever possible, to avoid overloading the road network in urban locations and to allow for business expansion without locating away from existing workforces.
4. The ELNS[[19]](#footnote-19) identifies that there is a large discrepancy in B8 land requirements for Ashfield, (ELNS Table 8.35), which identifies a net requirement for 56 ha of B8 land based on past take up rates trended forward, compared to between 13 and 18 ha based on the econometric/labour supply scenarios. This indicates that some element of strategic B8 is reflected in Ashfield’s past take up scenario. This is reflected in the Employment Land Monitoring Reports for Ashfield which identify that a number of large distribution units (Approximately 100,000 sq ft +) have come forward in Ashfield since 2015/16. This has been principally at Castlewood Business Park, close to Junction 28 of the M1, and at Summit Park, Sutton in Ashfield, off the A617, where a substantial Amazon Distribution warehouse has been located, comprising 162,791 sq m (1,752,325 sq ft) of space. However, in relation to logistics the key sites at Summit Park and Castlewood Business Park are substantially developed. At West of Fulwood, Export Drive, Huthwaite, a strategic warehouse has planning consent and is understood to be under construction. At this time, only Harrier Park at Hucknall could accommodate large distribution units.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Year – 1st April to 31st March** | **Plot** | **Planning Permission Reference** | **Planning Permission Decision Date** | **Description** | **Floor space**  **Sq m** | **Site Area**  **ha** |
| **Castlewood Business Park** | | | | | | |
| 2015/16 | 7 | v/2015/0031 | 23/02/2015 | Warehouse with ancillary offices | Warehouse 7,781  Office 1,545  Total 9,226  (99,311 sq ft) | 2.11 |
| 2018/19 | 2 & 3 | v/2018/0217 | 31/07/2018 | 09/02/2022 | B1 1,020  B2 11,080  B8 11,080  Total 23,180  (249,515 sq ft) | 5.31 |
| 2022/23 | 1 | v/2018/0652  v/2019/0208 v/2020/0368 v/2021/0361 | 09/08/2022 | Warehouse | B1 1,114  B8 15,293 Total 16,407 | 5.0 |
| 2022/23 |  | v/2021/0362 | 17/08/2021 | Warehouse | B1 78  FF 637  B8 11,752  Total 12,467 | 2.94 |
| **Summit Park, Sutton in Ashfield** | | | | | | |
| 2019/2020 |  | v/2019/0101 | 05/04/2019 | Distribution warehouse with ancillary B1 (Amazon) | Total 162,791  (1,752,325 sq ft) |  |
| **Harrier Park , Hucknall** | | | | | | |
| 2020/2021 |  | v/2019/0433 | 19/11/2019 |  | Office 2,903.2 B2/B8 15,290.9 Total 18,194.1  (195,846 sq ft) | 4.83 |
| **Plot with current planning permission but not developed** | | | | | | |
| 2022/23 | West Of Fulwood, Huthwaite | v/2022/0001 | 07/06/2022 |  | B1 1,027  B8 16,661 Total 17,728 |  |

**Table 21 - Units of around 9,290 sq m + (100,000 sq ft +) built or with planning permission from 2015/2016 to 31st March 2023**

Source: Ashfield Employment Land Monitoring Report

1. The Draft Local Plan 2021, proposed supply figure took forward an employment land requirement, which reflected that it was anticipated that there was a need for logistics units.

Losses Update

1. A significant element of the ELNS future demand requirements reflects predicted losses of employment land. (The ELNS set out in paragraph 8.85 (and discussed in further detail in Appendix 1) its conclusions regarding losses for Ashfield. Effectively, the ELNS takes the losses from the 2000 to 2019/20 on an annualised basis and projects these annualised losses forward over the next 20 years (2018/2038). Ashfield District Council perspective was that a substantial part of the past losses reflected former colliery sites and traditional textile factories. Very few sites of this nature remain to be redeveloped. Consequently, the Council considered that the ELNS loss figures for Ashfield should be amended. This approach was reflected in the Demand Option taken forward in the Draft Local Plan 2021. Subsequently a Brownfield Land Capacity Assessment 2022[[20]](#footnote-20) has been undertaken which reinforces that limited brownfield employment sites are likely to come forward for redevelopment for alternative uses.
2. The losses set out in Table 22 identify that for the last three years 2.4 ha of traditional factory space has been lost. Within this is a site of 0.5 ha which was only just identified as being redeveloped, although it was undertaken in 2013. Consequently, the Council considers that it approach of adopting a lower losses figure remains an appropriate approach.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Year | Traditional factory/  colliery site to residential | Loss from greenfield employment allocation | To Leisure | To Retail | To Other | Total |
| 2000/01 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2001/02 | 1.38 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2002/03 | 0.78 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2003/04 | 3.13 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2004/05 | 1.61 | 0.00 | 0.00 | 0.00 | 0.74 |  |
| 2005/06 | 4.83 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2006/07 | 0.83 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2007/08 | 4.56 | 0.00 | 0.00 | 0.19 | 1.08 |  |
| 2008/09 | 1.30 | 0.00 | 0.00 | 0.70 | 0.38 |  |
| 2009/10 | 1.94 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2010/11 | 5.71 | 0.00 | 0.40 | 0.36 | 0.16 |  |
| 2011/12 | 0.06 | 0.00 | 0.16 | 0.00 | 0.00 |  |
| 2012/13 | 0.49 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2013/14 | 0.00 | 0.00 | 0.47 | 0.00 | 0.22 |  |
| 2014/15 | 3.15 | 0.00 | 0.00 | 1.17 | 0.92 |  |
| 2015/16 | 0.00 | 1.85 | 0.00 | 0.00 | 0.00 |  |
| 2016/17 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2017/18 | 0.51 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2018/19 | 0.38 | 1.85 | 0.00 | 0.00 | 0.00 |  |
| 2019/20 | 2.90 | 0.37 | 0.09 | 0.00 | 0.00 |  |
| 2020/21 | 1.06 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2021/22 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |  |
| 2022/23 | 0.50 | 0.00 | 0.00 | 0.00 | 0.00 |  |
|  |  |  |  |  |  |  |
| Total | 35.12 | 4.07 | 1.12 | 2.42 | 3.50 | 46.23 |

**Table 22: Annual Loses of Employment Land 2000 to 2022/3.** **(Table 23 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council Employment Land Monitoring Reports.

Local Plan Period

1. Paragraph 22 of the NPPF requires that strategic policies should be prepared over a minimum 15-year period from adoption of a local plan, and that a local planning authority should be planning for the full plan period.
2. The Regulation 18 Draft Local Plan, which was the subject of public consultation in October/November 2021 set out policies for the period 2020 to 2038. At that time, this was consistent with the anticipated timeframe for adoption of the plan to enable conformity with the NPPF requirement to plan ahead for 15 years. The timeframe for the progression of the Local Plan is anticipated to be revised and final adoption is expected in early 2025. As a consequence, the Regulation 19 Local Plan will relate to the period from 2023 to 2040 to reflect the requirement of government planning policy.

Logistics Update

1. Logistics is and important sector of the national and local economy and this is anticipated to grow and expanding into the future reflected in the importance given to the Sector in the NPPF and PPG.
2. A Report by Savills for the BPF ‘The Levelling Up - The Logic of Logistics’, April 2022 highlights the importance of the industrial and logistics sector to the economy and demonstrated the wider social and environmental benefits of the industrial and logistics sector[[21]](#footnote-21). It emphasise that logistics investment has a role in support the Government’s ‘Levelling Up’ Agenda. Including within the statistics, it identifies that over the last 10 years jobs within logistics have grown by 26% compared to only 14% across the economy. “The sector is also highly productive with Gross Value Added (GVA) per job currently at £58,000, some 12% higher than the average of all sectors. Its productivity is also predicted to grow at a faster pace, increasing by 29% between 2025 to 2039 compared to 18% across the UK economy as a whole”. (Page 11).
3. The Report is critical of the planning system which is identified as a barrier and is restricting growth in the sector by not allocating enough land in appropriate locations. It sets out that the current NPPG methods for are not fit for purpose in relation to assessing logistics requirements and proposes an alternative approach if the industrial and & logistics sector is to play its full part in levelling up. As a consequence, the planning system is restricting growth by not allocating enough land in the right locations.
4. It sets out that historic supply constraints have supressed demand. It identifies that demand for Nottingham/M1 has been supressed by 28%. The percentages on the table indicate how much additional demand (as a minimum) should be planned for in the future within each market above historic levels. Their focus is on correcting past trends by accounting for lost demand due to historic supply constraints.

Figure 4: Historic Growth in Jobs
Source: ONS, Workforce Jobs by Industry and Region, Savills


**Figure 4: Historic Growth in Jobs**

Source: ONS, Workforce Jobs by Industry and Region, Savills

1. Evidence was provided by Avison Young to Lichfields regarding the Logistics Market along the M1 corridor from Junction 24 of the M1 to Junction 28 (ELNS Appendix 7). Avison Young considers this corridor is a prime location for logistics activities given its ability to provide ease of access to customers to suppliers (proximity to strategic road network and major (international) transport infrastructure such as ports or airports) and access to a suitable workforce.

Logistics Study 2022

1. Nottinghamshire County Council commission the Nottinghamshire Core & Outer HMA Logistics Study Final Report, 2022 by Iceni Projects Limited with MDS Transmodal Limited. The Study considered the future demand for strategic warehousing and logistics facilities within the Study area. Strategic warehouse and logistics being defined as 9,000 sq m or more.
2. The Study reflects a “policy off” perspective meaning that constraints such as the Green Belt or issues determining sustainability (historic and natural environment constraints and socio-economic factors) have not been considered in the ability of the area to accommodate future logistic requirements. The Study has not undertaken any modelling of the capacity of the road network or individual junctions.
3. It uses a range of models to forecast demand for strategic distribution and logistics floorspace (as set out in chapters 6 - 8 and summarised in chapter 9 and in chapter 14 Summary and Conclusions paragraph 14.17). The labour demand, completions trends and net absorption with compensation methods are not considered by Iceni to be suitable for assessing logistics needs as they consider they have been affected by historic supply constraints influencing the forecasts. The Study recommends at paragraph 9.4 that: “the higher range estimates are appropriate for seeking to determine the unconstrained logistics market requirements being 1,270,000 to 1,786,000 sq. m” (i.e. the last three bullets above).
4. Paragraph 9.5 refines the recommendation for the higher range estimates further by stating: “Given that some of the modelling techniques are more exploratory”, and that Bassetlaw District Council’s strategic distribution centre at Apleyhead Junction plays a role in absorbing some sub regional needs, on balance it is recommended that the most appropriate range is 1,270,000 to 1,486,000 sq. m. or 425 hectares of logistics space. (Iceni’s recommended land required figure which is the gross area of land required to accommodate the new build forecast assuming 35% floorspace to plot footprint ratio). In summary it further set out that:

* There is 315,000 sq. m of committed supply (units over 9,000 sq. m with planning permission or allocations in adopted local plans). In addition, there is a future potential pipeline of a further 570,000 sqm including submitted applications and proposed allocations that could, without prejudice, increase the supply to a total 885,000 sqm. (See Table 23).
* Potential “pipeline” sites (allocations in draft plans such as the draft allocations at Junction 27 and planning applications pending) would reduce the need to 601,000 sq. m or 172 hectares subject to the allocations being confirmed (Iceni paragraph 9.9).
* Some of the need is expected to be generated through the redevelopment of existing logistics or other large manufacturing sites. It is assumed that this would meet 10 to 20% of the identified need reducing this need to 137 - 155 ha. (Paragraph 10.16).
* Residual need would fall to the order of two to three large strategic logistics parks.

1. The Study set out that there is a difference between sites on the M1 and wider Study Area, with M1 prime territory for the largest units (which are not usually residential compatible). M1 spine and surrounds are primary target areas, 5km of a junction can be an occupier requirement (or trunk road).It recommended that the following Areas of Opportunity be considered:

* Area adjacent to M1 Junction 28 and 27 (Sutton in Ashfield, Alfreton, Kirkby-in-Ashfield and towards Hucknall);
* Area adjacent to M1 Junction 26 (Langley Mill, Eastwood and Kimberley);
* Area adjacent to M1 Junction 25;
* Area adjacent to A453; and
* Area surrounding Newark (along A1 and A46).

1. In relation to future land supply the Study considered the current and future supply position for strategic warehouse and logistics of 9,000 sq m and above. The data reflects the supply position to the end of the 2021/22 monitoring year. It was based on an average plot ratio of 40%. (Logistics Study 2022 paragraphs 5.2 to 5.4). The future supply position is set out in Table 5.1 of the Logistics Study which including the sites in Ashfield that were anticipated to potentially contribute towards strategic logistics. Table 23.

Table 23: Extract of Table 5.1 Supply Position Ashfield Units above 9,000 sq m Logistics Study 2022.
Source: Nottinghamshire Core & Outer HMA Logistics Study 2022 Iceni.


**Table 23: Extract of Table 5.1 Supply Position Ashfield Units above 9,000 sq m Logistics Study 2022.**

Source: Nottinghamshire Core & Outer HMA Logistics Study 2022 Iceni.

N.B. Ashfield is not taking forward the Whyburn Farm New Settlement which included approximately 5.5 ha net of employment land that would contribute towards strategic logistics.

Strategic Distribution and Logistics Background Paper, September 2023 Greater Nottingham Planning Partnership

1. The Background Paper has been prepared by Ashfield, Broxtowe, Erewash, Gedling, Nottingham and Rushcliffe Councils which make up the Greater Nottingham Planning Partnership area. It summaries the findings of the Logistics Study and considers whether there are any suitable potential sites to meet needs for strategic distribution and logistics facilities. The background paper also provides an update on the figures reflecting the latest position at September 2023 in relation to strategic logistic requirements.

1. A Call for Logistics Sites has been undertaken by the Greater Nottingham Partnership. The Background Paper in Appendix 2: sets out an Assessment of ‘Pool Sites’ and Identification of Reasonable Alternatives. For Ashfield no additional sites came forward to those already submitted to the Council Strategic Housing and Economic Land Availability Assessment (SHELAA).
2. The Background Paper identifies a potential additional site at Former Bennerley Coal Disposal Point (BBC-L01) in addition to those sites already identified as “commitments” and the potential “pipeline” which includes the Ashfield Strategic Employment allocation at Junction 27 of the M1 Motorway. Broxtowe Borough Council is undertaking a Regulation 18 Consultation regarding the possibility of allocation the site for logistics in their Joint Core Strategy in September/October from 26th September to 7th November 2023.
3. It is stressed in the Greater Nottingham Partnership Background Paper that:

* the Logistics Study estimates of need are considered to be guidance and not a target. This reflects that for the Greater Nottingham Partnership the prime areas for strategic logistics along the M1 in Nottinghamshire are in the Green Belt. Therefore, councils must balance meeting demand for strategic warehousing and logistics against planning policy and environmental constraints.
* There is a considerable amount of “committed” and potential “pipeline” supply already identified by the Councils across the Nottingham Core and Outer HMAs. This includes the Ashfield proposed strategic allocation at Junction 27 of the M1 Motorway, which are anticipated to contribute approximately 40 ha net. Nevertheless, if the Former Bennerley Coal Disposal Point is allocated there remains shortage of logistics sites when considered against the demand identified in the Logistics Study.

