



ASHFIELD DISTRICT COUNCIL

LOCAL ECONOMY SUMMARY PAPER

January 2016

CONTENTS

	Page
INTRODUCTION	1
Section A PLANNING AND THE ECONOMY	2
<ul style="list-style-type: none"> • Barker Review of Land Use Planning • Fixing the foundations: Creating a more prosperous nation, July 2015. HM Treasury • Towards a one nation economy: A 10-point plan for boosting productivity in rural areas • No Stone Unturned in pursuit of Growth • HM Government White Paper – Local Growth: Realising every place’s potential • National Planning Policy Framework • Joint Working • East Midlands Regional Plan 2009 	
Section B THE LOCAL ECONOMY AND POLICY DEVELOPMENT	109
1.0 The Evidence Base and Development Principles	10
2.0 Innovation & Investment	15
3.0 Economic Development, Housing and Quality of Place	18
4.0 Future Land Requirements	21
5.0 Small & Medium Sized Enterprises	32
6.0 Existing Employment Sites	35
7.0 Skills & Learning	41
8.0 The Rural Economy	46
9.0 The Social Economy	48
10.0 Sustainable Development & Climate Change	50
11.0 Monitoring	53

Section C	THE EVIDENCE BASE	54
1.0	The Local Economy	54
	<ul style="list-style-type: none"> • D2N2 Strategy for Growth & Strategic Economic Plan • Ashfield Economic Statistics • Manufacturing • Nottingham and Nottinghamshire Local Economic Assessment • Coalfield Regeneration Review Board • Housing Markets • Ashfield and Mansfield “Ambition. A Plan for Growth” Joint Economic Masterplan • Ashfield & Mansfield Economic Masterplan Assessment Stage Report • Experian “Ashfield and Mansfield Economic Analysis” • Deprivation • The Work Foundation “Ashfield and Mansfield City Relationships” • Centre for Local Economic Strategies “Understanding the • Property Related Strategies • The Ashfield Local Plan Review (2002) 	
2.0	The Local Economy and Housing	84
	<ul style="list-style-type: none"> • The Relationship Between the Local Economy and Housing • How many jobs does this generate? 	
3.0	Skills	90
4.0	Demand for Employment Land	98
	<ul style="list-style-type: none"> • Property Markets • Employment Land Studies • None B Use Class Sector • Rural Demand • Changing Practices? 	
5.0	Supply of Employment Land	93
	<ul style="list-style-type: none"> • Ashfield Strategic Economic Land Availability Assessment • Loss of Employment Space 	
	Glossary of Terms	127

CIL	Community Infrastructure Levy
emda	East Midlands Development Agency
EMNSRELR	East Midlands Northern Sub Region Employment Land Review,
EMRA	East Midlands Regional Assembly
ELF Study	Employment Land Forecasting Study
GDP	Gross Domestic Product
GVA	Gross Value Added
LEGI	Local Enterprise Growth Initiative
LEP	Local Enterprise Partnership
MARR	Mansfield Ashfield Regeneration Route (Sherwood Way)
NPPF	National Planning Policy Framework
NCRELS	Nottingham City Region Employment Land Study.
OECD	Organisation for Economic Co-Operation and Development
ODPM	Office of the Deputy Prime Minister
PPG	Planning Practice Guidance
RES	Regional Economic Strategy for the East Midlands
RSS	Regional Spatial Strategy
RICS	Royal Institution of Chartered Surveyors
SELAA	Strategic Employment Land Availability Assessment

INTRODUCTION

1.1 The Ashfield Local Economy Summary Paper bringing together the evidence on the local economy. It comprises three sections:

- **Section A** – sets out the context of planning and the market in relation to national planning policy and the economy.
- **Section B** – sets out conclusions on specific aspects of the local economy reflecting the extensive evidence base and identifying the potential implications of those conclusions in relation to priorities and actions for policies within the Local Plan.
- **Section C** – Summaries the regional and local studies/reports, which provide the evidence base on the local economy. It draws on and integrates into the analysis academic research and, where necessary, it includes additional analysis to enable conclusions to be made in relation to Section B.

1.2 Reference to employment land relate to land used for Classes B1, B2 and B8 together with some sui generis employment uses as defined by the Town and Country Planning (Use Classes) Order 1987 as amended. Economic development is defined in the glossary of the National Planning Policy Framework as

“Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).”

This reflects a change from Planning Policy Statement 4: Planning for Sustainable Economic Growth, which sets out a wider definition of economic development. It included development within the B Use Classes, public and community uses and main town centre uses but also included in the definition of economic development were activities which achieves at least one of the following objectives:

1. provides employment opportunities
2. generates wealth or
3. produces or generates an economic output or product

Although no longer included in the NPPF definition of economic development, these aspects are indicators in relation to economic development activities.

SECTION A – PLANNING AND THE ECONOMY

- 1.1 The interrelationship between planning and market processes both underpins the deliver of planning goals and constrains what planning can achieve. Planning is reliant on the private sector to deliver housing, regeneration and ultimately jobs. Therefore, in planning for future needs the nature of the local markets should be reflected within planning policy and decisions.

Barker Review of Land Use Planning

- 1.2 The relationship between planning and the economy was stressed in the Interim Report of the Barker Review of Land Use Planning¹. The Report focused on understanding how the planning system impacts on economic growth and employment. Key findings included:
- Planning is a valued and necessary activity, with business being clear about the need for a high-quality planning system – 79 per cent believe that planning is important to support their competitiveness;
 - Plans and planning decisions can deliver positive economic outcomes through providing greater certainty for investors about the likely shape of future development; helping deliver public goods; supporting regeneration; and countering market power where the landowner is in a monopoly position.
 - The context for the planning system is becoming even more challenging. This includes rapid and significant changes in technology, production and trading patterns due to globalisation, the mitigation of, and adaptation to climate change, and creating desirable communities that are cohesive and sustainable;
 - Planning Reforms need to support economic growth and productivity. Further action is needed to deliver an efficient planning system, by reducing delays, addressing unnecessary complexity and increasing certainty. Unnecessary delays have a number of hidden economic costs in addition to direct financial costs, including reducing competition within markets by delaying or deterring new entrants. Major infrastructure projects in particular are often subject to substantial delays, with harmful spillover effects for the rest of the economy;
 - Progress is needed in terms of delivering an effective planning framework. This is particularly important since the costs of development are often local, visible and short-term, while the benefits may be diffuse (as when jobs are provided for a wide area), invisible (as when a new store offers lower prices) and long-term. The failure of planning to respond sufficiently to market and price signals, including the impact on land prices of restricted supply, needs to be addressed, particularly in

¹ Barker.K. (2006) Barker Review of Land Use Planning. Interim Report – analysis. HM Treasury
Barker.K. (2006) Barker Review of Land Use Planning. Final Report - Recommendations. HM Treasury

the context of the likely contribution of land supply constraint to high occupation costs. It is also critical to the success and credibility of the planning system that there is effective and timely engagement with communities, and that policies and processes deliver the right level of protection and enhancement to the natural environment.

