

**SITE SPECIFIC
PART 2 LOCAL PLAN (SSP2)**

**EMPLOYMENT ALLOCATIONS
BACKGROUND PAPER**

August 2019

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1. Scope and purpose of the paper

- 1.1 The purpose of this employment land background paper is to analyse the future demand for employment land in the Borough in the period 2011-2031. The paper assesses current and planned provision against employment requirements set out in the Joint Core Strategy to ensure that there is sufficient supply to meet current and future demands. It also considers the need to safeguard existing employment sites.
- 1.2 This paper is supported by a review of the market for employment provision in the area and an assessment of the suitability and achievability of employment sites from a market and business perspective which was completed by Aspinall Verdi, this report is attached at appendix 1. This review assessed existing as well as emerging employment land and premises.

2. National Context

NPPF and PPG requirements

- 2.1 Published in February 2019, the NPPF sets out the government's planning policies for England and how these are expected to be applied.
- 2.2 As part of Chapter 6 - Building a strong, competitive economy, the government set out that *'Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt'* (para 80) and that *'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'*.
- 2.3 In addition to this, in paragraph 81(a) states that *'Planning policies should.... 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'*. As well as this it also states that they (planning policies) should *'set criteria or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period'*.

3. Local Context

Kettering Employment Land Study 2006

- 3.1 The purpose of this study was to identify sites for employment and assess them in terms of suitability of development with the purpose of meeting employment land needs for the period up to 2021. As part of this process a number of options were produced, alongside a viability assessment for all the sites. At this time, it was evident that the location of Kettering in the Milton Keynes and

South Midlands growth area, meant that it was an attractive location for the employment market. Although it was recognised that larger settlements in this area provide strong competition and have the potential to attract more investment to the detriment of Kettering as well as identifying a lack of supply of office accommodation.

- 3.2 However, this study is now out of date in terms of national policy and guidance given that the economic landscape and planning policy in relation to employment as well as, as a whole has changed significantly since the time of publication of this study.
- 3.3 The 2018 Employment Land Review supersedes the 2006 report and takes into account the current economic climate and up to date planning policy, both national and local strategic planning policy, in the form of the North Northamptonshire Joint Core Strategy.

Employment Allocations Background Paper (Feb 2012)

- 3.4 This background paper assessed the potential quantity and location of future employment in the Borough and also assessed a number of options for employment sites to be allocated in the Site Specific Part 2 Local Plan.
- 3.5 These were sites which were put forward through the SSP2 Issues Paper consultation and at other points in time during the Local Plan Review and draws, and is informed by, the Strategic Employment Land Assessment (SELA) and the Kettering Employment Study (2005), respectively, as mentioned above.
- 3.6 Through the site assessment process the suitability of each site was assessed, although it was acknowledged at this point, that the Core Spatial Strategy 2012, which has been subsequently superseded by the JCS would set out the level of employment in the SSP2. Further of this is provided below.
- 3.7 Of those sites which were deemed suitable for employment allocation, 3 have remained in the process and have been assessed as part of this Employment Land Review, the other sites have been discounted have either been discounted at a later date or been considered for an alternative use.

Background Paper on Strategic Housing and Employment Sites (2015)

- 3.8 This background paper was prepared as a supporting document for the JCS and set out the process by which strategic sites for both housing and employment sites were identified and assessed for possible inclusion within the JCS and the evidence and justification for the allocation or non-inclusion of sites.

North Northamptonshire Joint Core Strategy (Adopted July 2016)

- 3.9 The North Northamptonshire Joint Core Strategy (JCS) 2011-2031 (adopted July 2016) sets a job creation target of 8,100 jobs in the Borough in Policy 23 – Distribution of New Jobs, up to 2031. This policy also sets out that 65% of this total will be B class uses jobs, which for Kettering Borough is 5625.
- 3.10 The JCS allocates strategic employment sites to provide choice and flexibility and to support the delivery of employment. This is part of the overall minimum target of 31,000 net increase for North Northamptonshire which is set out in Policy 22 – Delivering Economic Prosperity.
- 3.11 The land supply analysis undertaken in the preparation of the JCS identified a significant oversupply of B1 land compared to market demand. A requirement for additional B8 land was identified in Kettering Borough, the plan identified strategic sites at A14 Junctions 9 and 10 to meet this shortfall.
- 3.12 Other relevant policies in the JCS include Policy 24 – Logistics and Policy 25 – Rural Economic Development Diversification. The former sets out development principles by which applications for logistics are assessed against. The latter, supports the diversification of the rural economy, including the tourism, the re-use of rural buildings and scale business.

Kettering Town Centre Area Action Plan

- 3.13 Adopted in July 2011, the Kettering Town Centre Area Action Plan (AAP) sets out the vision and spatial strategy for the town centre up until 2021.
- 3.14 One of the objectives (Objective 5) of the AAP is '*To create a significant increase in office employment space, along with further regeneration opportunities*'.
- 3.15 Policy 4 sets out a target of 38,500sqm net additional B1 office floorspace by 2021, the focus of which is the Station Quarter on sites STQ6-STQ11. This is expected to accommodate around 32,000sqm of office floorspace, incorporating a proportion of A2 Financial and Professional Services. In addition to these allocations, smaller commercial allocations are made in the New Residential Quarter on sites NRQ5 and NRQ11, which are allocated as mixed use.
- 3.16 Policy 20 looks to strengthen the town centre's employment offer and capitalise on good sustainable transport links, and to office development as the focus for the regeneration of this area of the town centre, alongside other complimentary uses.

Kettering Town Centre Delivery Plan

3.17 This plan sets out the vision for the town centre between 2018 and 2025 and looks to supplement the AAP and assist delivery of a number of projects in the short, medium and longer term. One of these projects is the Station Quarter which was initially identified for office development in the AAP as set out above. The Delivery Plan will look to incorporate this into a project in which the station will develop into a regional hub and become more of a destination as it is set to receive additional investment. This project is expected to be completed in the medium term by March 2021.

4. Current progress in delivering jobs growth targets

4.1 The JCS sets an overall requirement to deliver a net increase of 8,100 jobs in the period 2011-2031 in Policy 23 – Distribution of New Jobs. In order to estimate the jobs that have already been completed between 2011/12 and 2017/18 and therefore provide a residual target figure in relation to this policy a number of different measures have been used to calculate estimated jobs provided based on the floorspace completed on each site.

4.2 The first is the HCA Employment Density Guide (EDM), which sets out a formula for translating jobs targets into employment land requirements, in the form of an employment density matrix¹.

4.3 The second is the ‘*Technical Note for partner Local Planning Authorities on translation of job numbers into employment land requirements*’ (TN)².

4.4 This note sets out how the employment land numbers in the Core Spatial Strategy, which has now been superseded by the JCS should be translated into employment land requirements through the Site Specific Development Plan Documents (DPDs) prepared by the districts which will be informed by their own Employment Land Reviews.

Use Class	Technical Note (sqm)	EDM (sqm)
B1a	18	12
B1b	18	50

¹ Employment Density Guide 3rd Edition (2015):

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/484133/employment_density_guide_3rd_edition.pdf

² *Technical Note for partner Local Planning Authorities on translation of job numbers into employment land requirements* (January 2008): <http://www.nnjpu.org.uk/docs/Turning%20%20Employment%20Numbers%20into%20Land%20Quantities.pdf>

B1c	18	47
B2	35	36
B8	88	81
Mixed B	47	28

Figure 1: Employment Density Measures in the Technical Note and the Employment Density Matrix

- 4.5 The Technical Note provides only 3 use class categories when determining the employment density for each type of use, these are B1, B2, and B8. This means that use classes such as B1a, B1b and B1c are considered to be of the same density in terms of job provision. In addition to this, where employment sites are evidently mixed B and the floorspace has not been split into type, an average of the three densities (B1, B2 and B8) has been used to calculate job numbers on these sites.
- 4.6 In comparison the Employment Density Matrix provides densities for sub-use classes within certain use classes and mixed B employment sites. Within some of the use classes such as B1a, certain types of offices have been categorised into further sub-categories depending on the type of offices on each particular site. For consistency across the completed sites, the same figure has been used (12sqm) given that this is a mid-point amongst these categories. Again, this is the case for B8 and Mixed B sites, where a mid-point/average has been calculated for consistency across all sites of these types.