1. In summary in relation to logistics.

* The ELNS, the Logistic Study, Savills supressed demand for Nottingham/M1and Avison Young evidence identifies that there is a substantial demand for logistics along the M1 in Nottinghamshire, which is not currently being met.
* The Logistics Study identifies a requirement for 1,486,000 sq. m or 425 hectares of logistics space. (Reflects gross area of land required to accommodate the new build forecast assuming 35% floorspace to plot footprint ratio. That is one hectare of land would accommodate 3,500 square metres of distribution floorspace).
* There is 315,000 sq. m of committed supply (units over 9,000 sq. m with planning permission or allocations in adopted local plans).
* Potential “pipeline” sites (allocations in draft plans such as the draft allocations at Junction 27 and planning applications pending) would reduce the need to 601,000 sq. m or 172 hectares subject to the allocations being confirmed (Logistics Study paragraph 9.9).
* Some of the need is expected to be met through the redevelopment of existing logistics or other large manufacturing sites. It is assumed that this would meet 10 to 20% of the identified need reducing this need to 137-155 ha. (Para 10.16).
* There has been an additional strategic logistics site brought forward through a planning permission in Newark subsequently to the Logistics Study. Apply the same approach as the Logistics Study would result is a slightly small requirement of between 131 ha and 147 ha of land required across the study area.

Supply of Sites

1. Planning Practice Guidance identifies that plan makers should consider all available

types of sites and sources of data that may be relevant in the assessment process[[22]](#footnote-22). The potential sources of employment land supply are considered to split into three broad areas:

* Allocated sites from the Ashfield Local Plan Review 2002 where part of the site has been development but there are remaining areas;
* Planning permissions;
* Site from the SHELAA.

1. Background Paper No 3 Economy and Employment Land 2021 set out the position on the SHELAA. Subsequently, a number of additional sites have been submitted for employment purposes, which are identified in Table 24.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **SHELAA Ref** | **Site Locations** | **Gross area ha** | **Proposed use** | **Comments** |
| KA053 | Land to the East of Sherwood Business Park, Derby Road (A611). | 8.97 | Employment | Site is identified as Amber. Not proposed to be taken forward. |
| KA054 | Land to south of Sherwood Business Park and north of Mansfield Road | 17.58 | Employment | Site is identified as red. This reflects the issues in relation to heritage aspects including that part of the site submitted is within the Annesley Hall Grade II\* Register Park and Gardens. |
| KA027 | East of Lowmoor Road, Kirkby-In-Ashfield | 14.81 | Employment | Site is identified as amber. Proposed to be taken forward as an allocated site. |
| SA086 | Land East of Pinxton Lane, Sutton in Ashfield. | 33.14 | Employment | The site is identified as amber. Not proposed to be taken forward. |
| SA090 | Land off Nunn Brook Rise, Huthwaite | 1.2 | Employment | The site is identified as amber. Not proposed to be taken forward. |

**Table 24: SHELAA sites put forward for purposes including employment - not included in Background Paper No 3 Economy and Employment Land August 2021.**

Source: Strategic Housing and Economic Land Assessment 2023, Ashfield District Council.

1. The Council Cabinet Meeting of 13th December 2022 determined that the Local Plan would not include the two new settlements proposed in the Draft Local Plan 2021 at Whyburn Farm Hucknall, and Cauldwell Road, Sutton in Ashfield. Whyburn Farm was identified as a mixed use development including employment. Consequently, the proposed employment allocation at Whyburn Farm, comprising a net area of 11 ha, is no longer included in the emerging Local Plan. An assumption that 50% of the Whyburn Farm site would come forward for strategic logistics was set out in the Logistics Study 2022 “future pipeline”.
2. Land to the East of Sherwood Business Park, Derby Road (KA053) is located off the A611 opposite Sherwood Business Park in the Green Belt. The A611 forms a defensible barrier to the Green Belt with Sherwood Business Park. The site is also located adjacent to Annesley Hall Registered Park and Gardens and in this context mitigation measure would be required reducing the usable space. The net usable area would be further reduced by infrastructure constraints on the site. Give the size of the site and the constraints, it is not considered that the site would make a significant contribution toward strategic logistics demand.
3. The site East of Lowmoor Road, Kirkby-In-Ashfield (KA027) is located in the countryside, it forms an extension to the north of Lowmoor Business Park. Sutton Parkway Railway Station is located to the west of the southern end of the site and provides a sustainable form of travel to the site. It is anticipated that the Ashfield Automated Distribution and Manufacturing Centre could be located on the site linking to the Vision West education facilities on Station Park (Julius Way) and Oddicroft Lane. Part of the site has the potential to contribute towards strategic logistics. Preliminary illustrations of the site indicate that it has the potential to bring forward two units of over 9,000 sq m and it is anticipated that 50% of the net developable area could contribute toward the wider strategic needs for logistics. Consequently, it is proposed that the site is brought forward as part of the Regulation 19 Local Plan.
4. A planning application has been submitted for the land off Pinxton Lane, Sutton in Ashfield (SA086). The site is located in the countryside off the A38/Pinxton Lane. It is subject to a planning application v/2023/0021. At this time it is understood there are issues with ecology, air quality and strategic highway and highway access to the site off Pinxton Lane. These issues would need to be resolved before the site could be considered further.
5. Land off Nunn Brook Rise, Huthwaite (SA090) is not proposed to be taken forward. It is located on an established industrial estate at Huthwaite. However, a substantial part of the site is identified as a local wildlife site. Consequently, at this time it is not clear how any ecological issues would be resolved in bring the site forward.
6. As part of consideration of logistics, The Greater Nottingham Partnership comprising Ashfield District Council, Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council and Rushcliffe Borough Council undertook a call for strategic logistic sites, which closed on 16th September 2022. The call request that sites should be a minimum of 25 ha with 50 ha being the preferred for comprehensive logistics parks. For Ashfield no additional sites were identified as all the sites submitted were already identified in the Council’s SHELAA. The subsequent Strategic Distribution and Logistics Background Paper, September 2023 identifies a potential additional site at Former Bennerley Coal Disposal Point (BBC-L01) in addition to those sites already identified as “commitments” and the potential “pipeline” which includes the Ashfield Strategic Employment allocation at Junction 27 of the M1 Motorway. Broxtowe Borough Council are undertaking a Regulation 18 Consultation regarding the possibility of allocation the Bennerley site for logistics in their Joint Core Strategy.

Strategic Employment sites Junction 27, M1 Motorway.

1. The strategic employment allocations at Junction 27 of the M1 Motorway are anticipated to provide high quality business parks. They are very well located adjacent to the strategic highway network at Junction 27 of the M1 Motorway and are anticipated to make a significant contribution towards the pressing need for logistic space off the M1 in Nottinghamshire. The proposal, particularly to the north east of Junction 27 is reflective of the existing character of the Sherwood Business Park both in terms of the green space forming part of the Business Park and with its surrounding more rural context.
2. The Draft Local Plan 2021 in Strategic Policy 8 sets out a strategic employment allocation adjacent to Junction 27 of the M1 Motorway. The allocation is in two areas, land to the north east of Junction 27 and west of Sherwood Business Park comprising a gross site area of approximately 20.47 hectares and land to the south east of Junction 27 comprising a gross area of approximately 25 hectares.

Existing development at Junction 27 is reflected in Sherwood Business Park. Sherwood Business Park is a high-quality development of logistics units and offices with strategic significance. It was development by English Partnerships as a joint venture with Kodak and was designated as an Enterprise Zone until November 2005. The proposed allocation, particularly to the north east, would represent an extension to Sherwood Business Park.

1. An assessment of land was undertaken as part of the Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study[[23]](#footnote-23) which anticipated that a ratio of 90% of gross to net area was realistic for the north eastern site. Consequently, the net developable area of this site is estimated to be 18.42 hectares. The site to the south of Mansfield Road is substantially impacted by HS2 Safeguarded Land, both in terms of the route and for a major compound and temporary material stockpile. Under these circumstances, it is not anticipated that the site would come forward until the later part of the Plan once HS2 route has been constructed in this area or the scheme has been withdrawn. The gross area that could be potential developed after HS2 route has been completed is approximately 25 ha. Applying a ratio of 90% would result in a net developable area of 22.5 hectares.
2. The settlement of Annesley Woodhouse and town of Kirkby in Ashfield extend to the north of Sherwood Business Park, Annesley to the east and Underwood to the west. Consequently, the site is well located to provide job opportunities for people living in close proximity to the site.
3. Both the proposed strategic allocations have implications in relation to the Green Belt and heritage assets. The Draft Local Plan 2021 consultation response raise issues regarding heritage aspects. This have also been reflected in the Local Plan evidence in relation to the Heritage Impact Assessment.
4. In terms of national planning policy the NPPF emphasises that the purpose of the planning system is to contribute to the achievement of sustainable development,

through three overarching objectives, economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives). Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area[[24]](#footnote-24). Consequently, implications for the Green Belt and heritage assets needs to be considered against the economic and socio-economic benefits from the proposed allocation.

Economic Aspect of Junction 27

1. The NPPF identifies in paragraph 81 that that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. (Paragraph 81). Paragraph 82 includes that planning policies should:
2. set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;
3. set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;

Paragraph 83 recognises the specific locational requirements of different sectors and directs local planning authorities to make provision for storage and distribution operations at a variety of scales and in suitably accessible locations. Planning Practice Guidance also emphasises the importance of logistics[[25]](#footnote-25)

1. The evidence for the substantial demand for logistics along the M1 in Nottinghamshire and the restricted supply is set out earlier in this Section. It is reflected in the findings of the ELNS 2021, the Logistics Study 2022, the Greater Nottingham Partnership Strategic Distribution and Logistics Background Paper 2023, the Savills Report 2022 and the submission to the ELNS by Avison Young. It is also identified that, based on the Logistics Study 2022 finding and the proposals set out in the Geater Nottingham Partnership Background Paper, there is likely to be a shortage in relation to strategic logistics sites, which could be made worse if any of the site with permission or in the pipeline do not come forward (Table 23).
2. D2N2 various strategic documents place an importance on logistics within the East Midlands and this is anticipated to be carried forward through the anticipated East Midlands Mayoral Combined County Authority, where building on local strengths would include logistics.
3. The socio-economic benefits from the strategic site are anticipated to provide a significant boost to the local economy including:

* The Ashfield local economy has a reliance on a number of key sectors. The ONS Business Register and Employment Survey 2023 identified that a substantial number of jobs in Ashfield are within the manufacturing sector, 8,000 jobs, which is second only to health and social care activities. However, the Council Employment Land Needs Study 2021 sets out that, based on the Experian forecasts, general industrial jobs for Ashfield will fall by 3,600 jobs over the period from 2018 to 2038. Land Transport, Storage and the Postal Sector is not predicted to expand as it stands. (ELNS Para. 8.22). Therefore, the expansion of logistics provides opportunities to compensate for the anticipated reduction of opportunities in manufacturing jobs.
* Amongst the issues identified is that gross average wages were lower in Ashfield and a high concentration of jobs are within lower skilled roles. Therefore, logistics has a potential role to play in bring investment into the District, deliver significant job creation, provide training opportunities and providing a boost to economic output.
* The levels of deprivation in Ashfield are relatively high. The Index of Multiple Deprivation, commonly known as the IMD, is the official measure of relative deprivation for small areas in England. It ranks every small area in England from 1 (most deprived area) to 32,844 (least deprived area). The current information from the Indices of Deprivation 2019 identifies that Ashfield is ranked 63rd most deprived out of 317 authorities across all the Indices of Multiple Deprivation indicators. Consequently, Ashfield is within the top 20% most deprived in the country. In terms of Income Deprivation, Ashfield is ranked 60th most deprived out of 317 authorities, and with regard to Employment Deprivation, Ashfield is ranked the 37th most deprived out of the 317 authorities, which ranks the District in the top 12% of most deprived in the country. The creating of new jobs with an emphasis on increasing skills levels in Ashfield is anticipated to help to reduce deprivation levels in the District.

|  |  |  |
| --- | --- | --- |
|  | IMD Average Rank | Percentage of all Local Authorities |
| Ashfield | 63 | 20% |
| Nottingham | 10 | 3% |
| Mansfield | 56 | 18% |
| Bassetlaw | 108 | 34% |
| Newark & Sherwood | 148 | 47% |
| Gedling | 207 | 65% |
| Broxtowe | 223 | 70% |
| Rushcliffe | 314 | 99% |

**Table 25: Indices of Deprivation Nottingham Core HMA and Nottingham Outer HMA**

Source: Indices of Deprivation 2019

* The significant creation of jobs on the allocation is anticipated to facilitate growth in the local economy through increased economic activity through:
* A supplier multiplier reflects in increased purchases a local level through the supply chain.
* An income multiplier reflecting additional local expenditure from the both direct and indirect jobs and income.
* The economic position of Ashfield is also reflected in that both Sutton in Ashfield and Kirkby-in-Ashfield benefit from substantial Towns Funding[[26]](#footnote-26) and Future High Street Funding for Sutton in Ashfield.

1. The planning history of Sherwood Business Park, off Junction 27 M1 Motorway is set out in summary below. The value of the location in relation to economic activity and the M1, as part of the strategic transport network, has been recognised from the 1970s.

* 1976 The County Council granted permission for light industrial, warehousing and offices on a site of approximately 93 ha. This was a major departure from the development plan and was granted as a personal permission to Kodak. It was anticipated that Kodak would develop the entire site over a period of 25 years.
* 1991 Planning permission was granted on appeal for Class B1 used and a hotel (No longer a personal permission).
* 1991 Nottinghamshire County Council Structure Plan identified a requirement for a Business Park in Ashfield, Policy 2/6 which, as the Plan emerged, was identified as land to the south of Annesley.
* 1995 Ashfield Local Plan 1995 identified the site as "Employment Land with Planning Permission" with a site are 0f 67 ha (developable parts of the site) allocated the site for employment purposes. (Excluded the area comprising the existing Kodak Factory). Para 4.16 sets out information on Sherwood business Park where it was identified as a high quality site located close to M! Junction 27 offering an attractive environment for employment development of strategic significance with the scope for considerable employment generation.
* 1995 Outline planning permission granted for business park comprising B1, B2, B8 and a hotel (V/1995/0012).
* 1995 - The designation of an Enterprise Zone was made in accordance with the Local Government Planning and Land Act 1980 (Schedule 32). A statutory instrument (1995 No.278) designated The East Midlands Enterprise Zones (Ashfield) (Designation) Order 1995. It ran for 10 years from 21st November 1995. (East Midlands Enterprise Zone No. 7 (Sherwood Business Park) ).
* 2002 Ashfield Local Plan Review 2002, part of the site was already developed. The Plan allocations 18.5 ha of employment land. Similar updated paragraph (4.21) to the Ashfield Local Plan.

