

BOLSOVER DISTRICT COUNCIL

**EMPLOYMENT TOPIC PAPER
MARCH 2013**

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Employment Topic Paper

1 Executive Summary

- 1.1 This Local Plan Topic Paper has been prepared to set out the background to the Local Plan's principles and policies on employment, and show how these policies have been developed. The Paper sets out the rationale behind the proposed target for job provision in the District as a whole, and the targets for principal settlements such as towns and main villages. The overall fundamental aim of the Local Plan is to create a more sustainable district and more sustainable settlements. This involves strengthening the employment base to avoid over reliance on out commuting and ensuring that in all the principal settlements there are reasonable opportunities to live and work locally. There is also a need to continue to diversify the employment base in the district.
- 1.2 At present, the District is characterised by higher than average rates of unemployment, coupled with low levels of skills and qualifications. There is a need for both physical regeneration and renewal to be complemented by action to help unemployed residents back into work. The District has high levels of out-commuting and low levels of jobs in comparison with the size of the economically active population.
- 1.3 At the District level, the aim is to provide greater opportunities for more sustainable lifestyles by aligning the number of jobs in the District with the number of households in the District. There were 34,316 dwellings and 32,576 households in the District at 1st April 2011. An aspirational target of 6,000 dwellings is being put forward in the Local Plan Strategy for the period to 2031. For the purposes of this paper it is assumed that this rate of building will add 5,700 households, based on past occupancy rates of 95%. On this basis, there will be 38,276 households in the District by 2031.
- 1.4 It is recognised that not all households will contain someone who wants or needs employment and that some households may have two or more people in employment. However, balancing households with jobs is a recommended step towards sustainable communities (e.g. guidance produced by the Commission for Integrated Transport on Sustainable Travel in October 2009). Similarly, it is recognised that not everyone will want a full time job, and therefore for the purposes of the paper no distinction is made between full and part time employment (to calculate the total number of jobs the full time equivalents have

been multiplied by 1.21 where appropriate). So unless otherwise stated, where this Topic Paper refers to jobs it means all jobs including both full and part time jobs.

- 1.5 The latest figure for jobs in the District is a NOMIS estimate of 28,000 jobs for 2010. This points to a need to provide an additional 10,276 jobs (38,276 minus the existing 28,000 jobs). However, the job total of 28,000 includes self employed and armed forces personnel who from past evidence account for 6% of all jobs. Taking this into account results in an adjusted requirement of 9,660.
- 1.6 Using a locally derived figure for jobs density of an average of 63 jobs per hectare of employment land, means that there will be a need for 153.3 ha of employment land in the District to the end of the plan period. This has been rounded up to 155 ha for the purpose of setting a target. It is suggested that a 20% contingency allowance is added to this figure, to provide prospective developers with a reasonable degree of choice and flexibility and to allow for the possibility of non delivery of some sites. Consequently, it is proposed that the Local Plan Employment Land Provision Policy makes provision for 185 hectares.
- 1.7 The information set out below in Section 5 of this Paper shows that the District currently has 104.57. hectares of committed employment land. 26.05 hectares of employment land has been developed since 2011 and consequently, the Local Plan will need to plan for an additional 49.38 hectares of employment land in the District.
- 1.8 Policies in the Local Plan Strategy also provide for a specific minimum percentage of jobs to households in each town and main village in the District (80% for towns and 50% for main villages). A table showing the amount of employment land that would need to be accommodated in each settlement is shown at Appendix C.
- 1.9 This paper was been prepared after the introduction of the new National Planning Policy Framework (March 2012) which refers to the preparation of Local Plans. To reflect this, future versions of the Core Strategy are being re-titled as the Local Plan Strategy. For the purpose of this Paper, previous versions of the Core Strategy are referred to by their title at the time of their publication.

2 Introduction

- 2.1 This Topic Paper forms part of the Council's Evidence Base. Part of the vision of the Council's Local Plan Strategy is to strengthen local economies and provide greater opportunities for more sustainable lifestyles by achieving a better balance between employment and housing across the District and in the District's main settlements.
- 2.2 The purpose of this paper is to provide additional information to show how the policies in the Local Plan Strategy have been developed by drawing together information relating to employment. It aims to:
- provide a summary of the key documents and evidence in relation to employment ;
 - identify past and likely future trends in employment ;
 - explain the background to how policies have evolved, including how sustainability appraisals and responses to consultation have influenced policy development;
 - provide up to date information on job provision in the District;
 - assess how much land will be required for employment during the plan period, based on policy objectives: and
 - consider the distribution of employment in the District.
- 2.3 Section 3 of the Paper considers the policy context in relation to employment. It describes national policies including the Government's Growth Agenda and the National Planning Policy Framework. It considers the rationale and relevance of policies at the regional/sub regional level in the Regional Plan. It concludes by looking at the topic of employment in Bolsover's Sustainable Community Strategy.
- 2.4 Section 4 of the paper contains a short description of the economic character of the area, together with an explanation of the District's relationship with the two Local Economic Partnerships (LEP), including the recent Economic Overview developed by the Sheffield City Region LEP.
- 2.5 Section 5 of the paper considers the amount and type of employment land developed, and changes in employment land in the District. It examines patterns of growth over the last 10 years looking at the type of growth that has taken place. It provides information on travel to work patterns. This section also sets out key findings in the studies contained in the Council's Evidence Base on employment related topics.
- 2.6 Section 6 of the paper focuses on the future employment requirements for the District. It shows how the overall employment target was derived. It then considers the employment targets for the towns and main villages in the District.

Table B1 at Appendix B contains a table showing the amount of land already committed for employment uses by settlement.

- 2.7 Section 7 looks at types of employment use. It identifies sectors that are likely to provide employment in the District in the future, and the locational requirements of different types of businesses. It notes that there is a range of new sites suitable for office accommodation such as The Village, and Castlewood at South Normanton, Brickyard Farm at Barlborough, and land at Markham Vale.
- 2.8 Section 8 of the report looks at the responses to consultation during the Local Plan process in relation to the quantity, type and location of employment land. However, at this stage the Local Plan does not deal with specific individual sites in any detail.
- 2.9 Section 9 looks at the development of the employment policies in the Local Plan and in particular at the over arching spatial principles and Sustainability Appraisal.
- 2.10 Section 10 contains an explanation of the policies and principles on employment likely to be proposed in the publication version of the Local Plan Strategy.
- 2.11 Section 11 contains an update of recent work carried out on the Council's Employment Land Portfolio.
- 2.12 Appendix A shows how the local jobs density figure has been calculated.
- 2.13 Appendix B contains a list of the current committed employment sites.
- 2.14 Appendix C shows how much employment land is needed to meet shortfalls against the Local Plan targets at settlement level.
- 2.15 Appendix D provides a bibliography.

3. Policy Context

A. National Guidance - Plan for Growth

- 3.1 The Government's Plan for Growth puts forward the view that the current planning system is holding back UK growth and jobs; that it is overly bureaucratic, costly for business, and unresponsive to demand. The Government is committed to changing this situation. In terms of employment growth, the message is that local authorities should be pro growth. A written Ministerial Statement (Planning for Growth 23rd March 2011) has been issued stating that the Government's top priority in reforming the planning system is to promote sustainable economic growth and jobs. Local authorities are advised to press ahead and put in place development plans that are pro-growth.
- 3.2 Paragraph 2.15 of the Plan for Growth states:

"Understanding the burdens imposed on businesses is a critical role for local authorities and they should be mindful of the cumulative costs of their policies. For development plans, deliverability will remain a key test of soundness".

B. National Guidance – National Planning Policy Framework (NPPF)

- 3.3 The National Planning Policy Framework sets out the Government's economic, environmental and social planning policies for England. It states that the purpose of the planning system is "to contribute to the achievement of sustainable development". It goes on to assert that there are three dimensions to sustainable development; economic, social and environmental. The economic role of planning is described as:
- "contributing to building a strong, responsive and competitive economy, 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; and by identifying and co-ordinating development requirements, including the provision of infrastructure;"*
- 3.4 The National Planning Policy Framework says that planning policies and decisions should actively manage patterns of growth to make the fullest use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. Plans should be prepared on the basis that objectively assessed development needs should be met, unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 3.5 The National Planning Policy Framework states that Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Local Planning Authorities should

include strategic policies to deliver a range of development, including economic development requirements, and the provision of retail, leisure and other commercial development.

- 3.6 The National Planning Policy Framework contains two relevant sections on the role of planning in supporting economic growth. The first section is at paragraphs 21 and 22, and states:

“21. Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

- *set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;*
- *set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- *support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;*
- *plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;*
- *identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and*
- *facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.*

22. Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”

- 3.7 The second relevant section is on using a proportionate evidence base at paragraphs 160 and 161 of the National Planning Policy Framework.

“160. Local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. To achieve this, they should:

- work together with county and neighbouring authorities and with Local Enterprise Partnerships to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market; and*
- work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.*

161. Local planning authorities should use this evidence base to assess:

- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development;*
- the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs. Reviews of land available for economic development should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments and should include a reappraisal of the suitability of previously allocated land;*
- the role and function of town centres and the relationship between them, including any trends in the performance of centres;*
- the capacity of existing centres to accommodate new town centre development;*
- locations of deprivation which may benefit from planned remedial action; and*
- the needs of the food production industry and any barriers to investment that planning can resolve.”*

C. Planning Policy Statement 4 (2009) ‘Planning for Sustainable Economic Growth’

- 3.8 PPS 4 was published in 2009, and widened the traditional definition of economic development to include community and main town centre uses as well as B Use Classes. Although PPS 4 has now been replaced by the National Planning Policy Framework this wider definition of uses is still considered appropriate, and does not conflict with the new Framework.

D. Regional and Sub – Regional Policies

- 3.9 The East Midlands Regional Plan contains both general policies on the economy, and specific policies on the Northern sub-region, in which Bolsover sits. The Plan says that it is crucial that the sub region develops a viable new economic base, and the economic, social, and environmental regeneration of the Northern Sub-region is identified as a priority. Bolsover is identified as an economically lagging rural area, and therefore one of the areas where regeneration activity should be focused. In terms of regional priorities, the Plan notes that there is an inadequate supply of office space in the sub region particularly in and around urban centres, and that much poor quality employment land has been de-allocated in recent years.
- 3.10 The District is not identified in the Regional Plan as a preferred area for strategic distribution sites. The regional priorities for town centres and retail development requires local authorities to bring forward retail, office, residential, and leisure development in town centres and prevent the development or expansion of regional scale out of town retail or leisure floorspace.
- 3.11 The sub-regional strategy contained in the Regional Plan contains an objective to provide jobs and services in and around ‘other settlements’ (i.e. not the sub-regional settlements) that are accessible to a wider area or service particular concentrations of need, and to support regeneration of settlements. The sub-regional policy on employment regeneration priorities states that in reviewing employment land allocations local planning authorities should consider additional locations to assist the growth and regeneration of areas including Markham Vale and to the west of Bolsover by exploiting the brownfield land opportunities in the area; and around Barlborough, and east towards Clowne, Whitwell, and Creswell, with an emphasis on brownfield land.
- 3.12 General policies in the Regional Plan include regional priorities for the economy, which notes that it is important to raise skill levels, develop the service sector and high value manufacturing, and create innovative businesses. Jobs are expected to move away from traditional employment space into retail, education and health. Local authorities are encouraged to ensure that a range of different sites are provided which are attractive to the market.
- 3.13 The Regional Plan does not set any District wide targets for employment land.

