

# Mansfield District Council

## Employment Land Review

May 2017

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**Mansfield**  
District Council

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## 1.0 Introduction

- 1.1 Currently main industrial and commercial employment sites within the district are afforded protection from development for non-B Class employment uses, under saved policy E4 of Mansfield District Local Plan which was Adopted November 1998. It is important that the emerging Mansfield Local Plan policy relating to existing employment areas is based on up to date evidence. Reviews of main employment sites/ property in the district were undertaken through the East Midlands Northern Sub-Region Employment Land Review 2008 and the Mansfield and Ashfield Districts Joint Property Strategy 2009 both of which are now outdated.
- 1.2 The purpose of this review is to assess the main existing employment areas in the district to provide robust technical evidence on their ongoing fitness for purpose for employment uses, and to categorise them as 'Key Employment Areas' (KEA) or 'General Employment Areas' which should be retained for B class employment uses, and those which are 'Low Quality Employment Areas', which should they come forward, can be considered for release to other non-employment uses. In addition, the study will also identify vacant land or premises within existing employment areas with potential for employment or other uses.
- 1.3 The review forms part of the evidence base to support emerging Local Plan. This is a technical report and as such does not represent or determine Council policy. **The purpose of this study is to assess fitness for purpose for B class employment uses.**

## 2.0 Background

### National Planning Policy

- 2.1 The aim of National policy is to deliver an appropriate local balance between competing uses for land, particularly housing and employment. Guidance on employment land reviews published in 2004 encourages reviews to create a robust & defensible portfolio of strategic / locally important employment sites, and where appropriate to safeguard both new & existing employment areas for employment rather than other uses.
- 2.2 In the National Planning Policy Framework (the commitment to use the planning system for "planning for prosperity (an economic role)' ....by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation...." is clearly stated. It comments on Local Planning Authorities (LPA's) having a proportionate evidence base and using that to assess "...the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs".

## 3.0 Methodology

### Scope

- 3.1 The review covers the main employment areas situated in Mansfield District. It does not include sites with planning permission for employment use but which have not commenced development as these will be considered through the Housing and Employment Land Availability Assessment (HELAA)<sup>1</sup>.

### Development of the Methodology

- 3.2 There is currently no specific guidance for Employment Land Reviews set out in the National Planning Practice Guidance (NPPG). The information and criterion used to assess sites is therefore generally based on previous ODPM Guidance 2004.

### Desk Top Review & Site Visits

- 3.3 All employment areas have been assessed via a mix of desk based work and site visits. Where relevant, the desk top review will use initial data on employment areas and their characteristics from the Council's latest Employment Land Monitoring Report 2016. Data on land uses was obtained from the CoStar Suite, and business rate data.
- 3.4 Ariel photography & GIS mapping were used to identify and initially map the boundaries (based on best available information) of each employment area.
- 3.5 All areas were then visited to enable the assessment pro-forma to be completed. Employment areas were photographed during visits and boundaries checked and amended where necessary. Sites or premises with potential for further development were identified via desktop and site visits.
- 3.6 Relevant information has been collated for each site and presented in a standard format for each site (see Annex 1).

### Assessment Approach

- 3.7 Desk top and survey findings have been used to inform an Assessment Outcome, or Designation, for each employment area – see Table 3.1 below. Each outcome relates to a potential policy approach which forms a recommendation to be considered for the emerging Local Plan (see Section 7).
- 3.8 Each site was scored against a range of criteria (see template at Appendix 1 and scoring system at Appendix 2).

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<sup>1</sup> Undeveloped sites with planning permission within existing employment sites will be identified within this study as a cross check, but will be considered through the HELAA.

**Table 3.1: Assessment Outcome**

Assessment Outcome	Description	Recommended Designation & Policy Approach
A	Key Employment Area	An area/ site of significance for existing and future business development in the District which should be identified and allocated solely for office/light industrial, general industrial or distribution uses (Class B1, B2, B8) (or as further limited by policy) by either a collective or individual policy as appropriate.
B	General Employment Area	An area/ site which is generally fit for purpose for business uses but which should be subject to policies to promote upgrade/ renewal for continued employment based uses by either a collective or individual policy as appropriate.
C	Lower Quality Employment Area	An area/ site that the assessment indicates does not warrant specific allocation for employment uses and can be considered for release to other non-employment uses as appropriate (subject to further site assessment).