5. Alternative data sources

- 5.1 However, it is important to recognise other sources which provide estimates of job provision over the same period using different methodology. These are as follows:

BRES (Business Register and Employment Survey)

- 5.2 This dataset provides information regarding employee and employment estimates, collected by undertaking a survey of all business throughout the country. It has been used as part of the North Northamptonshire's authorities monitoring reports for the Joint Core Strategy, and includes an indicator directly related to Policy 23, as referenced above to display job growth across North Northamptonshire.

Office for National Statistics (NOMIS) Jobs Density

- 5.3 The Office for National Statistics also provides data on job growth and provides an alternative source of information on employment. The data obtained from both of these sources has been collated in respect of job growth per year between 2011 and 2017, this is shown below. The figures shown represent total number of employees.

	BRES (Business Register and Employment Survey)	Increase from previous year	Nomis (ONS) Jobs Density	Increase from previous year
2011	39,000		45,000	
2012	39,100	100	45,000	0
2013	39,200	100	46,000	1,000
2014	40,900	1,700	46,000	0
2015	41,800	900	47,000	1,000
2016	43,400	1,600	49,000	2,000
2017	45,000	1,600	55,000	6,000
	Average growth per year	1000	Average growth per year	1667

Figure 2: Job provision 2011-2017 as shown by BRES AND Nomis (ONS) Job Density

5.4 It is evident that there is clear disparity between these two sources of data and that there is no consistent pattern year on year given the increases range in size from 100 to 6000 additional jobs per year. The difference between these two datasets is that BRES does not include those very small businesses which are not registered for VAT, which are included in the ONS dataset. The quality of the data obtained by BRES, because of its large sample size and with it being a business survey is considered to be high.

6. Completed floorspace

6.1 As part of the monitoring framework for the Joint Core Strategy, related to Policy 22 – Delivering Economic Prosperity, data on completed floorspace and employment land available are collated also. Each year completed floorspace, both gross and net is calculated and split by type. This is shown below in Figures 3 and 4.

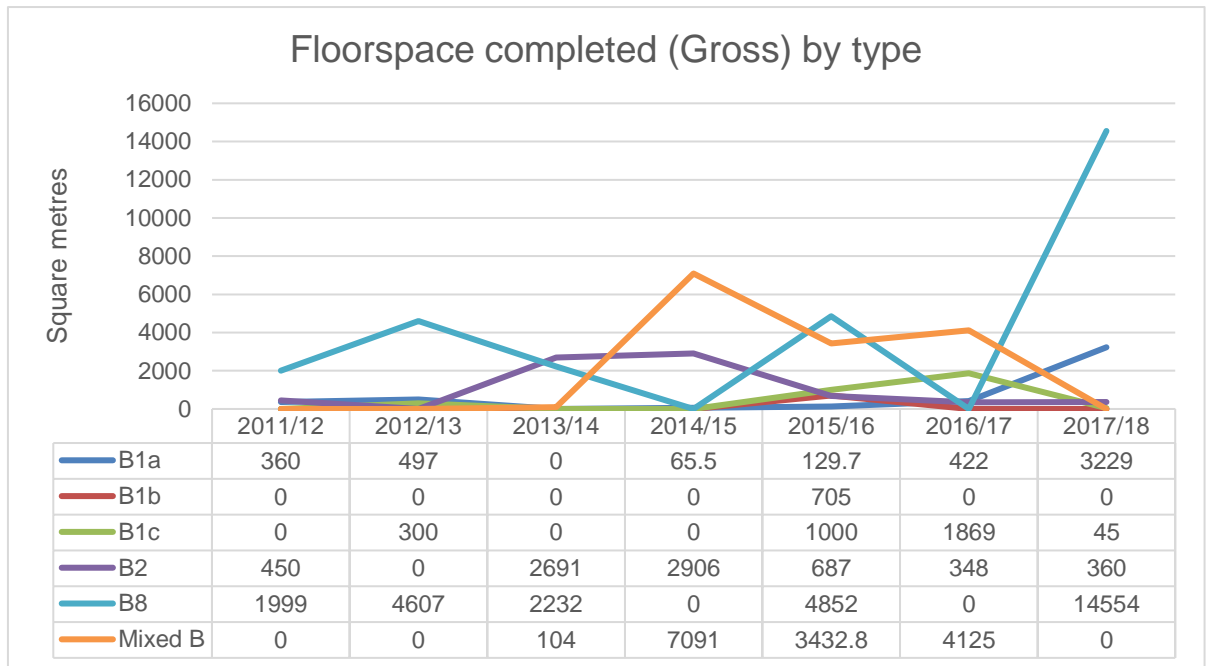


Figure 3: Floorspace completed (Gross) by type 2011/12-2017/18

- 6.2 Although it is recognised that the JCS target is net floorspace, it is important to recognise the quantity of gross employment floorspace delivered. With regards to B1 floorspace, there has been a steady supply since 2011, although this can only be said for B1a (office) floorspace, with the majority (69%), 3229sqm, of this completed in 2017/18. B1b has seen very little floorspace completed, with only 705sqm completed in 2015/16 and as for B1c floorspace the majority (91%) of this floorspace was completed between 2015/16 and 2017/18, with the remaining 9% (300sqm) completed in 2012/13. As for B2 floorspace, only one year of the last 6 years did not deliver any floorspace, in 2012/13, since this time a significant amount of floorspace has been completed, most notably in 2013/14 and 2014/15, which totalled 5,597sqm, which accounts for approximately 75% of completed B2 floorspace during this period. Again, for B8 floorspace, two of the last 6 years have did not deliver any floorspace, 2014/15 and 2016/17.
- 6.3 Although during the other monitoring years during this period, there has been significant levels of delivery, most notably in 2017/18, which saw 14,554sqm completed, accounting for 52% of completed B8 floorspace during this period. This was as a result of the construction of storage and distribution warehouse on North Kettering Business Park, which has been occupied since January 2018. Lastly, with regards to Mixed B floorspace, the completed floorspace during this period was focused between 2013/14 and 2016/17, with most successful year being 2014/15, where 7091sqm was completed.
- 6.4 Given the job target set by Policy 23 are to provide a net increase of 8,100 jobs it is imperative to take the losses of floorspace into account also when analysing completed floorspace.