E. Regional Economic Strategy for the East Midlands 2006 – 2020 – part of the interim Regional Strategy - East Midlands Development Agency

- 3.14 The focus of the Strategy is on economic growth, and the Strategy is committed to achieving higher levels of economic success. It contains a section on the Northern Sub-area. The key challenges are identified as:

- High levels of unemployment, estimated 'hidden unemployment' and associated ill health should constitute a major focus of public sector intervention;
- Physical regeneration and economic renewal will remain major long term priorities for the sub-area;
- Despite some success in generating replacement jobs in the service sectors, there is concern that these employment opportunities do not match the quality of the jobs lost;
- A significant legacy of environmental damage associated with its industrial past;
- Major strategic sites are in need of physical regeneration. Proximity to the M1 and the Sheffield/Rotherham conurbation does however present the sub-area with significant economic opportunity that must be exploited;
- Many communities are small and relatively isolated from services and employment.

F. Local Policies – The Sustainable Community Strategy

- 3.15 The vision for employment sees the District moving confidently to a post mining economy, where growth is sustainable, where skill and wage levels are rising and where inward investment and internal growth go hand in hand. Amongst measures to achieve this vision the partnership supports encouraging national and international investors, and advancing towards a higher skilled, higher wage economy. The Strategy also seeks to improve skill levels and educational attainment in the District.

4 The Economic Character of the Area and Local Enterprise Partnerships

A. The Economic Character of the Area

- 4.1 The District sits in the northern sub-region of the East Midlands. It does not contain any sub-regional towns. It has four small towns: Bolsover, Clowne, Shirebrook and South Normanton, together with five main villages, as well as many smaller settlements in a rural setting. It is close to the sub-regional centres of Chesterfield, Worksop, Mansfield, and Kirkby and Sutton in Ashfield.
- 4.2 In terms of accessibility, the District is served by Junctions 28 and 30 of the M1 which lie within the District, and by Junctions 29 and 29a which are located just outside. Junctions 28 and 30 have supported significant economic activity in the District, particularly at Pinxton and South Normanton, and more recently at Barlborough. Junction 29a was built to serve the Markham Vale Business and Industrial Park, some of which lies within the District. A number of major trunk roads also serve the District, including the A38 which joins the M1 at Junction 28, and connects the District with Derby and the West Midlands. The Robin Hood Line railway runs from Worksop to Nottingham, and has four stations in the east of the District.
- 4.3 Economically, the District has suffered from the adverse impacts of economic restructuring from colliery closures and the decline of the manufacturing sector. In social terms this has resulted in a legacy of high levels of unemployment, and outdated/low skills sets. The comparatively low level of qualifications and skills in the District, and its impact on the local economy has long been identified as an issue for the District, for example in the Economic Development Strategy and Sustainable Community Strategy. Most of the District's economic activity is centred near the main M1 motorway junctions or on former colliery sites, with smaller amounts of employment space in some of the larger settlements. In physical terms the closure of collieries and other industrial premises has left a legacy of brownfield sites. In some cases these are difficult to re-develop as some are in locations with relatively poor access, and/or may require land remediation.
- 4.4 In relation to the scale of existing businesses in the district, the overview in the Council's Employment Land Study 2006 notes that most of the district's economic activity is centred near the main M1 motorway junctions or on former colliery sites, with smaller amounts of employment space in the larger settlements. There are relatively few large firms in the district with only 3% of firms having more than 50 employees, although this share is marginally higher than in the East Midlands region and UK. At the same time, the district has a smaller proportion of very small firms (0-9 employees) than regionally and

nationally. However, there are a number of medium sized manufacturing –based firms, mainly with 100 -200 jobs within the district.

- 4.5 The study also concluded that Bolsover had a relatively small economy and suffered from low representation in growth sectors and limited formation of new businesses. Its strengths were its proximity to the M1, together with a reasonably strong base of manufacturing and distribution firms, and an attractive rural environment combined with relatively affordable housing.
- 4.6 The District has also benefitted from considerable support from a range of government and European Union initiatives to encourage new jobs. The most recent of these is the Working Neighbourhoods Fund. The funding assistance for this ceased at the end of March 2012.

B Local Enterprise Partnerships

- 4.7 Bolsover District is part of two Local Enterprise Partnerships (LEP's), the Sheffield Local Enterprise Partnership, and the Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2) Local Enterprise Partnership. LEP's are local partnerships between businesses and local authorities that are intended to play a role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local private sector jobs. LEP's are seen by Government as a key vehicle for delivering economic growth and decentralisation, whilst providing a means for business to work with local authorities in order to support the economic recovery.
- 4.8 Local Enterprise Partnerships are still in their early stages of development, and it is expected that their policies on education and training will impact on the workforce within the District in future years. The LEP's are also working to create more jobs and growth, particularly in key and under represented sectors of the local economy.
- 4.9 Sheffield City Region Local Enterprise Partnership has recently consulted on an Economic Overview, setting out the priorities for economic growth in the Sheffield City Region, and actions to help to achieve these priorities. The strategic priorities for delivering growth and change have been divided into two broad areas; maximising the potential of key growth sectors; and putting in place the foundations for growth.
- 4.10 Analysis in the report indicates that advanced manufacturing, creative and digital industries, healthcare technologies, logistics and low carbon are of importance to the Sheffield City Region, as they provide it with a competitive advantage when compared to other areas. Construction, financial and business services, manufacturing, retail and sport, leisure and tourism are core sectors in the economy as they generate a range of employment opportunities and make an important contribution to the Gross Value Added.

- 4.11 At a more local level, the Economic Overview defines Bolsover District as a rural area with the need and ability to accommodate significant economic growth in key settlements taking advantage of access to the M1. The Economic Overview identifies the brownfield land at Markham Vale as a key area of change in the region where there is significant potential for development. Because of this some of the site has been included in the Sheffield City Enterprise Zone.
- 4.12 The Economic Overview also looks ahead to accessing funding mechanisms at the city region level to help to unlock the latent potential of the area and to realise the vision for Sheffield City Region.

5 Recent Trends, Current Situation and Evidence Base

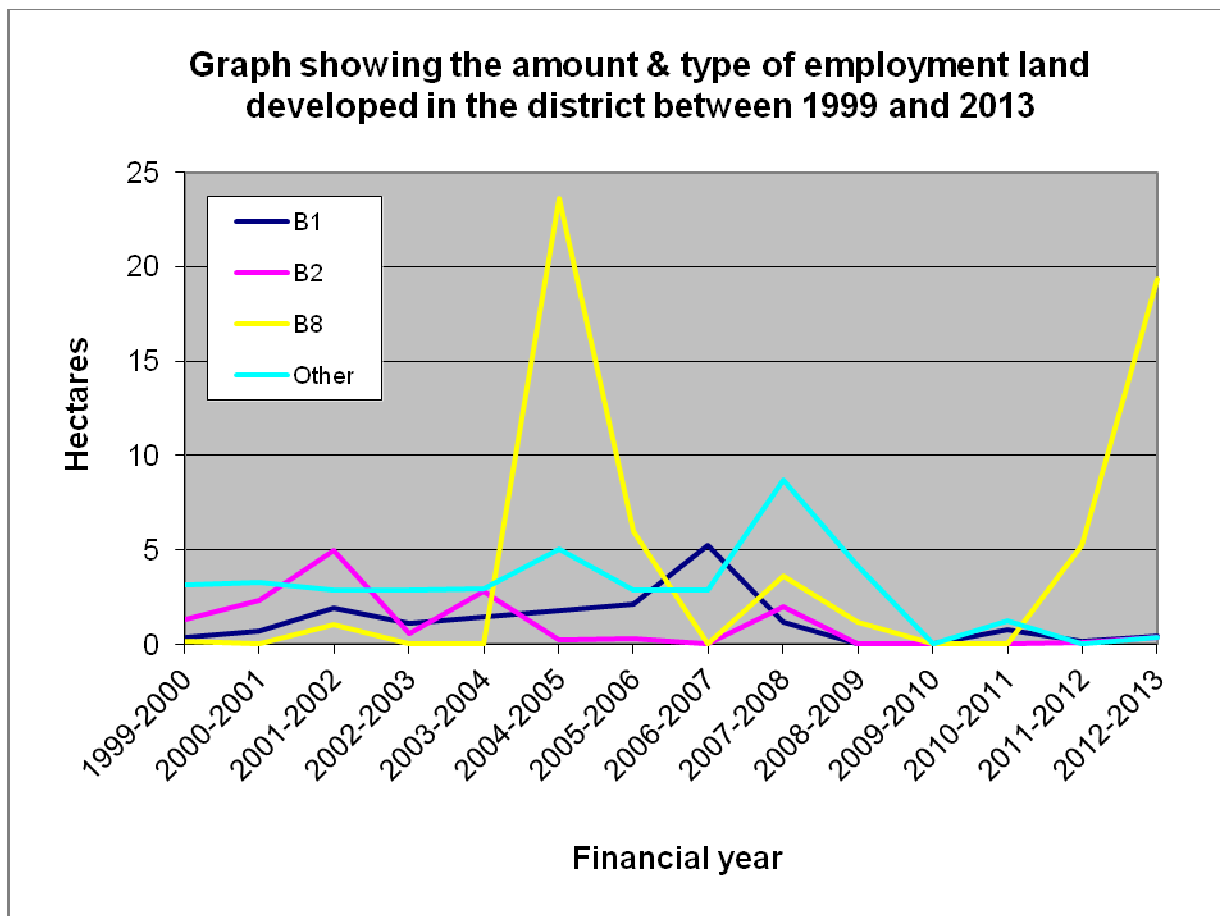
A. Facts and Figures

5.1 This section of the paper outlines recent trends in the District concerning:

- The amount and type of land developed;
- Employment levels;
- Available employment land;
- Changes in Employment Types;
- Commuting Patterns.

5.2 The studies commissioned by the Council on employment related topics also form part of the evidence base, and the key findings from these studies are also set out below. A list of significant changes that have taken place since the Council's Employment Land Study (2006) was completed concludes this section.

Figure 1.