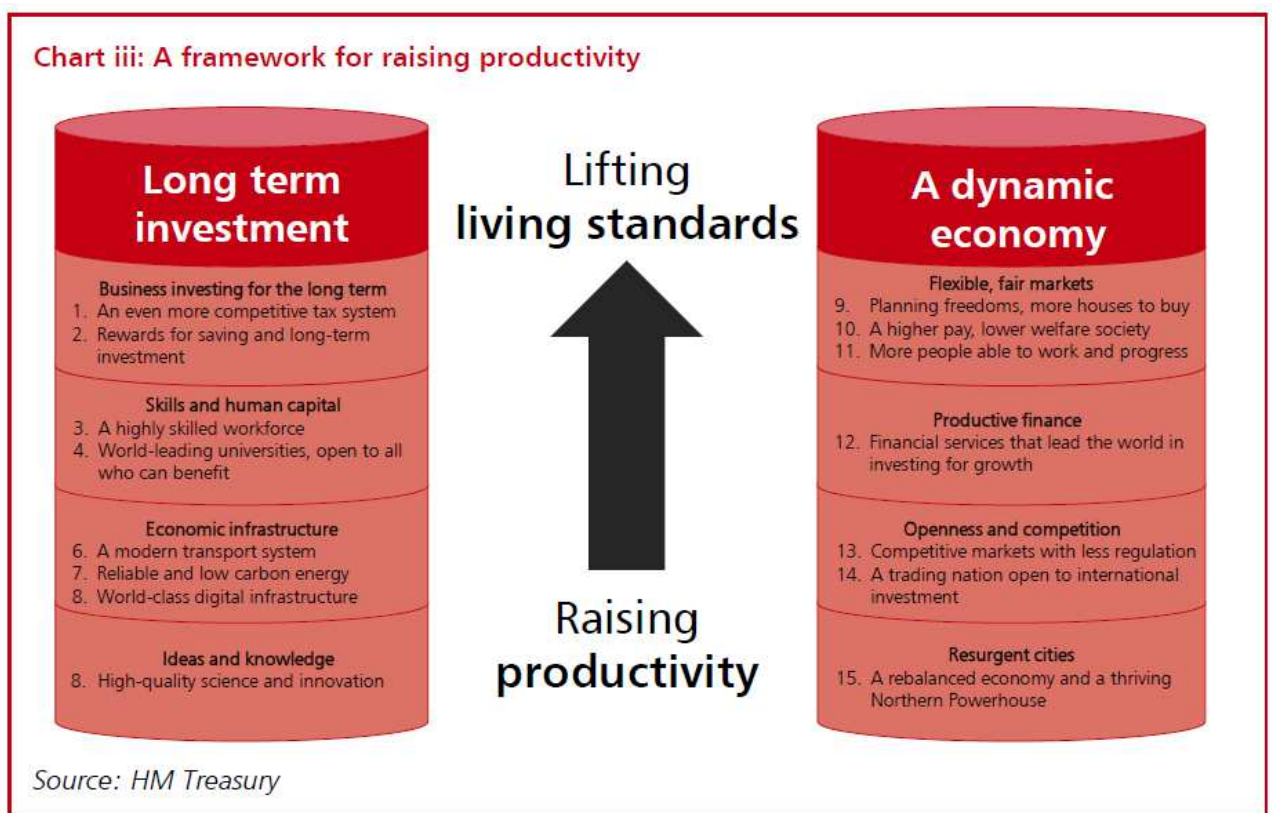
Fixing the foundations: Creating a more prosperous nation²

1.3 Fixing the foundations: Creating a more prosperous nation sets out the government's plan for strengthening UK productivity. It identifies that relatively weak productivity performance has been a long term challenge for the UK economy and it is only by achieving world-beating productivity that we can deliver sustained growth and rising living standards for all.

1.4 The government's framework for raising productivity is built around two pillars:

- encouraging long-term investment in economic capital, including infrastructure, skills and knowledge;
- promoting a dynamic economy that encourages innovation and helps resources flow to their most productive use.

The document sets out a fifteen-point plan for productivity that takes on the hard choices needed for lasting change, which is summaries in the diagram below.



² Fixing the foundations: Creating a more prosperous nation, July 2015. HM Treasury

- 1.5 The Plan placed a strong emphasis on the role of the housing market identifying that the UK has been incapable of building enough homes to keep up with growing demand. This harms productivity and restricts labour market flexibility, and it frustrates the ambitions of thousands of people who would like to own their own home. It proposes a number of measures to improve labour market flexibility through building more homes.
- 1.6 It sets out that an effective land and housing market promotes productivity by enabling the economy to adapt to change, helping firms to locate where they can be most efficient and create jobs, and enabling people to live and own homes close to where they work.

Towards a one nation economy: A 10-point plan for boosting productivity in rural areas³

- 1.7 The government has also put forward a 10 point plan for rural productivity built around the raising productivity around the two pillars: However, the 10 points have been organised around five broad areas considered to be reflective of the particular priorities for rural areas:
- Rural areas fully connected to the wider economy;
 - A highly skilled rural workforce;
 - Strong conditions for rural business growth;
 - Easier to live and work in rural areas;
 - Greater local control.

No Stone Unturned in Pursuit of Growth⁴

- 1.8 The Report undertaken by The Rt Hon Lord Heseltine of Thenford was undertaken at the request of the Prime Minister reporting to the Chancellor of the Exchequer and the Secretary of State for Business as to how we might more effectively create wealth in the UK. It set out a vision “ The Government should set out a comprehensive strategy for national wealth creation, defining its view of its own role – and the limits of that role – together with those of others in local authorities, public bodies and the private sector.”
- 1.9 In relation to planning it identified that planning decisions are key to unlocking the infrastructure that we need for growth with the report strongly support the purpose of the 1947 Town and Country Planning Act to bring order to our planning system. Howe concern was expressed regarding that planning decisions are still too often lengthy and bureaucratic. In relation to planning it recommended the following:

³ Towards a one nation economy: A 10-point plan for boosting productivity in rural areas, August 2015. Department of the Environment Food and Rural Affairs.