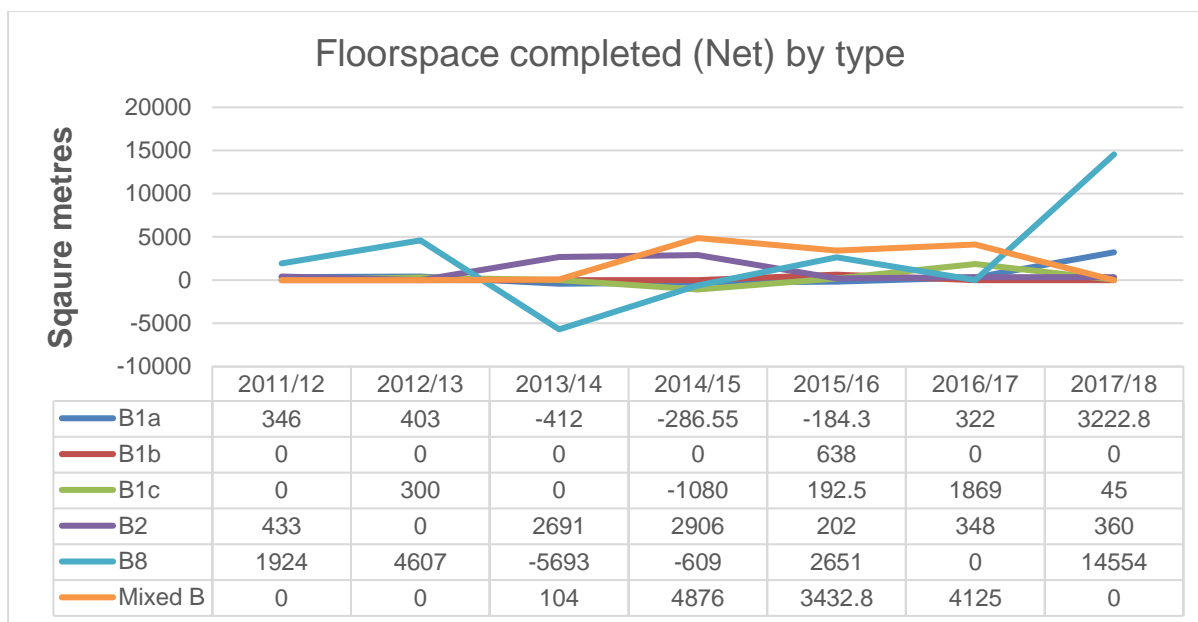


Figure 4: Floorspace completed (Net) by type 2011/12-2017/18

- 6.5 When taking into account, deductions resulting from losses of employment floorspace, B1 floorspace on the whole is not affected to a large extent by these deductions. However, during the period, the most significant loss of B1 floorspace was in 2014/15 whereby, there was a loss of 1080sqm of B1c floorspace, resulting in a net loss of the same amount. The same can be said for B2 floorspace which is affected very little by losses of floorspace. However, it is the two remaining employment use classes, B8 and Mixed B, which have resulted in the largest losses of floorspace.
- 6.6 With regards to the former, there was a significant loss of 7,925 sqm, which as shown above, resulted in a net loss of 5693sqm of B8 floorspace. This was the result of three completed proposals, the largest of which was a change of use from storage to haulage, which saw a loss of 4480sqm. The remaining two applications saw the change of a warehouse to leisure use and a warehouse (B8), which maintained its B class use but changed to B2 (industrial). This development subsequently resulted in losses of 754sqm and 2691sqm, respectively.
- 6.7 As with the latter, there was a fairly significant loss of mixed B floorspace in 2014/15, resulting in a net figure of 4876, a decrease of 2215sqm from the gross figure for this year.

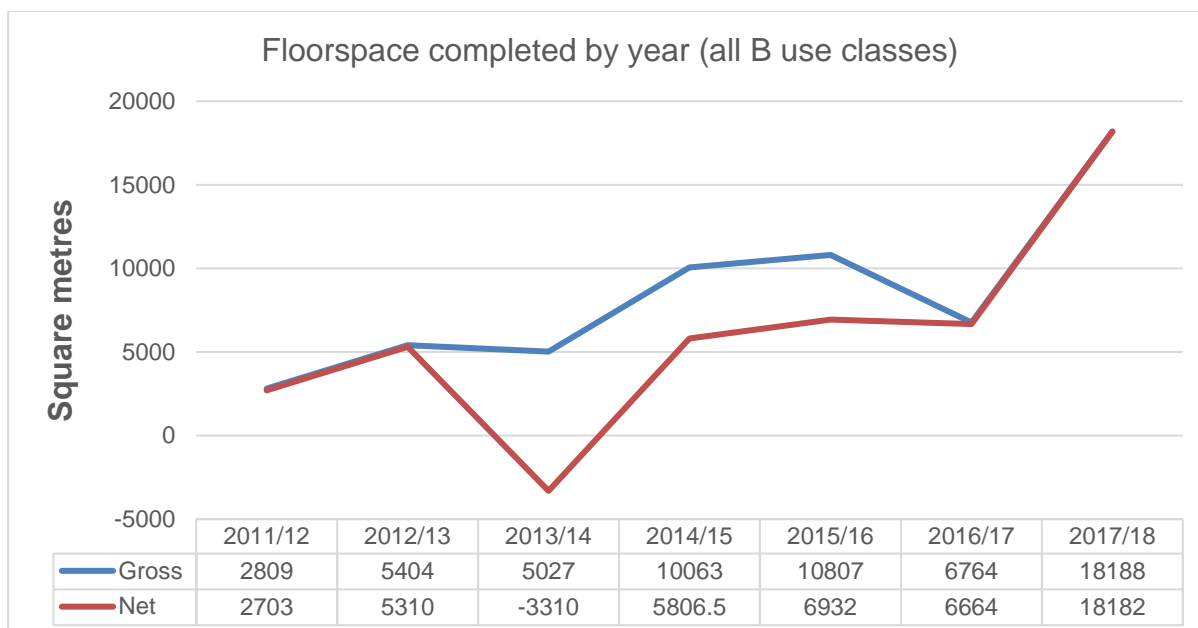


Figure 5: Floorspace completed (Net) by year 2011/12-2017/18

6.8 It is evident that the amount of completed floorspace, both gross and net shows a positive trend since the significant loss in 2013/14 which is helped, as previously mentioned by the completion of the warehouse at North Kettering Business Park in 2017/18, which will provide a significant contribution towards the net job target of 8,100 in Policy 23 of the JCS.

6.9 Figures 4 and 5, shown above provide a brief indication of completed floorspace between 2011 and 2017, although these do not provide details of the completed sites during this period. However, the details of the applications and subsequent completed floorspace are provided below in Figure 6. Also shown as part of these tables are the numbers of jobs that theoretically have been gained or lost as a result of the completion of these sites. As previously mentioned, two measures of employment density have been used, to determine these.

Completed Employment Sites

6.10 In order to estimate the amount of jobs, data on completed employment sites has been collated, between 2011 and 2017, and the floorspace for each application has been calculated using the two measures of employment density, the Technical Note and the Employment Density Matrix. This includes both gains and losses of employment floorspace to produce a net total of jobs provided during this period. This is shown in Figure 6 below.

Figure 6 - Sites Completed 2011/12-2017/18

Site Name	Applicati on Ref.	Gain/Loss	Floorspa ce (sqm)	Propose d use/Los t use	Year comple te	Estimat ed job no's (EDM)	Estimat ed job no's (TN)
Station Road, Kettering	2010/0591	Gain	322	B1a	2011/12	27	18
Bath Road, Kettering	2011/0001	Gain	120	B1a	2011/12	10	7
Orion Way, Kettering	2010/0720	Gain	319	B8	2011/12	4	4
Eckland Lodge, Desborough	2010/0720	Gain	20	B2	2011/12	Negligibl e	Negligibl e
Magnetic Park, Desborough	2011/0545	Gain	1799	B8	2012/13	22	20
Magnetic Park, Desborough	2011/0545	Gain	200	B1a	2012/13	17	11
Cross Street, Kettering	2012/0308	Gain	300	B1c	2012/13	6	17
Stoke Albany Gold Club	2012/0441	Gain	129.5	B1a	2012/13	11	7
Rothwell Grange Court	2011/0738	Gain	167.5	B1a	2012/13	14	9
North Kettering BP	2012/0203	Gain	2819	B8	2012/13	35	32
Silver Street, Broughton	2011/0570	Loss	20	B1	2012/13	Negligibl e	Negligibl e
Havelock Street, Desborough	2011/0680	Loss	-112	B1a	2012/13	-9	-6
Market Place, Kettering	2012/0067	Gain	94	B1a	2012/13	8	5
Bowling Road, Kettering	2012/0140	Loss	-30	B1a	2012/13	-3	-2
Cross Court	2012/0267	Loss	-130	B1a	2012/13	-11	-7
Telford Way	2013/0032	Gain	2691	B2	2013/14	75	77
59 Bath Road	2013/0359	Gain	48	B1c	2013/14	1	3
Kettering Parkway	2013/0431	Gain	842	B8	2013/14	10	10
Bottom Farm	2013/0559	Gain	832	B8	2013/14	10	9
Robinson Way	2012/0729	Gain	506	B8	2013/14	6	6
High Street, Kettering	2012/0793	Loss	-205	B1a	2013/14	-17	-11
Trafalgar Road, Kettering	2013/0082	Loss	-428.84	B1c	2013/14	-9	-24

Pipewell Road Industrial Estate	2013/0106	Loss	-4480	B8	2013/14	-55	-51
Dalkeith Place, Kettering	2013/0147	Loss	-158	B1a	2013/14	-13	-9
Connaught Street, Kettering	2013/0299	Loss	-98	B1a	2013/14	-8	-5
Telford Way	2014/0099	Gain	7005	Mixed B	2014/15	250	149
Station Road (KET/2014/0146)	2014/0146	Loss	-215	B1a	2014/15	-18	-12
Castle Hill, Rothwell	2014/0343	Gain	86	Mixed B	2014/15	3	2
Kettering Road, Pytchley	2014/0476	Gain	82	B2	2014/15	2	2
Henson Way	2014/0501	Gain	1870	B2	2014/15	52	53
Polwell Lane	2014/0510	Gain	44.7	B1a	2014/15	4	2
Hermitage Rd, Brampton Ash	2014/0618	Gain	20.8	B1a	2014/15	2	1
St Michael's Rd, Kettering	2014/0716	Gain	345	B2	2014/15	10	10
Cunliffe Drive, Kettering	2014/0794	Loss	-37.05	B1a	2014/15	-3	-2
Telford Way	2014/0874	Loss	-609	B8	2014/15	-8	-7
Telford Way	2014/0874	Gain	609	B2	2014/15	17	17
London Road, Kettering	2014/0428	Loss	-100	B1a	2014/15	-8	-6
Henson Way	2014/0501	Gain	670	B2	2014/15	19	19
Trafalgar Road	2014/0534	Loss	-1080	B1c	2014/15	-23	-60
Alpro	2013/0741	Gain	2686	Mixed B	2015/16	96	57
Linnell Way	2013/160	Gain	160	B2	2015/16	2	5
Enterprise Close	2015/0296	Gain	5	B2	2015/16	Negligible	Negligible
Northfield Avenue	2014/0183	Gain	502	B2	2015/16	14	14
Bridewell Lane	2015/0294	Gain	36.7	B1a	2015/16	3	2
Cunliffe Drive	2015/0053	Loss	-60	B1a	2015/16	-5	-3
Pytchley Lodge Road	2015/0216	Gain	4852	B8	2015/16	60	55
Orion Way	2015/0274	Loss	-178	B2	2015/16	-5	-5
Henson Way	2015/0340	Gain	1705	B8	2015/16	21	19