## 4.0 Assessment Outcomes

### *Outcomes*

- 4.1 A schedule of the assessment outcomes for individual employment areas, by settlement, is presented in Table 4.1 overleaf (Figure 4.1). Detailed assessment information and maps for each individual area are contained in the separate technical Annex.

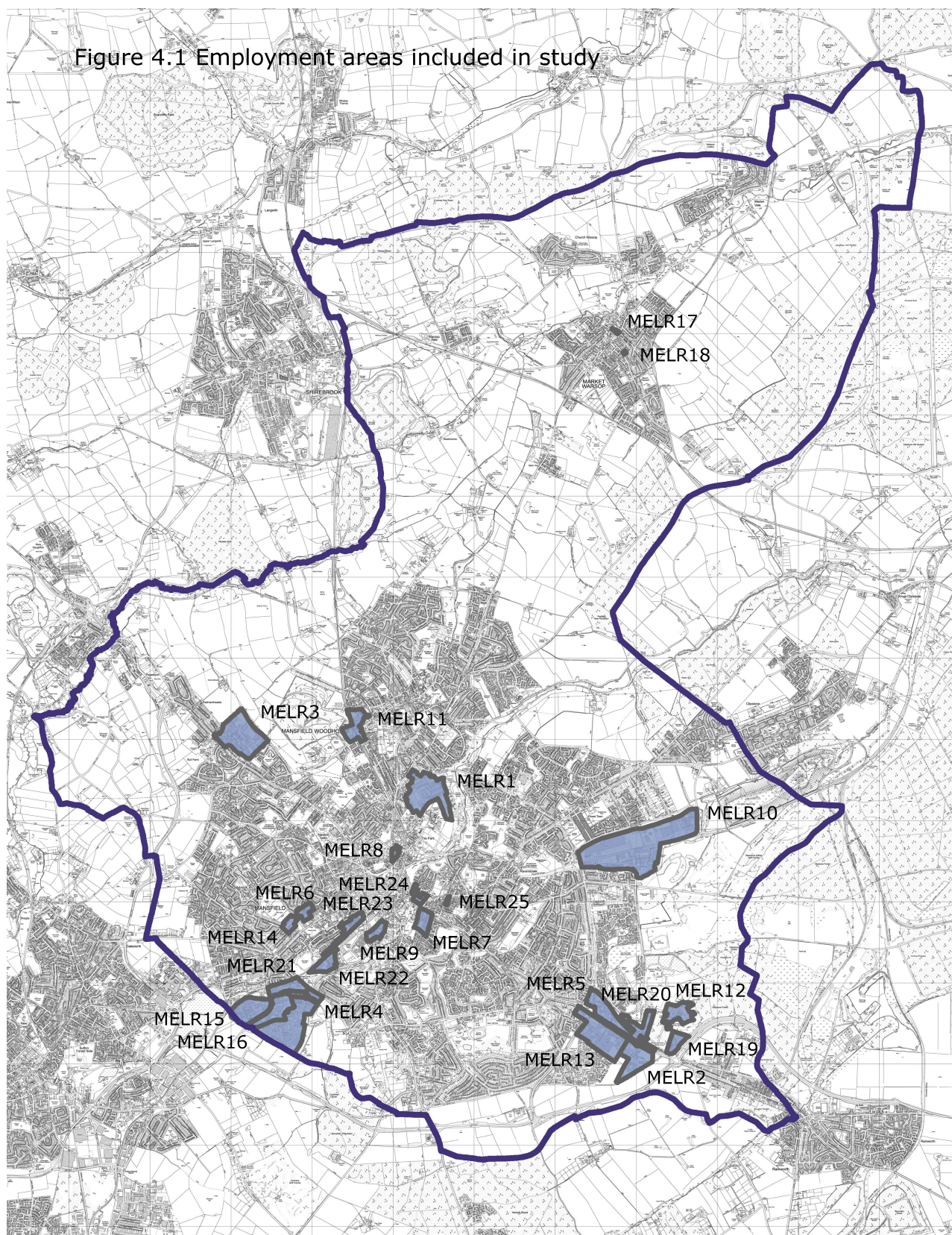
**Table 4.1: ELR Assessment Outcomes**

0.12	Location	Area Ha	Assessment Outcome (score)	Comment
<b>MELR 1</b>	Old Mill Lane Industrial Estate, Old Mill Lane, Mansfield Woodhouse	20.03	B (12)	
<b>MELR 2</b>	Sherwood Oaks Business Park, Southwell Road West, Mansfield	11.45	A (21)	
<b>MELR 3</b>	Millennium Business Park, Chesterfield Road North, Mansfield	20.16	A (22)	
<b>MELR 4</b>	Oakham Business Park, Hamilton Way, Mansfield	25.69	A (21)	
<b>MELR 5</b>	Oak Tree Business Park, Oak Tree Lane, Mansfield	10.05	B (19)	
<b>MELR 6</b>	Botany Commercial Park, Botany Avenue, Mansfield	3.64	B (15)	
<b>MELR 7</b>	Broadway Industrial Estate, The Broadway, Mansfield	4.24	B (17)	
<b>MELR 8</b>	Brunts Business Centre, Brunts Way, Mansfield	1.14	A (20)	
<b>MELR 9</b>	Commercial Gate, Mansfield	3.23	B (20)	
<b>MELR 10</b>	Crown Farm Industrial Estate, Crown Farm Way, Mansfield	56.64	A (21)	
<b>MELR 11</b>	Mansfield Woodhouse Gateway, Off Grove Way, Mansfield Woodhouse	7.35	B (18)	
<b>MELR 12</b>	Ransom Wood Business Park, Southwell Road West, Mansfield	7.23	A (23)	
<b>MELR 13</b>	Bellamy Road Industrial Estate, Bellamy Road, Mansfield	19.54	B (19)	
<b>MELR 14</b>	Intake Business Centre, Kirkland Avenue, Mansfield	0.81	C (11)	
<b>MELR 15</b>	Hermitage Lane Industrial Estate, Hermitage Lane, Mansfield	11.29	B (16)	
<b>MELR 16</b>	Maunside, Hermitage Lane, Mansfield	9.84	B (18)	