The land comprising Sherwood Business Park was not included in the Nottinghamshire Green Belt Local Plan 1989

Figure 5: Green Belt Junction 27, M1 Motorway 1989.
Source: Nottinghamshire Green Belt Local Plan 1989


**Figure 5: Green Belt Junction 27, M1 Motorway 1989.**

Source: Nottinghamshire Green Belt Local Plan 1989

Green Belt

1. The NPPF sets out that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. The five purposes of the Green Belt are identified as:
2. to check the unrestricted sprawl of large built-up areas;
3. to prevent neighbouring towns merging into one another;
4. to assist in safeguarding the countryside from encroachment;
5. to preserve the setting and special character of historic towns; and
6. to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
7. Under paragraph 140, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period. It is necessary to consider all other reasonable options for meeting the need, making use of brown field sites and underutilised land and be informed by discussions with neighbouring authorities as to whether they could accommodate some of the identified need for development. (Para. 141). Green Belt boundaries in plans should be clearly defined using physical features that are readily recognisable and likely to be permanent. (Para 143).
8. An assessment of the Green Belt has been undertaken in relation to two stages:

* Stage 1 – A Strategic Green Belt Review, 2016 and Addendum 2021 (SGBR) and
* Stage 2 – A Green Belt Harm Assessment 2023.

A SGBR, 2016 and Addendum 2021 was undertaken by the Council using a framework agreed with the neighbouring Green Belt authorities of Broxtowe Brough Council, Gedling Borough Council and Nottingham City Council. The Strategic Framework has not been queried by the inspectors at theses councils Local Plan Part 2 examinations.

1. The SGBR provides a means of identifying the most important areas of Green Belt, when assessed against the purposes of Green Belt as set out in national policy. The SCBR was a two stage process: SGBR Assessment Criteria, sets out the basis of the assessment criteria. Each site assessed has been given an overall score ranging between 4 (low) and 20 (high). As set out in the SGBR, this is a technical exercise and does not determine whether or not land should remain or be excluded from the Green Belt. It is the role of the District’s emerging Local Plan to formally revise Green Belt boundaries and to allocate land for development, where appropriate, having taken into account all relevant planning considerations.

* Assessment 1 - Assessment 1 gives a broad overview of the performance of the Green Belt at a strategic level. The joint Framework enables authorities to remove a stage 1 area from further assessment at this point if it is deemed appropriate.
* Assessment 2 - The broad areas from Assessment 1 were then divided into smaller sites, using defined physical feature such as roads, railways, watercourses, tree belts, woodlands, ridgelines or field boundaries to determine suitable sites for assessment. Sites were then assessed again, using the Criteria set out in Figure 1 of the SGBR and the Matrix in Figure 2 in the same way as at Assessment 1.

The assessments reflected the five purposes of the Green Belt set out in NPPF paragraph 138:

1. The Green Belt Harm Assessment assesses the potential harm to the Green Belt purposes that release of identified sites would cause to help inform site selection. It reflects that planning judgments setting out the ‘exceptional circumstances’ for the amendment of Green Belt boundaries require consideration of the ‘nature and extent of harm’ to the Green Belt and ‘the extent to which the consequent impacts on the purposes of the Green Belt may be ameliorated or reduced to the lowest reasonably practicable extent’. The analysis of contribution draws on the assessment carried out in the Stage 1 Strategic Green Belt Study. Consistent with the Stage 1 study, there is no individual assessment of contribution to the fifth Green Belt purpose – assisting with urban regeneration – as it is not possible to draw a meaningful distinction between the availability of brownfield land within individual settlements. Contribution to the other four Green Belt purposes (see paragraph 2.2) is rated on a five point scale of:

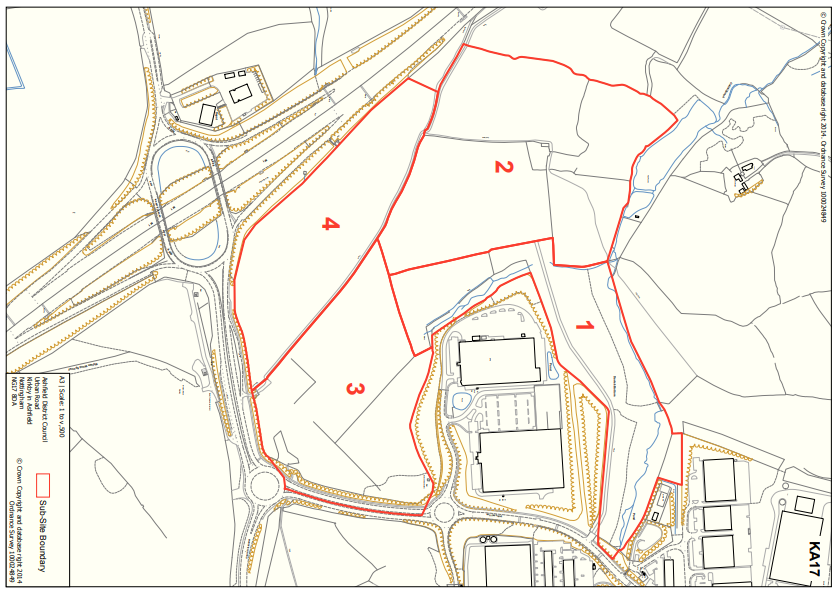
|  |  |
| --- | --- |
| 5 | High |
| 4 | Relatively High |
| 3 | Moderate |
| 2 | Relatively Low |
| 1 | Low |

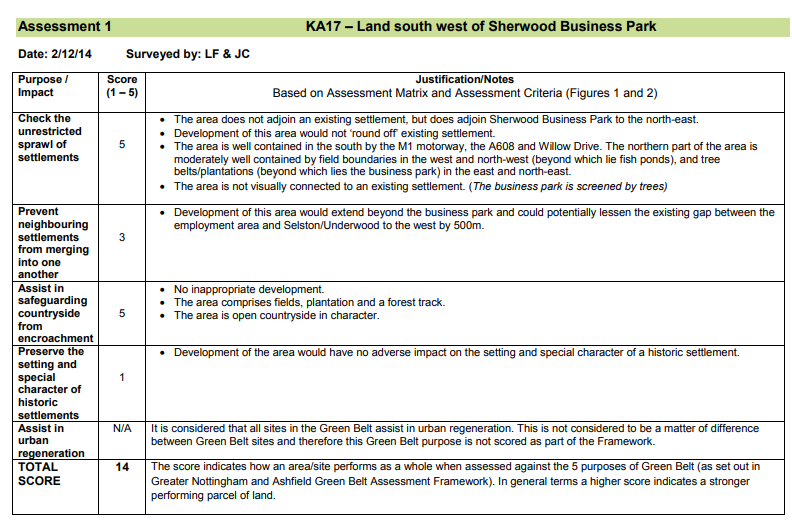
Each site assessment area was given an overall harm rating based on the combined score of all Green Belt purposes. The overall harm rating is based on the following scale:

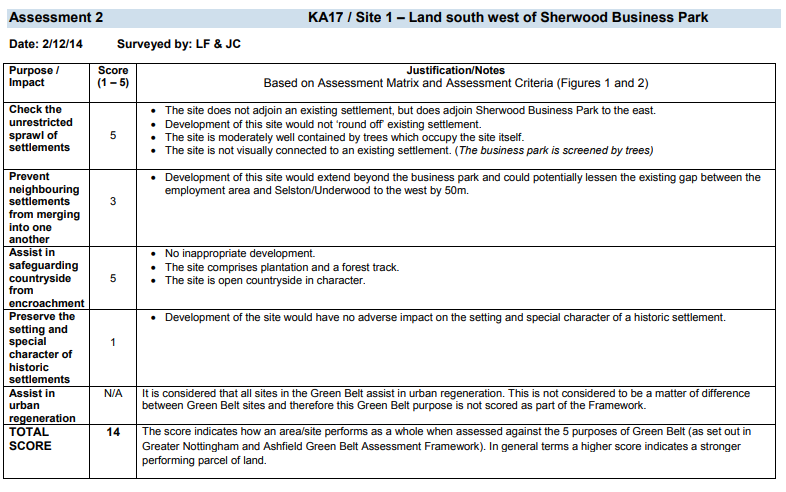
|  |  |
| --- | --- |
| 17 - 20 | High |
| 14 - 16 | Relatively High |
| 11 - 13 | Moderate |
| 8 - 10 | Relatively Low |
| 4 - 7 | Low |

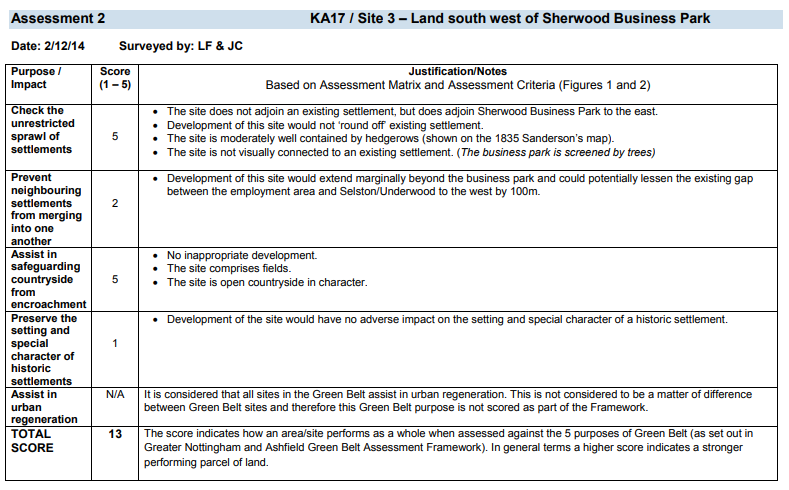
*Land to the North East of Junction 27, M1 Motorway*

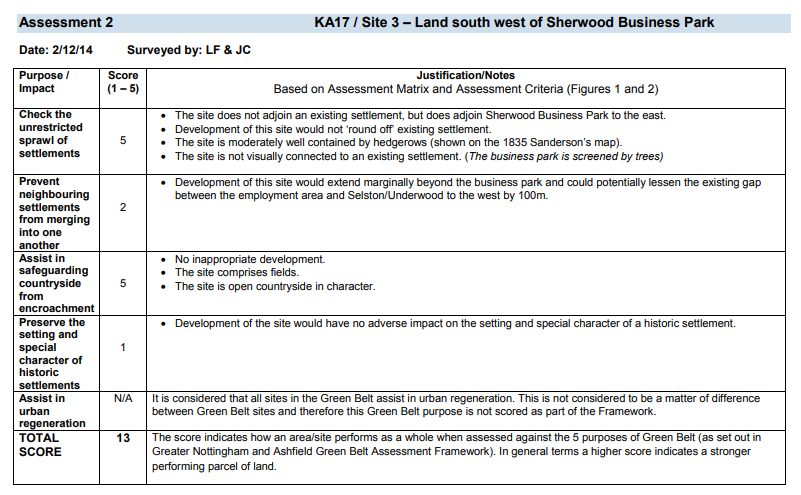
1. The assessment from SGBR KA17 – Land south west of Sherwood Business Park is set out below. The site to the north east of M1, Junction 27 was submitted to the Strategic Housing and Economic Land Availability Assessment as reference KA020 and the Green Belt harm assessment is set out below. The Green Belt Harm Background Paper 2023 identifies that the overall harm rating for the area in question is ‘Relatively High’.

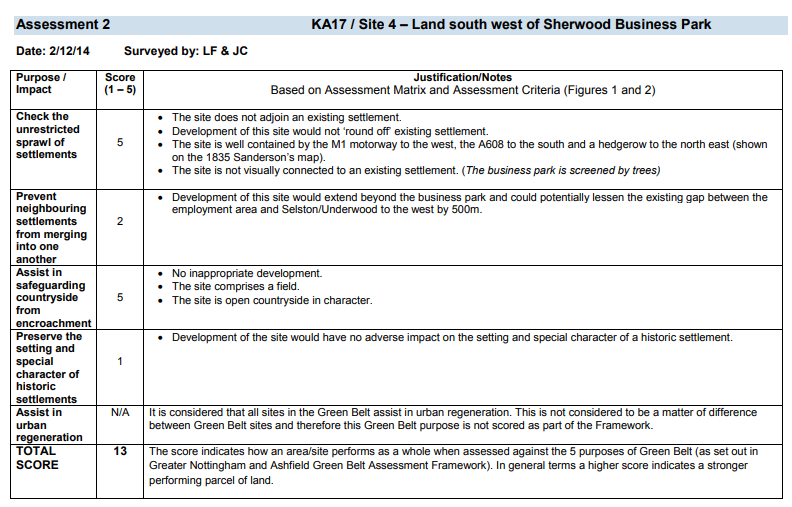












**Tables 26: Ashfield Strategic Green Belt Review, 2016 and Addendum 2021**

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Site Area (ha)** | **Release Scenario** | **Purpose 1** (Unrestricted Sprawl) | **Purpose 2** (Prevent Settlements Merging) | **Purpose 3** (Safeguard from Encroachment) | **Purpose 4** (Preserve Historic Settlements) | **Purpose 5** (Urban Regeneration) | **Overall Harm Score** | **Overall Harm Rating** | **Green Belt Assessment Area** (\* Please refer to Stage 1: SGBR) |
| 20.47 | Release of KA020 as a strategic employment site off Junction 27 of the M1 | High | Moderate | High | Low | N/A | 14 | Relatively High | Majority of KA17\* |

**Table 27: Ashfield DC Background Paper No 4: Green Belt Harm. Appendix 4: Kirkby In Ashfield - Assessment Table and Map showing harm rating for each assessed parcel of land**

1. A judgement on the level of harm to the Green Belt is dependent on the essential characteristics and five purposes of including land within the Green Belt, and any other harm. The allocation of the land to the north east of Junction 27 of the M1 Motorway is effectively an extension to Sherwood Business Park. In relation to the five purposes of the Green Belt the site to the reflects the following:
2. Unrestricted sprawl - The north eastern site is located between Sherwood Business Park and the M1 Motorway and potentially HS2 Phase 2b route. There are already significant belts of landscaping forming part of Sherwood Park. The existing boundary features would be buttressed by additional landscaping including potential planted earth bunding to the north of the site. To the west of the site it would be enclosed by the M1 Motorway and potential HS2 route, To the south of the site the A608 acts as a boundary to the proposed allocation. As such, there are defined boundaries that are likely to be permanent.
3. Merging Towns – There is a substantial distance between Kirkby-in-Ashfield, including Annesley, and Hucknall, therefore this purpose is not considered to be engaged. The allocation does not facilitate the merger of towns given the distance from them and it can be regarded as an extension to the existing Sherwood Business Park to the east of the allocation.
4. Safeguarding the countryside – The Green Belt Harm Background Paper identifies that an overall harm rating is ‘Relatively High”. However, the character of the proposed allocation is already heavily influenced by the urbanising influences of Sherwood Park, the M1 and potential the HS2 Phase 2b route to the west. Clearly, there will be a loss of countryside. In terms of the landscape, it is considered that a landscape lead approach would mitigate the impact of the proposed development and should, where ever possible, retaining the existing hedgerows, woodlands and mature trees. However, the allocation is considered to have a number of benefits:

* As set out under unrestricted sprawl the site is well contained, which diminishes impact on the countryside character of the area.
* The existing site comprises arable land and is relatively featureless in landscape terms.
* As an arable site it has limited ecological value. The allocation requires that biodiversity opportunities are taken in increase the opportunities from the biodiversity.
* There is the opportunity to facilitate and enhance existing rights of way and linkages to the wider network.