Henson Way	2015/0340	Loss	-1000	B1c	2015/16	-21	-56
Kettering Parkway	2015/0368	Loss	-496	B8	2015/16	-6	-6
Cunliffe Drive	2015/0404	Loss	-807.5	B1c	2015/16	-17	-45
Montagu Street	2015/0654	Gain	93	B1a	2015/16	8	5
Montagu Street	2015/0680	Loss	-254	B1a	2015/16	-21	-14
Blackbridge Farm	2015/0711	Gain	187.8	Mixed B	2015/16	7	4
Dingley Dell	2015/0762	Loss	-67	B1b	2015/16	-1	-4
Field Street, Kettering	2015/0914	Loss	-307	B2	2015/16	-9	-9
15-17 London Road, Kettering	2015/0055	Loss	-715	B1a	2015/16	-14	-40
38 York Road, Kettering	2015/1022 (2013/0737)	Loss	-68	B1a	2015/16	-1	-4
Telford Way	2014/0855	Gain	1109	B1c	2016/17	24	62
Orion Way	2015/0377	Gain	4125	Mixed B	2016/17	147	88
Weekley Wood Avenue	2014/0703	Gain	422	B1a	2016/17	35	23
Weetabix	2014/0673	Gain	80	B2	2016/17	2	2
Telford Way	2015/0160	Gain	162	B1c	2016/17	3	9
Telford Way	2015/0400	Gain	268	B2	2016/17	7	8
Orton Road	2016/0087	Gain	598	B1c	2016/17	13	33
Orion Way	2016/0253	Loss	-100	B1a	2016/17	-8	-6
116 Rockingham Road, Kettering	2014/0517	Loss	-559	B1a	2016/17	-11	-31
Crown House, 25 High Street, Rothwell	2013/0454	Loss	-223	B1a	2016/17	-4	-12
Dalkeith Business House, Dalkeith Place	2015/0416	Loss	-429.3	B1a	2016/17	-9	-24
15-17 High Street, Kettering	2016/0036	Loss	-239	B1a	2016/17	-5	-13
15-17 High Street, Kettering	2016/0346	Loss	-243	B1a	2016/17	-5	-14

116 Rockingham Road, Kettering	2016/0174	Loss	-559	B1a	2016/17	-11	-31
Cherry Hall Road	2015/0330	Gain	2760	B1a	2017/18	230	153
Weekley Wood Avenue	2015/1029	Gain	422	B1a	2017/18	35	23
Alpro	2014/0769	Gain	140	B2	2017/18	4	4
Alpro	2015/0373	Gain	267	Mixed B	2017/18	10	6
North Kettering Business Park	2015/0572	Gain	14554	B8	2017/18	180	165
Moorfield Farm, Warkton	2017/0572	Loss	-6.2	B1a	2017/18	Negligible	Negligible
Braybrooke Road, Desborough	2017/0622	Gain	45	B1c	2017/18	1	3

6.11 The table below shows the number of jobs created (net), by type since 2011 for each B-class use. This includes losses of B1a floorspace to residential use as a result of a change to Permitted Development regulations in 2013. The jobs number have been calculated using two sources, the Employment Density Matrix (EDM) and the 'Technical Note for partner Local Planning Authorities on translating job numbers into employment land requirements' (TN) based on the floorspace of completed developments since the start of the plan period. Using both methods, as shown below it is evident that there has been a net gain of jobs over the plan period, as well as an overall gain in B class floorspace since 2011. Therefore, in order to achieve the job targets in Policy 23, between 4553 (JCS Employment Background Paper³) and 4090 (Employment Density Matrix) B class jobs are to be created in within the plan period, with the remaining requirement to be fulfilled through the provision of non B-class jobs. As stated within the Joint Core Strategy Employment Background Paper (January 2015) which sets a target for job to be provided within B class uses. For Kettering, this requirement is 5,265 jobs, 65% of the minimum job target of 8,100.

	B1a	B1b	B1c	B1/2	B2	B8	Mixed B	Total
Jobs created (net) (EDM)	216	-1	-22	0	190	280	513	1175

³ North Northamptonshire Joint Core Strategy – Employment Background Paper (2015): <http://www.nnjpu.org.uk/docs/Employment%20Background%20paper%20Jan%202015.pdf>

Jobs created (net) (TN)	14	-4	-59	0	198	257	305	712
Additional floorspace (Net)	234.65	-67	-1054.34	0	6957	22643	14357	43070.11

Figure 7: Jobs created by type 2011-2018

6.12 This shows that the EDM estimates that more jobs have been created since 2011 compared to when the number of estimated jobs created is calculated using the TN. Against the target of 5,265 as set out in Joint Core Strategy Employment Background Paper, the EDM estimates that 1175 jobs have been created since 2011, accounting for 22% of the target, with a yearly average of 168 jobs created per year. In comparison the TN estimates that 712 jobs have been created within the same period since 2011, accounting for 14% of the Background Paper figure, with a yearly average of 102 jobs created per year.

6.13 To achieve the job creation target of B-class jobs of 5,265, over the plan period, approximately 265 jobs need to be created per year, it is evident from the above that both estimates fall below this figure.

6.14 In order to determine whether this figure is likely to be achieved, estimating the future supply of B-class floorspace is required.

6.15 Projecting the completion of employment floorspace to estimate the creation of jobs against the targets set out in Policy 23 of the JCS as well as the NNJPU Employment Background Paper (January 2015), provides evidence in relation to employment allocations in the Part 2 Local Plan for Kettering Borough.

6.16 The table below contains sites which were not completed when checked at the end of the 2017/18 monitoring year but are expected to be completed within the plan period and constitute the supply of employment floorspace and the creation of subsequent jobs at present.

7. Existing supply - 2017/18

Figure 8: Existing supply at March 2018

Site Name	Application Ref.	Gain/Loss	Floorspace m ²	Proposed use/Lost use	Projected Jobs to be created (EDM)	Projected Jobs to be created (TN)
Roxhill (A14 Junction 10 - land adj A6)	2013/0661 (Outline)	Gain	108287	Mixed B	3867	2304
Roxhill (Plot 300, A14 Junction 10 - land adj A6)	2016/0678 (RM)	Gain	23,313	Mixed B	Included within Outline	Included within Outline

186a Station Road	2017/0027	Gain	298	B1a	25	17
Alpro, Altendiez Way	2016/0803	Gain	502	B1a/B1b (Mixed B)	18	11
Povoas Packaging Ltd, Stoke Albany Road	2015/0931	Gain	865	B8	11	10
Station Yard, Rushton Road	2016/0844	Gain	540	B8	7	6
Woodside Business Park, 3A Stoke Albany Road	2016/0255	Gain	3305	B2	92	94
7-9 Station Road	2016/0792	Loss	-224	B1a	-19	-12
Site B, Eagle Avenue	2017/0019	Gain	5065.4	Mixed B	181	108
Site C, Eagle Avenue	2017/0036	Gain	3274	Mixed B	117	70
Rigid Containers Ltd, Stoke Albany Road	2017/0599	Gain	1111.6	B8	14	13
Bottom Farm, Stoke Albany Road	2017/0370	Gain	864	B2/B8 (Mixed B)	31	72
Bottom Farm, Stoke Albany Road	2015/0322	Gain	1980	B2	55	57
North Kettering Business Park, Zone A, Plot 2, Rockingham Road	2015/0202	Gain	34307	B8	424	390
Tesco Stores Ltd, Carina Road	2014/0159	Gain	520	B8	6	6
Kettering Leisure Village, Thurston Drive	2016/0089	Gain	320	B1a	27	18
Kettering Bodycraft Ltd, Henson Way	2016/0746	Loss	-258	B2	-7	-7
Plot 3, North Kettering Business Development Area, Weekley Wood Avenue	2017/0885	Gain	872	B1a	73	48
Unit 5, North Kettering Business Park, Hipwell Road	2017/0216	Gain	737	B8	9	8
25 Dalkeith Place	2017/0208	Loss	-147.4	B1a	-12	-8
3-5 Newland Street	2017/0396	Gain	130	B1a	11	7