⁴ No Stone Unturned in pursuit of Growth, Oct 2012. The Rt Hon the Lord Heseltine of Thenford

- Recommendation 55: The Planning Inspectorate should be given powers to investigate planning decisions proactively. The Government should also consider on a rolling basis all the possible options to inject urgency and purpose into the planning system.
- Recommendation 56: The Government should consider the effectiveness of Local Development Orders and extend their use after consultation with affected parties to establish best practice.
- Recommendation 57: The Government should consider using Special Development Orders to speed up specific planning decisions of strategic significance.
- Recommendation 58: The Government Property Unit should work with local authorities to identify and publish details of all surplus and derelict public land on the ePIMS database so that LEPs and local authorities can collaborate to bring this land back into reuse in support of the local economic strategy.

HM Government White Paper – Local Growth: Realising every place's potential⁵

1.10 The Local Growth identifies that local authorities have a critical role to play in supporting the economy of their area. Local authorities are uniquely placed, via politically accountable leadership, to bring stakeholders together from across all sectors. Key roles include:

- Local authorities using their community leadership role and planning powers to set out a clear framework for local development.
- Supporting growth/development through ensuring a responsive supply of land that supports business growth and increases housing supply;
- Using local authority land assets to leverage private funding to support growth.
- Directly and indirectly influencing investment decisions via the use of statutory powers, particularly through the planning system, which are key determinants of businesses ability and confidence to invest;
- Supporting local infrastructure – transport investment, in particular, is a key enabler of growth.
- Support for local people and businesses, including regeneration, business support and employment programmes.

⁵ Department of Business, Innovation and Skills (2010) HM Government White Paper – Local Growth: Realising every place's potential.

- Providing high quality services, such as schools and transport, that directly support businesses, investment confidence and individual's life chances;
- Providing wider services and investment that increase the attractiveness of an area; and
- Leading efforts to support and improve the health and well-being of the local population, promoting independence and rehabilitation to ensure that all individuals have the maximum opportunity to benefit from work and to contribute to the local economy.

1.11 The White Paper stresses that development plays an important role in stimulating local growth and sustainability. Spatial planning decisions need to balance capital investment to support development and infrastructure whilst recognising that development can bring both positive and negative visible changes for local people. This includes housing which is an integral part of the local economy. The White Paper sets out that housing growth is an important source of economic growth that the country needs and anticipates that local communities desire to see new homes, more jobs, extra investment and a better local environment.

National Planning Policy Framework⁶

1.12 The National Planning Policy Framework advises that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

1.13 In drawing up Local Plans, the NPPF requires local planning authorities to understand the business needs within their local economies and this should be reflected in:

- setting out a clear economic vision and strategy for their area, which positively and proactively encourages sustainable economic growth;
- Setting criteria or identifying strategic sites for inward investment;
- Supporting existing business sectors with flexibility in plans to accommodate changes in economic circumstances;
- Planning positively for clusters or networks of knowledge driven, creative or high technology industries;
- Identifying priority areas for economic regeneration, infrastructure provision and environmental enhancement;

⁶ Department of Communities and Local Government National Planning Policy Framework. March 2012

- Facilitating flexible working practices.

It also provides that local planning authorities should use the 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.

1.14 The emphasis on economic growth runs through the NPPA and includes the rural economy, telecommunication, infrastructure planning and the consideration of viability.

1.15 Although the NPPF sets the parameters at a national level, the Government has stressed in its response to the Communities and Local Government Committee report on regeneration⁷ that it believes it is for local partners – local councils, communities, civil society organisations and the private sector – to work together to develop local solutions to local challenges. If local regeneration, development and growth are deemed local priorities, then it is for local partners to determine the appropriate plans and strategies to deliver this. In the wider context of economic development work Boon & Gashe⁸ identified that research by Porter 1990: Curran and Blackburn 1994 and Healey 1997 provides that successful local economic development will depend on:

- A balance of competition and collaboration between local businesses;
- Land availability and skills training;
- Partnership/networking between businesses and between stakeholders;

⁷ Government Response to the House of Commons Communities and Local Government Committee Report of Session 2010-12: Regeneration Presented to Parliament by the Secretary of State for Communities and Local Government January 2012

⁸ Boon.A. Gashe.T. (2001) Can Economic development be Sustainable? RICS Cutting Edge

- The local business community

Joint Working

- 1.16 The Council has worked with neighbouring authorities in the Nottingham Outer Housing Market Area⁹ and the Nottingham Core Housing Market Area¹⁰ to undertake an economic development needs assessment. Nathaniel Litchfield & Partners were commissioned to undertake an Employment Land Forecasting Study, (ELF Study) which identifies the future quantity of land or floorspace required for economic development uses.
- 1.17 The ELF Study identifies that:
- The Nottingham Core HMA is a strong functional economic market area;
 - Nottingham Outer HMA is slightly less clear cut but it can be made out that the Nottingham Outer HMA is self-contained;
 - Hucknall has strong links with the Nottingham Core HMA.
- 1.18 Both Kirkby-in-Ashfield and Sutton in Ashfield link in with the Mansfield area in terms of the FEMA. In practice, it is anticipated that the industrial areas within the District of Bolsover around Junction 28 will also be closely linked to the FEMA.
- 1.19 The Joint Economic Masterplan sets out that Mansfield and Ashfield, excluding Hucknall, comprise a single local economic area. Consequently, it is unlikely that a business looking for land will simply limit any search to the Ashfield but will be looking at whole of this area. In terms of Hucknall, the evidence identifies that employment opportunities are strongly linked with Nottingham. This has been reflected in joint working on studies relating to the local economy and employment land requirements with neighbouring authorities including:
- Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Litchfield & Partners.
 - Ashfield District Council and Mansfield District Council - .Ashfield and Mansfield “Ambition. A Plan for Growth” Joint Economic Masterplan.
 - Experian (June 2009) Ashfield and Mansfield Economic Analysis for Ashfield District Council and Mansfield District Council.
 - Clayton.N & Wright.J. The Work Foundation (June 2010) Ashfield and Mansfield City Relationships.
 - Centre for Local Economic Strategies (June 2010) Understanding the Resilience of Ashfield and Mansfield Economy.

⁹ Nottingham Outer HMA comprises Ashfield District Council, Mansfield District Council and Newark & Sherwood District Council.

¹⁰ Nottingham Core HMA comprises Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council and Rushcliffe Borough Council.

- Ove Arup & Partners. (March 2008) The East Midlands Northern Sub Region Employment Land Review, March 2008.
- Innes England (2009) Mansfield and Ashfield Districts Joint Property Strategy. December 2009
- Nottingham City, Ashfield District, the Boroughs of Broxtowe, Erewash, Gedling and Rushcliffe – The Nottingham City Region Employment Land Study, 2007. The Study was update in 2009 to reflect the amended Regional Spatial Strategy housing figures.