1. Setting & character of historic towns – It is considered that this purpose is not engaged.
2. Urban regeneration – There are no alternatively brownfield sites both in terms of the size and location which could accommodate the proposed allocation for logistics.
3. Planning Practice Guidance Green Belt identifies that the impact of removing land from the Green Belt can be offset by compensatory improvements (Paragraph: 002 Reference ID: 64-002-20190722). The Regulation 19 Plan strategic allocations policy sets out that it will create a high quality business space which includes:

* Facilitates and enhances the right of way networking including access from north to south onto Weavers Lane.
* A development that integrates into the landscape to create attractive landscaped edges to the boundaries.
* A scheme of an appropriate scale, layout, form and materials which respects the significance and setting of affected heritage assets, minimising any harm to designated and non-designated heritage assets and their setting.
* The retention, where possible, of exiting hedges and trees together with enhancement of boundary hedges and trees.
* Protection and enhancement of existing wildlife areas and create a coherent biodiversity network.
* Biodiversity net gain through the delivery of extensive woodland and native scrub planting, wildflower meadows and neutral grassland and reinforcement of hedgerows with native species.;
* Minimises the ecological impacts of the amount and quality of artificial light.
* SuDS integrated into the green/blue infrastructure.

*Exceptional Circumstances for amending the boundary of the Green Belt.*

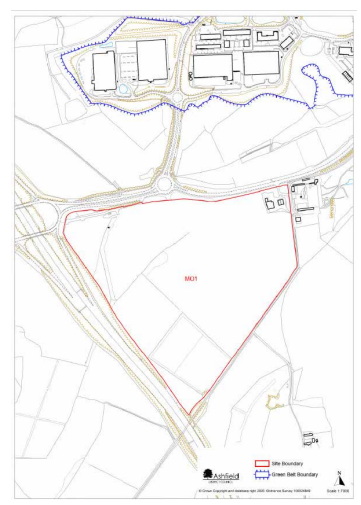
1. The following are considered to meet the requirement of exceptional circumstances for changes to the Green Belt boundaries:

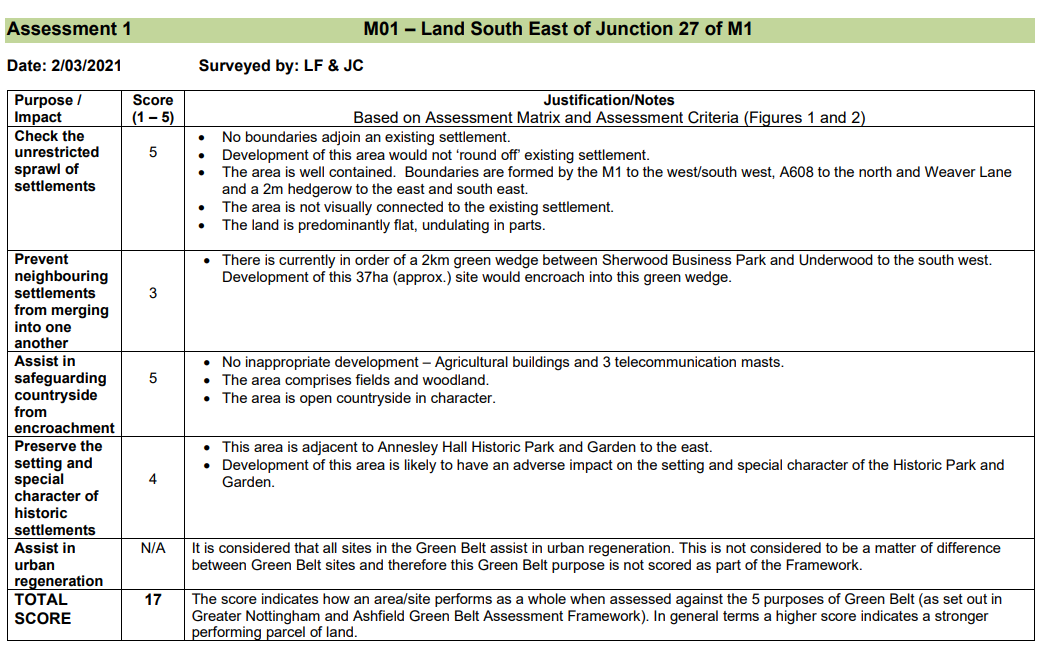
* The urgent requirement for meeting the needs of the Logistics Sector along the M1 corridor in Nottinghamshire as demonstrated through the evidence base on employment needs generally and the logistics sector specifically in relation to demand and supply.
* The evidence from the Council’s Employment Land Needs Study and Logistic Study and the Avison Young report all reached a conclusion that the site is a suitable and prime location for strategic distribution uses which will serve both a regional and national market requirement.
* The allocation is considered to have a key role in meeting future employment land requirements in Ashfield. Employment allocations near to the M1 Motorway outside the Green Belt such as Castlewood Business Park and land off Common Road Huthwaite have seen a number of strategic logistics units being brought forward. As have sites allocated by Bolsover District Council. However, these business parks have been substantial completed and therefore there is currently limited opportunity to meet the logistics sector requirements in alternative locations in Ashfield.
* Sherwood Business Park has been developed to the east of Junction 27 of the M1 Motorway. The character of the local area is already defined by a Business Park with it associated existing built form and overall massing of logistic and office units. The area is also influenced by its role as a key transport link to the significant urban areas of Kirkby-in-Ashfield and Hucknall. This will gain more prominence with the development of Top Wighay Farm along the A611. Therefore the area already has a more commercial feel to it rather than rural tranquillity. Consequently, the development of logistics units is not out of character with the local area as it stands.
* The allocation links with Sherwood Business Park which results in the clustering and more efficient working practices for existing local businesses.
* Economic benefits would ensue from development in the creation of construction jobs.
* The need to identify sufficient employment land to meet local needs and contribute towards the wider requirements for the economy with the associated benefits from investment, job creation and value added to the local economy.
* The multiplier effect of the significant investment at Junction 27, with increased expenditure to support other local businesses.
* There are anticipate to be positive impacts for Ashfield residents reducing employment deprivation and income deprivation.
* The M1 through Nottinghamshire is substantially within the Green Belt (Junction 24 to 28). If logistics requirements are to be met along the M 1in Nottinghamshire by necessity there will need to be the release of Green Belt sites.
* Junction 28 has seen substantial development around the Junction, and it is there is a requirement for long term improvements to Junction 28 reflecting the congested transport system in this location.
* It is acknowledged that the proposed allocation will have an environmental impact. However, in accordance with the PPG Green Belt it is considered that the impact of removing land from the Green Belt can be offset by compensatory improvements to the environment, public access and ecology.

1. The NPPF in paragraph 141 requires that before concluding there are exceptional circumstances to justify changes to Green Belt boundaries it should be demonstrated that it has examined all other reasonable options for meeting the need for development. Alternative options have been looked at (see heritage) and are not considered to form reasonable alternatives at this time.

*Land South East of Junction 27 of M1*

1. The SGBR M01 – Land South East of Junction 27 of M1 is set out below together with the Harm Assessment. The site to the South East of M1 Junction 27 was submitted to the Strategic Housing and Economic Land Availability Assessment as reference KA025 and this is reflected in the identification of the Green Belt harm assessment.





|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Site Area (ha)** | **Release Scenario** | **Purpose 1** (Unrestricted Sprawl) | **Purpose 2** (Prevent Settlements Merging) | **Purpose 3** (Safeguard from Encroachment) | **Purpose 4** (Preserve Historic Settlements) | **Purpose 5** (Urban Regeneration) | **Overall Harm Score** | **Overall Harm Rating** | **Green Belt Assessment Area** (\* Please refer to Stage 1: SGBR) |
| 36.79 | Release of KA025 as a strategic employment site off Junction 27 of the M1 | High | Moderate | High | Relatively High | N/A | 17 | High | M01\* |

**Table 28: Ashfield DC Background Paper No 4: Green Belt Harm. Appendix 4: Kirkby In Ashfield - Assessment Table and Map showing harm rating for each assessed parcel of land**

1. The allocation of the land to the south east of Junction 27 of the M1 Motorway extends to the south of the A608, Mansfield Road. In relation to the five purposes of the Green Belt the site to the reflects the following:
2. Unrestricted sprawl - To the east the site would be enclosed by the M1 Motorway and potential HS2, by the A608 to the north and by Weavers Lane and woodland to the other boundary.

1. Merging Towns – There is a substantial distance between Kirkby-in-Ashfield, including Annesley, and Hucknall, therefore this purpose is not considered to be engaged.
2. Safeguarding the countryside – The Green Belt Harm Background Paper identifies that for the site to the south east the overall harm rating is ‘High”. It is acknowledged that the site form part of the rural landscape that extends to the east of the M1 and south of the A608. In terms of the landscape, it is considered that a landscape lead approach would mitigate the impact of the proposed development.
3. Setting & character of historic towns – It is acknowledged that the proposed allocation is adjacent to the Annesley Hall Registered Park and Garden to the east and development is likely to have an adverse impact on the special character of the Park and Garden.
4. Urban regeneration – It is not considered that there are any alternatively available brownfield sites or other urban land submitted to the assessed SHELAA to meet the requirements of logistics.

*Exceptional Circumstances for amending the boundary of the Green Belt.*

1. The following are considered to meet the requirement of exceptional circumstances for changes to the Green Belt boundaries:

* The urgent requirement for meeting the needs of the Logistics Sector along the M1 corridor in Nottinghamshire as demonstrated through the evidence base on employment needs generally and the logistics sector specifically in relation to demand and supply.
* The evidence from the Council’s Employment Land Needs Study and Logistic Study and the Avison Young report all reached a conclusion that the site is a suitable and prime location for strategic distribution uses which will serve both a regional and national market requirement.
* The allocation is considered to have a key role in meeting future employment land requirements in Ashfield. Employment allocations near to the M1 Motorway outside the Green Belt such as Castlewood Business Park and land off Common Road Huthwaite have seen a number of strategic logistics units being brought forward. As have sites allocated by Bolsover District Council. However, these business parks have been substantial completed and therefore there is currently limited opportunity to meet the logistics sector requirements in alternative locations in Ashfield.
* Sherwood Business Park has been developed to the east of Junction 27 of the M1 Motorway. The character of the local area is already defined by a Business Park with it associated existing built form and overall massing of logistic and office units. The area is also influenced by its role as a key transport link to the significant urban areas of Kirkby-in-Ashfield and Hucknall. This will gain more prominence with the development of Top Wighay Farm along the A611. Therefore the area already has a more commercial feel to it rather than rural tranquillity. Consequently, the development of logistics units is not out of character with the local area as it stands.
* The allocation links with Sherwood Business Park which results in the clustering and more efficient working practices for existing local businesses.
* Economic benefits would ensue from development in the creation of construction jobs.
* The need to identify sufficient employment land to meet local needs and contribute towards the wider requirements for the economy with the associated benefits from investment, job creation and value added to the local economy.
* The multiplier effect of the significant investment at Junction 27, with increased expenditure to support other local businesses.
* There are anticipate to be positive impacts for Ashfield residents reducing employment deprivation and income deprivation.
* The M1 through Nottinghamshire is substantially within the Green Belt (Junction 24 to 28). If logistics requirements are to be met along the M 1in Nottinghamshire by necessity there will need to be the release of Green Belt sites.
* Junction 28 has seen substantial development around the Junction, and it is there is a requirement for long term improvements to Junction 28 reflecting the congested transport system in this location.
* It is acknowledged that the proposed allocation will have an environmental impact. However, in accordance with the PPG Green Belt it is considered that the impact of removing land from the Green Belt can be offset by compensatory improvements to the environment, public access and ecology.

1. The NPPF in paragraph 141 requires that before concluding there are exceptional circumstances to justify changes to Green Belt boundaries it should be demonstrated that it has examined all other reasonable options for meeting the need for development. Alternative options have been looked at (see heritage) and are not considered to form reasonable alternatives at this time.

Heritage

1. The NPPF, paragraph 190 requires that *“Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:*
2. *the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;*
3. *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
4. *the desirability of new development making a positive contribution to local character and distinctiveness; and*
5. *opportunities to draw on the contribution made by the historic environment to the character of a place.*
6. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including development affecting the setting of a heritage asset). This information should be taken into account when considering the impact of a proposal on a heritage asset to minimise conflict between the heritage asset’s conservation and any aspect of the proposal. (Para 195).
7. NPPF paragraphs 199 to 208 outline the consideration of potential impacts of a proposed development on the significance of a designated heritage asset. This includes the concept of substantial harm to a designated heritage. Under paragraph 199, there are three levels of harm identified to the significance of designated heritage assets, substantial harm, total loss, or less than substantial harm to its significance. In relation to this aspect NPPF, Annex 2 defines the following:

* *Significance - “The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting….”*
* *Setting – “The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”*

1. Planning Practice Guidance Historic Environment identifies that within each category of harm, the extent of the harm may vary and should be clearly articulated. Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the NPPF. The NPPF identifies that great weight should be given to a designated heritage asset (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
2. The NPPF identifies the following:

* Paragraph 200 makes clear that any harm to a designated heritage asset requires clear and convincing justification. It sets out that substantial harm or loss of

1. grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
2. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

* Paragraph 201 identifies that “*where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.”*
* Paragraph 202 sets out *“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”*

1. The NPPF requires any harm to designated heritage assets to be weighed against the public benefits of the proposal. The PPG identifies that *“public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the NPPF paragraph 8. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit.”*
2. The context for planning applications is that the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest. Section 66 of the 1990 Act is relevant as it states that the decision maker, when exercising planning functions, must give special regard to the desirability of preserving a listed building and its setting. Section 72 of the 1990 Act provides protection for the character and appearance of Conservation Areas.
3. As part of the evidence base for the Local Plan the Council has commission Rocket Heritage & Archaeology Ltd to undertake a Heritage Impact Assessment (HIA) to understand the implications of proposals in the Local Plan on heritage assets. The purpose is to:

* gain an understanding of the cultural heritage assets in and around a site,
* evaluate the consequences of proposed change to the significance of heritage assets.

It provides the Council with information to understand the impact of the proposals on the significance of any heritage assets affected.

1. In addition to the HIA, the two allocations are subject to planning applications but the sites reflect slightly different geographic areas that the proposed allocations. The site to the north east Junction 27 is planning reference V/2022/0360 and includes evidence in relation to heritage aspects by the RPS Group. The site extends further north that the proposed allocation including additional land to be utilised for landscape purposes. The site to the south east is reference v/2022/0246 with heritage evidence from Locus Consulting Ltd. The site is slightly smaller than the proposed allocation.
2. Historic England have been consulted as part of the HIA, have responded to the Local Plan Consultation 2021 and to both planning applications.

*Land to the North East of Junction 27 of the M1 Motorway*.