- 5.3 The graph at figure 1 above shows the amount of employment land developed in Bolsover District since 1999¹.
- 5.4 It can be seen that there is no set pattern to the development of employment land. The development rates across all types of development vary year on year in a fluctuating cycle of peaks and troughs. As the graph shows, these peaks and troughs tend to take the form of sudden spikes rather than incremental increases and decreases. The overall pattern of employment development between 1991 and 1999 was similar, with wide annual variations in both the amount of land and type of employment land developed.
- 5.5 The large uptake of Storage and Distribution (B8) uses in 2004/05 was due to two large developments at South Shirebrook and Barlborough Links. The large uptake of Storage and Distribution (B8) uses in 2012/13 was due to one large development at South Normanton. The large 'other' employment uses in 2004/05 and 2007/08 are mainly due to the development of a new hospital in the District, and a new garden centre (including a gallery of retail stores) respectively.
- 5.6 The average amount of employment development in the district between 1999 and 2013 has been 9.5 ha, however, if the large warehouses are discounted then the average amount of employment development has been around 6.5 ha per year.
- 5.7 A recent paper (Nathaniel Lichfield, March 2012. Releasing the Potential), states that 73% of local authorities they surveyed have experienced problems in achieving development on their employment site allocations. For 70% of these authorities this has had significant impacts on their economic development objectives and employment land supply. The paper notes that failure to unlock the job generating capacity of major employment sites will hamper local and national economic growth.
- 5.8 Two more points highlighted in the paper of relevance to this topic paper were: firstly, that planning was not seen as a significant barrier to the development of employment sites; and secondly that there is no 'magic bullet' to overcome the problems of delivering employment sites, traditional employment uses will not happen on some sites and a more flexible approach involving other job creating uses may need to be considered.
- 5.9 Table 1 below shows the amount of employment land available in the District at 1st April 2013

¹ Note the figures in this graph will not necessarily tie up with Industrial Land Availability (ILA) figures for their respective years because this table includes wider employment generating uses. ILA figures consider B1, B2 and B8 uses only. Also the amount of 'other' employment developed between 1999 and 2009 has been averaged out at 2.89 ha a year, because 'other' uses have been developed within that 10 year period, but they were not recorded annually.

Table 1: Amount of Committed Employment Land in the District (Figures are in Hectares) at April 2012			
Settlement	With planning Permission	Remaining Local Plan Allocation	Total
Towns			
Bolsover#	0.32	4.02	4.34
Clowne	1.3	0	1.3
Shirebrook#	11.93	7.79	19.72
South Normanton	18.76	14.72	33.48
Towns Total	32.31	26.53	58.84
Main Villages			
Barlborough	4.44	3.54	7.98
Creswell	0	3.08	3.08
Pinxton	0	3.00	3.00
Tibshelf	0	0	0
Whitwell	0.16	8.17	8.33
Main Villages Total	4.60	17.79	22.39
Villages			
Pleasley# ²	0	0	0
Whaley Thorns	0	0.58	0.58
Villages Total	0	0.58	0.58
Countryside	22.76	0	22.76
TOTAL	59.67	44.90	104.57

5.10 The 'committed' total of 104.57 hectares of land is comprised of sites with planning permission, and sites allocated in the current Bolsover District Local Plan (2000) which have not yet been developed or do not currently have planning permission.

5.11 Table 2 below shows the total number of employee jobs in the District between 1991 - 2008.

² # Totals for these settlements adjusted to reflect sites de-allocated in the Council's Employment Land Portfolio

Year	Employee jobs
1991	20,000
1995	14,784
1996	14,604
1997	15,754
1998	17,200
1999	17,400
2000	16,500
2001	18,800
2002	18,000
2003	20,400
2004	20,000
2005	21,800
2006	22,700
2007	23,700
2008	26,300

(Source Historical data & NOMIS - Labour demand – Total Employee jobs –Time Series. NB it should be noted that the employee jobs shown above excludes self-employed, government-supported trainees and HM forces)

5.12 Following a decline in the early 1990's it took more than 10 years for the number of jobs in the District to recover to 1990 levels. Whilst there have been some fluctuations, the overall trend in the last 10 years has been one of a gradual increase in the number of jobs. Model based work from Nomis³ suggested that the level of economically active unemployed people in the district had climbed upwards from 2004 to 2011. However, census data shows a lower overall percentage of economically active unemployed people, although as is illustrated in the table below, the percentage of economically active people in the District who are unemployed continues to be slightly higher than for Derbyshire, the East Midlands and England.

Year	Bolsover %	Derbyshire %	East Midlands %	England%
2001 Census	4.1	3.20	3.27	3.35
2011 Census	4.7	3.9	4.2	4.4

Source 2001 Census: Key Statistics Table KS09a – Economic Activity & 2011 Census Table KS601EW Economic Activity in England and Wales

5.13 In relation to the type of jobs in the District, the Council's Employment Land Study (2006) noted that there was a risk that the District would attract mainly low

³ Nomis economically active unemployed (model based) time series)

skilled jobs, located away from its population centres, or offer higher skilled jobs which are more likely to be taken by residents from other Districts.

- 5.14 The Local Economic Assessment for Bolsover (June 2010) notes that there have been significant changes in Bolsover's industry over the last 13 years and that a shift has occurred between sectors within the local economy. As table 4 below illustrates, there has been a decline in the number of people employed in: agriculture; forestry and fishing; quarrying; and, manufacturing. All of these mirror changes in Derbyshire, the East Midlands Region, and England. Despite the national economic downturn, the number of people working in the construction industry has registered a slight increase across all areas. Overall, across most sectors changes in the percentage of people in different occupations in Bolsover district mirrors county, regional, and national trends.
- 5.15 Table 4 below illustrates employment by sector in the district based on the 2011 census. The figures in brackets show comparable figures from the 2001 census⁴.

Table 4: Employment by Sector				
Employment Sector	Percentage of Employees			
	Bolsover	Derbyshire	East Midlands	England
Agriculture, Forestry and Fishing	0.6 (1.39)	1.0 (1.61)	1.2 (1.89)	0.8 (1.47)
Mining and Quarrying	0.9 (1.66)	0.5 (0.81)	0.3 (0.42)	0.2 (0.25)
Manufacturing	15.2 (23.34)	14. (23.34)	12.9 (19.01)	8.8 (14.83)
Electricity, Gas, Steam and Air Conditioning Supply	0.5 N/A	0.6 N/A	0.8 N/A	0.6 N/A
Water Supply; Sewerage, Waste Management, and Remediation Activities	1.0 N/A	0.8 N/A	0.8 N/A	0.7 N/A
Construction	8.8 (7.55)	8.5 (7.2)	7.7 (6.86)	7.7 (6.76)
Wholesale Retail Trade, Repairs of	19.4 (18.71)	16.6 (16.6)	17.8 (18.21)	15.9 (16.85)

⁴ However, it should be noted that the categories are not exactly comparable, and have been marked as not applicable where there is no comparable category in the 2001 census data.

Motor Vehicles, and Motor Cycles				
Transport and Storage	5.6 (6.23)	5.2 (6.31)	5.2 (6.25)	5 (7.09)
Accommodation and Food Service Activities	4.9 (4.76)	5.0 (4.39)	5.1 (4.51)	5.6 (4.76)
Information and Communication	1.9 N/A	2.6 N/A	2.6 N/A	4.1 N/A
Financial and Insurance Activities	1.7 (2.12)	2.1 (2.49)	2.5 (3.07)	4.4 (4.73)
Real Estate Activities	0.9 N/A	1.2 N/A	1.1 N/A	1.5 N/A
Professional, Scientific and Technical Activities	3.3 N/A	5.1 N/A	5.0 N/A	6.7 N/A
Administration and Support Service Activities	4.3 N/A	4.0 N/A	4.5 N/A	4.9 N/A
Public Administration and Defence; Compulsory Social Security	5.0 (4.38)	5.0 (4.75)	5.6 (4.95)	5.9 (5.66)
Education	7.6 (6.21)	9.7 (7.76)	9.6 (7.80)	9.9 (7.74)
Human Health and Social Work Activities	14.0 (11.59)	12.9 (10.84)	12.6 (10.60)	12.5 (10.70)
Other	4.3 (3.85)	4.5 (4.09)	4.4 (4.28)	5.0 (5.20)

Source: Table KS605EW 2011 Census: Industry Local Authorities in England and Wales & 2011 Census Table KS 11a key statistics for local authorities

5.16 In 2001⁵ Bolsover District had a high level of out commuting. Table 5 below shows the destinations of people commuting out of the District.

Table 5 Workplace Destinations of Employed People Living in Bolsover District (by local authority area)	2001 Out no.	2001 Out %
Within Bolsover	11,301	38.4%

⁵ Figure for commuting patterns from the 2011 Census are not due to be released until October 2013

Bolsover to Chesterfield	2,925	9.9%
Bolsover to Bassetlaw	2,125	7.2%
Bolsover to Amber Valley	2,072	7.0%
Bolsover to Ashfield	2,065	7.0%
Bolsover to Mansfield	1,911	6.5%
Bolsover to North East Derbyshire	1,325	4.5%
Bolsover to Sheffield	1,259	4.3%
Bolsover to Nottingham	714	2.4%
Bolsover to Rotherham	517	1.8%
Bolsover to Derby	396	1.3%
Bolsover to Derbyshire Dales	384	1.3%
Bolsover to Newark and Sherwood	330	1.1%
Bolsover to Broxtowe	166	0.6%
Bolsover to Gedling	122	0.4%
Bolsover to Others	1,848	6.3%
Total	29,460	

5.17 Table 6 below shows the residential locations of people working in Bolsover District.

Table 6 Residential Locations of People Working in Bolsover District (by local authority area)	2001 In no.	2001 In %
Within Bolsover	11,301	51.9%
Ashfield to Bolsover	1,814	8.3%
Amber Valley to Bolsover	1,630	7.5%
North East Derbyshire to Bolsover	1,385	6.4%
Mansfield to Bolsover	1,362	6.3%
Chesterfield to Bolsover	1,138	5.2%
Bassetlaw to Bolsover	404	1.9%
Sheffield to Bolsover	378	1.7%
Newark and Sherwood to Bolsover	270	1.2%
Rotherham to Bolsover	268	1.2%
Derby to Bolsover	209	1.0%
Broxtowe to Bolsover	205	0.9%
Derbyshire Dales to Bolsover	195	0.9%
Nottingham to Bolsover	188	0.9%
Gedling to Bolsover	152	0.7%
Others	890	4.1%
Total	21,789	

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It should be noted that the total is different from that set out in table 2 as different information has been used based on census or survey data.

- 5.18 Table 5 shows that in 2001 just over 61 % of workers in the District (18,159 workers) travelled outside the District to work. Many studies of the local economy and employment point to the importance of the M1 as an asset in terms of attracting employment. It might therefore be expected that the M1 would be used by commuters from the District to access the wider range of jobs in nearby cities (for example the greater number and range of jobs in Derby, Nottingham and Sheffield). However, the patterns above appear to show that commuting is mainly to neighbouring authorities in the east, west and south and only around 10% of commuting in 2001 was to the cities.
- 5.19 The so called commuting ratio for the District based on this 2001 information is 1.35. However, the ratio is probably better thought of as a workers to jobs ratio as it means that there were 1.35 resident workers in 2001 for every job within Bolsover District, which reflects the imbalance between the number of jobs in the District and the resident workforce. However, such an imbalance will necessarily give rise to high levels of commuting. This ratio appears to have improved in recent years. For example, if there are now around 28,000 jobs and 35,500 employed residents, the workers to jobs ratio is now around 1.26.
- 5.20 The District Council has commissioned a number of studies to inform the development of employment policies in its Local Development Framework. The most significant of these are:
- Bolsover Employment Land Study (2006);
 - The East Midlands Northern Sub-Region Employment Land Review (2007) ;
and
 - The Bolsover Retail Capacity Assessment update (2010)

B. The Employment Land Study (2006)

- 5.21 The Employment Land Study noted that future growth in the District appeared likely to reflect the continued contraction of the District's traditional manufacturing base, but with some growth amongst indigenous firms involved in specialist, higher value manufacturing and engineering activities. Growth in office related sectors was assessed as likely to be modest. Further growth in distribution, along the M1 corridor was also anticipated.
- 5.22 The study considered that there were limited opportunities to attract large scale inward investment, other than firms seeking to relocate to lower cost premises from surrounding regional centres, or levered in through public sector intervention. (Since the time of the study, the government has changed, and funding streams have dried up or changed. Nevertheless, the District has had several major successes in attracting large scale inward investment.)