<b>MELR 17</b>	Warsop Enterprise Centre, Burns Lane, Market Warsop	0.21	B (18)	
<b>MELR 18</b>	The Hub, Sherwood Street, Market Warsop	0.10	B (22)	
<b>MELR 19</b>	Ransom Wood Business Park, Southwell Road West, Mansfield	3.74	B (18)	
<b>MELR 20</b>	Ratcher Hill	3.80	B (18)	
<b>MELR 21</b>	Bleak Hills	6.08	B (14)	Marginal poor quality site but provides for important local business sector including recycling, and cement batching.
<b>MELR 22</b>	Quarry Lane, Mansfield	4.62	B (17)	

0.12	Location	Area Ha	Assessment Outcome (score)	Comment
<b>MELR 23</b>	Victoria Street	4.52	B (17)	
<b>MELR 24</b>	Pelham Street	1.89	B (16)	
<b>MELR 25</b>	Redcliffe Road	0.23	C (15)	



Figure 4.1 Employment areas included in study



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### Summary

- 4.2 In total 24 main employment areas have been assessed in the ELR. The majority are located in Mansfield (23) with 2 at Market Warsop reflecting the settlement hierarchy.
- 4.3 Overall the ELR recommends that of the 25 employment areas assessed 6 be designated as A – Key Employment Areas, 17 as B – General Employment Areas, and 2 as C – Lower Quality Employment Areas which may be considered for alternative development subject to consideration through the development management process.

## 5.0 Potential Development Sites

- 5.1 As part of the methodology a search was undertaken in each employment area to identify sites or premises with potential for further employment or alternative development. Some 27 potential sites were identified (see Table 5.1 and Annex) and these will be considered through the Housing and Employment Land Availability Assessment 2017 to determine their suitability and deliverability.