SECTION B – THE LOCAL ECONOMY AND POLICY DEVELOPMENT

1.0 THE EVIDENCE BASE AND DEVELOPMENT PRINCIPLES

- 1.1 Ambition, A Plan for Growth Joint Economic Masterplan for Mansfield and Ashfield reflects Ashfield and Mansfield District Councils agreeing to work together on developing a closer approach to economic regeneration across the sub-region. This collaborative approach was encapsulated in the desire to have a single policy document, which provides the strategic direction for raising prosperity by tackling structural economic problems which have limited growth for both Mansfield and Ashfield.
- 1.2 It reflected a substantial evidence base exists in terms of the economic aspects of the local economy, which has driven the conclusions in the Ashfield and Mansfield Joint Economic Masterplan. This sits within the context of a national emphasis on growth and the evidence from the Regional Economic Strategy and the Nottingham and Nottinghamshire Local Economic Assessment¹¹. However, additional work has been undertaken in Employment Land Forecasting Study, (ELF Study) by Nathaniel Litchfield & Partners, August 2015 which takes into account the D2N2 Local Enterprise Partnership's Strategy for Growth 2013 -2023. The ELF Study undertook the following:
- Economic Context – a review of current economic conditions and trends within the two HMAs, identifying the strengths and weaknesses that may affect future needs for employment space;
 - Overview of Employment Space – analysis of the current stock and trends of employment space within the two HMAs in terms of mix of uses, development rates, gains and losses and provision in adjoining areas;
 - Commercial Property Market – a review of the sub regional commercial property market, including the supply and demand for different types of employment space and the needs of different market segments;
 - Future Requirements for B Class Employment Space – estimates future employment space requirements for B-class sectors in quantitative terms, drawing on employment forecasts and other factors;
 - Implications and Conclusions – outlines the key implications in relation to planning for employment land needs across the Core and Outer HMAs.
- 1.3 The D2N2 Local Enterprise Partnership has produced a series of strategies and reports including:

¹¹ Nottingham and Nottinghamshire Local Economic Assessment -Strategic Economic Opportunities for Nottingham and Nottinghamshire.

- Strategy for Growth 2013-2023;
- Strategic Economic Plan;
- Implementation Plan;
- The State of D2N2 Economy (various years);
- Benchmarking the Economy and Labour Market of Nottingham, Nov 2014;
- Skills for Growth Strategy Summary;
- Report 4 Employment & Skills Prepared by The Economic Strategy Research Bureau;
- Report 5 Education and Training Prepared by The Economic Strategy Research Bureau.

1.4 The conclusions from the D2N2 various reports and strategies together with the findings of the ELF Study are considered to be consistent with the approach taken within the Joint Economic Masterplan for Mansfield and Ashfield.

1.5 From the evidence reflected in Part C of this Summary, it can be seen that Ashfield faces a number of issues. These include:

- The District needs to build on the Local Enterprise Growth Initiative by continuing to encourage entrepreneurship and support to enable small business to survive and grow;
- With exceptions, levels of productivity in various sectors are lower than the UK average;
- The unemployment rate in Ashfield has generally remained higher than the East Midlands average;
- A disproportionate number of people in the District work in semi-skilled and unskilled occupations and the District has a low educational base. There is a need to increase the skills and education in the labour market as low level skills creates a barrier to higher tech and higher value business locating in the area;
- The socio-economic profile of the District is weighted towards skilled and unskilled manual trades such as manufacturing and construction (evolving as a natural progression of a post coal mining community). As a result of historical, cultural and socio-economic factors some areas of Ashfield demonstrate income levels that are significantly lower than average compared to neighbouring areas or regional figures;
- The District's working population has grown in terms of numbers over the period 2001 to 2014 but has fallen in terms of the percentage of the total

population. However, whilst the working population is growing, it is also becoming older. Consequently, over time there needs to be a greater focus on retaining older workers in the labour market to ensure that a shortfall in the supply of workers does not prevent the District from realising its economic potential.

- The Benchmarking the Economy and Labour Market of Nottingham Report produced on behalf of the Nottingham Post by the Nottingham Business School (Nottingham Trent University) sets out figures in relation to UK Competitiveness Indicators. In total, 379 local areas are benchmarked across the 11 regions of Great Britain. The Benchmarking the Economy and Labour Market of Nottingham Study identifies that Ashfield (rank 369 in 2014) is ranked among the least competitive locality using this measure and has seen an erosion of its competitiveness since 2011 (Rank 365).
- There is a requirement to meeting the needs of all current and future populations in terms of business and job opportunities.
- Overreliance on the manufacturing sector. Employment levels in manufacture fell significantly before 2008 but have growth slightly to 2014.
- There is a need to encourage and accommodate both indigenous and inward investment particularly in relation to identified Sectors which have the potential for growth.
- There is an on-going requirement to ensure that the environment is attractive to future growth sectors to improve performance in comparison with other locations.
- There are pockets of deprivation particularly within the urban area. Economic regeneration is particularly important in these areas of the town to help alleviate poverty.

1.6 An Economic Masterplan seeks to integrate an area's economic strategy with its physical environment, to create a powerful development and promotional tool for an area. The economic performance of Ashfield and Mansfield is defined by Gross Value Added (GVA). GVA is the difference between the value of output and the value of inputs used to produce it and is measure of an industry's or areas contribution to GDP. In the context of the Masterplan, this is the sum of all economic output within the area and can be measured by considering the four components of labour productivity, labour profile, labour intensity and labour utilisation. A strong economy is one which has labour profile which has a good stock of working age people, who are effectively utilised by being in productive employment.

1.7 The evidence base to the Ashfield and Mansfield Joint Economic Masterplan concluded that the Ashfield and Mansfield economy underperforms by £539m per year. Compared to the national average the local economy must respond to the following challenges:

- High levels of low paid and low skilled employment;
- Longer than average working hours;
- Lower working age population;
- Significantly lower levels of productivity per head.

The Joint Economic Masterplan concludes that:

“The Economic Masterplan must respond positively to these challenges. To realise the economic potential of the Ashfield and Mansfield economy, productivity must be increased by attracting and retaining more skilled people of a working age into highly productive jobs in sectors with a comparative advantage for the area. It is vital that local people have the skills needed to attract investment and drive growth.”