Regent Gate, Regent Street	2017/0929 (2017/0647)	Gain	80	B1a	7	4
55 Headlands	2016/0413	Loss	-1066	B1a	-89	-59
1C Headlands	2017/0550	Loss	-569	B1a	-47	-32
Sheerness House, 41 Meadow Road	2016/0412	Loss	-674.8	B1a	-56	-37
Montagu House, Montagu Street	2016/0768	Loss	-958	B1a	-80	-53
15 Tresham Street	2016/0698	Loss	-365	B1a	-30	-20
17 New Street	2017/0452	Loss	150	B1a	13	8
Cransley Park - Northampton Road	2013/0827 (Outline)	Gain	25084	Mixed B	896	534
Cransley Park - Northampton Road	2015/0911 (RM)	Gain	14554	Mixed B	Included within Outline	Included within Outline
The Hermitage, Desborough Rd	2017/0228	Gain	74.2	B1a	6	4
The Hermitage	2016/0839	Gain	74.2	B1a	6	4
Braybrooke Farm, Harborough Road	2016/0788	Gain	253	B2	7	7
Cranford Road	2017/0649	Gain	490	B8	6	6
Flat Acreland Farmhouse, 50 Cranford Road	2017/0631	Gain	883	B1c	19	49
Barnwell Court, 21 The Court	2017/0806	Loss	-114	B1a	-10	-6
Barnwell Court, 21 The Court	2017/0811	Loss	-114	B1a	-10	-6
Units 16-22, Barnwell Court, The Green	2017/0354	Loss	-433	B1a	-36	-24
21-22 Barnwell Court	2017/0468	Loss	-307	B1a	-26	-17
Clarendon House, 8-12 Station Road	2016/0830	Loss	-198	B1a	-17	-11
Clarendon House, 8-12 Station Road	2016/0335	Loss	-3078	B1a	-257	-171
18 Carrington Street	2015/0063	Loss	-60.26	B1a	-5	-3
22c Market Street	2017/0487	Loss	-251	B1a	-21	-14
1-2 Meeting Lane	2014/0876	Loss	-160	B1a	-13	-9

51 Club Street	2017/0984	Loss	-37.7	B1a	-3	-2
The Swan, 44 Montagu Street	2015/0654	Gain	93	B1a	1	5
14 Green Lane	2016/0132	Loss	-342	B1a	-29	-19
26 Queen Street, Geddington	2017/0998	Loss	-244	B1c	-5	-14

	B1a	B1b	B1c	B1/2	B2	B8	Mixed B	Total
Projected job no's (EDM)	-524	0	14	0	147	476	5110	5222
Projected job no's (TN)	-349	0	36	0	151	438	3098	3374
Additional floorspace (sqm)	-6976	0	639	0	5280	38571	180943	218457

Figure 9: Projected job provision (2018-onwards – within plan period)

With Strategic/Allocated Sites	B1a	B1b	B1c	B1/2	B2	B8	Mixed B	Total
Projected job no's (EDM)	5507	0	14	0	147	476	13645	19789
Projected job no's (TN)	3672	0	36	0	151	438	8182	12479
Additional floorspace (sqm)	65403	0	639	0	5280	38571	419918	529811

Figure 10: Projected job provision – including strategic sites

Strategic/Allocated Sites	B1a	Mixed B	Total
East Kettering	21200	21200	42400
AAP	38500	0	38500
Kettering North	0	111483	111483
Kettering South	6919	100532	107451
Rothwell North	5760	5760	11520
Total	72379	238975	311354

Figure 11: Strategic employment sites

7.1 The EDM projects that 5222 jobs will be provided by those sites that are expected to be completed within the plan period, this is an under provision of 43 jobs. Although when those sites which have already completed are taken into account, this would result in a total supply within the plan period of 6,397 jobs, an over provision of 1,132. In comparison when using the employment

figures from the Technical Note, this estimates that 3374 jobs will be created from the sites yet to be completed. This shows an under supply of 1891 jobs, from the remaining target as calculated using the Technical Note. Although as before, when those sites which already been completed, earlier in the plan period are included, 4,086 jobs are estimated to be delivered within the plan period. This still results in an undersupply of 1179 jobs in comparison.

- 7.2 When taking into sites with planning permission, as set out in Figure 10 as well as those which are strategic allocations, the EDM projects that 19,789 jobs (net) will be provided within the plan period, resulting in a significant over supply of 14,524 jobs. In comparison when using the Technical Note (TN), again there is a significant over supply of 7214 jobs over the same period, resulting in a total of 12,479 jobs.
- 7.3 As shown in Figure 12 below, when the estimated job provision between 2011/12 and 2017/18 on completed sites is added to this figure, the EDM projects that in total 20,963 jobs will be created within the plan period, an oversupply of 15,698 jobs. In comparison the estimated total of jobs created using the TN would result in a total of 13,191 jobs, resulting in an oversupply of 7,925 B-class jobs.
- 7.4 In conclusion the monitoring information demonstrates that completions, sites with planning permission and strategic allocations identify sufficient land for employment to meet the requirements set out in Policy 23 (Distribution of New Jobs) of the Joint Core Strategy for B-class jobs.

	B1a	B1 b	B1c	B1/ 2	B2	B8	Mixed B	Total
Projected job no's (EDM)	5723	-1	-9	0	337	756	14157	20963
Projected job no's (TN)	3686	-4	-23	0	349	696	8488	13191
Additional floorspace	65637.8 9	-67	- 415.34	0	1223 7	61213. 6	434275. 2	572881.3 5

Figure 12: Estimated job provision (including completions and existing supply/commitments)

8. Summary of the review of the market for employment provision

- 8.1 AspinallVerdi undertook a review of the market for employment provision within Kettering Borough. This review was completed in November 2018, and a copy of this review is attached at Appendix 1.
- 8.2 The review of the market for employment provision considered office space, general industrial space and strategic distribution. For each of the categories it considered demand, supply and the balance of the market. The main purpose for this was to identify whether there is any demand for new floorspace and

therefore whether there is a need to allocate land within the emerging Part 2 Local Plan to meet this demand.

- 8.3 The conclusions from this assessment are set out below, along with suggested actions resulting from these conclusions.

Conclusions - Office Market

- 8.4 *The office market in the Kettering Borough is generally considered to be in balance. There is steady demand from local occupiers and there is not pent up demand. Agents/developers believe there is enough existing stock and development opportunities already in the pipeline to satisfy demand over the plan period.*
- 8.5 *Agents report that office stock has been lost in recent years in Kettering town through permitted development rights. The office space being lost through permitted development rights is not being replaced because new build development is unviable. Although this has not had a negative impact on the office market thus far it does need to be monitored.*
- 8.6 *New build office development is only likely to come forward on the existing employment sites where roads and servicing is already in place and is developed on a build to suit basis. Or on the SUEs, strategic employment sites or town centre AAP allocations, whereby the higher value such as residential or strategic B8 distribution uses can cross-subsidise the office accommodation. These existing allocations will satisfy job growth forecasts outlined in the JCS.*

Actions

- 8.7 To recognise the need to monitor the loss of office development through permitted development rights the Part 2 Local Plan will include a monitoring indicator for this. The JCS monitoring framework already measures loss of employment of other uses so an additional indicator will provide further information specifically relating to loss of employment through permitted development rights.

Conclusions – general industrial markets

- 8.8 *There is a clear demand for general industrial units across the borough – especially for small and medium sized units. The availability of industrial space has been diminishing, due to the strong demand and lack of new build occurring.*
- 8.9 *Both developers and agents alike have confirmed that if new units were brought forward there would be sufficient demand for it to be let/sold. The tight market is not unique to Kettering Borough; within the whole of Northamptonshire and the Midlands there is a lack of industrial supply, matched with substantial demand for industrial units. The current point in the cycle does provide a market*

opportunity for Kettering to attract occupiers from the wider sub region if sites were made available.