- 5.23 In terms of the quality of employment sites in the District, the report notes that about 40% of existing employment land is of poorer quality. However, many of the sites have low vacancy rates and appear to meet local needs for low cost employment space. In terms of allocated sites, 80% of the remaining allocated sites are assessed as being of good or average quality.
- 5.24 In terms of quantity, the report suggested that future employment land requirements for the District between 2006 and 2026 should be between 190 ha (low growth scenario), and 220 ha (high growth scenario) for B1, B2 and B8 uses. These figures allow a generous safety margin to allow choice, flexibility, and for non delivery on some sites.
- 5.25 Overall, the report suggests the Council's approach to employment land should be shaped by the following aims:
- diversifying the range of job opportunities in different sectors and skill levels, by making provision for different types of employment uses rather than overly focusing on one sector;
 - seeking a reasonable and more sustainable balance of employment land across the District, with more provision close to the main population centres;
 - encouraging more locally-generated growth through provision for land/premises to enable growth of existing higher-value firms as well as start-ups and expansion of small firms, including in knowledge-based activities;
 - promoting greater entrepreneurship and support for start-up businesses locally;
 - encouraging renewal/upgrade of the current stock of employment premises;
 - investigating the scope, and promoting sites, for emerging growth sectors that would gain competitive advantage from a location in the District and which would diversify the local economy.

C. The East Midlands Northern Sub-Region Employment Land Review (2007)

- 5.26 The East Midlands Northern Sub-Region Employment Land Review was undertaken by Arup and Savills in 2008. It covered all seven regions in the East Midlands Northern Sub-Region. As the District had recently had a study carried out the review focused on a qualitative assessment of 10 new sites identified for assessment by the planning policy team based primarily on representations received to the Local Development Framework. In terms of its conclusions in relation to the economy and skills set it broadly concurs with the earlier Employment Land Study. However, it suggested that the range of estimated demand for the District could be between 165 and 200 hectares.

D. The Bolsover Retail Capacity Assessment Update (2010)

- 5.27 The Council commissioned an updated Retail Capacity Assessment in 2010. This was published in 2011. One of the key findings from the study was that there was significant leakage of shopping into neighbouring Districts. In relation to food there is a leakage of shopping to larger stores in neighbouring authorities, particularly in the south of the District. Shopping patterns for comparison goods also show most of this type of expenditure going out of the District. The study concludes that there is little quantitative requirement for additional non-food floorspace in the District until 2016. After this point, up to 8,400 sq metres net comparison will be needed. However, the study noted that there is a pressing qualitative need for new non-food floorspace in all four town centres, particularly Bolsover and Shirebrook. There is also a clear need for a larger format foodstore to serve Bolsover town, whilst it is noted that proposed food store development in Shirebrook will address qualitative needs there.

E. Infrastructure Study and Delivery Plan (0212)

- 5.28 The Council endorsed its proposed Infrastructure Study and Delivery Plan in September 2012. The study identifies the infrastructure needed to accompany and support anticipated levels of development. No unresolvable constraint has been identified so far to proposed growth levels; however, growth will be dependent upon satisfactory mitigation of infrastructure impacts.

F. Changes during preparation of the Local Plan Strategy

- 5.29 There have been some changes since the Employment Land Study was published in 2006. The most significant of these are:
- Changes to government funding streams, including the current levels of funding to support local enterprises/local economies;
 - The clearing of structures and revocation of a hazardous substances designation at the former Coalite works, which potentially provides greater flexibility for development of a brownfield site with a capacity of 34.59 hectares;
 - The development of the former Steetley Colliery and Armstrong Quarry, near Whitwell as a major factory site by Laing O' Rourke. This site straddles the District and county boundary and, has 10.45 ha of employment land in Bolsover District. The bulk of the site is in Bassetlaw District;
 - The designation of Markham Vale Enterprise Zone as part of the Sheffield City Region Enterprise Zone). The proposal for the Enterprise Zone has been agreed by the Government and the financial incentives only became available in April 2012. Although the total site area is around 85 hectares, only 12.20

hectares which falls within the District has been included in the totals for committed sites with planning permission shown at table 1. However, it is accepted that in practice the whole site is well located to provide useful employment opportunities for residents in the District, particularly those living in Barlborough, Bolsover, Clowne and Shuttlewood;

- Changes to the District's housing target. The Local Plan Strategy is proposing an aspirational target of 6,000 additional dwellings to be provided in the District between 2011 and 2031. This change also involves amending the spatial distribution of housing, with lower figures for most settlements, and retention of a large requirement for Bolsover. The change results in a significant decrease in future anticipated population levels and consequently impacts upon future need for employment land;
- The above facts and figures show that the District is still in transition. More jobs are required in the District to achieve a better balance between workforce and employment opportunities, to encourage sustainable lifestyles by getting a better balance between housing and employment in the larger settlements, and meeting the expected increase in population and new homes in the District. Increasing oil prices could also lead to a reduction in the number of people able/prepared to commute long distances thereby increasing the preferences and demand for local work. There is also a need to continue to broaden the range of jobs, to target those types of jobs which are likely to reduce unemployment rates and provide a choice of sites to appeal to developers. Trends also show that the amount of land used for manufacturing has diminished as the number of people employed in this sector has shrunk.

6. Future Requirements: Proposed Employment Targets

- 6.1 This section of the paper sets out the considerations involved in producing a target for the future level of employment in the District. It then describes the spatial principle underpinning the distribution of employment land within the District and identifies the settlements where additional employment land will be required over the plan period.
- 6.2 Table 7 below shows the jobs density over the period 2000 - 2010. It can be seen that the jobs density in Bolsover throughout this time has been significantly less than that for the East Midlands or Great Britain as a whole, but has risen significantly from 0.47 in 2000 to 0.60 in 2010.

Year	Bolsover(density)	East Midlands (density)	Great Britain(density)
2000	0.47	0.75	0.79
2001	0.49	0.75	0.80
2002	0.45	0.75	0.80
2003	0.51	0.75	0.80
2004	0.49	0.75	0.80
2005	0.54	0.76	0.81
2006	0.56	0.75	0.79
2007	0.55	0.77	0.80
2008	0.60	0.75	0.79
2009	0.59	0.74	0.78
2010	0.60	0.74	0.77

Source: ONS jobs density

Note: the density figures represent the ratio of total jobs to the economically active population aged 16 -64.

- 6.3 The levels of out commuting and unemployment identified in the previous section are two of the considerations in planning the level and type of future jobs provision in the District. Respondents to earlier versions of the Core Strategy (now Local Plan Strategy) favoured planning for a level of growth above past trends to help overcome these and other problems.
- 6.4 However, there have been some changes since the last version of the Core Strategy was consulted on. The main ones are: the reduction in the housing target for the District; and the proposed changes to the overall employment target and calculation of minimum job targets in towns and main villages.

- 6.5 Pending the revocation of the East Midlands Regional Plan, the Council decided to review the housing target for the District. The new housing target is based on the past completion rates for housing in the District, together with likely changes in population and the likely number of future households in the District. The previous target, set in the East Midlands Regional Plan was for 8,000 houses over the plan period to 2026. The new target to inform the Local Plan Strategy is 5,000 houses to 2031, however, the plan will provide for flexibility and aspirational growth of 6,000 dwellings.
- 6.6 A better balance between the number of jobs in the District and the number of economically active residents coupled with locational targets would encourage more sustainable lifestyles as residents would have more opportunities to find work closer to home. However, the proposal in the Revised Preferred Options Version of the Core Strategy of increasing employment provision so that the number of jobs matched the number of economically active residents has been reviewed. It is considered that such a target was over ambitious, and if achieved might have led to a net inflow of commuters into the District, which would be inappropriate for a semi-rural area lacking good public transport.
- 6.7 In addition, the way the proposal was framed in the Revised Preferred Options led some people to believe that all economically active residents would be expected to work in the District, which is not the case. The aim of the employment target is to provide more opportunities for people to live and work locally, as this is a more sustainable way of organising land use. In its simplest sense it is to get a better balance between housing and employment. Taking all these factors into account, it is proposed to reduce and reframe the District's employment aspirations to that of matching the number of jobs in the District with the number of households. The term 'job' refers to any job whether full or part time (to calculate the total number of jobs the full time equivalent has been multiplied by 1.21 where appropriate).
- 6.7A The target of 1 job per household is considered to be a realistic target. In April 2011 the estimated number of households in the district was 32,576, and according to official statistics the estimated number of jobs in 2010, was 28,000 (this differs from the job numbers information in table 2 in section 5 above as this statistic includes employees, self employed, government-supported trainees and HM forces), therefore at the beginning of the plan period there are already 0.86 jobs per households. Also, in Derbyshire in 2011 the total number of households was 435,000 and in 2012 according to the Derbyshire County Council Employment Forecast Report there were 471,100 Full Time Equivalents in 2012. Multiplying this figure by 1.21, there are therefore approximately 569,910 total jobs in Derbyshire. This represents 1.20 total jobs per household in Derbyshire. The Council's target of 1 job per household is therefore lower than the situation in

Derbyshire in 2012. These comparative examples demonstrate that the Council's target is not unrealistic, and could be achieved over a 20 year period.

- 6.7B Increasing the number of jobs per household is another way of increasing job density (or the number of jobs per economically active people). In Table 7, in paragraph 6.2, in 2002 there were 45 jobs per 100 economically active residents in the district, and by 2008, there were 60 jobs per 100 economically active residents in the district. This shows that large increases in job density in the district are possible, and given the number of commitments in the district (as shown in Appendix B), such increases have a strong possibility of reoccurring over a twenty year period.
- 6.8 Assuming the new housing target is met, there will be around 38,276 households in the District by 2031. 38,276 new households minus the 28,000 existing jobs in the District means that an additional 10,276 jobs would be required. However, 6% has been deducted to cover the self employed etc identified above. This gives a job requirement for planning purposes of 9,660 jobs.
- 6.8A It is not possible to produce predictions of future commuting flows with any great degree of accuracy. However, it is possible to make some reasonable assumptions based on the available evidence and come to some general conclusions about likely changes.
- 6.8B In 2001, the census figures show that 38.2% of Bolsover's workforce⁶ held jobs within the District whilst 61.8% commuted to workplace destinations outside the District. It is not surprising that this proportion should be so low given that there were only 21,789 jobs in the District compared with a workforce of 29,460 – a ratio of 1.35 persons for every job in the District. The policies in the Local Plan Strategy will result in a much more equitable relationship between resident workers and jobs available. Accordingly by 2031, there would be 38,276 jobs in the District (including the self employed, government-supported trainees and HM forces) and a workforce of around 36,000. Given this situation, it is reasonable to suggest that the proportion of Bolsover's workforce who are also resident in the District would rise. The tables below show the changes resulting from an increase from the figure of 38.2 % in 2001 to 50% in 2031. The tables use the commuting patterns that existed in 2001 on a pro rata basis for the remainder of workforce movements.