1. For the site to the north east of Junction 27 the HIA identifies there are 3 Scheduled Monuments, 1 Registered Park and Garden and 5 Listed Buildings within the vicinity of the site. There are 9 further non-designated heritage assets identified in the Nottinghamshire HER (See HIA Figure 1 and Figure 2). The key heritage assets are as follows:

* Scheduled Monument Fishponds 170m south of Damstead Farm.
* Scheduled Monument All Saints Church and graveyard, 150m south of Annesley Hall Lodge.
* Grade I Listed Ruins of Church of All Saints.
* Grade II\* Listed Registered Park and Garden Annesley Hall.
* Grade II Listed Terrace to southwest of Annesley Hall.
* Grade II Listed Gatehouse Range to Annesley Hall.
* Grade II Listed Annesley Lodge.
* Grade II Annesley Hall.

1. The Council’s HIA identifies that due to the distance of several of these assets, as well as intervening topography and tree screening, there is a lack of visibility between many of these assets and the study site. The study site is not considered to form part of the setting of the following: All Saints Church and Graveyard, Ruins of Church of All Saints, Annesley Hall, Terrace to southwest of Annesley Hall, Annesley Lodge, Gatehouse Range to Annesley Hall.
2. The heritage assessments by the various parties are set out in the Table and summary below.

Asset: Annesley Hall Registered Park & Garden

* Rocket – less than substantial harm, but substantial harm to the historic landscape character.

The site is located approximately 470m northwest of the Registered Park and Garden. Although the proposed development area does not have much intervisibility with the park, it is located within its wider agricultural setting.

The site is comprised of several parcels of arable land and thus makes a positive contribution to the asset’s setting, especially by providing an important buffer between the park and the M1 motorway to the west. The impact of the proposed development on the historic environment would therefore be less than substantial harm, but substantial harm to the historic landscape character.

Due to topography involved, mitigation of extensive development would be very difficult and would be incapable of removing or minimising harm to a wholly acceptable degree.

* Historic England – less than substantial harm.

The proposed development would infill with development the last surviving area of rural landscape that connects Damstead Fishponds Scheduled Monument and Annesley Hall and Registered Park and Garden.

Even with planting to screen views of the development, there would be a loss of openness and the rural character of the landscape surrounding the fishponds that help to provide an understanding of their historic context and connection to the wider estate of which they were a part.

HE considers the harm to the significance that the scheduled fishponds and the registered park and garden derive from their setting to be less than substantial, but greater in the case of the fishponds, which would become isolated from the rest of the surviving historic estate at Annesley.

* RPS Group – no impact on the significance.

The proposed development site lies c.400m west of the boundary of the RPG at its nearest point, and may once have formed part of the Estate’s wider landholding. However, there remains no legibility of any such historic connection at present, and whilst the study site currently comprises agricultural land, it is experienced in conjunction with the adjacent business park and motorway and therefore does not contribute to an appreciation of the asset’s historic rural context. The boundary of the RPG and study site are visible sequentially along the A608 Mansfield Road. However, there is no direct intervisibility between the two, and the significance of the asset or any of the separately assets within, cannot be appreciated from the study site. Overall, it is therefore considered that the proposed development will have no impact on the significance of the Annesley Hall RPG (or any of the separately designated assets contained within).

Asset: Damstead Fishponds

* Rocket – less than substantial harm.

The site is located high upon the hillside to the south of Damstead Fishpond Scheduled Monument. The site it forms part of the skyline above the monument, as such, any development would potentially be highly visible and dominate the immediate setting of the Scheduled Monument. Development would consequently negatively impact the rural setting of the asset which makes an important contribution to its significance. The development is, therefore, likely to cause less than substantial harm to Damstead Fishponds.

* Historic England – less than substantial harm.

See the summary to the Registered Park and Garden.

* RPS Group – low level of harm in the spectrum of less than substantial harm, reducing to no impact following maturing of the intervening planting.

Damstead Farm Fishponds are primarily experienced in their immediate setting, which comprises the small valley in which they are set. It is considered that the study site makes a negligible contribution to the overall significance of the heritage asset. It is therefore considered that the proposed development will initially have a low level of harm to the significance of the Damstead Farm Fishponds within the spectrum of less than substantial harm, reducing to no impact following maturing of the intervening planting.

| **Site** | **Heritage Asset** | **Level of Harm to the Historic Environment** | **Level of Change to the Historic Landscape Character** | **Recommendation** | **Level of Harm to the Historic Environment** | **Level of Harm to the Historic Environment** |
| --- | --- | --- | --- | --- | --- | --- |
| **Rocket Consultants (ADC) - Heritage Impact Assessment (HIA)** | | | | | **Historic England** | **Planning application HIA** |
| S8 – North east of M1 Motorway J27, Annesley | Annesley Hall Grade II\* Registered Park and Garden | Less than substantial harm  (Cumulatively: substantial harm, if allocated with S8 – Southeast of J27) | Major | **Remove allocation** | Less than substantial harm. | No impact on the significance |
|  | Damstead Fishponds Scheduled Monument (SM) | Less than substantial harm |  |  | Less than substantial harm. | Less than substantial harm, at the lower level following maturing of trees, reducing to no impact with intervening planting. |

**Table 29: Heritage Impact Assessment Employment Land Sites**

Source: Ashfield DC Heritage Impact Assessment 2023, Historic England Responses, Planning Application V/2022/0246 Heritage Assessment by Locus Consulting Ltd, Planning Application V/2022/0360 Heritage Assessment by RSP Group.

*Land to the South East of Junction 27 of the M1 Motorway*.

1. For the site to the south east of Junction 27 the HIA identifies there are 2 Scheduled Monuments, 1 Registered Park and Garden and 5 Listed Buildings (1 Grade I and 4 Grade II) within the vicinity of the site. There are also 11 further non-designated assets identified in the Nottinghamshire HER (Figure 1and Figure 2). The key heritage assets are as follows:

* Scheduled Monument All Saints Church and Graveyard.
* Scheduled Monument Annesley Motte and Bailey Castle.
* Grade I Listed Ruins of Church of All Saints..
* Grade II\* Listed Registered Park and Garden Annesley Hall.
* Grade II Listed Annesley Hall.
* Grade II Listed Annesley Lodge.
* Grade II Listed Gatehouse Range.
* Grade II Listed Terrace to south west of Annesley Hall.

1. The heritage assessments by the various parties are set out in summary below.

Asset: Annesley Hall Registered Park & Garden

* Rocket – less than substantial harm, but substantial harm to the historic landscape character.

Proposed allocation is located immediately adjacent to the Annesley Hall Registered Park and Garden, and it forms something of a backdrop to the estate being the highest point within the vicinity of the estate for some distance.

Development upon the site would have the potential to dominate the landscape and this would irreparably alter the setting, views and experience of several of the nearby heritage assets.

Development would result in further encroaching urbanisation around the Park and Garden and its associated heritage assets, which lie within an area that has remained relatively intact from change. This would have an extremely negative impact upon both the immediate and surrounding setting of the heritage assets.

Overall, the proposed development would cause less than substantial harm to the historic environment, but substantial harm to the historic landscape character. Due to topography involved mitigation of extensive development would be very difficult and would be incapable of removing or minimising harm to an acceptable degree.

* Historic England – likely to be substantial harm.

The Registered Park and Garden at Annesley Hall, containing Annesley Hall, are heritage assets of the highest significance and national importance. They are associated with literary works of international importance through the poetry and prose of Lord Byron and DH Lawrence, and also with the life of Lord Byron.

The proposed development for B2-B8 units on land in the sensitive landscape immediately adjacent to the registered park would not contribute to local distinctiveness, would erode the estate setting of these important heritage assets, including the buffer between the M1 and the registered park, and have a harmful visual impact in key public views that would impair the ability to appreciate these assets in their historic setting.

Considered that there is likely to be substantial harm to Annesley Hall Registered Park and Garden.

* Locus Consulting Ltd – less than substantial harm, at the higher end of the scale.

The proposed development will bring about a less than substantial harm, at the higher end of the scale, to the heritage significance of the Grade II\* Registered Park and Garden of Annesley Hall.

The proposed development will bring about a less than substantial degree of harm, at the lower end of the scale, to their heritage significance of Annesley Hall and its associated gatehouse and terrace, Annesley Motte and Bailey Castle Scheduled Monument, the Grade I listed building of the Ruins of the Church of All Saints and the ‘All Saints Church and Graveyard’ scheduled monument within which it sits.

Asset: Annesley Hall (including All Saints Church and Graveyard SM, Annesley Motte and Bailey Castle SM, and Grade I Listed Ruins of Church of All Saints.

* Rocket – less than substantial harm.
* Historic England – likely to be substantial harm.
* Locus Consulting Ltd – less than substantial harm, at the lower end of the scale.

See the summary commentary on the Registered Park and Garden.

| **Site** | **Heritage Asset** | **Level of Harm to the Historic Environment** | **Level of Change to the Historic Landscape Character** | **Recommendation** | **Level of Harm to the Historic Environment** | **Level of Harm to the Historic Environment** |
| --- | --- | --- | --- | --- | --- | --- |
| **Rocket Consultants (ADC) - Heritage Impact Assessment (HIA)** | | | | | **Historic England** | **Planning application HIA** |
| S8 – South east of M1 Junction 27, Annesley | Annesley Hall Grade II\* Registered Park and Garden | Less than substantial harm, at the higher end of the scale  (Cumulatively: substantial harm, if allocated with S8 Northeast of Jn 27) | Major | **Remove allocation** | Likely to be substantial harm – **Objects to** **allocation** | Less than substantial harm, at the higher end of the scale |
|  | Annesley Hall Grade II Listed Building and associated designated heritage assets[[27]](#footnote-27) | Less than substantial harm on the higher end of the scale |  |  | Likely to be substantial harm – **Objects to allocation** | Less than substantial harm, at the lower end of the scale. |

**Table 30: Heritage Impact Assessment Employment Land Sites** Source: Ashfield DC Heritage Impact Assessment 2023, Historic England Responses, Planning Application V/2022/0246 Heritage Assessment by Locus Consulting Ltd, Planning Application V/2022/0360 Heritage Assessment by RSP Group.

1. As well as harm to individual heritage assets the HIA and Historic England consider the cumulative harm.

* Rocket’s Conclusions - Together the Junction 27 sites (KA020 & KA025) and Whyburn Farm (HK028) would cause substantial harm to Annesley Hall Registered Park and Garden. As a result, it is recommended that both Junction 27 sites be removed from being allocation. It has been raised with Rocket whether the removal of Whyburn Farm would change the above recommendation but they remain of the view that while the removal of the Whyburn Farm allocation does lessen the overall (cumulative) harm to Annesley Park, the two employment sites together would still, result in substantial harm to the significance of the asset.
* Historic England’s Conclusions - Taken together these two employment allocations, along with the proposed New Settlement at Whyburn Farm, would have a cumulative harmful impact on the significance derived from its setting of Annesley Hall Grade II\* Registered Park and Graden. Annesley Hall Registered Park and Garden would be increasingly surrounded by development and would lose much of its remaining rural setting on the north, west and south sides. This is especially pertinent given that Annesley Hall is Ashfield’s only RPG (with the exception of a small portion of Hardwick Hall RPG, which mostly falls within Derbyshire) and is also highly graded at II\*.

1. As can be seen from Tables 29 and 30 above there is not universal agreement over the specific heritage impact of the allocation.

* For the Land to the North East of Junction 27 all parties identify that there is less than substantial harm to the heritage assets. The Council’s HIA identifies that due to the distance of several of these assets, as well as intervening topography and tree screening, the site is not considered to form part of the setting of the following: All Saints Church and Graveyard, Ruins of Church of All Saints, Annesley Hall, Terrace to southwest of Annesley Hall, Annesley Lodge, Gatehouse Range to Annesley Hall.
* For the land to the South East of Junction 27 it is consider that there is less than substantial harm in relation Annesley Hall Grade II Listed Building and associated designated heritage assets. For the Registered Park, Historic England consider that there is likely to be substantial harm.
* Cumulatively, in allocating the land to the North East and land to the South East of Junction 27, both HIA and Historic England considers there is substantial harm arising from the proposal to the heritage assets.

1. NPPF paragraph 201 in relation to substantial harm consent, sets out that an application should be refused unless it can demonstrate that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss. Under paragraph 202, where the proposal will lead to less than substantial loss harm should be weighed against the public benefits. In relation to the historic environment the Planning Practice Guidance Historic Environment (PPG) states that:

*“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit.”*

The PPG applies a broad meaning to the concept of "public benefits". While these may include heritage benefits, the guidance confirms that all types of public benefits can be taken together and weighed against harm.

*Public Benefits*

1. The public benefits substantially arise from the economic aspects of sustainable development.
2. The National Planning Policy Framework identifies that significant weight should be placed on the need to support economic growth and productivity including addressing the specific location requirements of different sectors with storage and distribution (logistics) being specifically identified. The Council has adopted a positive approach to sustainable economic growth at a local level which is reflected in the Regulation 19 Local Plan which recognised the need to respond to the wider sub regional demand for logistics. This is reflected in the policy approach which identify the following:

* Strategic Policy 1: Spatial Strategy to Deliver the Vision sets out the ambition to *“Maximising the economic development potential of key sites including land adjacent to M1 junction 27 and Sherwood Business Park.”*
* Strategic Policy S6 identifies two strategic allocations at Junction 27 of the M1 Motorway which are identified as being accessibility to the strategic road network which will create high quality business space to contribute towards meeting the regional demand for logistics.
* Strategic Policy S8: Delivering Economic Opportunities identifies that *“The Council is committed to developing a sustainable, diverse and resilient economy, reducing low wages and improving skill levels in order to narrow the difference between District and national figures by: a. Providing for the growth of the local and sub-regional economy by ensuring sufficient and appropriate employment land is available within the District to meet local needs and to contribute towards future regional needs of businesses”.*

1. The Logistics Sector makes a substantial contribution the national and regional economy. There is an urgent requirement for meeting the needs of the Logistics Sector along the M1 corridor in Nottinghamshire as demonstrated through the evidence base on employment needs generally and the logistics sector specifically in relation to demand and supply.
2. For Ashfield jobs in the manufacturing sector are predicted to decline. The development of logistics on the allocation contributed toward providing job opportunities for local people, for local economic growth and value added to the local economy. The multiplier effect of the significant investment at Junction 27, with increased expenditure to support other local businesses. There are anticipate to be positive impacts for Ashfield residents reducing employment deprivation and income deprivation.
3. Under statute, local planning authorities and county councils are under a duty to co-operate with each other and other prescribed bodies, on strategic matters that cross boundaries. The evidence from the Nottinghamshire Core & Outer Housing Market Area Employment Land Needs Study, 2021 (ELNS), the Logistics Study and the Greater Nottingham Partnership Strategic Distribution and Logistics Background Paper is that there is a significant demand for logistics space which will not be met. There urgent requirement for meeting the needs of the Logistics Sector along the M1 corridor in Nottinghamshire as demonstrated through the evidence base on employment needs generally and the logistics sector specifically in relation to demand and supply. In this context the site at Junction 27 make a significant contribution towards meeting this requirement.
4. The need to identify sufficient employment land to meet local needs and contribute towards the wider requirements for the economy with the associated benefits from investment, job creation and value added to the local economy. Strategic logistics sites have come forward in Ashfield including land at Castlewood Business Park and land off Common Road Huthwaite. However, these business parks have been substantial completed and currently very limited opportunity to meet the logistics sector requirements in alternative locations in Ashfield.
5. Sherwood Business Park at Junction 27, is a prime location for the logistics sector having already developed. The evidence from the Council’s Employment Land Needs Study and Logistic Study and the Avison Young report all reached a conclusion that the site is a suitable and prime location for strategic distribution uses which will serve both a regional and national market requirements. There are opportunities to expand the Business Park to meeting the on-going economic needs of the logistics sector.
6. Junction 28 has seen substantial development around the Junction, and there is a requirement for long term improvements to Junction 28 reflecting the congested transport system in this location.
7. Sherwood Business Park has been developed to the east of Junction 27 of the M1 Motorway. The character of the local area is already defined by a Business Park with it associated existing built form and overall massing of logistic and office units. The area is also influenced by its role as a key transport link to the significant urban areas of Kirkby-in-Ashfield and Hucknall. This will gain more prominence with the development of Top Wighay Farm along the A611. Therefore the area, particularly the area to the north east, already has a more commercial feel to it rather than rural tranquillity. Consequently, the development of logistics units is not out of character with the local area as it stands.
8. The allocation links with Sherwood Business Park which results in the clustering and more efficient working practices for existing local businesses.