- 8.10 *If the borough fails to deliver new general industrial space, there is a risk that some occupiers will choose to relocate or expand elsewhere. Others, who cannot move away because they need to keep existing workforces will be unable to grow or modernise as they would otherwise do. If new land were allocated for development these constraints would be removed and the local economy would perform better.*
- 8.11 *There are a number of constraints which are hampering development in the wider area, including viability, electrical capacity and access to suitable workforce. These problems are not specific to Kettering but effect the whole Northamptonshire and wider East Midlands area.*
- 8.12 *There are some development opportunities which will likely be delivered in the short term, including Cransley Park, Kettering Gateway, and the next phase of development at land at Kettering North. But proposals in these areas are not for small to medium units.*
- 8.13 *Occupiers for smaller units, require immediate availability of units as they are not prepared to wait for a design and build opportunities. To enable these smaller units to viably delivered sites that are made available need to be unconstrained with services in place.*
- 8.14 *Development opportunities for smaller units lie as part of the mix on the larger strategic sites, whereby the cost of site servicing can be cross-subsidised by other uses. Though it will not satisfy the short term pent up demand for general industrial space, the Council should create policy that seeks a minimum number of smaller units on strategic sites.*
- 8.15 *In terms of employment land need the council has satisfied its job forecasts outlined in the JCS. But the strategic sites allocated are focused on delivering logics space rather than smaller units. There may have been an opportunity to deliver a higher proportion of smaller industrial units at sites like Kettering Gateway or Cransley Park. But the lack of a policy on the provision of smaller units has meant that developers have sought to bring forward a much higher proportion of large units.*
- 8.16 *Developers choosing to build larger units on industrial sites is not unique to Kettering Borough. In Daventry District to the west the council has adopted policy that limits the size of units acceptable in planning terms on allocated sites. In some cases, this is done by capping the maximum unit sizes across the whole site and at some sites policy suggests the preferred unit sizes mix i.e. 50% of units have to be under 10,000 sqm. This policy will act as a mechanism to reduce land values to a level to enable development to become viable i.e. stopping developer's bidding for sites assuming larger units and the cost savings this brings.*

8.17 *Agents report that there is opportunity outside Kettering Town and Burton Latimer to develop space but there is no precedence of successful development in these areas. There is less demand than around Kettering Town and Burton Latimer, but as there is such pent-up demand, occupiers will take space as long as it has good transport links and is reasonably priced.*

Actions

8.18 Consider inclusion of a policy which seeks a minimum number of smaller units on strategic sites, as this involves strategic sites, this will be considered through a review of the Joint Core Strategy.

8.19 Allocation of smaller sites in the Part 2 Local Plan which could deliver smaller industrial units.

Conclusions – strategic distribution market

8.20 *There is steady demand for logistics space in Kettering Borough and the wider area. With overspill from areas closer to the M1 Kettering has already been able to satisfy requirements from occupiers looking in these ‘prime’ areas. Although the borough currently has no availability there are a number of sites in the pipeline at different points within the development process, which should satisfy demand going forward. The strategic sites allocated are in good locations, and plans show that the scheme designs fit the profile of demand agents are currently seeing in the borough.*

8.21 *The borough has already satisfied its need for strategic distribution employment land based on the job forecasts included in the JCS and does not need to allocate more land. When compared to the general industrial market there is a significant amount of land allocated for logistics in the borough. The key constraints for occupiers in Kettering Borough and the wider region is the lack of available workforce and energy capacity. If these can be resolved in the coming years the borough has enough strategic land allocated to fulfil demand for logistics over the plan period.*

Actions

8.22 No allocations needed in the Part 2 Local Plan.

9 Site Specific Policies

9.1 This section of the report uses the monitoring information and evidence identified in sections 6 and 7 to consider how the SSP2 should deal with employment. Within the Site Specific Part 2 Local Plan there are two areas which need to be considered.

9.2 The first is the need to allocate additional employment sites in the Borough to maximise the number of jobs provided within the Borough and to identify smaller sites which complement the strategic sites and provide choice to the

market. The second area is the need to protect existing employment sites. These two issues are considered below.

Allocation of employment sites

9.3 In relation to the allocation of employment sites there are two options.

1. The first is to rely on the strategic allocations in the JCS to deliver jobs in the Borough.
2. The second is to identify smaller sites through the Site Specific Part 2 Local Plan to provide greater choice and flexibility.

9.4 The JCS allocates the following strategic sites in Kettering Borough, these are shown in Figure 11 in Section 8 above.

9.5 In order to achieve a sustainable balance between local jobs and workers and a more diverse economy JCS Policy 23 requires that the quantity and quality of existing and committed employment sites will be reviewed against job creation targets. Part d) of Policy 23 requires that *'where, taking account of the forecast growth in non-B class jobs, there is an identified shortfall in supply of deliverable sites to meet the job targets in table 3, additional sites will be allocated in Part 2 Local Plans and/ or Neighbourhood Plans with priority given to sites within or adjoining the Growth Towns in locations that are capable of being accessed by a choice of means of transport'*.

9.6 The monitoring information identified in sections 6 and 7 demonstrates that sufficient land has been identified through completions, planning permissions and strategic employment allocations to deliver the job requirements set out in the JCS. However, the review of the market for employment land, summarised in section 8, concludes that there is a clear demand for general industrial units across the borough – especially for small and medium size units.

9.7 Allocating additional small sites to provide greater choice and flexibility provides the opportunity to meet some of the need for general industrial units. Therefore, the SSP2 will allocate additional small scale employment sites to complement the strategic sites identified in the JCS.

9.8 The assessment of potential employment sites is set out in section 15.

10 Safeguarded employment areas

10.1 The JCS recognises that existing employment sites provide an important part of the employment land supply.

10.2 The JCS sets out that where there is an existing over-supply of committed employment land the local planning authorities will undertake employment land reviews to inform Part 2 Local Plans to ensure that where sites are safeguarded

for employment use, there is a reasonable prospect of the site being brought forward for that use.

10.3 Policy 22 of the JCS seeks to build a stronger sustainable economy. Part b) of the policy seeks to prioritise the enhancement of existing employment sites and the regeneration of previously developed land. Part c) of the policy requires *'safeguarding existing and committed employment sites for employment use unless it can be demonstrated by an applicant that there is no reasonable prospect of the site being used for that purpose and that an alternative use would: Not be detrimental to the mix of uses within a Sustainable Urban Extension and/ or resolve existing conflicts between land uses.*

10.4 The JCS already provides policy criteria for safeguarding existing employment areas. The role of the Part 2 Local Plan should be to identify those industrial and commercial sites that should be designated as protected employment areas.

10.5 The Site Specific Proposals Local Development Document – Options Paper (February 2012) identified two options in relation to safeguarding existing employment land.

1. To include a policy detailing sites to be safeguarded for B1, B2 and B8 purposes.
2. To not include a policy to protect existing employment sites and to rely on strategic policy (at the time this was the Core Spatial Strategy)

10.6 The Options paper also included a list of sites to be safeguarded:

- North Kettering Business Park
- Telford Way Industrial Estate, Kettering
- Pytchley Lodge and Orion Way Industrial Estate, Kettering
- Kettering Parkway
- Northfield Avenue, Kettering
- Desborough Industry (including Magnetic Park)
- Latimer Business Park, Burton Latimer
- Station Road Industrial Estate, Burton Latimer
- Grange Road, Geddington

10.7 At Planning Policy Committee on the 4th September 2012, it was agreed to endorse the approach taken in responses to comments received for the Employment chapter during the consultation as part of the 'next steps' section of the report to enable officers to proceed with this section of the SSP2. As part of these 'next steps' it was agreed to review the approach to employment sites and refine the safeguarded employment sites policy as well as a review of preferred employment allocations.

11 Approach and methodology for identifying protected employment areas

Reviewing established employment areas

11.1 The list of existing employment sites to be safeguarded identified in the Options Paper provides a starting policy for establishing a list of protected employment areas. However, given the time between this consultation and the current assessment it is appropriate to review this list.