1.8 The Joint Economic Masterplan sets out five themes, which focus on the key areas of People, Business and Place:

- Skills & Aspiration – Ensuring local people are equipped with the right skills to access new opportunities in employment, helping to stimulate growth and raise productivity.
- Employment – Connecting local residents with new employment opportunities and working with employers to meet their skills and recruitment needs.
- Enterprise – Business support for pre-start, new and existing local businesses.
- Investment – Promoting the area as a place to invest and a place where businesses are supported to diversify and grow.
- Property – Ensuring the area offers an attractive and balanced range of good quality office, commercial and industrial premises. Property is key to creating a competitive location for investment and growth. This includes the need in the action plan to facilitate growth sectors.

1.20 The Council's Corporate Strategy and supporting Corporate Plan¹² stress the need to create a thriving enterprise culture that can develop new ideas, seize commercial opportunities and make full use of a constantly growing information technology.

Implications for Priorities and Policies within the Local Plan

¹² Ashfield District Council - Corporate Strategy & Corporate Plan. <http://www.ashfield-dc.gov.uk/about-ashfield/the-organisation/corporate-strategy.aspx>

Taking into account the evidence from Joint Economic Masterplan, The D2N2 strategies and Report and LF Study and various other Studies supporting the Local Plan it is considered that the following development principles should be applied to the determination of both Local Plan policies and applications for economic development:

- 1. Facilitate private sector involvement in the development of the employment infrastructure of the District (land, premises, communications and transport).**
- 2. Through local action and policy, the District will maintain a supply of land and premises for new business, residential development and where appropriate for mixed uses.**
 - The identification of a variety of sites, in terms of both size and quality, for employment generating uses.
 - The identification and protection of employment generating areas.
- 3. Development policies and plans will work to address those physical and spatial issues which support 'Productivity' objectives as well as 'Sustainability' objectives.**
 - Creating economic resilience, through the sensitive rebalancing of the economic base.
- 5. Development decisions will consider accessibility, proximity of labour supply, and the potential for generating or supporting agglomeration benefits.**
 - Locational decisions will have regard to the proximity of labour supply and the potential to contribute to, and benefit from, agglomeration effects due to closeness of other businesses and infrastructure.
 - Development should look to facilitate local skills and training opportunities.
- 6. Policy will seek to maximise the opportunities presented by a network of settlements.**
 - The Council has developed of a clear vision and role for all parts of the urban network, by framing regeneration activity within masterplans, which reflect the views of stakeholders as well as community aspirations.
- 7. Development will support and promote the diversification of rural areas.**
 - Development proposals in rural areas should make a positive contribution to supporting local business, extending employment opportunities, and enhancing service provision while taking into account the Policy objective of the Green Belt and Countryside. .
- 8. Development will improve the built environment through high standards of design.**

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

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

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

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

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

2.0 INNOVATION AND INVESTMENT

2.1 Both from an economic aspect with a need for regeneration and from a social aspect with high levels of deprivation in parts of the District, the Council's emphasis is upon facilitating growth in the local economy. The Joint Economic Masterplan was developed during a time of recession and rapidly changing policy through a new Government. However, the economic challenges and opportunities facing Ashfield and Mansfield remain largely unchanged. Nevertheless, the recession has two significant impacts in relation to Ashfield:

- a. Since 2008 there has been limited development in Ashfield although there are signs of additional confidence and development on the major site allocations.
- b. Public funding into the future is likely to be limited;

In these circumstances, the Council is faced with choices and potentially the need to make trade offs in meeting its economic objectives. However, one of the key factors that planning has traditionally offered developers in relation to employment land is certainty and it remains important that the planning system provides clarity

and certainty. In relation to the Local Plan and in determining planning decisions this means:

- a. Policies which prioritise taking development forward;
- b. Ensuring there is a supply of land for economic development that meets market requirements and is available to develop in the short term;
- c. Policies which incorporate flexibility, responding to market changes;
- d. Policies and planning decisions need to taking into account long term or indirect benefits of proposals for economic development such as job creation and business productivity as part of creating more viable communities;
- e. Recognising that viability and cashflow is a key issue for a developer. Where appropriate, this means being flexible in terms of the phasing/ scale of planning obligations and identifying what are key infrastructure requirements associated with any development; (Greater certainty could be provided to developers by setting out in a policy statement the Council's approach to viability issues);
- f. Monitoring what is happening in the market and responding with policies changes where necessary.

2.2 One of the possibilities within the context of the local economy is to support identified clusters in various sectors. That is “geographic concentrations of interconnected companies, specialised suppliers, service providers, firms in related industries and associated institutions, in particular, that compete but also co-operate”. (Porter M (1998) On Competition)¹³. DTZ Pieda Consulting (2005) “Cluster Development: The Way Forward”¹⁴ sets out conclusions and recommendations regarding clusters in the East Midlands, which is reflected in the Joint Economic Masterplan’s focus on the five growth sectors. However, the Ashfield and Mansfield City Relationships Study¹⁵ identified that due to the nature of the economic activity in the study area, and the consequential dispersal of employment around the area, the potential to derive agglomeration benefits is relatively limited. Sector specialisations in Ashfield and Mansfield are not particularly ‘agglomeration sensitive’, meaning they derive below average benefits from being located in or near a big city.

2.3 It is recognised that a considerable number of people work in none business space areas. The largest local employer in Ashfield is Kings Mill Hospital. None of these jobs are specifically business class jobs. The manufacturing sector has seen a reduction in the number of jobs it provides within Ashfield. Therefore, it is important that the planning policy framework reflects the changing economic environment and gives some flexibility in relation to employment opportunities in the none business

¹³ Porter M (1998) “Clusters and the New Economics of Competition”. Harvard Business Review November – December 1998.

¹⁴ DTZ Pieda Consulting (2005) Cluster Development: The Way Forward. Final Report,. May 2005. For East Midlands Regional Assembly

¹⁵ Clayton.N & Wright.J. The Work Foundation (June 2010) Ashfield and Mansfield City Relationships.

space sectors. The ELF Study Baseline on Total Jobs identifies that the majority of jobs created to 2033 are anticipated to be in none B Space Jobs¹⁶.

2.4 Higher education institutions are critical to innovation as they can provide training to NVQ4 level and above in specific skill area that link into employment opportunities and further training of the local workforce. However, skills should not be purely thought of as academic – the District's workforce has high levels of manual skills. The Ashfield workforce has a history of skilled labour with transferable skills. If businesses in sectors which value these qualities – such health and transport equipment – are prepared to come into the area and train them there is a flexible, dextrous, workforce available. The Council has support the expansion of West Notts with:

- At Station Park, Kirkby-in-Ashfield the Construction Centre, a purpose-built facility to allow the college's construction students to practice industry skills;
- Gateway 28, off Oddicroft the Engineering Innovation Centre which has been designed to accommodate engineering, fabrication and welding and motor vehicle maintenance students.