*Alternative sites*

1. The Court in Forge Field Society v Severnoaks District Council ([2014] EWHC 1895 (Admin) sets out the “need for suitably rigorous assessment of potential alternatives” where any harm is identified to the significance of a heritage asset, but there is a need for the type of development to be considered and any alternative site on which such harm can be avoided all together. When the Draft Local Plan 2021 was consulted upon the Council Strategic Housing and Economic Land Availability Assessment (SHELAA) did not identify any alternative sites to meet the anticipated local and the regional need particularly for logistics requirements with a requirement for land close to the M1 Motorway. Subsequently, the following sites have been submitted and assessed as part of the SHELAA. They are located in close proximity to Junction 27 or 28 of the M1 Motorway and potential could be an alternative to provide logistics in Ashfield:

* East of Pinxton Lane and South of the A38, Sutton in Ashfield (SHELAA - SA086). The site is located of the A38 to the east of Castlewood Business Park. There is a current planning application for the site which has not been determined (v/2023/0021). However, at this stage there are issues associated with ecology, potential impacts on air quality and highway access both in relation to accessing the site and to the strategic highway network.
* Land east of Sherwood Business Park A611, Annesley (SHELAA - KA053). The site is substantially smaller comprises a gross area of approximately 8.97 ha and therefore does not have the same capacity to deliver strategic logistic sites. The site is also subjects to constraints which further reduce the capacity. It is located in the Green Belt and adjacent to the Annesley Hall Registered Park and Garden. Consequently it is not considered to be an alternative to the sites allocated.

*Conclusion*

1. The Council’s Green Belt assessment identifies that the proposed allocations form part of an area which are assessed in terms of Green Belt harm “Relatively High” and “High”. The proposed development constitutes inappropriate development in the Green Belt. The buildings on the site are anticipated to be logistics units which by their size and scale would have an adverse impact on the spatial and visual openness of the Green Belt. However, the impact is ameliorated to an extent by the proposed structural landscaping and the site location adjacent to the M1 and for the site to the North East by Sherwood Business Park. For proposals affecting the Green Belt, for planning applications, local planning authorities should ensure that substantial weight is given to the harm to the Green Belt. However, the NPPF also identifies that Green belt boundaries can be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. (Paragraph 140).
2. From a heritage aspect the Council’s HIA recommends the removal of the strategic employment sites Policy S6 (formally S8) comprising land northeast of Junction 27 of the M1 and land southeast of Junction 27 of the M1. The buildings on the allocation would be visible, and there would be harm notwithstanding the landscaping to mitigation anticipated. The planning balance must be weighed in terms of the harm caused to the significance of heritage assets against the public benefits of the proposed use. The NPPF requires that great weight should be given to harm to heritage assets and any substantial harm to Annesley Hall Registered Park and Gardens (Grade ii\*) and scheduled monuments should be ‘wholly exceptional’.
3. The economic evidence for the Local Plan identifies that there is a significant demand for strategic logistics, particularly along the M1 Motorway. The evidence identifies that there is a shortage in the supply to meet the needs of major logistics operators. There are also socio-economic benefits for the Ashfield economy and help address local deprivation issues. The proposed allocations at Junction 27 provide a major economic opportunity for Ashfield in meeting this need given its location on the strategic highway network.
4. The economic evidence identifies that there is significant demand along the M1 corridor in Nottinghamshire with a shortage in the supply to meet the needs of major logistics operators. With the substantial development of Castlewood Business Park and the building out of Summit Park, Ashfield no longer has the capacity to significantly contribute towards meeting this requirement. The Council considers that currently there are no sites in the District which would provide a realistic alternative with the necessary attributes the site at Junction 27 possesses. Junction 27 site is well places to meet demand for logistics in terms of scale, access to the motorway network and deliverability. The strategic proposed allocation provide a major economic opportunity for Ashfield. It provides investment to boost the local economy and jobs opportunities.
5. The need to weigh competing issues lies at the heart of the NPPF. It is considered, on balance, the public benefits of the proposed allocation in relation to heritage assets and the exceptional circumstances in relation to the Green Belt provide the justification for the allocation to be taken forward in the Local Plan.

Regulation 19 Local Plan Employment Land Allocations

1. After taking the above factors into account and taking forward the strategic employment allocations, the anticipated employment land supply position at 1st April 2023 is as follows:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Employment Land Supply – Potential allocated sites net developable area as at 1st April 2023** | | | | |
|  | **Draft Local Plan 2021** |  | **Approx. net developable area** | **Notes** |
| Aerial Way | EM2 H1 |  | 0.83 |  |
| Blenheim Lane | EM2 H2 |  | 0.00 | Completed |
| Butlers Hill | EM2 H |  | 0.60 | PP granted remaining plots |
| Harrier Park, Hucknall (Rolls Royce | EM2 H4 |  | 6.70 | PP Site adjusted by pp v/2020/0553 Total 13.39 ha. 50% of this site was identified in Logistics Study as Strategic. |
| Castlewood Business Park | EM2 S1 |  | 2.38 | (Unit almost completed) |
| Fulwood Road North | EM2 S2 |  | 1.37 | (being used as open storage) |
| Hamilton Road | EM2 S3 |  | 3.34 |  |
| South West Oakham | EM2 S4 |  | 0.00 | Completed |
| Kings Mill Road | EM2 K1 |  | 1.99 |  |
| Park Lane | EM2 K2 |  | 1.50 | (Substantial part site used storage construction materials) |
| Portland Ind Park | EM2 K3 |  | 1.76 | (Parts use as HGV park/storage) |
| Lowmoor Road, Kirkby-in-Ashfield |  |  | 5.56 | Proposed additional site allocation Regulation 19 Local Plan. |
|  |  |  |  |  |
| **Sub Total Local Sites** |  |  | **26.03** |  |
|  |  |  |  |  |
| Whyburn Farm | Policy S6 |  | 0.00 | 11 ha lost as Whyburn Farm not taken forward - Site is within Logistics Study as Strategic |
| Harrier Park, Hucknall (Rolls Royce | EM2 H4 |  | 6.69 | PP Site adjusted by pp v/2020/0553. 50% of this site was identified in Logistics Study as Strategic. |
| West of Fulwood | EM2 S5 |  | 5.68 | PP for warehouse. Identified in Logistic Study as Strategic |
| Junction 27 M1 North East | Policy S6 |  | 18.42 | Identified in Logistic Study as Strategic |
| Junction 27 M1 South East | Policy S6 |  | 22.50 | Identified in Logistic Study as Strategic |
| Lowmoor Road, Kirkby-in-Ashfield |  |  | 5.55 | Proposed additional site allocation Regulation 19 Local Plan. |
|  |  |  |  |  |
| **Sites with Potential Strategic Logistics** |  |  | **58.84** |  |
|  |  |  |  |  |
| **Employment land supply on allocations 1st April 2023** |  |  | **84.87** |  |

**Table 31 Employment Land Supply**

**Source: Ashfield DC**

Demand and Supply Conclusions

1. For Ashfield the position is complex as the ELNS identified that Ashfield has proved to be an attractive location due to the ease of access to the M1. This has also been influenced by the lack of opportunities to the south of Junction 28 where junctions are located within the Green Belt. Ashfield has experienced significant development within the logistics sector since 2015/16 Table 32 sets out those units developed with a floorspace of more than 9,000 sq m.
2. Analysis of industrial development in Ashfield that has taken place since 2015/16 identifies that the District has been dominated by strategic units with a floor area of more than 9,000 sq m with limited development on allocated sites for a range of other purposes. From Table 33, it appears that of the 56.80 of land developed on employment allocations 31.49 ha comprises strategic units and 18.31 ha for other purposes.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Plot** | **Planning permission** | **Decision date** | **Description** | **Floor space**  **Sq m** | **Site Area**  **ha** |
| 2015/16 | Castlewood Business Park, Plot 7 | v/2015/0031 | 23/02/2015 | Warehouse with ancillary offices | B8 7,781  B1 1,545  Total 9,226 | 2.11 |
| 2018/19 | Castlewood Business Park, Plots | v/2018/0217 | 31/07/2018 | Warehouse/B2 | B1 1,020  B2 11,080  B8 11,080 Total 23,180 | 5.31 |
|  | 2 & 3 |
| 2019/20 | Summit Park, Sutton in Ashfield | v/2019/0101 | 05/04/2019 | Distribution warehouse with ancillary B1 (Amazon) | Total 162,791 | 19.3 |
| 2020/21 | Harrier Park, Hucknall | v/2019/0433 | 19/11/2019 | Warehouse/B2 | B1 2,903.2 B2/B8 15,290.9 Total 18,194.1 | 4.83 |
| 2022/23 | Castlewood Business Park, Plot 8 | v/2022/0628 | 05/10/2022 | B2 and B8 | Office 715 B2 & B8 11,752  Total 12,467 | 2.94 |
| 2022/23 | Castlewood Business Park, Plot 1 | v/2018/0652 | 18/01/2019 | Warehouse | B8 19,235 | 5.0 |

**Table 32: Ashfield Units brought forward of approximately 9,000 sq m or more (Table 20 Background Paper No 3 Economy and Employment Land 2021)**

Source: Ashfield District Council Employment Land Monitoring Report.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Developed for Strategic Logistics ha**  **(9,000 sq m)** | **Developed for Local ha** | **Total area developed on allocated employment sites ha** | **Floorspace on sites sq m** |
| **2015/16** |  |  |  |  |
| Castlewood Plot 7 | 2.11 |  |  | 9,226 |
| Park Lane 0.54 (2,438 sq m) |  | 0.54 |  | 2,438 |
| Floorspace on existing employment sites |  |  |  | 2,436 |
| **Total** | **2.11** | **0.54** | **2.65** |  |
| **2016/17** |  |  |  |  |
| * Butlers Hill, Hucknall, Plot 1. * Portland Veolia Environmental Services waste transfer Station. * Back-up Electricity   Generation Plant. |  | 0.6  1.6  0.43 |  | 916  2,541 |
| Floorspace on existing employment sites. |  |  |  | 4,717 |
| **Total** | **0** | **2.63** | **2.63** |  |
| **2017/18** |  |  |  |  |
| * Blenheim Park, Hucknall. * Butlers Hill, Hucknall.   Castlewood Petrol Station, small retail outlet and coffee shop. |  | 2.85  0.50  0.58 |  | 5,600  1,580 |
| Floorspace on existing employment sites. |  |  |  | 1,170 |
| **Total** | **0** | **3.93** | **3.93** |  |
| **2018/19** |  |  |  |  |
| Castlewood Plots 2 & 3 | 5.31 |  |  | 23,180 |
| Castlewood Plot 9 |  | 1.64 |  | 6,730 |
| Floorspace on existing employment sites. |  |  |  | 34,174  (Roma Oddicroft Lane 33,174) |
| **Total** | **5.31** | **1.64** | **6.95** |  |
| **2019/20** |  |  |  |  |
| Summit Park – South West Oakham (Amazon) | 19.3 |  |  | 162,781 |
| Fulwood Road North, Huthwaite |  | 0.15 |  | 859 |
| Watnall Road |  | 0.80 |  |  |
| Brierley Park (Storage) |  | 0.73 |  |  |
| Floorspace on existing employment sites. |  |  |  | 303 |
| **Total** | **19.3** | **1.68** | **20.98** |  |
| **2020/21** |  |  |  |  |
| Harrier Business Park, Hucknall | 4.83 |  |  | 20,706 |
| South West Oakham -18 Hamilton Way |  | 1.86 |  | 9,550 |
| Floorspace on existing employment sites. |  |  |  | 1,547 |
| **Total** | **4.83** | **1.86** | **6.69** |  |
| **2021/22** |  |  |  |  |
| * Units 2,3,8 & 9 Blenheim Park Hucknall. * Park Land Industrial Estate. * Castlewood Plot 5.   Castlewood Plot 6. |  | 3.3  0.67  0.48  0.86 |  | 15,452  2,612  1,608  1,759 |
| Floorspace on existing employment sites. |  |  |  | 4,900 |
| **Total** | **0** | **5.31** | **5.31** |  |
| **2022/23** |  |  |  |  |
| * Castlewood Plot 1 * Castlewood Plot 8 | 5.0  2.94 |  |  | 19,235  12,467 |
| Butlers Hill Open Storage |  | 0.72 | 8.66 | - |
| Floorspace on existing employment sites. |  |  |  |  |
| **Total** | **7.94** | **0.72** | **8.66** |  |
|  |  |  |  |  |
|  |  |  |  |  |
| **TOTAL 2015/16 to 2022/23** | **39.49** | **18.31** | **58.80** |  |
|  |  |  |  |  |

**Table 33: Ashfield** **- Analysis of Industrial Development on Employment Allocations 2015/16 to 2022/23**

Source: Ashfield District Council Employment Land Monitoring Report.

