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Bassetlaw Local Plan Examination: Further Employment Information

Iceni Projects Limited on behalf of
Bassetlaw District Council

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ON BEHALF OF BASSETLAW
DISTRICT COUNCIL

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**Bassetlaw Local Plan Examination:
Further Employment Information**

1. INTRODUCTION

- 1.1 Bassetlaw District Council has asked Icen Projects on behalf of the Local Plan Inspector to undertake focussed work in relation to supply led jobs in Bassetlaw.

2. EMPLOYMENT

Supply position and jobs requirement

- 2.1 This section considers the updated employment supply position and resulting jobs arising. The information in the table below updates the jobs from the previous HEDNA Addendum 2022 to those set out in the various examination statements of common ground in relation to the sites.
- 2.2 No information is provided regarding Welbeck Colliery. Carlton Forest is discussed in more detail later but the previous HEDNA Addendum 2022 inputs are assumed.
- 2.3 All strike through data is from the 2022 HEDNA Addendum to allow comparison.

Table 2.1 Site Supply and FTE assumptions

Ref	Site Name	Total (Ha)	B Class Land (Ha)	Use Class	Land - Ha				SQM				FTE Employees			
					B1	B2	B8	Total	B1	B2	B8	Total	B1 (14 sqm/FTE)	B2 (38 sqm/FTE)	B8 (80 sqm/FTE)	Total FTEs estimated
Sites completed 2019-21, assume job generation in plan period																
EM008b	Manton Wood Extension	24.6	10.78	B1, B2, B8	1	2	7	10.78	2000	0	91,000	93,000	Applicant provided BDC-11			400 450
Sites with planning permission																
EM001	Shireoaks Common	26.0	7.5 12.0	B1, B2, B8	1	2	4.5	7.5 12.0	5,806	10,535	31,606	47,947	332,277,395 BDC-16			1,004 720
EM002	Symmetry Park	21.95	44.4 16.8	B2, B8		4.4	10	44.4 16.8		16,514	49,541	66,055	0,435,619 BDC-19			1,054 1,000
EM003	Centre of Excellence for Modern Construction	46.5	16.0	B1, B2, B8				16		19,200	44,800	64,000	From reps (50% in BDC) BDC-09			500
EM004	Welbeck Colliery	29.6	3.0	B1, B2, B8									Estimated from emerging masterplan			172
EM005	Carlton Forest / Peaks Hill Farm*	10.6 6.5	10.6 6.5	B1, B2, B8									Information from developer BDC-014 – see later section			1,000
EM006	Trinity Farm, Retford	11.1	2.7	B1, B2, B8		1	2	2.7		4,831	9,662	14,493		127	48	175
EM007	Snape Lane, Harworth	80.9	80.9	B1, B2, B8			80.9	80.9			207,416	207,416	Icon estimate at 95 sqm per job for large warehousing BDC-08			2,183 2,100

EM008a	Former Bevercotes Colliery	80.0	43.0	B1, B2, B8			43.0	43.0			253,960	253,960	Iceni estimate at 95 sqm per job for large warehousing (EIA states 2,500-3,000) BDC-07	2,673 2600	
Sub Total								129.4							9,273 8,717
Strategic Employment Sites															
SEM1	Apleyhead Junction	189	118.7	B1, B2, B8				118.7			413,000 440,175	413,000 440,175	A) Iceni estimate at 95 sqm per job for large warehousing B) 10% B2 C) 15% B2 D) 20% B2	4,347- 6,040 4,633 - 5,393 - 5,722 - 6,152	
Grand Total								248.1							13,620- 15,313 13,350 - 14,869

* 5ha in plan period

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- 2.4 The range of FTEs is 13,350 to 14,869 with the variable being the Apleyhead Junction maximum. The previous estimates were a comparable 13,620 to 14,313 FTEs.
- 2.5 Peaks Hill Farm (employment element Carlton Forest) includes an assumed 1,000 jobs, based on past discussions with site promoters. More recently, the site promoters in their Matter 6 response to Inspectors MIQs (Table 1) state an anticipated 1,209 jobs. However Icenii estimates that for the employment element this is likely to be over stated – see later discussion.
- 2.6 The supply position as reported above has been considered alongside the baseline jobs outlook stated in the 2022 HEDNA addendum. This baseline change is considered outside of the anticipated site deliveries above, as other changes across a range of sectors will still occur including some losses on other sites and sectors. The Oxford Economics baseline forecast position is -1,280 jobs 2020-38.
- 2.7 To get an overall picture of jobs to 2038 a number of steps are taken.
- 2.8 Firstly the total job figures from all sites has been converted from the full time equivalent as reported above in table 2.1 at a rate of 0.93, which is derived from BRES ratios of employment to employees in the predominant sectors of transport & storage and manufacturing (as per HEDNA 2020). The all sector ratio is slightly lower at 0.87.
- 2.9 Next, considerations in relation to displacement and multipliers have been applied as per the approach in the 2020 HEDNA (p34) as derived from the HCA Additionality Guide 2014. Of note this includes:
- Displacement of 50% and multiplier 25% (medium) on general permissions
 - Displacement of 25% and multiplier 10% (low) on larger sites with expected larger units at Snape Lane, Apleyhead and Bevercotes Colliery
- 2.10 Because of the scale of Apleyhead Junction and uncertainties in occupier type, a range of jobs is considered, similar to the HEDNA 2020. However a more detailed set of employment type scenarios (as noted in table 2.1 above) have been introduced based on recent discussion at examination and with the developers, being:
- 10% B2 / 90% B8
 - 15% B2 / 85% B8
 - 20% B2 / 80%B8
- 2.11 The results of the jobs models are brought together below, reconciling the supply position and jobs baseline outlook.