Therefore, sites which meet the following criteria have also been included in the list:

- Sites included in the Options Paper
- Sites allocated in the Minerals and Waste Local Plan as Industrial area locations for waste management uses
- Sites of more than 1ha and/or where there is at least one currently operational business or employment use

Industrial area locations for waste management uses:

- Telford Way
- Pytchley Lodge

	Size	Identified in Options Paper	Industrial area locations for waste management uses	Sites of more than 1ha and/or where is at least one currently operational business or employment use
North Kettering Business Park	117.8ha	✓		
Telford Way Industrial Estate, Kettering	79.9ha	✓	✓	
Pytchley Lodge and Orion Way Industrial Estate, Kettering	30.5ha	✓	✓	

Kettering Parkway	26ha	✓		
Northfield Avenue, Kettering	5.2ha	✓		
Desborough Industry (including Magnetic Park)	25ha	✓		
Latimer Business Park	33.3ha	✓		
Station Road Industrial Estate, Burton Latimer	25.6ha	✓		
Grange Road, Geddington	0.2ha	✓		
Pipewell Road Industrial Estate, Desborough	0.45ha			✓
Eckland Lodge, Desborough	3.1ha			✓
Eveden Factories, Desborough	0.86ha			✓

Figure 13 – Existing employment areas

11.2 Other sites considered but discounted:

- Woodside, Stoke Albany Road, Desborough – 0.0734 – open countryside
- Dallacre Farm, Wilbarston – 290m² – open countryside

11.3 An assessment of existing employment sites from a demand perspective has been undertaken; the detail of this assessment is attached at Appendix 1. This assessment considered whether existing sites are well occupied, still fit for purpose, have scope to redevelop/expand/or refurbish, and whether the sites should be safeguarded for their current use in the emerging Part 2 Local Plan.

12 Assessment of potential employment sites

12.1 The assessment of employment sites has been split into two, supply and demand. The demand side of the assessment was undertaken by Aspinall Verdi and is included within the report attached at Appendix 1.

- 12.2 The supply side assessment considered looked to determine the scale of type of allocations based on the completed employment floorspace as well commitments, including allocated sites in the JCS.
- 12.3 The demand side assessment considered whether if the sites were allocated for development whether there would be viable market demand for the site.

13 Employment Site Assessments Conclusions

- 13.1 Through the site assessment process the following sites the following sites present less significant constraints and are considered to provide the appropriate level of additional supply to the employment market, offering different types of employment in varying locations through Kettering borough. This is despite it being evident that there is already a significant oversupply of employment land.

Site Ref: KE/184a – McAlpine’s Yard, Kettering

- 13.2 The site is currently used for low density open storage as well as workshop space. Development of the site would result in the loss of this use.
- 13.3 This site was first reported to Planning Policy Committee on 1st November 2016 and was proposed to be mixed use, with residential on the northern part of the site with a smaller element of employment use to south, adjacent to the existing Pytchley Lodge Industrial Estate.. This site was subsequently assessed and on 5th September 2017 it was agreed to consider the site for allocation for housing, with additional work required in relation to the proposed employment use, through the Employment Land Review. This review found that B1c and B2 to be the most suitable use given the uses which currently exist on both the Pytchley Lodge Road Industrial Estate and Orion Way. Office (B1a) use would be less suitable and not as attractive as B1c and B2 uses.
- 13.4 Through development of the site there is not likely to be a net loss of jobs, given the nature of the potential type of employment use on the smaller area of the site and the current density of the 9.6ha site is very low and therefore the provision of a smaller area of the site for employment use could largely replace the jobs lost.
- 13.5 It is evident that the employment element of this scheme is suitable and is likely to be attractive to the market. Although any issues with the residential element of this proposal needs to be capable of being addressed at the planning application stage. Subsequently the Council’s assessment of the site has found that the primary issue associated with the most significant constraint is the scale of residential development proposed off a single access point as well as the need for emergency services to be able to access the site through a secondary access location.

- 13.6 Furthermore, in order to allow emergency access to the site, especially of such as significant scale a second access point is likely to be required for this purpose, due to the nature of the road network north of the site and the access to a main road in Northampton Road. This would only be required for the residential element of the mixed use allocation. Options to address this issue will need to be considered as part of a subsequent transport assessment, which is likely to include traffic modelling and predicted network impact. Further to this, comments received from NCC Highways indicate that traffic mitigation measures will need to be put in place.
- 13.7 Despite this it is considered suitable for the proposed use which would see provide a suitable alternative use for the land whilst maintaining employment use on the site, resulting in a more efficient and productive use of the site, compared to its existing use. In addition to this, the southern part of the site is located within Flood Zone 2, as set out in the Strategic Flood Risk Assessment Update. Although it is anticipated that this area will be employment use, further work is required to establish how flood risk of this Flood Zone 2 area of land is managed. The outcome of the further flooding work will preferably be fed into the final document for Submission.

Site Ref: D1 – Land at Magnetic Park, Desborough

- 13.8 This site formed part of a larger area of land which was originally assessed in the preparation of the JCS. The site was discounted on the basis of uncertainty around the land's availability and information on sustainability criteria, and therefore was not allocated in the JCS as a strategic employment allocation. These issues have since been progressed through work on the SSP2.
- 13.9 Although the site is currently located on greenfield agricultural land, it is adjacent to existing B2 and B8 uses to the east and would not result in detached/isolated development in the open countryside to the west of Desborough. The Employment Land Review found that there is general lack of supply in the wider area for this type of use and therefore this site is likely to be attractive to occupiers. This is despite the demand for B2 and B8 uses in Desborough being not as high as Kettering, although this is expected given the status and size of both settlements. B2 and B8 uses would be the most suitable uses for the site, with any alternative use considered to be unsuitable.
- 13.10 The Council's assessment of the site indicated that there was a number of minor constraints, such as distance to railway station, local centre and town centre, however it is considered that these facilities are still available within a relatively short distance in Desborough Town Centre, despite being located on the edge of the town and this would not preclude development of the site. In addition to this the suitability of the vehicular access of this site is considered adequate given

the width of the highway and the ease of access to the A6 onto the A14, this is in comparison with Braybrooke Road which is primary access route to site D7, which is a narrower carriageway and more susceptible to congestion at peak times, making site D7 less accessible for larger vehicles, despite being located slightly closer to Desborough Town Centre, as determined by the site assessment.

13.11 Further to this, comments received from NCC Highways indicate that there are similar issues regarding access and highway capacity for both this site and site D7. The primary observation is that there is sufficient capacity to the north of both site towards the nearest junctions with the A6, with more constrained capacity to south towards Desborough town centre. Although as considered above, this site is preferable with regards to suitability and access and impact Desborough's road network.

13.12 In addition to this, the score given for 'Heritage and Archaeology' reflects the need for more information to be obtained in order for NCC Archaeology to assess the archaeological potential of the site. It is expected that an assessment would be required as part of any application for the site.

Site Ref: RA10 - Geddington South West

13.13 The site is located adjacent to Grange Road Industrial Estate on greenfield land; development of this site would result in an extension to the larger established employment site which comprises of a number of small units in B1c use. The site was first identified through the Issues consultation of the Site Specific Proposals LDD (209). It was subsequently assessed for its suitability as an employment allocation as part of a larger site, including housing. It was concluded to progress the smaller part of the site for consideration as an employment allocation.

13.14 The Employment Land Review concluded that given its location and size, the site is likely to attract occupiers similar to those on the Grange Road Estate. Through the Council's assessment indicated that there were a number of minor constraints, such as distance to railway station, local centre, town centre and other employment uses, however it is considered that although these facilities are not in close proximity to the site this would not preclude development. In addition to this, the score given for 'Minerals' means that the site is within a Mineral Safeguarding area, although this is it considered a significant constraint. It is expected that an assessment would be required as part of any application for the site and this would overcome/mitigate any associated issues identified at this stage.

13.15 Based on the employment densities used above (TN) and (EDM), the potential job provision for these employment allocations is shown below in Figure 14.

Site Reference	Site Name	Allocated employment type	Site area (ha)	Total floorspace (sqm)	Potential job provision (TN)	Potential job provision (EDM)
KE/184a	McAlpine's Yard, Kettering	B1c/B2	1.1	4,400	93	157
D1	Land at Magnetic Park, Kettering	B2/B8	8.1	32,400	689	1157
RA10	Geddington South West	B1c	0.28	1,120	62	23
Total			9.48	37,920	844	1337

Figure 14 – Proposed Employment Allocations

13.16 As the amount of floorspace that would be delivered on these sites it is not known, this has to be estimated. To do this, an assumption based on the Technical Note which assumes a 40% plot ratio, meaning 4000sqm would occupy a 1ha site. This has therefore been used to calculate the potential floorspace on the allocated sites above.