⁶ Workforce – i.e. residents with employment

Table 7A					
Destination of resident Bolsover workforce					
Local Authority Area	Employees 2001	Known % of 2001 total	Factor for remainder	Estimated Employees 2031	% of 2031 total
Bolsover	11,301	38.36		18,000	50.00
Chesterfield	2,925	9.93	0.1610	2,898	8.050
Bassetlaw	2,125	7.21	0.1170	2,106	5.850
Amber Valley	2,072	7.03	0.1140	2,052	5.700
Ashfield	2,065	7.01	0.1136	2,045	5.680
Mansfield	1,911	6.49	0.1053	1,895	5.265
North East Derbyshire	1,325	4.50	0.0730	1,313	3.648
Sheffield	1,259	4.27	0.0693	1,248	3.467
Nottingham	714	2.42	0.0393	708	1.966
Rotherham	517	1.75	0.0283	509	1.415
Derby	396	1.34	0.0218	393	1.090
Derbyshire Dales	384	1.30	0.0217	391	1.085
Newark	330	1.12	0.0181	326	0.905
Broxtowe	166	0.56	0.0091	165	0.457
Gedling	122	0.41	0.0067	121	0.336
Others	1,848	6.27	0.1017	1,831	5.085
Total outside Bolsover	18,159			18,000	
Total Workers	29,460			36,000	
Population	71,766			75,866	

Table 7B					
Residence of employees with jobs in Bolsover					
Local Authority Area	Employees 2001	Known % of 2001 total	Factor for remainder	Estimated Employees 2031	% of 2031 total
Bolsover	11,301	51.90		18,000	47.03
Chesterfield	1,138	5.20	0.107	2,170	5.67
Bassetlaw	404	1.90	0.039	791	2.07
Amber Valley	1,630	7.50	0.155	3,143	8.21

Ashfield	1,814	8.30	0.172	3,487	9.11
Mansfield	1,362	6.30	0.131	2,656	6.94
North East Derbyshire	1,385	6.40	0.133	2,697	7.05
Sheffield	378	1.70	0.035	710	1.85
Nottingham	188	0.90	0.019	385	1.01
Rotherham	268	1.20	0.025	507	1.32
Derby	209	1.00	0.021	426	1.11
Derbyshire Dales	195	0.90	0.019	385	1.01
Newark	270	1.20	0.025	507	1.32
Broxtowe	205	0.90	0.019	385	1.01
Gedling	152	0.70	0.015	304	0.79
Others	890	4.10	0.085	1,723	4.50
Jobs outside Bolsover	10,488			20,276	
Total Jobs	21,789			38,276	
Population	71,766			75,866	

Table 7C		
Net Commuting flow by district		
Local Authority Area	Net Flow 2001	Net flow 2031
Bolsover	0	0
Chesterfield	-1,787	-728
Bassetlaw	-1,721	-1,315
Amber Valley	-442	1,091
Ashfield	-251	1,443
Mansfield	-549	761
North East Derbyshire	60	1,383
Sheffield	-881	-538
Nottingham	-526	-322
Rotherham	-249	-2
Derby	-187	33
Derbyshire Dales	-189	-5
Newark	-60	181
Broxtowe	39	221
Gedling	30	183

Others	-958	-107
Totals	-7,671	2,276

- 6.8C Table 7C shows a change from a large net outflow of workers in 2001 of 7,671, to a net inflow of 2,276 workers in 2031. Table 7A shows that the workplace destinations of Bolsover residents are very diverse without any single predominant destination. Similarly, in Table 7B the residential location of in commuters is also diverse. Consequently, the impact of these changes on any single authority would be marginal, when compared against their existing and future workforce.
- 6.9 To plan for and allocate the land necessary to accommodate 9,660 new jobs, it is necessary to translate the number of jobs being planned for into the amount of land this is likely to require. However, different land uses provide different levels of employment for a given floorspace. Typically estimates are based on achieving around 50 jobs per hectare, and this figure has been put forward in earlier versions of the Core Strategy.
- 6.10 However, research has been undertaken into the type of employment uses that have been developed in the District since 2000, and the number of jobs they provide per hectare by land use type. This is illustrated in table 6 below. Also shown in the table is the amount of development as a percentage of the amount that has actually been developed in the District in the last 10 years. Warehousing and distribution accounts for nearly half of this total.
- 6.11 Table A1 in Appendix A shows that 40.83 ha of land have been developed since 2000, for 'other' employment uses (i.e. non B1, B2, B8 uses).

Table 8: Jobs per Hectare Created in Bolsover District between 2000 to 2011 by Land Use Type.			
Type	Percentage of total land developed	Jobs per ha	Jobs likely to accrue on 1 ha of employment land.
Business (B1)	13.75 %	123	16.9
Industrial (B2)	8.99 %	74	6.6
Storage or Distribution (B8)	40.77 %	48	19.5
Other (e.g. retail, leisure, garden centres)	34.99 %	59	20.6
Total	100%		63.6

- 6.12 Assuming that that the trends in terms of the type of jobs provided over the last 10 years continues for the next 20 years, the most sensible approach in trying to estimate the number of jobs per hectare would be to take an average employment density based on past rates. The average number of jobs per hectare based on the above apportionment of employment uses at individually different densities is 63 jobs per hectare. (In other words on average over time 1 hectare of employment land in the District generates 63 jobs). A full assessment of how the job density target has been calculated can be found at Appendix 1.
- 6.13 In terms of the overall amount of employment land that would be required, 9,660 additional jobs at a density of 63 jobs per hectare would require 153 ha of land. This has been rounded up to 155 hectares of land. Since 2011, 26.05 hectares of employment land have been developed. Appendix B shows that a total of 104.57 ha are currently committed through planning permissions and allocations, together with its location. As noted above, it is a requirement under the National Planning Policy Framework that allocations should be regularly reviewed to make sure they have a reasonable prospect of coming forward. Nationally there has been some criticism of sites being identified for employment development in local plans which are several years old and retained as part of current local employment land supply even when no development has taken place. A review of commitments has therefore been carried out as part of the work on the Council's Employment Land Portfolio. This identified three currently committed⁷ sites amounting to 4.17 hectares which are now considered unsuitable for employment uses. These sites have therefore not been included in the totals for allocated/committed sites in this Topic Paper.
- 6.14 To give a spatial dimension, and to encourage sustainable patterns of development providing employment close to where people live, the Local Plan Strategy will also propose minimum levels of employment provision for each of the towns and main villages in the District. The method for calculating the minimum number of jobs in each settlement has been changed in response to comments received (see section 7 below for details). The target is now for a minimum jobs total which is equivalent to 80% of the households in each of the towns in the District and 50% of the households in each of main villages. Appendix C shows the number of jobs that would be required in each of the settlements to meet this target, together with details of the amount of land already committed and the residual amount required to meet the target.
- 6.15 Appendix C shows that the town needing the most land to meet the minimum level of employment in a settlement is Bolsover (this includes Bolsover Town, Carr Vale and Hillstown). The other settlement with a clear need for additional employment land is Creswell. Further allocations at Tibshelf would also be desirable.

⁷ Two whole sites, and part of a third site

- 6.16 To meet the settlement target of providing jobs in settlements at a rate of 80% of households for towns and 50% of households for main villages an additional 50.94 ha of land are required. Appendix C shows how the shortfall has been calculated. In Bolsover settlement there is a shortfall of 41.98 ha. In Creswell there is a shortfall of 8.46 hectares. In Tibshelf, a shortfall of 0.5 ha has been identified.
- 6.17 The discussion of future requirements raises the issue of whether an additional amount of land should be included in the total requirement. This is sometimes done to allow for choice and contingency. It could be argued that this is not a suitable approach for Bolsover District for the following reasons:
- The Local Plan has a long time frame and the end of the plan period, 2031, is a long way off. The National Planning Policy Framework requires regular reviews of employment site provision. Such reviews will monitor progress on local plan allocations and if necessary prompt updates of the Local Plan which will weed out any sites which show no signs of progressing and replace them with more deliverable sites.
 - As stated above the District is very well placed to access jobs at the Markham Vale Employment Zone, an 85 hectare employment development located on the edge of the District and within easy reach of several settlements in the north of the District. In accounting for commitments, however, the District target only includes the 12.2 hectares of land at Markham Vale that lie within the District boundary;
 - The target is useful for identifying the amount of land that should be identified in development plan documents, but there will no doubt be a number of small scale employment development proposals which come forward on land not identified in such documents but which will be granted approval where consistent with more general development management policies;
 - If too much land is allocated then the local community loses control over what happens where and it may also cause uncertainty for the development industry and investors.
- 6.18 However, the Government have made it clear that authorities should pursue a pro growth agenda in a flexible manner. Accordingly, it is suggested that a contingency allowance of 20% be added to the target of 155 ha, so that the Local Plan identifies 185 ha of land for future employment development. This will allow developers greater choice over possible locations, and build in a contingency which copes with non delivery of some sites within the plan period.

7. Future Requirements: Types of Employment and Locational Characteristics

7.1 This section of the paper looks at the way employment has been defined in the past. It then identifies some known developments that will create jobs in the District over the life of the plan. It goes on to consider some of the different types of employment uses and their locational requirements

A. What is included as an Employment Use?

7.2 At the time the current Bolsover District Local Plan was adopted in 2000, employment uses were defined as being Classes B1 (Business), B2 (Industry), and B8 (Warehousing) of the Use Classes Order. When the Bolsover Employment Land Study was carried out in 2006, the study followed the (then) Government advice, and focussed on employment land based on the above three use classes.

7.3 As noted in section 2 above Planning Policy Statement 4 – Planning for Sustainable Economic Growth, published in 2009, expanded the definition of economic development to include public, community and town centre uses, and other development that provides employment opportunities or generates wealth or produces or generates an economic output or product. This covers a wide range of uses. The glossary to the National Planning Policy Framework defines economic development as “development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development). In addition, it can be seen from the latest census information at table 4 above, the percentage of people employed in more traditional employment sectors, for example manufacturing has decreased in the last decade or so.

7.4 This Paper is concerned with employment. It is not confined purely to B2, B2 or B8 uses, but relates to any use which creates employment. Accordingly it has taken account of employment in retail, leisure, education, health, etc. Land developed for these ‘other’ uses in the District since 2000 has covered a diverse range of uses. Two of the largest have been Dobbies garden centre at Barlborough Links, and the development of the East Midlands Designer Outlet. Dobbies was built on employment land as there was no town centre site of sufficient size to accommodate the use. The development of the East Midlands Designer Outlet allowed the re-development of a former brownfield site and improvements to the highway network as well as providing in excess of 500 jobs.