2.5 Neighbourhood planning offers local communities the opportunity to bring forward development within their local area, particularly in relation the social economy.

Implications for Priorities and Policies within the Local Plan

Priorities:

- To develop innovative businesses able to compete in a global economy.
- To prioritise taking investment forward.
- To incorporate flexibility necessary to respond to market changes.
- To recognise that viability and cashflow are key issues for developers.
- To increase skill/educational levels within the District.

Potential Planning Policies Implications:

- Maximise the potential for partnership working with the public and private sectors, increasing the range and effectiveness of internal and external partnerships
- Understanding growth sectors and providing sufficient land to meet potential needs.
- To facilitate the provision of high quality sites together with the provision of a number of general industrial sites to cater for local business expansions and relocations.
- Provision/retention of premises for SME's – particularly starter units and business incubators.
- Better integration of related issues such as transport, affordable housing and labour in relation to employment requirements.

¹⁶ Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners Table 5.3 page 86

- Flexibility in policies which allows decisions to reflect interim policy statement and supplementary planning documents derived from evidence on changes to the local economy and an assessment of the economic impact and appraisal of a policy position in relation to investment decisions.
- Integration of neighbourhood issues/priority/projects into Council Strategies and policies.
- To priorities educational related development.
- Policies relating to sustainable construction techniques/informatives on site waste management plan.
- Policies to identify exceptional circumstances where alternative uses of employment sites could be considered for employment generating uses other than for business class development.
- Link with the Infrastructure Delivery Plan and CIL
- Support for neighbourhood plan for local investment.
- Consider the potential for Local Development Orders to remove the requirement to apply for planning permission on a site-by-site basis.

3.0 ECONOMIC DEVELOPMENT, HOUSING AND QUALITY OF PLACE

“The variation in the housing and quality of life offer influences choices made by knowledge workers, internal migration patterns, and therefore the supply of highly skilled labour, which is predominately based in the south east of the sub region. The housing and quality of life offer elsewhere in the region creates challenges in terms of attracting knowledge workers and knowledge intensive businesses.”

The Ashfield and Mansfield City Relationships

- 3.1 For the purposes of the Local Plan, separate policies are set out in relation to employment land requirements and housing requirements in the Local Plan. However, as set out in the evidence base, employment and housing are not separate development aspects but are interrelated.
- 3.2 The Barker Review into the housing supply, 2004¹⁷ concluded that the operation of the housing market is of considerable importance to the efficient operation of the national economy and the macro-economic management of the economy. Economic performance is regarded as a key driver of population change and income, which can be seen as the major determinants of demand for housing in an area. Arup¹⁸ on behalf of Advantage West Midlands, looked at the relationship between housing and employment (Housing Policy and Economy Study 2008). As

¹⁷ Barker.K. (2004) Barker Review of Housing Supply Delivering stability: securing our future housing needs HM Treasury.

¹⁸ Ove Arup & Partners (2008) Housing Policy and Economy Study for Advantage West Midlands.

with the Ashfield and Mansfield Joint Economic Masterplan Arup's approach analysed the economy in relation to the impact on Gross Value Added per capita. Arup looked at housing's role in the economic development of the region as a summation of a complex series of processes that match jobs with people looking for work, Figure One. Arup's Report estimated that for the West Midlands, the houses built up to 2026 could accommodate a workforce capable of generating £5.7 billion of earnings, which could translate into a GVA of £9.7 billion, subject to caveats including the availability of suitable jobs. (As well as housing, Arup identified that this was influenced by policies in other areas). Therefore, it can be seen that house building is influential in relation to growth and the GVA in the local economy.

- 3.3 As is set out in Section C, there is both a direct relationship between jobs and new housing and an indirect relationship between housing and the wider economy. Using as a basis the GLA Economics Study¹⁹ for London, The Housing & Communities Agency's Employment Density Guide²⁰ suggests that based on earning differentials between London and the rest of the UK that approximately 150 jobs per 1,000 increase in population is more applicable outside London.