1. The ELNS identified that the key message for Ashfield was that

*‘Ashfield District: There is a significant imbalance in the (2018) supply of employment land in Ashfield District, at 75 ha, when set against the past take up data (77 ha net, 119 ha gross). This take up figure is likely to have been inflated by some very large B8 distribution sites coming forward most notably the Amazon Distribution depot at Summit Park for c. 19 ha in 2019/20. The econometric / labour supply modelling, which does not factor in the needs of large scale B8, suggests that a lower level of need equal to between 47- 58 ha could be required for light/general industrial and B8 distribution..….’. (ELMS Paragraph 10.21).*

1. The ELNS also emphasised that the evidence from stakeholders was that there was significant reginal demand for strategic logistic sites. Section 5 of the Study identified that commercial agents and logistics developers/operators have criticised the lack of large ‘big box’ B8 allocations that have come forward in recent years across the Greater Nottingham sub-region.
2. The Logistic Study 2022 confirms the qualitative commercial market evidence in the ELNS 2021 that there is significant demand from the logistics sector along the M1 Motorway. As a substantial part of the Motorway through Nottinghamshire is in the Green Belt this is considered to have limited opportunities in the past. The Logistic Study concluded that, influenced by historic supply side constraints, completion trends did not represent future market needs.
3. The Draft Local Plan 2021 in Strategic Policy S10: Delivering Economic Opportunities made provision for up to 83 ha of employment land for the period from 2018 to 2038. This reflected the revised Option 3, which the figures for the various growth scenarios set out in Table 34. However, there remains the question of to what degree have past take up rates been influenced by the regional demand for logistics.

| **2018-2038** |  | **Offices/R & D**  **sq m** | **Light Industrial**  **(ha)** | **General Industrial (ha)** | **Warehousing**  **(ha)** | **Total Industrial (ha)** |
| --- | --- | --- | --- | --- | --- | --- |
|  |  |  |  |  |  |  |
| **Experian Baseline September 2020** | Net | 10,914 | 2.89 | -13.40 | 8.20 | -2.31 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **18,618** | **9.71** | **1.86** | **14.13** | **25.70** |
|  |  |  |  |  |  |  |
| **Regeneration** | Net | 20,972 | 3.01 | -11.30 | 13.29 | 5.00 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **28,676** | **9.83** | **3.96** | **19.22** | **33.01** |
|  |  |  |  |  |  |  |
| **2014 based SNPP** | Net | 13,781 | 4.92 | -12.47 | 12.09 | 4.54 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | +Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **21,485** | **11.74** | **2.79** | **18.02** | **32.55** |
|  |  |  |  |  |  |  |
| **Current SM** (481dpa) | Net | 15,456 | 6.11 | -11.93 | 14.36 | 8.54 |
|  | + Flexibility Factor | 2,424 | 0.59 | 1.31 | 5.09 | 6.99 |
|  | + Loss Replacement | 5,280 | 6.23 | 13.95 | 0.84 | 21.02 |
|  | **Requirement** | **23,160** | **12.93** | **3.33** | **20.29** | **36.55** |
|  |  |  |  |  |  |  |
| **Past Take up rates** | Net | 969 |  |  |  | 54.91 |
|  | + Flexibility Factor | 2,424 |  |  |  | 6.99 |
|  | + Loss Replacement | 5,280 |  |  |  | 21.02 |
|  | **Requirement** | **8,673** |  |  |  | **82.92** |

**Table 34: Ashfield Employment Land Scenarios** (Table 30 Background Paper No 3 Economy and Employment Land 2021)

Source: Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021 & Ashfield District Council

1. The ELNS identifies six scenarios for the period 2018 to 2038 to indicate the broad scale and type of employment growth arising from different approaches to modelling. The Study identifies in paragraph 9.*4 ‘Where B8 distribution is referred to in Section 8.0, it should be noted that this primarily relates to localised, or indigenous, needs. Strategic logistics needs of national and regional distribution centres are generally not reflected in either the past take-up or econometric modelling data (with the partial exception of Ashfield District’s past take up data)’.*
2. A key implication of this is that employment land requirements will need to be extended for an additional period of two years to 2040, with a revised base date of 2023 and an appropriate level of supply of employment land identified to meet any additional demand.
3. The scenarios have been remodelled accordingly. This has involved extending the Experian September 2020 and March 2020 forecasts forward by two years and reducing the overall assessment period from 20 years to 17.
4. The key changes to the assumptions and data sources are as follows:
5. **The Plan period is amended from 2018-2038, to 2023-2040**. This reduces the timeframe from 20 years to 17. As can be seen from Figure 6 below, this has a very significant increase in the net job growth for both the Experian March 2020 and September 2020 econometric scenarios. This is because the previous base date of 2018 occurred at a trough in the job market when the number of people working in Ashfield District had dipped, ahead of stronger growth in the years to come (notwithstanding the economic shock of the Covid-19 pandemic). By 2023, the job market had largely recovered under both scenarios.

As a result, the net job growth between 2018 and 2038 totalled +7,300 for the (pre-Covid) March 2020 projections, and +5,500 for the September 2020 projections. By shifting the period to 2023-2040, this reduces the net job growth to just +3,700 for the March 2020 projection and +4,700 for the September 2020 projection. This has a corresponding knock-on effect on B-Class job growth, with the March 2020 Experian forecast projecting loss of -1,739 B-Use Class jobs to 2040 (compared to -714 2018-38) and the September 2020 Experian forecast projecting a loss of -1,547 B-Use class jobs (compared to -1,216 2018-38).

Figure 6: Net Job Growth in Ashfield District, 2018/20-2038/40
Source: Experian March 2020 / September 2020 Model Runs


**Figure 6: Net Job Growth in Ashfield District, 2018/20-2038/40**

Source: Experian March 2020 / September 2020 Model Runs

1. **Updated Past Take Up Rates and Losses**: As discussed above, due to a considerable amount of employment land data being available from the early 2000s (that stood in contrast to the much narrower database available from most of the other Nottinghamshire authorities), the Nottingham Core HMA and Nottingham Outer HMA Employment land Needs Study 2021 modelled take up and losses data stretching back from 2000/01 to 2019/20. Over this longer time period, gross take up equalled 1,740 sqm for office and 22,382 sqm of industrial/warehousing floorspace annually. Losses averaged 528 sqm for offices and 8,406 sqm for B2/B8 uses every year, resulting in a net annual change of 1,212 sqm of office floorspace and 13,976 sqm of B2/B8. These figures were incorporated into all the scenarios as a 2-year flexibility margin and projected forward 20 years for loss replacement (see below). The gross figures were also projected forward 20 years for the Past Take Up Rates scenario, resulting in a requirement for 37,224 sqm of office floorspace and 118.9 ha of employment land.

Council Officers consider that a consistent approach should be taken with the other Nottingham Core and Outer HMA authorities, such that 2011/12 ought to be used as the cut off starting date for the assessment of completions and losses. New data is also available for 2020/21, 2021/22 and 2023/22 for both completions and losses data that was unavailable at the time of the original ELNS (2021). The new assessment is as follows:

| **2011/12-2022/23** | | **Offices / R&D**  **(sqm)** | **Light / General Industrial**  **(sqm)** | **Warehousing (sqm)** | **Mixed Industrial**  **(sqm)** | **Total (sqm)** |
| --- | --- | --- | --- | --- | --- | --- |
| 2011/12 | Gross | 0 | 1,040 | 0 | 0 | **1,040** |
| Losses | 0 | 880 | 0 | 0 | **880** |
| **Net** | **0** | **160** | **0** | **0** | **160** |
| 2012/13 | Gross | 0 | 6,560 | 0 | 0 | **6,560** |
| Losses | 0 | 1,960 | 0 | 0 | **1,960** |
| **Net** | **0** | **4,600** | **0** | **0** | **4,600** |
| 2013/14 | Gross | 0 | 0 | 0 | 0 | **0** |
| Losses | 0 | 2,760 | 0 | 0 | **2,760** |
| **Net** | **0** | **-2,760** | **0** | **0** | **-2,760** |
| 2014/15 | Gross | 0 | 0 | 0 | 0 | **0** |
| Losses | 0 | 16,280 | 4,680 | 0 | **20,960** |
| **Net** | **0** | **-16,280** | **-4,680** | **0** | **-20,960** |
| 2015/16 | Gross | 1,480 | 0 | 10,600 | 0 | **12,080** |
| Losses | 0 | 7,400 | 0 | 0 | **7,400** |
| **Net** | **1,480** | **-7,400** | **10,600** | **0** | **4,680** |
| 2016/17 | Gross | 0 | 10,520 | 0 | 0 | **10,520** |
| Losses | 0 | 0 | 0 | 0 | **0** |
| **Net** | **0** | **10,520** | **0** | **0** | **10,520** |
| 2017/18 | Gross | 0 | 4,320 | 11,400 | 0 | **15,720** |
| Losses | 0 | 2,040 | 0 | 0 | **2,040** |
| **Net** | **0** | **2,280** | **11,400** | **0** | **13,680** |
| 2018/19 | Gross | 0 | 0 | 27,800 | 0 | **27,800** |
| Losses | 1,040 | 7,880 | 0 | 0 | **8,920** |
| **Net** | **-1,040** | **-7,880** | **27,800** | **0** | **18,880** |
| 2019/20 | Gross | 0 | 600 | 80,400 | 2,920 | **83,920** |
| Losses | 0 | 13,440 | 0 | 0 | **13,440** |
| **Net** | **0** | **-12,840** | **80,400** | **2,920** | **70,480** |
| 2020/21 | Gross | 0 | 7,440 | 19,320 | 0 | **26,760** |
| Losses | 0 | 4,240 | 0 | 0 | **4,240** |
| **Net** | **0** | **3,200** | **19,320** | **0** | **22,520** |
| 2021/22 | Gross | 0 | 2,680 | 0 | 18,560 | **21,240** |
| Losses | 0 | 0 | 0 | 0 | **0** |
| **Net** | **0** | **2,680** | **0** | **18,560** | **21,240** |
| 2022/23 | Gross | 0 | 0 | 34,640 | 0 | **34,640** |
| Losses | 0 | 2,000 | 0 | 0 | **2,000** |
| **Net** | **0** | **-2,000** | **34,640** | **0** | **32,640** |
| **12-Year**  **Annual Average** | **Gross** | **123** | **2,763** | **15,347** | **1,790** | **20,023** |
| **Losses** | **87** | **4,907** | **390** | **0** | **5,383** |
| **Net** | **37** | **-2,143** | **14,957** | **1,790** | **14,640** |

**Table 35: Ashfield Take Up and Losses 2011/12-2022/23**

Source: Ashfield District Council (July 2023)

The new data indicates that over this 12-year period from 2011/12, gross office completions have totalled just 1,480 sqm, or 123 sqm per annum, compared to 1,740 sqm per annum between 2000/01 and 2019/20 (due in part to very high levels of delivery in 2008/09). Industrial gross delivery has totalled 238,800 sqm, or 19,900 sqm per annum, the vast majority of which (15,347 sqm p.a.) relates to B8 warehousing. The industrial/warehousing annual average is therefore slightly below the previous ELNS figure of 22,382 sqm going back to 2000/01.

Regarding losses data, office losses totalled 1,040 sqm, or 87 sqm p.a., over the past 12 years, well below the 528 sqm p.a. figure reported previously. As for B2/B8 losses, over the past 12 years these have totalled 63,560 sqm, or 5,297 sqm p.a., which are also lower than the 8,406 sqm previously recorded back to 2000/01 in the ELNS.

The updated take up and losses figures result in a net annual take up of 37 sqm per annum for offices; and 14,603 sqm per annum for B2/B8, a figure which is almost entirely driven by the need for warehousing/logistics.

1. **Losses halved**: As set out in detail in Section 7.0 above, the Council considers that given past losses significantly related to former colliery sites and traditional textile units, together with other factors, these losses are not likely to be repeated to the same extent in the future. Consequently, the scenarios in the 2021 ELNS overstate the land requirements based on these losses. Option 3 adjusted the figure by applying the losses at 50% of the ELNS figures, that is 1,160 sqm for offices and 15.93 ha for industrial uses.

Based on a narrower timeframe of 2011/12-2022/23, losses have averaged 87 sqm per annum for office uses and 5,297 sqm for industrial/warehousing uses. Halved, this equates to 43.3 sqm per annum for offices, or 737 sqm over 17 years. For industrial/warehousing uses, the (halved) replacement figure falls to 2,648 sqm per annum, or 45,022 sqm over 17 years.

1. **Amended demographic data**: the 2021 ELNS modelled two labour supply scenarios, one based entirely on the 2014-based Subnational Population Projections [SNPP], and an uplifted demographic scenario that adjusts for the Government’s standard methodology for calculating housing need at District level. The ELNS approach modelled population change over the period 2018-2038 based on these projections to align with the Government’s standard methodology for calculating housing needs. Lichfields then applied economic activity rates, unemployment levels and adjusted for commuting, to come to a figure for the net increase in jobs that Ashfield could support over the 20-year plan period. This increase in jobs was translated into employment land floorspace as above. A secondary scenario then uplifted the number of jobs that could be supported under the standard method with an affordability uplift.

For the first 2014-based SNPP scenario, the timeframe was shifted from 2018-38, to 2023-40, with an updated unemployment rate of 4.3% (taken from the ONS’s Annual Population Survey [APS] April 2022—March 2023), revised economic activity rates from the APS and a Labour Force Ratio of 1.1 (based on the latest ONS BRES job figures for Ashfield District for 2021). The unemployment rate and labour force ratio were held constant to 2040, with the economic activity rates increased gradually to reflect the growth rates published by the OBR in July

2018 (as set out in the ELNS 2021).

Although Ashfield District’s population is forecast to continue to increase between 2023 and 2040 according to the 2014-based SNPP (by 11,747), its economically active population is projected to increase at a much slower rate, at just 5.3%, or 3,528 residents. This means that once adjustments are made for unemployment and out commuting, the net job growth for the baseline scenario falls to just **+3,043** to 2040. This is translated into employment land as per the 2021 ELNS. This is much lower than the +7,501 job increase between 2018-2038, which partly reflects the very high level of growth in the number of economically active residents based in the District between 2018 and 2019, which (according to the ONS’s APS data) increased by 4,250 in a single year.

For the second labour supply scenario, Lichfields uplifted the number of jobs that would expect to be supported under the standard method with the affordability uplift. As per the 2021 ELNA, this assumes that the additional homes will ‘inflate’ the population of Ashfield District on a proportional basis, reflecting the age/sex profile of the 2014-based SNPP at the end of the plan period. This rate of increase is then applied to the population growth differential between the two projections for 2040). This level of increase was applied equally to each age/gender cohort under the assumption that the increase will apply evenly across the Plan period, with all other inputs held constant. The previous 2021 ELNA used a housing need based on the standard methodology [SM2] of 481 dwellings per annum [dpa], and an affordability uplift of 11%. As of July 2023, the latest version of the SM2 indicates that Ashfield District should provide a minimum of 446 dpa, which would result in a total dwelling stock around 1.5% above the level that would be expected by 2040 based on the 2014-based SNPP alone (incorporating a suitable adjustment for empty/second homes). Translating this into jobs would suggest a net growth of +3,950 under this secondary scenario, which again is well below the previous figure of 8,670 in the 2021 ELNS.