B. Locational Characteristics

7.5 In most cases whether ‘other uses’ are more suited to town centres depends on two factors: the scale of use and the characteristics of the use. For example it would generally be inappropriate to have a GP’s surgery in an employment site

away from a town centre. Such uses are more appropriate in or around town centres where they are more accessible to patients. However, a larger regional medical treatment facilities may have difficulty in finding a site of a sufficient size in or around town centres in Bolsover District, but might be appropriate on an employment site, as was the case with the NHS treatment centre at Barlborough Links.

- 7.6 Given the characteristics of many 'other uses', and that it is often the case that they are appropriate on employment land, the Local Plan will not seek to limit development on employment sites just to one or more of the B1, B2, and B8 uses, unless specific circumstances are evident. The National Planning Policy Framework calls for flexible policies, and the Local Plan will need to reflect this.
- 7.7 One of the 'other uses' that attracts interest and concern in equal measure is retail development. The 2010 Retail Needs Assessment highlighted the quantitative and qualitative reasons for new convenience shopping floor space. Assuming that recent planning permissions for foodstore retail development in Clowne and Shirebrook will be implemented, it is anticipated that further jobs will be created from retail uses over the plan period. The impact of the proposed food store in Bolsover is expected to be almost 'job neutral' for the town, with the number of jobs being created being the same as the number of jobs 'lost' through the relocation of the council offices to Clowne. In overall district wide terms this will result in a net gain of jobs.
- 7.8 The Retail Needs Assessment also pointed to the need for an additional 8,354m² of comparison shopping floorspace by 2026. The Local Plan must therefore consider whether a specific site or sites can be identified for this in or adjacent to town centres, or if not if it is appropriate to rely on policies to guide the future location of such development.
- 7.9 As the population of the District increases by around 12,000 people, greater levels of employment in schools, health and leisure uses are also anticipated. In relation to tourism, new jobs are being created at Hardwick Hall as the estate seeks to become a year round attraction.
- 7.10 In addition, it is expected that new jobs will arise through the development of residential care homes (C2 type uses) reflecting an aging population and the need to provide additional care/support for this sector of the population. However, an estimate of job provision from these uses has not been included in this paper because of uncertainties as to the amount of potential development or the final locations of such development. It is possible, for example, that some of this type of development might be accommodated on sites already identified in tables of committed or potential employment development, and if this happened than such sites would be 'double counted'. In addition, we know that there are likely to be some losses of employment during the plan period from changes of use and again it is difficult to estimate the impact of this on employment figures.

Nevertheless, although the paper does not attempt to assign a specific net figure to these future land use changes, the overall effect on employment would appear to be positive.

- 7.11 In terms of demand and locational preferences for employment use, the Council's regeneration team have recorded interest in a range of different employment types, and locations in the District.
- 7.12 Over the period from late October 2007 to March 2012 the Council's regeneration team dealt with a number of enquiries for industrial development. Of these, about 92% were for 'B' use (business, industrial or storage/distribution) premises. This suggests that there is a continuing need for these more traditional uses in addition to broadening the employment base of the District. The sites sought in the District for industrial type premises covered a wide range, from small units up to national/regional scale sites. Generally it has been possible to suggest suitable sites within the District for all the types of use these enquiries related to.
- 7.13 In terms of recent performance, the area has seen a number of notable successes in recent years, with the continued expansion of Sports Direct at Brook Park, Shirebrook. A current expansion (granted planning permission in 2011) will create in the region of 400 jobs, with a remaining future phase benefiting from planning permission. In addition a scheme at Langtree Park, Shirebrook for workshops is now almost complete with one unit currently remaining. Following a merger, over 1000 jobs are to be relocated at Castlewood Business Park. Approximately over 300 of these will be new jobs. It is anticipated that the business will open in the spring of 2013.
- 7.14 There has been steady interest in tourism/leisure with this forming 10% of overall enquiries. This ranges from tourist accommodation to gym and soft play type uses.
- 7.15 The Village Office Development at South Normanton has proved to be been an attractive site for office development, taking advantage of its highly accessible location off the A38 and M1 within the Mansfield to Alfreton cluster of settlements. Barlborough Links has also proved popular with developers. More generally within the District there has been little office development on a speculative basis in recent years, with developers tending to proceed only when a developer has been secured.
- 7.16 Whilst in an ideal world, office development should be located in town centres, the modest size of town centres in the District mean that most would struggle to accommodate large scale office development. The most suitable sites, which would be attractive locations for large developers, tend to be in and around major employment sites, for example at The Village, Castlewood Business Park, Barlborough Links and Brook Park at Shirebrook within the District, and Steetley, and Markham Vale at the edge of the District. Other attractive sites for office

development are sites that can be converted to this use, for example former public buildings.

- 7.17 The District is also seeking to attract incubation units which can also include office accommodation. The dictionary definition of these is 'a commercial property divided into small work units which provides equipment and support for new businesses'. The aim of such units is that the co-location of businesses allows them to share support and advice and to grow. The District already has some incubation units at Shirebrook and Clowne Station Houses. Building on these successes, the Council is aiming to encourage more of these types of units in appropriate locations, possibly in smaller settlements in the district. It is preferable for the units to be located inside or near to town centres to benefit from local entrepreneurship.
- 7.18 Similarly the District is also seeking to attract high tech industries into the District, and the regeneration team has suggested that Barlborough Links, which already has a company providing gaming programming, might provide an attractive and suitable site, particularly for firms seeking to move away from City Centres.
- 7.19 As noted earlier on in this topic paper, the District has a low proportion of small businesses. Much of the recent employment development has taken place on large sites such as Barlborough Links, Castlewood Business Park and Brook Park which have favoured medium and large scale enterprises. As noted in previous Employment Land Studies it is important to identify sites suitable for smaller businesses, ideally closely related to the main settlements, which will provide opportunities for smaller businesses to establish and grow.

8. Consultation Responses

- 8.1 This section contains a summary of the main points made by consultees in relation to the topic of employment during the development of the Core Strategy.
- 8.2 The provision of sufficient land to provide suitable employment in sustainable locations that are attractive to developers is a key issue for the Local Plan Strategy. The best way of achieving this has been the subject of ongoing consultation as part of the development of the document.
- 8.3 At the Issues and Options stage there was general support for the principle of balancing jobs in the District with the number of economically active residents. It was also suggested that new employment generating development should be targeted in areas where there are high levels of unemployment or where it is strategically beneficial.
- 8.4 Support was also given to the Council's view that the employment sector is wider than B1, B2 and B8 use classes allow.
- 8.5 The Issues and Options report also posed the question "Should the Council continue to encourage the diversification of jobs in the countryside from traditional farming and forestry jobs? If so, what more can be done?" There was overwhelming support for the continued encouragement of rural diversification, provided the character of the countryside was respected. Amongst the approaches suggested to assist with this were: to have permissive policies for rural businesses, and, to give greater emphasis to the attractions in the District, and the role of tourism.
- 8.6 One of the initial questions asked in relation to the Issues and Options version of the Site Allocations Development Plan Document was "Do you agree that the four employment growth zones should provide a land resource for non-industrial and non-retail employment generating uses?" Whilst there was generally strong support for including non-industrial and non-retail employment generating uses within the four employment growth zones, respondents also expressed strong views that employment land provision should be consistent with B1, B2 and B8 use classes and that where an employment use fell outside this classification additional land would need to be found to ensure that the targets for B1, B2, and B8 could be met.
- 8.7 Following consultation on the Issues and Options, it was felt that issues around the scale and distribution of development would benefit from further community involvement. One of the questions posed was "How much development should there be?" Of the respondents, 25 out of 30 supported the option to provide for a level of growth above past trends.

- 8.8 Preferred Options version of the Core Strategy acknowledged that in order to create more sustainable communities more jobs needed to be found in the District so that those who want to work and live in the District could do so. The preferred option put forward a policy on the employment land requirement seeking a rate of development above past trends. The majority of respondents to the policy supported this approach. However, concerns were expressed about:
- The delivery of employment land;
 - The need to consider the economic, environmental, and social impact on employment land provision;
 - The over allocation of employment land;
 - The need for transport assessment and a consideration of the relationship to sub-regional centres; and
 - The possible impact on wildlife, recreation and agricultural land
- 8.9 Overall, there was considerable support for the policies in the chapter on jobs and regeneration at this stage of consultation.
- 8.10 In November 2009, prior to approval of the Core Strategy: Revised Preferred Options, members of the Council's Citizens' panel were asked for their views on the (then draft) spatial principles. The majority of respondents (54%) agreed with 'Principle 1: To focus development, services and growth where suitable opportunities exist in larger settlements'.
- 8.11 The most relevant spatial principle put forward in relation to employment was 'Principle 3: Increase employment provision so that the number of jobs provided within the District equals the number of economically active residents'. 75% of respondents thought that the Council should accommodate 90% or less jobs as a percentage of economically active residents'.
- 8.12 There was a high level of support for 'Principle 4: Seek a better balance between employment and housing within towns and main villages', with 72% of respondents agreeing with this principle'.
- 8.13 Overall, early consultation on the Core Strategy suggested that there was support to plan for higher levels of employment growth than in the past, in order to increase the number of jobs in the District and encourage sustainable development. However, the more recent Citizens Panel consultation suggests support for levels below that set out in the Core Strategy: Revised Preferred Options. There is also support to diversify the employment base. Whilst a majority of Citizens' Panel members responding wanted to keep provision of employment land at the same overall level (Principal 3) they would like it to be more evenly distributed closer to where residents live.

9 Policy Development

- 9.1 This section contains details on how the policies in relation to employment have been developed and the role of the sustainability appraisal in developing policies.
- 9.2 The overriding aim of the Local Plan Strategy is to bring about a more sustainable pattern of development across the District. As illustrated above, at present, the District has a relatively low economic base in comparison with the resident population. Inevitably, therefore, there is a high level of out commuting. Several towns and villages have low levels of job provision. The prospects for radically improved public transport to larger centres are slim, and transport studies predict growing levels of congestion on the roads. Consequently, there is a growing need for the District to be more self sufficient in terms of providing for employment needs. There are good grounds for believing that the District can achieve significant employment growth in the next 20 years, given past development rates, the availability of good employment sites, and the locational advantages of the area.
- 9.3 The characteristics of the District set out in sections 4 and 5 above mean that employment is a key issue for the District. The need for policies to address these critical issues is reflected in the Local Plan Strategy. The Revised Preferred Options contained two spatial principles in relation to employment, and a chapter on Working Communities.
- 9.4 The majority of responses to spatial principle 3 on the level of employment to be provided for in the District came from the Citizens Panel as described in the previous section. Other respondents to the principle recognised the need to increase job opportunities due to the high level of out commuting, and to encourage the self containment of existing settlements in the District. However, the East Midlands Development Agency thought that the aim of equalling jobs with economically active residents was overly ambitious, and that a more realistic option would be to narrow the gap.
- 9.5 The Sustainability Appraisal for Spatial Principle 3 notes that it would be likely to deliver considerable sustainability benefits in respect of economic regeneration and consequent community wellbeing. There would also be likely to be sustainability benefits in reducing the need to travel and reducing journey length. Any environmental consequences would be highly dependent on the quality of development. The Sustainability Appraisal of rejected spatial option 3B – ‘Ensure that the quality of new employment land provided narrows the gap between the number of jobs provided within the District and the number of economically active residents within the District’, notes that the approach would reduce this environmental burden on the District. However, it would seriously disadvantage regeneration priorities which themselves would bring wider urban renewal and community well being.