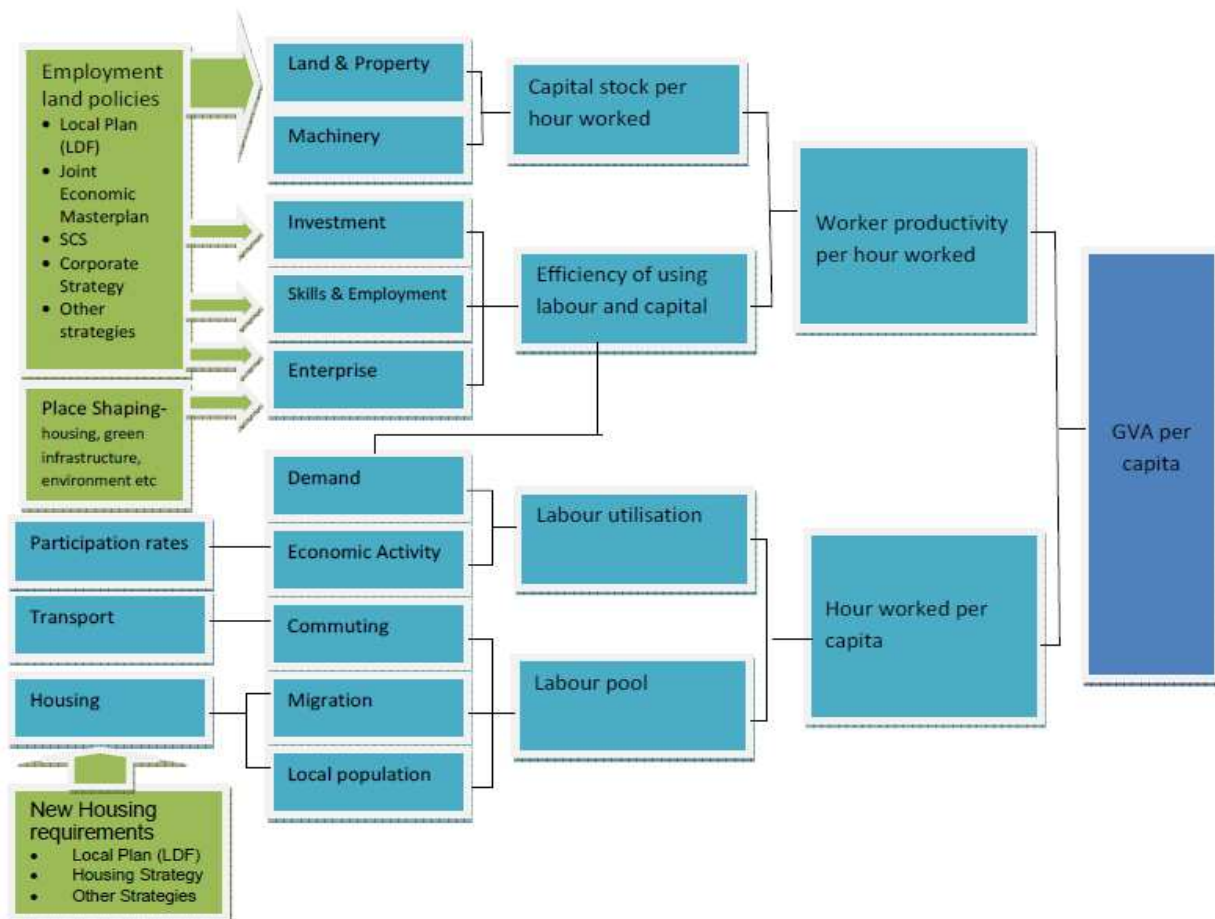


Figure One – The Relationship between Employment, housing and GVA

Adapted from Arup's "Housing Policy and Economy Study" 2008 (West Midlands)

¹⁹ GLA Economics "More residents, more jobs" (2005)

²⁰ Homes and Communities Agency "Employment Densities Guide" 2010 (Drivers Jones Deloitte)

- 3.4 Perceptions of Ashfield and Mansfield as a business location and a place to live are influenced by the legacy of industrial decline and high levels of deprivation. Whilst good transport links and land availability have been frequently cited as locational advantages in Ashfield and Mansfield, the poor skills profile and patchy quality of life offer can act as a disincentive for potential investors or residents. The Audit Commission Report “A mine of opportunities”²¹ identified that overall Ashfield has a distinct profile centred on stable economic growth alongside strong improvements in dereliction and housing. However, this work needs to be taken forward into the future. The Experian Economic Analysis stressed the importance of changing perceptions of the area, which would help attract investment. The Ashfield and Mansfield City Relationships summaries the housing and quality of life relationships between Ashfield/Mansfield and the surrounding area, identifying a lack of quality housing in the districts as an issue. The Joint Economic Masterplan identifies that the natural environment is important in stimulating economic activity. In terms of quality of place, areas with higher quality housing, schools and quality of life are more likely to attract highly skilled individuals, and more likely to have mutually beneficial economic relationships with neighbouring areas. These areas also benefit from the higher wages its residents bring home, of which a large percentage is spent in the local economy.
- 3.5 One of the challenges facing Ashfield is that there is insufficient choice of the right type and quality of housing. A disproportionate number of houses are in council tax band “A”. The District also faces the challenge of a low skill, low wage economy which limits accommodation options. Housing growth needs to be balanced with economic growth within the context of achieving sustainable homes to minimise the impact on the environment. Several interviewees in the CLES Report 2010, highlighted that the housing and quality of life offer in the two districts – with the exception of areas such as Berry Hill in Mansfield – presents a challenge in attracting knowledge workers to the area. The evidence indicates that as people climb up the career ladder they may move out of Ashfield and Mansfield to areas that are perceived as offering a higher quality of life, such as Broxtowe, Gedling and Newark and Sherwood.
- 3.6 Apart from the quality of housing, other factors can also play a significant role in influencing where people want to live and work. There are wider quality of life variables, such as crime, the quality of schooling and health. The evidence identifies that Ashfield has problems in these area. The Index of Multiple Deprivation in 2010 shows that Ashfield and Mansfield are amongst the most deprived local authorities in the country. The life opportunities of younger people in the region are further constrained by relatively low educational achievement and participation. Crime is another challenge to quality of life in the Ashfield and Mansfield area, with higher crime rates in Nottinghamshire than the national average. Ashfield also has health issues compared to the East Midlands as a whole. This emphasises that an integrated approach is required in the Local Plan and other strategies in relation to economic, housing and quality of life issues.

²¹ Audit Commission (2008) A Mine of Opportunities. Local authorities and the regeneration of the English Coalfields.

- 3.7 Good quality design is as appropriate for business uses as it is for other elements of the built environment. A well designed and layout building will have a substantial impact on the quality and attractiveness of the local environment. Therefore, developers and planning officers will need to apply an imaginative approach to design and layout, making more efficient use of land without compromising the quality of the environment.

Implications for Priorities and Policies within the Local Plan

Priority:

- To build sufficient houses to meet the economic needs of the District.
- To improve the housing and quality of life in Ashfield which currently act as a disincentive for potential investors or residents moving into the District.
- To provide for new and affordable housing as a key aspect of regeneration.

Potential Planning Policies Implications:

- Developing sufficient quantity of houses to improve employment opportunities.
- To develop quality houses to encourage improvement to “place”.
- Good design to improve housing and estate quality.
- Improving affordable housing opportunities.
- Utilising S106/CIL funding to achieve improvements to the infrastructure including green space.
- Protecting the environment and important green space.
- Policies for town centres should reflect the Masterplans and Retail Study, whose goals are to improve the quality of place.
- Policies/decisions are required to improve the health of the local population.
- Improve skills and educational opportunities including utilising S106/CIL for this purpose

4.0 FUTURE LAND REQUIREMENTS

The basis of demand requirements

- 4.1 A number of employment land studies have been undertaken in relation to Ashfield which include the following:
- Ove Arup & Partners. (March 2008) The East Midlands Northern Sub Region Employment Land Review, March 2008;
 - Innes England (2009) Mansfield and Ashfield Districts Joint Property Strategy. December 2009;

- Nottingham City, Ashfield District, the Boroughs of Broxtowe, Erewash, Gedling and Rushcliffe – The Nottingham City Region Employment Land Study, 2007. The Study was update in 2009 to reflect the amended Regional Spatial Strategy housing figures.

These studies set out a number of scenarios in terms of the demand for employment land. However, the generalised conclusions from the Studies is that:

- There will be small increase in demand for B1 space.
- The requirement for B2 space varies between significant falls to a very marginal increase.
- The requirement for B8 spaces varies between a marginal fall and a significant increase.

4.2 The employment evidence base has been updated through the Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners. (ELF Study). The Study looked at 4 scenarios for the period 2011 to 2033:

- Experian Baseline - Projections of jobs derived from economic forecasts prepared by Experian;
- Job Growth: D2N2, Policy On - Experian jobs but adjusts upwards to reflect jobs set out by the Local Enterprise Partnership;
- Labour Supply - Estimating future growth of the local labour supply based on the housing requirement taken from the Strategic Housing Market Assessment;
- Past Completions - Consideration of past trends in the development of land for offices, industrial and distribution (employment land).