**Table 5.1: Vacant sites with potential for employment use identified within existing employment areas**

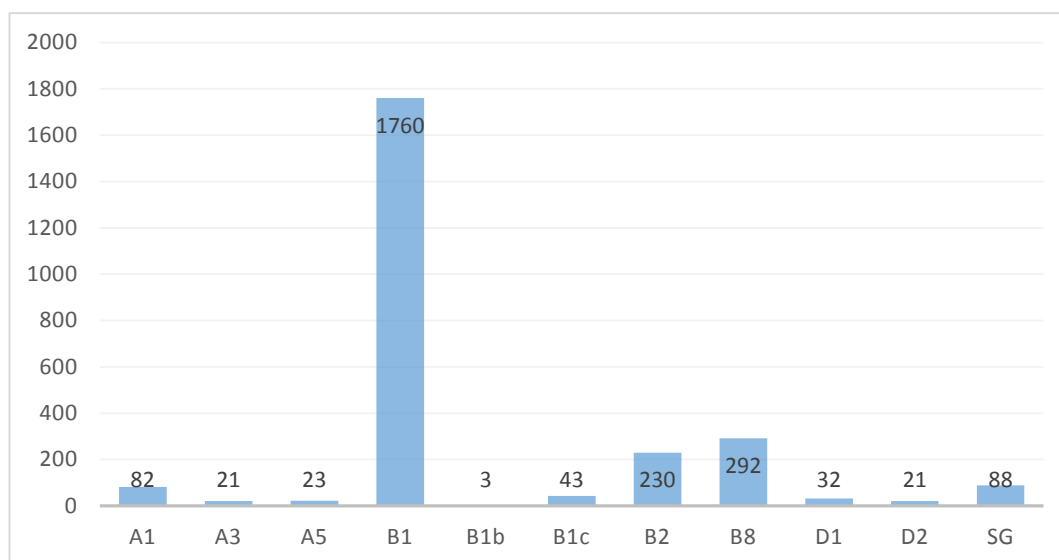
Employment Area	Plot	Area ha	Plot	Area ha	Plot	Area ha	Plot	Area ha
MELR 1	A	0.65	B	0.26				
MELR 2	A	3.38	B	0.13	C	0.18		
MELR 3	A	0.37	B	1.62				
MELR 4	A	0.22	B	0.24				
MELR 9	A	0.08	B	0.15	C	0.21	D	0.07
MELR 10	A	3.21	B	0.23				
MELR 12	A	1.37	B	0.02				
MELR 13	A	1.93	B	0.54				
MELR 15	A	0.49						
MELR 19	A	0.48	B	0.49	C	0.75		
MELR 20	A	2	B	0.72				
MELR23	A	0.12	B	0.9				



## 6.0 Overview

### Employment typology

- 6.1 The study has assessed 25 sites within Mansfield and Market Warsop which together accommodate some 2598 businesses<sup>2</sup> (approx.). Figure 6.1 shows the number of businesses within each use class. It can be seen that businesses falling within B1, B8 and B2use classes are dominant.



**Figure 6.1: Businesses by Use Class: Mansfield District January 2017.**

- 6.2 Owing to data availability and time limitations this study was not able to analyse the floorspace or detailed vacancy rates within each of the employment areas. However, based on an initial visual assessment the majority of businesses are on small to medium sized premises, and are predominantly local companies. This is consistent with the findings of the Mansfield and Ashfield Districts Joint Property Strategy 2009 which estimated that some 75% of industrial properties in Mansfield were within the 0-2,500m<sup>2</sup> floorspace size bands.
- 6.3 Vacancies appeared to be generally low with most areas appearing busy and vibrant.
- 6.4 The Council will undertake further research on floorspace and vacancies to inform future updates of this study.
- 6.5 Most of the employment areas would benefit from investment in public realm, signage, and landscaping, but are otherwise performing well.

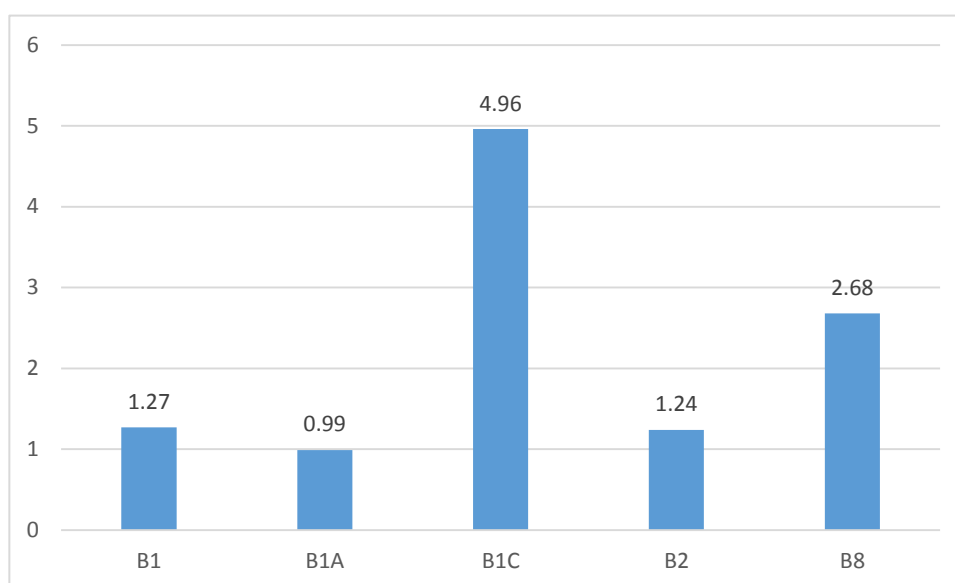
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<sup>2</sup> Source: Business Rate data January 2017