- 9.6 There were three reasons to amend spatial principle 3. Firstly, the change to the housing requirement for the District; secondly it was considered that the target was too ambitious; and thirdly, the principle proved a difficult one to communicate effectively to a non-planning audience. Accordingly, therefore, the District's employment aspirations have been reduced and reframed to seek a match between the number of jobs in the District and the number of households. It is intended that this level of employment provision will still deliver the positive sustainability benefits identified in the SA, without triggering any disadvantages to regeneration priorities.
- 9.7 As with Spatial Principle 3, the majority of responses to spatial principle 4 - to seek a better balance between employment and housing came from the Citizens Panel. The Sustainability Appraisal for Spatial Principle 4 also identifies that the principle would be likely to deliver considerable sustainability benefits in respect to economic regeneration and consequent community wellbeing.
- 9.8 The explanation for the principle stated that the LDF should set a target of providing enough jobs for 60% of economically active residents in towns, and 40% in main villages. This meant the number of jobs provided would equal 60% of the total number of economically active residents. Although not the subject of written representations, there were indications during workshops with the Local Strategic Partnership that the principle was easily misunderstood, with some people thinking that a proportion of residents would be forced to work within a specific town or village. In accordance with the District wide change, it is now proposed to reframe this principle as achieving a minimum jobs total in each town which is equivalent to 80% of the number of households within it, and achieving a minimum of 50% in main villages. Other respondents on this topic put forward the view that 'employment' should cover all land uses falling within the concept of sustainable development as defined in the then extant PPS 4.
- 9.9 There was general support for the policies in the chapter on Working Communities, with the East Midlands Development Agency welcoming the intention to spread the benefits of economic advantage over the District. The Sustainability Appraisal in respect of policy CS 8 - Economic Development and Tourism notes that the policy gives rise to positive sustainability benefits in respect to the economic regeneration of the District. In doing so it is likely that indirect community vitality and educational opportunity will be enhanced particularly within the main settlements. However once again, benefits in relation to environmental factors are heavily dependent on the quality of development. The SA also notes that not to have a policy on the general principles for economic development is highly likely to lead to unsustainable outcomes in respect of weakened economic performance, and environmentally sensitive sites being pressured for development.

- 9.10 Whilst there were no objections to Policy CS 9 on Employment Land Provision, Government Office re-iterated the advice in the then extant PPS 4 to ensure employment sites are of the right quality and available for business needs, and that existing sites should not simply be carried forward without there being clear evidence of need, and a good prospect of take up. The Sustainability Appraisal notes that the policy is highly likely to facilitate positive socio-economic outcomes in terms of job creation and community viability/vitality.
- 9.11 Other than the need to encourage the development of brownfield land, and the need to reflect (the then extant) PPS4, the provisions of CS 10 – Retail, Town Centre and Local Centre Development attracted little comment in the last round of consultation. The Sustainability Appraisal of the policy states “This policy presents focused sustainability benefits in respect to economic regeneration and opportunity which in turn may present localised community and environmental benefits.”
- 9.12 The Sustainability Appraisal highlights the role that increasing employment opportunities can have in fulfilling regeneration priorities and achieving wider urban renewal and community well being. However, as noted above, the majority of respondents to the latest round of public consultation favoured lower levels of employment provision than that proposed in the Revised Preferred Options. It is also known from officer level liaison meetings that whilst neighbouring authorities are sympathetic to the sustainability aims of the Local Plan Strategy, they would be concerned if employment growth were to exceed achievement of a balance between housing and employment.

10 Explanation of Local Plan Strategy Policies and Principles on Employment

- 10.1 The consultation responses and policy development will link together to inform the policies and principles in the publication version of the Local Plan Strategy. This Section sets out some of the policies and principles that will be included in the publication version.
- 10.2 Spatial Principle 3 of the Local Plan Strategy will read *'Increase Employment provision so that the number of jobs provided in the District equals the number of households'*. The aim of the principle will be to achieve a more sustainable and balanced pattern of development which helps to fulfill regeneration objectives, and which is also reasonable and achievable.
- 10.3 Spatial Principle 4 will read *'Seek a better balance between employment and housing within towns and main villages'*. The principle goes on say that in view of the Vision of the Strategy to achieve a better balance between employment and housing, it is proposed that towns should achieve a minimum level of job provision equivalent to 80% of the number of households, and that main villages should achieve a level equivalent to 50%. The aim of this principle will be to help create more sustainable settlements by providing more opportunities for people to work close to home. It is considered that the use of the percentage of households in a settlement as a measure for the provision of jobs will be easily understood, easily monitored and aid transparency. *The 50% and 80% minimum targets take into account existing commitments and potential sites identified within the Council's Employment Land Portfolio, some of which are located / proposed outside towns and main villages. A 100% target is considered to be unrealistic. A higher target is proposed for the towns reflecting their status as more sustainable settlements.*
- 10.4 Policy LP 8: General Principles for Economic Development has been further developed to read: *"Preference will be given, wherever appropriate, to: mixed use development; high quality serviced office space and incubation units, especially for knowledge based firms, in or on the edge of town centres; small, flexible, low cost industrial units within settlements; attractive and high quality mixed employment units for a range of employment sectors within Strategic Employment Areas.*
- 10.5 As noted above, there is no figure for employment land in the East Midlands Regional Plan. However, this paper provides the rationale for the provision of 185 hectares allowing for a 20% contingency allowance) of employment land within the District, and policy LP 9 will read: *'In order to meet the employment land needs of the District up to 2031, the Council, its partners and service providers will seek to ensure that provision is made and planning permission granted for 185 hectares of land for employment generating uses, in line with the locational*

policy set out in LP2. The priority settlements for new employment land allocations are Bolsover, Creswell and Tibshelf.

11.0 Update and Next Steps

11.1 In July 2012, the Council issued a 'call for sites' to parish councils, businesses, developers, and agents, inviting them to suggest sites in the District that they considered could be suitable for employment use over the next 20 years. The 'call for sites' was also placed on the Council's website. The invitation advised that any site that could be developed for a use that created employment, for example for retail, leisure, health, or tourism use would be of interest in addition to more traditional uses such as factories and offices. The sites put forward in response to this call for sites together with existing allocated sites, and sites with planning permission, have been used to create the council's Employment Land Portfolio.

11.2 The sites in the portfolio have been split into five categories:

- Category 1: Committed sites. These are committed sites that are considered suitable for employment development and that either have planning permission for employment development or allocated for new employment use in the existing Bolsover District Local Plan. There are 104.57 hectares of land in this category as shown in table B1 below.
- Category 2: Potential sites. These are sites that are currently uncommitted, but have been put forward as possible sites, and had a preliminary assessment. There are 37.59 hectares of land in this category. It includes the 34.59 hectares of land at the former Coalite site in Bolsover. This site has only recently had a hazardous substances classification revoked, and has the potential to make a significant contribution to employment land in the town towards the end of the Local Plan period.
- Category 3: Sites needing further assessment. This category includes sites where further assessment is required to clarify their potential suitability. There are 13.54 hectares of land in this category.
- Category 4: Sites proposed for de-allocation. These are previously committed sites that are now considered unsuitable. There are two complete sites and part of a site in this category, which amount to 4.17 hectares.⁸
- Category 5: Unsuitable sites. This category includes 387.8 hectares of suggested employment sites that are considered unsuitable.

⁸ This land has been discounted from the sites in table 4 above and B1 below.

- 11.3 Sites in categories 1, 2 together with 26.05 ha of land already developed within Local Plan period (2011 – 2013) amount to 168.21 hectares. Whilst this is 16.79 hectares short of the target of 185 hectares, it is considered that sites from category 3, (sites needing further assessment) may help to meet this shortfall. In addition, parts of sites listed in Category 5 may be suitable for employment development, even though a larger 'parent' site may have previously been considered as unsuitable.
- 11.4 In addition to helping to identify sites for employment development, the Employment Land Portfolio also contains a trajectory, showing how employment land is expected to come forward over the plan period, and provide a steady supply. It is anticipated that sites under construction, and sites with planning permission will come forward in the first five years of the plan. Sites allocated in the current (2000) Bolsover District Local Plan are expected to come forward in years six to ten. Sites that are allocated in the Bolsover District Local Plan, that have constraints to overcome, and additional sites identified as potentially suitable for development (for example the Coalite site), are anticipated to come forward in years eleven to fifteen.
- 11.5 The land identified in the Employment Land Portfolio as developed, currently committed or potentially suitable amounts to 168.211hectares. In terms of the local plan targets for each settlement, table C2 identifies which settlements which settlements have requirements not met by current committed sites (the category 1 sites above). In the case of Bolsover/Hillstown/Carr Vale the current committed sites are less than the requirement. However, if category 2 sites are included over the plan period, the outstanding requirement for the settlement would be 4.39 hectares. Similarly, in the case of Creswell, if all of the category 3 sites prove to be suitable, the outstanding requirement for the settlement would be 1.14 hectares. In the case of Tibshelf, if all or part of the category 3 site proved to be suitable, no further land would need to be identified in this settlement.
- 11.6 Having developed the Employment Land Portfolio, the Council will be undertaking further work. This will involve further assessment of elements of category 5 sites and any other suggestions emerging, in order to close the gap between the potential 168.21 hectares of employment land and 185 hectare requirement, and the gaps between the committed and potential supply in Bolsover/ Hillstown and Carr Vale, Creswell, and Tibshelf.

Appendix A: Methodology for the Calculation of the Jobs per Hectare figure

- A1 The purpose of this appendix is to explain how the Council arrived at its jobs density figure of 63 jobs per hectare. (The term 'jobs' includes both full time and part time jobs.)
- A2 An analysis was undertaken of employment developments in the district since 2000. The last 12 years was chosen as a time period for research, rather than a longer historical period, because employment developments during the 12 year period are more likely to reflect future employment trends that the Council can expect to see over the next 20 years.
- A3 The employment developments were divided into 4 categories:
- B1 (including offices, research and development, and other industrial processes appropriate in a residential area);
 - B2 (General Industry);
 - B8 (Storage and Distribution); and
 - Other Employment (covering a wide range of employment uses such as Retail, Care Homes, Sui Generis uses, Hotels, Non-residential institutions).
- A4 Table A1 below summarises the amount of land developed and the percentage of land developed for each type of land use.