Table 2.2 Employment Jobs 2020-38

Scenario	FTEs	Sites Capacity (jobs)	Displacement	Multiplier	OE baseline jobs change	Total Job Growth
General permissions	4,017	4,319	(2,160)	540	(1,280)	1,420
Larger unit permissions @ Snape Lane and Bevercotes Colliery	4,700	5,054	(1,263)	379	-	4,169
Sub total	8,717	9,373	(3,423)	919	-	5,589
Apleyhead Junction (A)	4,633	4,982	(1,245)	374	-	4,110
Apleyhead Junction (B)	5,393	5,799	(1,450)	435	-	4,784
Apleyhead Junction (C)	5,722	6,153	(1,538)	461	-	5,076
Apleyhead Junction (D)	6,152	6,615	(1,654)	496	-	5,457
All	9,852 – 11,354 9,686 - 11,046					

Source: Icenis analysis / table 2.1

- 2.12 The employment change resulting from the scenarios is 9,686 to 11,046 jobs including Apleyhead Junction. The 2022 HEDNA Addendum range was comparable at 9,852 – 11,046.
- 2.13 If a lower figure of 583 jobs is taken for the Carlton Forest at Peak Hills Farm employment element (see below) and 50% displacement and 25% multiplier rate applied, **the overall range falls to 9,419 to 10,766**. This is within 5% of the original range.
- 2.14 Taking into account further considerations on the most likely Apleyhead Junction position (see below) **10,385 net jobs change is considered the most realistic position** based on all the evidence available and using the lower Peak Hills Farm / Carlton Forest jobs outcome.

Carlton Forest / Peak Hills Farm

- 2.15 We note that the Matter 6 statement for Carlton Forest (Inovo Planning for Hallam Land Management) includes the following job estimates table estimating 1,350 jobs in an effort to demonstrate that 1,000 jobs can be secured on site which would not require 10.6 ha of dedicated employment land currently specified in policy ST7 but rather that 7.12ha is sufficient. For the purposes of this note only the jobs listed as employment land apply (1,209 jobs). It is of note that these are FTEs and converting these to actual jobs would be closer to 1,124 jobs for employment space.

Table 2.3 Carton forest job estimates

Land Use	Hectares	Floorspace*	Jobs ratio HE (sqm per job)	Assumed Jobs
Education			1 job per 10 pupils	42
Care Home	0.4			40
Local Centre Retail food and drink (Ea-c)	0.22	1,000	17	59
Employment Land				
Emp Uses (E(g) General Office)	2	9,000	12	750
Emp Uses (E(g) R and D and Industrial)	1.5	6,750	45	150
Other Mixed B uses "Small Business Workspace"	3.0	10,800	35	309
TOTAL	7.12 ha			1350

Assumes conservative 0.45 plot ratio.

Source: Bassetlaw Local Plan Examination Matter 6 statement for Carlton Forest (Inovo Planning for Hallam Land Management) p8

- 2.16 The table above indicates that there is a strong reliance on E(g) general office of 9,000 sqm (97,000 sqft) in achieving this. Icenis is sceptical about the success of this proposal given that according to CoStar records from 2015-2022 only 78,400 sqft of offices in total was leased in Bassetlaw with 10,000 sqft being the largest letting (in 2017) and the average lease being 1,700 sqft. Many rents through this period were at £10 per sqft suggesting older stock leasing demand / utilisation, with only occasional rents over £15 per sqft which would be a minimum (or in reality below) for new spec built offices (£25 psft +).
- 2.17 Even half the office content proposed above (4,500 sqm) would be ambitious and would result in the total jobs falling to 975 (essentially in line with the original 1,000 jobs estimates inputted in 2020 for the site for the HEDNA).
- 2.18 A more realistic make up is suggest in the table below, drawing on a 5ha supply as suggest by Bassetlaw District Council, with the use class mix reflecting a more typical estimated demand in Bassetlaw and considering the adjacent Carlton Forest Distribution Centre.