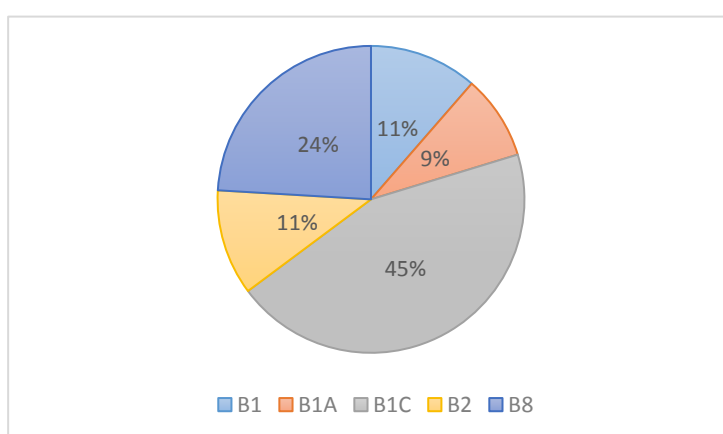


## Employment land trends

- 6.5 Figure 6.2 and 6.3 show the amount of land granted planning permission in the District between 2011 and 2016 for new employment uses. In total, some 11. ha of land was granted planning permission on 24 sites. The majority of permissions, 45% was for B1c Light industry, followed by 28% for storage or distribution B8.
- 6.6 Over the same period some 1.19 ha. of existing employment land was granted planning permission for non-employment, C3 housing use, on 9 sites. Only one site was located within an identified employment area listed in Table 4.1.



**Figure 6.2: Employment planning permissions by use class (ha.): Mansfield District 2011-2016**



**Figure 6.3: Employment planning permissions by use class (percentage): Mansfield District 2011-2016**

- 6.7 Over the period 2011 to 2016(see Table 6.1) a total of 3.54 ha of land was developed for employment uses in the District, at an average annual rate of 0.70 ha. The majority of development 65% was for B1a and B1c uses, with 25% for B8 uses.

**Table 6.1: Employment land completions 2011-2016**

<b>Employment Land Developed - Ha</b>						
<b>Use Class</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>Total (2011/2016)</b>
<b>B1a</b>	0.39	0.09		0.00	0.74	<b>1.22 (34.5%)</b>
<b>B1b</b>						<b>-</b>
<b>B1c</b>	0.35	0.00			0.74	<b>1.09 (31%)</b>
<b>B1a/b/c</b>						<b>-</b>
<b>B2</b>	0.00		0.00			<b>0.00</b>
<b>B8</b>	0.02	0.58	0.27			<b>0.87 (24.6%)</b>
<b>Mixed Industrial</b>		0.05			0.31	<b>0.36 (10.2%)</b>
<b>Total</b>	<b>0.76</b>	<b>0.72</b>	<b>0.27</b>	<b>0.00</b>	<b>1.79</b>	<b>3.54</b>

## 7.0 Recommended Policy Approach

7.1 Having regard to the findings of this review it is recommended that the emerging Local Plan include policy/ policies which:

- a. safeguard the sites listed (as appropriate) in table 4.1 for employment use
- b. promote further appropriate development within existing employment areas including on suitable sites identified in Table 5.1<sup>3</sup>
- c. sets out circumstances/ criteria when loss of employment uses or appropriate compatible uses would be acceptable
- d. promote investment in existing premises, and public realm, landscaping etc. to ensure their long-term suitability for providing essential employment opportunities.

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<sup>3</sup> Based upon outcome of their assessment through the Mansfield Housing and Employment Land Availability Assessment Study.