13.17 As the exact mix of type of employment space that will potentially be delivered on these sites it not known at this stage, a mixed B density will be used for site KE184a (McAlpine's Yard) and D1 (Land at Magnetic Park). This is not the case for RA10 (Geddington South West) which only includes one employment type (B1c).

13.18 Using these measures to calculate the potential job provision of the proposed allocations, it is evident that the amount of jobs that would potentially be created by through the delivery of the sites provide a contribution towards the job target of 5265.

13.19 As shown above, it is clear that this target is likely to be surpassed by those sites.

13.20 Figure 15 shows the estimated total of jobs provided within the plan period, including allocations in the SSP2. As shown above the provision of jobs through completed sites and current commitments exceeds the target of 5,265 B-class jobs during the plan period. In addition to this, it also exceeds the overall job target set out in Policy 23 of the JCS of 8,100. The allocations provide competition and choice to prevent businesses from not being able to locate in the area based unsuitable sites based on size, location and type.

	B1a	B1 b	B1c	B1 Unclassif ied	B1 /2	B2	B8	Mixed B	Total
Projected job no's (EDM)	5723	-1	14	0	0	337	756	15471	22300
Projected job no's (TN)	3686	-4	39	0	0	349	696	9270	14036
Additional floorspace	6563 7.89	- 67. 00	- 415. 34	0.00	0. 00	1223 7.00	612 13.6	46779 5.20	60640 1.35

Figure 15 - Projected job supply, including employment allocations

Sites not recommended for allocation

13.21 It is evident that through the sites that have been completed since 2011 and those sites which have consent but are yet to be completed the proposed allocations as well that there is a significant over supply of employment land/floorspace in Kettering Borough. Therefore, it is considered because of significant constraints or a lack of demand and the risk of market saturation, the following sites will not be allocated.

Site Ref: D7 – Land at Humfrey's Lodge, Desborough

13.22. This site formed part of a larger area which was originally assessed in the JCS Background Paper on Strategic Housing and Employment Sites. The site was discounted and was therefore not allocated in the JCS as a strategic employment land allocation. The site has recently been subject to an appeal on a refusal for residential use, which was dismissed. However, given the sites close proximity to the A6, it is attractive to occupiers and would be suitable for a mix of B class uses, excluding (B1a and b). Therefore, the site should still be considered for allocation for employment use. As the site has potential as a mixed use scheme, less intensive uses are likely to more suitable on the eastern side of the site, adjacent to existing residential properties.

13.23 The Council's assessment of the site indicated that was a number of minor constraints, such as distance to railway station and local centre, however it is considered that these facilities are still available within a relatively short distance in Desborough Town Centre and this would not preclude development of the site. In comparison to site D1, this site is located slightly closer to Desborough town centre, although as mentioned in relation to site D1 above, the suitability of the route into Desborough, via Braybrooke Road is lesser than that compared to the more adequate Harborough Road on which site D1 is located on.

13.24 The location of this site is in close proximity to existing residential properties which currently sit on the south-western boundary of the settlement. Additional employment development in this location has the potential to result in an increase

in noise levels for residents in these properties. In comparison, this is unlikely to be an increase with site D1, which is further from residential properties on Harborough Road.

13.25 In addition to this, the score given for 'Heritage and Archaeology' reflects the need for more information to be obtained in order for NCC Archaeology to assess the archaeological potential of the site. It is expected that an assessment would be required as part of any application for the site.

13.26 Despite this, it has to be considered that whether locating two employment sites of a similar size and nature in close proximity in a settlement the size of Desborough would result in an oversupply of employment land, where there is limited demand. This site in comparison to site D1 is more detached from the settlement, whereas as site D1 is adjacent to existing employment uses. Therefore, it is considered that both sites would not be required.

Site Ref: R6 – Land south of A14 Junction 4, Rothwell

13.27 Located outside of Rothwell adjacent to junction 4 of the A14, this site benefits from direct access to the A14 and therefore development of B2 or B8 uses would be attractive to potential occupiers. The site is also in close proximity to the Rothwell Lorry Park, which has recently opened adjacent to Junction 3 of the A14. This site formed part of a larger area which was originally assessed in the JCS Background Paper on Strategic Housing and Employment Sites. It was discounted for reasons of the larger site being detached from Rothwell, and potential implications for the Nene Valley Nature Improvement Area, and flood risk. It was therefore not allocated in the JCS as a strategic employment allocation.

13.28 The site assessment for this site indicates that the scores poorly in terms of accessibility to key services and facilities such as transport as well as a local centre. Although given the sites location, adjacent to the A14 these concerns are unlikely to preclude development. In addition to this, approximately 20% of the site is within Flood Zone 2. This part of the site is that adjacent to Slade Brook, which runs along the site's southern boundary. Although it has been confirmed by NCC SWD that 40% of the site is at risk from surface water flooding.

13.29 The most significant constraint for this site is the gradient drop between the likely access point and the site itself which is likely to make development of the unviable due to high site preparation costs. Although it is recognised, if these constraints can be overcome, development of the site may be considered suitable in the future.

Site Ref: R3 – Cooper's Coaches

13.30 This site was first identified through the Issues consultation on the Site Specific Proposals LDD (2009). It was subsequently assessed for its suitability as an employment allocation, the conclusion of which was reported in the Employment Allocations Background Paper (February 2012). At this stage, following an assessment of the site, it was considered that the site may be suitable for small scale employment/start up units.

13.31 The site is small in size, which limits the uses for the site, especially B2 or B8 uses. As a result, the Employment Land Review concluded that B1a offices are likely to be the most suitable, given that the site is in a built up area, residential use would be a more suitable alternative use for the site and any demand from office occupiers in Rothwell is unlikely. The site was recently the subject of a planning application for 3 dwellings, which has since been withdrawn, bringing into question the landowner's ambitions for the site and its availability for employment.

13.32 The site assessment does not highlight any further constraints to those already addressed above, apart from distance to railway station. Further to this, the site is adjacent to the Conservation Area and other heritage assets and development would result in the demolition/conversion of the historic buildings on the site which is likely to detriment a heritage asset. There is also archaeological potential for the site, which has been assessed and found to be able to be mitigated against through conditions requiring further archaeological investigations.

Site Ref: RA20 – Land between Carlton Road and Kendalls Close

13.33 The site is currently in agricultural use on the edge of Wilbarston with poor access and given its proximity to residential properties, would only be suitable for B1a uses. The viability of this type of scheme in this location is limited and any demand would be unlikely.

13.34 The site assessment shows that the site has poor access to all facilities, including transport, local centre and employment.

13.35 The site has not been promoted for employment development and there is no evidence to suggest the site is available for development.

14 Conclusions

14.1 As shown by the evidence presented as part of this document, there is a significant oversupply of employment floorspace, beyond the target of 5,265m², as set out in the JCS Employment Background Paper which evidences the requirement of 8,100 jobs in Policy 23 of the JCS, when estimated job numbers are added to potential job provision on committed sites and strategic allocations.

- 14.2 However it is recognised that the figures on which this conclusion is based, is an estimate and is unlikely to be accurate. Although this is the only method by which the number of jobs provided and forecast to be delivered can be calculated.
- 14.3 The Employment Land Review, clearly sets out that there are clear differences between the different employment land markets within Kettering Borough. It is evident that there is limited scope to provide additional floorspace for the office sector, whereas with regards to the general industrial market, there is a clear demand for small to medium sized units and a limited supply to address it. The demand within the strategic distribution sector are likely to be fulfilled through committed sites and strategic allocations in the JCS and therefore no allocations are required.
- 14.4 To supplement the findings of the Employment Land Review, assessments of a number of sites identified as potential employment allocations were undertaken.
- 14.5 The proposed allocations seek to provide additional choice, predominantly in the light industrial and general industrial sectors, where there is a simultaneous demand and lack of supply for small and medium sized units. As well as this providing the opportunity for additional logistics (B8) floorspace, although there is sufficient supply, provides diversity and choice in this market.
- 14.6 Although there were a number of sites with significant constraints and were not considered further for this reason, through the assessment of floorspace provision it was evident that there was little need to allocate a significant number of sites in order not to saturate the market. The allocations also provide additional certainty that the JCS B-class job target of 5,265 is attained within the plan period.