1. Based on these adjustments, the figures have been re-run and the amended scenarios presented in Table 36 below. All scenarios incorporate a 2-year flexibility adjustment of 73 sqm for office and 29,207 sqm (7.3 ha) for industrial/warehousing uses, and a (halved) 17-year trend of loss replacement equal to 737 sqm for office floorspace and 45,022 sqm (11.26 ha) for industrial/warehousing land.

| **2023-2040** | | **Offices / R&D**  **(sqm)** | **Light / General Industrial**  **(ha)** | **General Industrial (ha)** | **Warehousing (ha)** |
| --- | --- | --- | --- | --- | --- |
| **1) Experian September 2020**  **Baseline** | Net | 6,626 | 2.11 | -9.98 | 7.11 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **7,436** | **17.80** | | |
| **2) Experian March 2020**  **Baseline** | Net | 4,185 | 2.25 | -10.87 | 4.10 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **4,995** | **14.04** | | |
| **3) Regeneration Scenario** | Net | 15,778 | 2.21 | -8.19 | 11.33 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **16,588** | **23.91** | | |
| **4) 2014-based SNPP** | Net | 4,267 | 0.41 | -10.72 | 3.92 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **5,077** | **12.17** | | |
| **5) Current SM (446 dpa)** | Net | 5,558 | 1.34 | -10.32 | 5.67 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **6,368** | **15.25** | | |
| **6) Past Take Up Rates** | Net | 623 | -2.69 | -5.26 | 70.01 |
| Flexibility factor | 73 | 7.30 | | |
| Losses | 737 | 11.26 | | |
| **Gross Requirement** | **1,433** | **80.62** | | |

**Table 36: Ashfield Revised Employment Land Scenarios 2023-2040**

1. Perhaps unsurprisingly, the consequences of reducing the loss replacement allowance (from 42.03 ha to 11.26 ha for industrial land, and from 10,560 sqm of office to just 737 sqm) and narrowing the Plan period from 20 years to 17 years (with a later base date that excludes much of the growth between 2018-2023) are much lower employment land requirements across all the scenarios.
2. A comparison in Table 37 indicates that the range is now 1,433 sqm – 16,588 sqm of office floorspace, and between 12.2 ha and 80.6 ha of industrial / warehousing land to 2040. Both ranges are below the levels reported in the 2021 ELNS for the reasons stated above:

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Scenario** | **Stage** | **2021 ELNS (2018-2038)** | | **2023 Update (2023-2040)** | | |
| **Office (sqm)** | **Total Industrial (ha)** | **Office (sqm)** | **Total Industrial (ha)** | **ALL EMPLOYMENT LAND** |
| **1) Experian September 2020 Baseline** | Net | 10,914 | -2.31 | 6,626 | -0.76 | 0.90 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **23,898** | **46.71** | **7,436** | **17.80** | **19.65** |
| **2) Experian March 2020**  **Baseline** | Net | 10,741 | 7.06 | 4,185 | -4.52 | -3.48 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **23,725** | **56.08** | **4,995** | **14.04** | **15.28** |
| **3) Regeneration Scenario** | Net | 20,972 | 5.00 | 15,778 | 5.35 | 9.30 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **33,956** | **54.01** | **16,588** | **23.91** | **28.06** |
| **4) 2014-based SNPP** | Net | 13,781 | 4.54 | 4,267 | -6.39 | -5.32 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **26,765** | **53.56** | **5,077** | **12.17** | **13.44** |
| **5) Current SM (481 dpa / 446 dpa)** | Net | 15,456 | 8.55 | 5,558 | -3.31 | -1.92 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **28,440** | **57.56** | **6,368** | **15.25** | **16.84** |
| **6) Past Take Up Rates** | Net | 24,240 | 69.88 | 623 | 62.06 | 62.22 |
| Flexibility | 2,424 | 6.99 | 73 | 7.30 | 7.32 |
| Loss | 10,560 | 42.03 | 737 | 11.26 | 11.44 |
| **Gross** | **37,224** | **118.90** | **1,433** | **80.62** | **80.98** |

**Table 37: Comparison of 2021 ELNS and Revised Scenarios**

1. On this basis the updated local need for employment land requirements for industrial is reflected in the labour demand and labour supply scenarios set out in Table 37 which range from 13.44 ha to 28.06 ha (converting office floorspace to land by applying a plot ratio of 40%). The past take up rate scenario identifies a substantially higher figure of 81 ha which would suggest that this is, at least partly, influenced by the regional demand for logistics. In these circumstances, it is considered that the Council needs to go beyond the labour demand and labour supply figures by recognising the Regional Demand for Logistics.
2. If the full past losses were taken forward, in relation to Past Take Up Rates the revised figures for 2023 to 2040 there would be a required for offices of 2,170 sq m and industrial 91.87 ha.
3. As set out in Table 33, a number of large distribution sites have come forward for development in recent years, totalling 39.49 ha out of the 60.07 ha that was developed since 2011/12. This comprises two thirds, or 66%, of the total employment land that came forward over that time.
4. At a basic level therefore, it might be expected that for Scenario 6) Past Take Up Rates, applying this ratio would suggest that around 27.5 ha of land would be required for ‘indigenous’ needs arising from within Ashfield, and at least 53.5 ha of land would be required to meet wider strategic needs. The 27.5 ha local needs figure is closely aligned with the Regeneration Scenario’s total figure of 28.06 ha.
5. The 27.5 ha local needs take up figure is above the 16.84 ha that would be required based on the current SM2 figure of 446 dpa. This represents the employment land needs of the local labour supply excluding strategic logistics needs, which extend across the much wider Functional Economic Market Area. However, it is considered that planning for this higher figure will help to ensure a choice of employment land supply by size, type, location and quality of sites and premises for businesses, and maximising future job opportunities for the local workforce (including those who may currently commute elsewhere).
6. As set out in the Nottinghamshire Core and Outer HMA Logistics Study (August 2022), there is an overall need for 1,486,000 sqm or 425 ha of strategic logistics space across the County between 2021 and 2040. That study took into account unimplemented permissions and allocations in the wider study area, which amounts to around 315,000 sqm of committed supply. Of this, Table 5.1 of the Logistics Study indicated that 266,009 sqm is located in Ashfield District.
7. Additional analysis as part of the Logistic Study identified that the following sites in Ashfield were anticipated to contribute towards the regional demand:

* Harrier Park, Hucknall (Rolls Royce) 50% of the available land, allocation EM2 H - 6.69 ha
* West of Fulwood, Export Drive Sutton in Ashfield allocation EM2 S5 - 5.68
* Junction 27 M1 North East Policy S8 - 18.42
* Junction 27 M1 South East Policy S8 - 22.50

1. The Logistics Study includes the two plots at Castlewood Business Park which have since been developed. The mixed-use development at Whyburn Farm will not be taken forward in the Local Plan which means the loss of this strategic site. However, a site at Lowmoor Road is being brought forward which is anticipated to contribute 50% of the net area developable towards strategic logistics requirements.
2. The Strategic Logistics Study concludes that the residual need based on the requirement is 1,171,000 sqm or 335 ha, falling to between 137 ha and 155 ha if a suitable allowance is made for recycling of a proportion of existing sites and further draft allocations coming forward.
3. Therefore, even taking into account the existing supply of strategic sites in the pipeline in Ashfield District, there is still a potential need for further strategic logistics sites across Nottinghamshire, which could, according to the authors of the Logistics study, take the form of 2-3 large strategics parks.
4. Five ‘Areas of Opportunity’ are identified in the Logistics Study to host these additional logistics parks, one of which is in Ashfield District:
5. Area adjacent to M1 Junction 28 and 27 (Sutton in Ashfield, Alfreton, Kirkby in Ashfield and towards Hucknall albeit not all roads dualled notably A611 and A608) – Ashfield District;
6. Area adjacent to M1 Junction 26 (Langley Mill, Eastwood and Kimberley) – Broxtowe Borough;
7. Area adjacent to M1 Junction 25 – Erewash Borough;
8. Area adjacent to A453 – Rushcliffe Borough;
9. Area surrounding Newark (along A1 and A46) – Newark and Sherwood Borough
10. The Draft Local Plan 2021 acknowledges the need to meet some of the Regional Demand allocation strategic sites to contribute towards this need at Junction 27 of the M1 Motorway, and as part of the Wyburn Farm new settlement.
11. Taking all this into account, Table 38 indicates that there is a close fit between the indigenous local supply of 27.23 ha as of 1st April 2023, and the indicative local demand, of around 27.5 ha, between 2023 and 2040.
12. As for the strategic demand/supply balance, the Council has identified a potential supply of around 58.84 ha across five uncompleted sites, set against a demand for around 53.5 ha based on past trends.

|  |  |  |  |
| --- | --- | --- | --- |
| **Local Employment Land Supply** | | **Strategic Employment Land Supply** | |
| **Local Site** | **Net Developable area as at 1st April 2023 (ha)** | **Strategic Site** | **Net Developable area as at 1st April 2023 (ha)** |
| Aerial Way (EM2 H1) | 0.83 | Whyburn Farm (Policy S6) | 0.00 |
| Blenheim Lane (EM2 H2) | 0.00 | Harrier Park, Hucknall (Rolls Royce) (EM2 H4) | 6.69 |
| Butlers Hill | 0.60 | West of Fulwood (EM2 S5) | 5.68 |
| Harrier Park, Hucknall (Rolls Royce) (EM2 H4) | 6.70 | Junction 27 M1 North East (Policy S8) – *identified as an Area of Opportunity in the Logistics Study* | 18.42 |
| Castlewood Business Park (EM2 S1) | 2.38 | Junction 27 M1 South East (Policy S8) *identified as an Area of Opportunity in the Logistics Study* | 22.50 |
| Fulwood Road North (EM2 S2) | 1.37 | Lowmoor Road, Kirkby in Ashfield (*part*) | 5.55 |
| Hamilton Road (EM2 S3) | 3.34 |  |  |
| South West Oakham (EM2 S4) | 0.00 |  |  |
| Kings Mill Road (EM2 K1) | 1.99 |  |  |
| Park Lane (EM2 K2) | 1.50 |  |  |
| Portland Industrial Park (EM2 K3) | 1.76 |  |  |
| Lowmoor Road, Kirkby in Ashfield (*part*) | 5.56 |  |  |
| **Sub-Total Local Supply** | **26.03 ha** | **Potential Strategic Site Supply** | **58.84 ha** |
| **Indicative Local Demand 2023-2040 (Past Take Up Scenario)** | **26.03 ha** | **Indicative Strategic Demand 2023-2040 (Past Take Up Scenario)** | **58.84 ha** |

**Table 38: Comparison of Supply vs. Demand as at 1st April 2023**

1. Whilst the demand / supply balance is therefore a reasonably close fit at both a local and strategic level, it is important to note that this is based on past trends only. The preferred scenario underpinning the Strategic Logistics Study essentially seeks to out-perform long term past delivery and relies on the persistence of the current high levels of demand over the period 2017-2021.

*“Given the M1 thoroughfare, it is reasonable to think that the study area would, if unconstrained, perform at twice the rate of Bassetlaw or double the current indicators, given its M1 junctions and labour market”* [Nottinghamshire Logistics Study (2022), page 93]*.*

1. The Logistics Study also seeks to reflect the potential of the current study area market by capturing a greater share of the regional total.
2. Given that the demand forecasting set out in Table 36 above is predicated on longer term (and generally lower) trends, it is recognised that there is an opportunity for Ashfield District to provide for a greater share of the unmet strategic logistics need (of between 137 ha and 155 ha) from across the wider Nottinghamshire Core and Outer HMA if required, with the Area of Opportunity defined as along the M1 around Junctions 27 and 28.
3. This is necessary to ensure that the Council’s emerging planning policies regarding employment land are flexible enough to accommodate economic needs not anticipated in the Plan (as set out in paragraph 82d of the NPPF), and specifically in relation to where the District may be well placed to respond positively to the requirements of NPPF para 83 by accommodating storage and distribution operations at a variety of scales and in suitably accessible locations.

1. <https://www.nomisweb.co.uk/reports/lmp/la/1946157162/report.aspx> [↑](#footnote-ref-1)
2. NOMIS Labour Market Profile – Ashfield as of July 2023. [↑](#footnote-ref-2)
3. Planning Employment Land Review: Guidance Notes, Office of the Deputy Prime Minister, 2004. (The Guidance was cancelled 6th March 2014) [↑](#footnote-ref-3)
4. Planning Practice Guidance Housing and economic needs assessment [↑](#footnote-ref-4)
5. Paragraph: 031 Reference ID: 2a-031-20190722 Revision date: 22 07 2019 [↑](#footnote-ref-5)
6. Nottinghamshire Core & Outer HMA Logistics Study, August 2022. Iceni. [↑](#footnote-ref-6)
7. D2N2 Local Skills Report 2022. <https://d2n2lep.org/wp-content/uploads/2023/02/D2N2-Local-Skills-Report-January_2022.pdf> [↑](#footnote-ref-7)
8. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study, 2021 Lichfields - Stage 2) Review of Strategic Employment Sites Portfolio [↑](#footnote-ref-8)
9. Planning Practice Guidance Housing and economic needs assessment [↑](#footnote-ref-9)
10. The current Standard Method formula inputs identify a dwelling requirement for Ashfield of 446 dwellings per annum. [↑](#footnote-ref-10)
11. For the purposes of the ELNS it has been assumed that: One general office workforce job requires 12.5 sqm of employment floorspace (Gross External Area [GEA]); One light industrial job requires 54 sqm of employment floorspace [GEA]; One general industrial workforce job requires 36 sqm of employment

    floorspace [GEA]; 4 One job per 64.5 sqm for general, small scale warehouses (assumed to account for 50% of all requirements) and 1 job per 79 sqm for large scale, lower density warehouses91 (assumed to account for the remaining 50% of all requirements). [↑](#footnote-ref-11)
12. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, Losses and Net Completions paragraph 5.49 onwards, Appendix 1 Discussion on the Scale of Loss Replacement [↑](#footnote-ref-12)
13. Nottingham Core HMA and Nottingham Outer HMA : Employment Land Forecasting Study 2015, Nathaniel Lichfield & Partners. [↑](#footnote-ref-13)
14. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, paragraph 8.68 [↑](#footnote-ref-14)
15. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, paragraph 8.78. [↑](#footnote-ref-15)
16. Nottingham Core HMA and Nottingham Outer HMA : Employment Land Forecasting Study, para5.84, Nathaniel Lichfield & partners [↑](#footnote-ref-16)
17. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, para 9.21 [↑](#footnote-ref-17)
18. E-commerce (electronic commerce) is the buying and selling of goods and services, or the transmitting of funds or data, over an electronic network, primarily the internet. [↑](#footnote-ref-18)
19. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study 2021, para 9.21 [↑](#footnote-ref-19)
20. Brownfield Land Capacity Assessment, November 2022, Ashfield District Council [↑](#footnote-ref-20)
21. Industrial and logistics (I&L) sector in the report is defined as Light Industrial (formally B1c use class now part of Class E), General Industry (B2 use class) and Storage and Distribution (B8 use class). Effectively the primary use classes that require warehouses or factories (including ancillary offices) and associated yard spaces. These use classes typically cover the diverse range of industrial, manufacturing and logistics companies that operate within England. [↑](#footnote-ref-21)
22. 5 Planning Practice Guidance Housing and economic land availability assessment Paragraph: 011

    Reference ID: 3-011-20190722 Revision date: 22 07 2019. [↑](#footnote-ref-22)
23. Nottingham Core HMA and Nottingham Outer HMA Employment Land Needs Study, 2021. Lichfields. (Extension/new site in the vicinity of Sherwood Business Park, Junction 27 M1 Motorway Ref: ADC12/13). [↑](#footnote-ref-23)
24. NPPF paragraphs 8 and 9. [↑](#footnote-ref-24)
25. Further information on national planning policy and guidance is set out in Section 3 of this Background Paper. [↑](#footnote-ref-25)
26. <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1052710/Delivering_for_all_parts_of_the_United_Kingdom_Hi-res.pdf> [↑](#footnote-ref-26)
27. including the Grade II Listed Gatehouse Range, the Grade II Terrace to the Southwest of Annesley Hall, All Saints Church and Graveyard SM, Annesley Motte and Bailey Castle SM, and Grade I Listed Ruins of Church of All Saints. [↑](#footnote-ref-27)