Table A1		
Amount of Employment generating land developed by type and its percentage out of the total land developed between 2000 and 2012.		
Land Use Type	Land Developed (ha)	Land use type built in the District (2000 – 2012) as a percentage of the whole.
B1	16.04	13.75 %
B2	12.25	8.99 %
B8	47.57	40.77 %
Other	40.83	34.99 %
Total	116.69 (ha)	100%

- A5 The table shows that almost half of the land developed since 2000 has been developed for B8 Storage and distribution uses.

Determining jobs created for different land uses.

A6 Having established the area of employment land developed since 2000, the next step was to estimate how many jobs had been generated by each development and by each type of land use. There are a number of ways of establishing employee information, such as:

1. Telephone surveys
2. Information on planning application forms or officer reports
3. ONS Employee Data (2011)
4. The Homes and Communities Agency Employment Densities Guide (2010)

A7 Each of these methods has its advantages and disadvantages.

1. Telephone Surveys

In all cases information was sought from Human Resources staff, although not all companies and organisations are large enough to have specialist HR staff. In these cases, reliable information was sought from a senior member of staff but it is noted that the consistency of the information may vary between companies and organisations. In addition, some firms will not give out the information at all. On the whole, however, this is as accurate as can be practically achieved.

2. Information on planning application forms or officer reports

Sometimes job information is not included. Sometimes the development proposed is just speculative (with no end user) and therefore the information is just an estimate. However, where information was not available via method 1, this provided a reasonable alternative source of information.

3. ONS Employee Data (2011)

This is the most comprehensive source of information provided through the Inter Departmental Business Register. Whilst, the Council is bound by a confidentiality agreement not to publish the figures, this source of information provides a useful tool to check the accuracy of figures from other sources.

4. The Homes and Communities Agency Employment Densities Guide (2010)

This is a national guide that provides job densities for a whole range of uses, but not all uses. In order to use this guide, development areas have to be converted to net figures to provide a realistic job density figure.

- A8 As work progressed with the research for this topic paper it was found that the densities in the Employment Densities Guide overestimated job densities on average by as much as a third when compared against actual job numbers found through sources 1 or 2 or 3.
- A9 Despite this, where a jobs figure could not be found through sources 1 or 2, an estimated figure using the Densities Guide was used (as adjusted to take account of this overestimation) to fill the gap.
- A10 Overall, this Survey is considered to give a comprehensive and robust set of information in relation to the number of jobs provided by the employment development in the district since 2000. This information is summarised below in Table A2.

Table A2		
Number of jobs per land type based on local information where available and the HCA figure (minus 33%) where no locally available information is available		
Type	Jobs	Jobs Type percentage of Total jobs
B1	1,978	26.01 %
B2	918	12.07 %
B8	2,291	30.13 %
Other	2,415	31.76 %
Total	7,602	

- A11 Table A2 shows that the highest number of jobs provided since 2000 on new employment developments has been through the ‘Other’ employment category, closely followed by B8 uses.

Determining job densities for different employment categories

- A12 Having established both the areas of employment land and the number of jobs created by these developments, it was possible to determine jobs densities for the mix of employment types the Council can expect to come forward in the plan period.

A13 Table A3, below, apportions job numbers to their appropriate category of land use area to provide a jobs per hectare figure or job density.

Table A3			
Jobs per hectare by land type.			
Type	Jobs	Land Area	Jobs per ha
B1	1,978	16.04	123
B2	918	12.25	74
B8	2,291	47.57	48
Other	2,415	40.83	59
Total	7,602	116.69	

A14 Table A3 above shows that the highest job density originates from B1 developments in the district with 123 jobs per hectare. In contrast B8 developments provided only 48 jobs per hectare.

Converting a jobs per hectare figure for each employment category into an average jobs per hectare for the District.

A15 Given the past mix of employment developments, it is considered to be reasonable at this stage to assume that this trend will generally continue as employment developments take up committed and allocated sites.

A16 On this basis, we have therefore calculated how many jobs would accrue on 1 ha of land if it was divided into the percentages that reflect the development of the four employment types over the last 12 years. Table A4 shows how **63 jobs per hectare** figure has been calculated.

Table A4				
Jobs per hectare by Employment Category.				
Type	Percentage of Total land developed	Jobs per ha	Jobs per ha ÷ 100	Jobs likely to accrue on 1 ha of land.
B1	13.75 %	123	1.23	16.9
B2	8.99 %	74	0.74	6.6
B8	40.77 %	48	0.48	19.5
Other	34.99 %	59	0.59	20.6
Total	100%			63.6

Appendix B: Committed Employment Sites

Table B1

Employment Land Supply at April 2013				
Site ref.	Town	Site Name	Area	
			Allocated	With Permission
B1	Bolsover	Riverside Way	1.25	
B2	Bolsover	Land North of Bolsover Business Park	1.65	
B3	Bolsover	Mansfield Road, Hillstown	1.12	
B5	Bolsover	Former Council Depot, Mill Lane		1.12*
B10	Bolsover	Former Chilli Lounge, Castle Street		0.11
B11	Bolsover	Middle Street		0.21
B12	Bolsover	Former Police Station, Limekiln Field		
Bolsover Sub-Totals			4.02	0.32
Bolsover Total			4.34	
CL1	Clowne	Extension to Tesco and new car park	0	0.51
CL6	Clowne	Rood Lane		0.79
Clowne Sub-Totals			0	1.3
Clowne Total			1.3	
SH1	Shirebrook	Sports Direct Complex		7.66
SH2	Shirebrook	Land off Weighbridge Road (north)	2.31	
SH3	Shirebrook	Land off Blacksmith Way	2.15	
SH4	Shirebrook	Land off Weighbridge Road (central)		
SH5	Shirebrook	Land off Weighbridge Road (south)	1.06	
SH6	Shirebrook	Portland Drive / Vernon Street	4.52*	
SH7	Shirebrook	Tesco at Portland Road		2.11
SH8	Shirebrook	Land south of Market Square		0.34
SH9	Shirebrook	Top Cat, Carter Lane		0.35
SH13	Shirebrook	Great Northern Hotel		0.05
SH14	Shirebrook	2 Vernon Street		0.12
SH15	Shirebrook	Extension linking units A and B, Sports Direct		0.29
SH16	Shirebrook	Sports Direct Retail Unit D Extension		1.01
Shirebrook Sub-Totals			5.52	11.93
Shirebrook Total			17.45	
SN1	South Normanton	Land South of Maisie's Way	1.05	
SN2	South Normanton	Land at Carter Lane East	0.82	
SN3	South Normanton	Land at the Junction of Berristow Lane and Carter Lane east		
SN4	South	Land off High View Road (South)		0.29

	Normanton			
SN5	South Normanton	Land off High View Road (North)		
SN6	South Normanton	Small corner plot on High View Road		0.27
SN7	South Normanton	Wincobank Farm	12.85	
SN8	South Normanton	Castlewood Business Park (South)		
SN9	South Normanton	Castlewood Business Park (North)		16.65
SN10	South Normanton	Land adjacent to Petrol Filling Station		0.09
SN 16	South Normanton	Land to the south of 191 Carter lane East		0.28
SN 17	South Normanton	Land to the rear of the Sycamores, Broadmeadows		1.18
		South Normanton Sub -Totals	14.72	18.76
		South Normanton Total		33.48
BA1	Barlborough	Land off High Hazels Road	0.35	
BA2	Barlborough	Land off Midland Way	1.5	
BA3	Barlborough	Land off Tally's End	0.09	
BA4	Barlborough	Land North of Magnet Business Park	1.6	
BA5	Barlborough	Land between Brickyard Farm and Barlborough links		4.44
		Barlborough Sub-Totals	3.54	4.44
		Barlborough Total		7.98
CR1	Creswell	Colliery Road	1.51	
CR2	Creswell	Creswell Colliery South	1.57	
		Creswell Sub-Total	3.08	
		Creswell Total		3.08
P1	Pinxton	Beaufit Lane	3	
		Pinxton Sub-Total	3	
		Pinxton Total		3
W1	Whitwell	Whitwell Colliery west of colliery road	3.89	
W2	Whitwell	Whitwell Colliery east of colliery road	4.28	
W3	Whitwell	The garages, Spring Street		0.16
		Whitwell Sub-Total	8.17	0.16
		Whitwell Total		8.33
PL1	Pleasley	Pitt Hill	0.8*	
		Pleasley Sub-Total	0.8	
		Pleasley Total		0.8
WT1	Whaley Thorns	Park View	0.58	
		Whaley Thorns Sub-total	0.58	
		Whaley Thorns Total		0.58
C1	Countryside	Land at Seymour (nr Markham Vale)		12.2

C2	Countryside	Former Armstrong Colliery, Steetley		10.45
C3	Countryside	Hardwick Croft, Hardwick		0.11
	Countryside Sub-Totals			22.76
	Countryside Total			22.76
	Totals		43.43	59.67
	District Total			103.1

**** Only 2.25 ha of this site is included within the Council's Employment land Portfolio. (2.27 ha are proposed for de-allocation)**

***These sites are not included within the Council's Employment land Portfolio. They are proposed for de-allocation.**

Appendix C: Employment Land by Settlement: Current Provision and Future Needs

Table C1: Showing the Current Levels of Employment Land by Settlement							
Settlement	Number of households in 2011	Total minimum number of expected households by 2031	Target number of jobs required to equal 80 % of households for Towns & 50% of households for Main Villages	Existing Jobs	Committed land in settlement at 2012 (See Table B1 at Appendix B above)	Number of potential jobs on committed land at 63 jobs per hectare.	Variance between number of existing and 'committed' jobs and jobs target for 2031
<i>Towns</i>							
Bolsover/Hillstown/Carr Vale	4,699	6,599	5,279	2,410	4.02	253	- 2,645
Clowne	3,257	3,922	3,138	1,490	0.51	32	- 1,616
Shirebrook	4,607	5,320	4,256	3,200	19.75	1,244	+ 243
South Normanton	4,539	5,252	4,201	3,550	51.42	3,239	+ 2,588
<i>Main Village</i>							
Barlborough	1,196	1,386	693	3,830	7.98	502	+3,639
Creswell	2,314	2,694	1,347	620	3.08	194	- 533
Pinxton	1,849	2,087	1,043	1,760	3.00	189	+906
Tibshelf	1,497	1,687	844	810	0	0	-34
Whitwell	1,623	1,813	907	490	8.17	514	+97
Total				17,890	97.93	6,167	

Note that given the proximity of Barlborough to Clowne, and Pinxton to South Normanton, it is considered more appropriate to assess their combined needs as employment areas. This assessment is provided in the Table C2 below.

Table C2: Showing the Amount of Additional Employment Land Required to Meet Minimum Requirements

Settlement	Variance between number of existing and 'committed' jobs and jobs target for 2031	Amount of additional employment land required to meet minimum standards
Bolsover / Hillstown / Carr Vale	-2,645	41.98
Barlborough/Clowne	+2,023	0
Pinxton/South Normanton	+3,494	0
Shirebrook	+243	0
Creswell	-533	8.46
Tibshelf	-34	0.5
Whitwell	+97	0
Total		50.94

Appendix D: Bibliography

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