## **Appendix 1: Site Assessment Template**

## Employment Land Review 2017 – Characteristics & Assessment Pro-forma

<b>Site name</b>		<b>Ref</b>
<b>Criteria</b>	<b>Comment</b>	<b>Score (out of 5)</b>
<i>Current Use/s</i>		
<i>Public Access including: access to local labour supply and access to local facilities</i>		5
<i>Private Access including: access to strategic road network, local road access to existing sites and parking.</i>		5
<i>Quality of Environment of site and site characteristics</i>		3
<i>Compatibility of adjoining uses</i>		3
<i>Market Attractiveness</i>		4
<i>Floorspace/Vacancy/Vacant sites</i>	Total Floorspace by use (approx.): Where available Vacancy Rate:	
<i>Potential Uses and scope for intensification and/or redevelopment/ alternative use</i>		
<i>Planning and Deliverability Factors</i>		
<b>TOTAL SCORE:</b>		

## **Appendix 2: Site Assessment Criteria**

## Appendix 2

### Employment Land Review - Site Assessment Criteria

The criteria used for assessing the quality/condition of existing employment sites, reflecting the circumstances of the District, are set out below. These criteria mainly relate to the inherent value of a site and building(s) for employment use. Potential development sites identified through this assessment will be considered through the Housing and Employment Land Availability process.

Each site is given a score of between 1 and 5 against each criterion (1 = poor, 5 = very good). No individual weightings were attached to different criteria.

#### Existing Developed Employment Areas

**Public Access** (including access to local labour supply and access to local facilities):

5 = very good: close to range of frequent public transport linking residential areas and services, availability of cycle lanes/routes in vicinity of site, with good access to nearby labour supply and reasonable access to facilities and/or services for employees e.g. shops and services. Site itself has good availability of parking and servicing arrangements.

1 = poor: remote site, poor and infrequent or no public transport access, no cycleways/routes in locality, no services or residential areas nearby. Site itself has limited/no parking/serving arrangements.

**Private Access** (including access to strategic road network and also local road access to existing sites):

5 = very good: site in close proximity to motorway junction with good access to strategic road network, via good unconstrained roads; local roads are free moving, reasonable width and not within predominantly residential areas; site has no difficult junctions;

1 = poor: site is remote from motorway junction/access, and access is obtained through constrained/local roads, and/or through town centre or residential areas etc.

#### Quality of Environment & Site characteristics:

5 = very good: generally level site, regular shape. Age and condition of buildings on site and overall external environmental quality also relevant e.g. generous landscaping and pleasant outlook and no significant other constraints on development would see a site score well.

1 = poor: sloping/uneven site; irregular/narrow shape, aging and poor quality of existing building(s) on the site, poor quality of external environment on the site e.g. limited/no landscaping within the site, other severe constraints.

#### Compatibility of Adjoining Uses:

5 = very good: No incompatible land use surrounding or in close proximity to the employment area and employment use has no adverse impact on neighbouring land uses. Overall no compatibility issues identified.

1 = poor: B2/B8 uses adjoining residential/other sensitive uses which results in potential for conflicts/reports of conflict.



**Market Attractiveness:**

5= very good: relevant factors include; high profile/high quality appearance, environment and quality of occupiers; high quality grounds/landscaping, accommodation provided is flexible and adaptable to suit either single or multiple occupiers; visually prominent site; critical mass of employment uses in area to give site market visibility; managed site; strong demand.

1 = poor: run-down unattractive appearance/location; attracts lower end users, less attractive if significant alterations/changes are likely to have to be made to a site and/or buildings to accommodate alternative occupiers.

**Other criteria (not scored)**

*-Total floorspace (based on VOA data or planning records in the absence of such data) (where available)*

*-Vacancy rate (based on business rates information, evidence from site visits (i.e. agents' boards, visual assessment from looking at sites), on line searches of property agent's websites etc.*

*-Vacant land remaining (based on evidence from site visits)*

*-Potential uses and scope for intensification and/or redevelopment (assessment made on whether there appears to be scope for the existing business or future business to expand or intensify; does built development cover most of the site; are there neighbouring properties that would limit the site's potential; is there an opportunity for re-development of the site if the buildings are considered old outdated)*

*-Planning and deliverability factors (are there policy constraints which would limit the development potential of the site or other relevant factor)*

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