Table 2.4 Potential alternative Carlton Forest Jobs / Floorspace

	E(g)(i) Offices	E(g)(iii) / B2	B8
%	20%	30%	50%
Ha	1.0	1.5	2.5
Plot ratio	0.35	0.4	0.5
SQM	4,633	4,982	(1,245)
FTE density	14*	44**	80

FTEs	250	136	156
Jobs @0.93 FTEs	269	147	168
Total employment land jobs	583		
Additional jobs (education, care, local centre) see table 2.3	141		
Total, all jobs	724		

Source: Icen estimates

* increased from 12 to all for net to gross ratio; ** blended rate of former B1c (47) and B2 (36)

2.19 As can be seen this results in a lower estimate of around 724 jobs being around half that in the Matter 6 statement for Carlton Forest or 583 for the employment floorspace alone.

2.20 Given uncertainties relating to this site, the original 1,000 jobs is left in the main table 2.1 but it is not unreasonable to consider this optimistic.

Considering a B2/B8 mix at Apleyhead

2.21 A range for Apleyhead Junction has covered 0-20% B2 with the remainder as B8. The lower end of B2 was originally assumed and is reflected in the current submission Local Plan policy. A higher 20% was used in the Transport Assessment for the examination submission.

2.22 Icen has considered the relationship between B2 and B8 deals as reported by CoStar in the last 7 years within Bassetlaw (2015-22) and across the wider logistics Property Market Area (PMA) as defined in the Bassetlaw A1 Logistics Study.

2.23 For Bassetlaw alone, for all unit sizes, 14% of deals (by floorspace, blanks removed) have been in manufacturing and 53% in logistics (or 77% when including retailer / online retailer).

2.24 For large units only in Bassetlaw, the results are 15% manufacturing and the remainder in logistics / retail.

2.25 Looking across the wider PMA at large units only, the results are 14% manufacturing and 69% logistics / retail.

2.26 On the basis of this analysis, 15% manufacturing would be a reasonable expectation. This is then as per the Apleyhead Junction (C) position above of 5,076 net jobs for the site and a total of 10,665 jobs growth for the district. This would fall by 280 jobs to 10,385 net if the lower Peak Hills Farm / Carlton Forest estimate is used which is the most realistic position based on all the evidence.

Housing required to support jobs

- 2.27 The analysis below provides an estimate of the number of homes likely to be needed for a growing labour supply to support 10,385 jobs. This is essentially an update of the April 2022 Bassetlaw Housing & Economic Needs Assessment: Addendum and whilst there is some new data the assumptions used have remained the same for consistency with the Council's evidence base. Key assumptions can be found in the Addendum.
- 2.28 The approach (as with the previous assessment) is to project population growth needed to provide the required labour supply and this level of population growth (as associated age structure) is then applied to household formation rates to get to a household growth. A final adjustment to reflect a level of vacancy in the housing stock is applied to the household growth to get to dwelling growth.
- 2.29 The table below shows the estimated change in the number of economically active workers for the updated job growth scenario along with the same commuting sensitivities used in the Addendum. Consistent with that report a further adjustment has been made for a latent labour supply (people moving back into work following the pandemic).
- 2.30 The table shows forecast jobs growth in Bassetlaw requires a lesser growth in economically active residents due to the number of people with more than one job and also the assumption of people moving back into work following the Pandemic – different commuting assumptions has little impact on the figures.

Table 2.5 Change in economically active population needed to meet job forecasts (2020-38) – 10,385 additional jobs

	Total additional jobs	Allowance for double jobbing	Allowance for net commuting	Minus 1,870 returning to employment (=change in economically active)
Census commuting	10,385	9,954	10,134	8,163
1:1 commuting	10,385	9,954	9,954	7,983

Source: Derived from a range of sources

- 2.31 The following table takes the growth in economically active population and translates this into household growth and dwellings needed. When including an allowance for people returning to work the analysis shows a housing need of 540 to 547 dwellings per annum.

Table 2.6 Projected housing need – Bassetlaw (2020-38) – 10,385 additional jobs

	Households 2020	Households 2038	Change in households	Per annum	Dwellings (per annum)
Census commuting	51,030	60,588	9,557	531	547
1:1 commuting	51,030	60,459	9,429	524	540

Source: Derived from a range of sources

2.32 The HEDNA Addendum 2022 identified a range of 530-590 dpa. The recommended commuting ratio was 1:1 so the equivalent would be 540 dpa above. The difference between the 582 Local Plan position is 41 or 756 homes over 18 years. The HEDNA Addendum also stated that maintaining a higher housing count (582) was suitable as it:

- Mitigate uncertainty in the conservative baseline outlook for the local economy and manufacturing sector in particular
- Provide a buffer for flexibility in employment terms of around 10%, reflecting that windfall sites are likely to come forward in the plan period and general uncertainties in forecasting