	Experian Baseline		Policy On Job Growth		Labour Supply		Past Completions	
	Ashfield	Of which in Hucknall	Ashfield	Of which in Hucknall	Ashfield	Of which in Hucknall	Ashfield	Of which in Hucknall
Offices (sq m)	44,363	5,191	44,415	5,200	48,470	5,863	41,977	4,579
B1c/B2/B8 (ha)	47.81	10.03	53.11	21.47	54.60	11.14	132.13	27.69

Table One: Ashfield Gross Land Requirements

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

4.3 Table One sets out the gross land requirements from the four scenarios. They identify a requirement from 41,877 to 48,470 sq m of office floorspace and 47.81 to 132.13 ha of industrial/warehouse land. However, based on the net figures set out

in the ELF Study it is anticipated that there will be, in general terms, a fall in the requirement for B1c and B2 space.

4.4 The ELF Study identified the requirement for offices on the basis of floor area in square metres. This reflected that different areas are likely to have different plot coverage. For Ashfield offices are likely to be two or three storey and are likely to be on a business park. On the assumption of two storeys and a site coverage of 40% there would be the following office land requirements:

- Experian Baseline - 44,363 sq m / 2 floors = 22,181 sq m, site coverage 40% = 55,453 sq m (5.5 ha)
- Policy – On - 44,415 sq m / 2 floors = 22,207 sq m, site coverage 40% = 55,519 sq m (5.5 ha)
- Labour Supply - 48,470 sq m / 2 floors = 24,235 sq m, site coverage 40% = 60,587 sq m (6.1 ha)
- Past Completions – 41,877 sq m / 2 floors = 20,938 sq m, site coverage 40% = 52,346 sq m (5.23 ha)

Table Two identifies the total land requirement anticipated under these circumstances.

	Offices	Industrial & Distribution	TOTAL
Experian Baseline	44,363 sq m	47.81ha	53.31 ha
Of which Hucknall	5,191sq m	10.03 ha	
Policy – On	44,415 sq m	53.11 ha	58.61 ha
Of which Hucknall	5,200 sq m	21.47 ha	
Labour Supply	48,470 sq m	54.60 ha	60.7 ha
Of which Hucknall	5,863 sq m	11.14 ha	
Past Completions	41,877 sq m	132.13 ha	137.36
Of which Hucknall	4,579 sq m	27.69 ha	

Table Two: Employment land 2011 – 2033

Source: Nottingham Core HMA and Nottingham Outer HMA : Employment Land Forecasting Study 2015 Nathaniel Litchfield & Partners Table 5.3

4.5 In terms of demand, the scenarios arising from the ELF Study can be seen to form two clear alternatives:

- Land requirements based on the Experian Baseline, Policy –On and Labour Supply, which give a short range of land requirements between 53.31 ha and 60.7 ha; or
- Past completions which give a requirement of 137 ha.

4.6 Past Completions set out a requirement for “Employment Land” excluding offices is 97.14 ha net or 132.13 ha gross including a flexibility factor. The ELF Study sets out in Appendix 8 a worked example of the Demand Led Scenario. This basically compares the B space jobs in 2011 against the B space jobs in 2033 by:

- Step 1: Identify total number of workforce employees in the relevant B1a/b Industrial Sectors in B2 and Distribution in B8.
- Step 2: Translate 2011 jobs into floorspace based on HCA and Offpat 2010 Employment Densities Guidance. An allowance is subsequently made to translate this ‘occupied’ floorspace into ‘total’ floorspace by making an allowance for vacancies.
- Step 3: Translate 2033 jobs into floorspace. Steps 1 and 2 are repeated, but using the 2033 Experian sectoral workforce projections for that year.
- Step 4: As before, an allowance is subsequently made to translate this ‘occupied’ floorspace into ‘total’ floorspace by making an allowance for vacancies. However, in an effort to re-balance the market, the model seeks to reduce the overall floorspace requirement where there is an over/under-supply of floorspace at present, using the market signal of vacancy rates. It is assumed that 10% represents a reasonable level of fluidity in the market necessary for it to function effectively.
- Step 5: For the industrial and warehousing calculations, the floorspace figure is translated into land by applying a plot ratio of 40%. This was not applied to the office floorspace figure as the plot ratio is likely to vary in relation to City Centre locations compared to Business Parks.

Applying this model identifies that to achieve a net industrial/distribution land requirement of approximately 97.14 ha would require the jobs identified in Table 3. Significantly more jobs would need to be identified that is identified in the Experian Baseline or the Policy On scenarios.

	2011				2033						
	Total Jobs	Office	Ind	Dist	Other jobs	Total Jobs	Office	Ind	Dist	Other jobs	Change
Experian Baseline	53,727	4,672	11,817	5,081	32,157	63,440	7,147	9,638	5,876	40,779	9,713
Completion Rates – Distribution	53,727	4,672	11,817	5,081	32,157	68,816	7,147	9,638	10,307	41,724	15,089
Completion rates – Industrial	53,727	4,672	11,817	5,081	32,157	70,740	7,147	16,935	5,876	40,782	17,013

Table Three: Jobs based on Experian Baseline, and assumption of a net industrial/distribution rate of 97.14 ha from 2011 to 2033.

Source: Derived from the Nottingham Core HMA and Nottingham Outer HMA : Employment Land Forecasting Study 2015 Nathaniel Litchfield & Partners

Note:

- Distribution - No 100% distributions jobs identified, therefore changes impacts on Other Jobs.
- Industry – 100% general industrial identified.

4.7 The supply of potential employment land is identified within the Strategic Employment Land Availability Assessment (SELAA) and is set out in Table Four.

4.8 The SELAA has identified a number of sites capable of delivering employment land which provides a supply of 130.49 ha. This can be broken down into the following:

- Kirkby-in-Ashfield 39.89 ha
- Sutton in Ashfield 55.30 ha
- Hucknall 35.30 ha

This breaks down into the following:

- Employment allocations and planning permissions:
 - Kirkby-in-Ashfield 35.39 ha
 - Sutton in Ashfield 28.75 ha
 - Hucknall 35.3 ha
- New sites of the MARR Route 22.2 ha (If Summit Park and South West Oakham was included the figure would rise to 43.5 ha).
- Other sites;
 - A38 8.85 ha

4.9 These figures reflect developable area (providing an estimate of what floorspace could be developed on a site) and should be treated with caution. Notwithstanding this, even allowing for a margin of error there is considered to be a sufficient supply of sites to meet the demand requirement set out in the ELF Study. The supply includes a number of sites which are allocated in the Ashfield Local Plan Review 2002, which have already seen development and where the necessary infrastructure is already in place.

Ashfield District Council Local Economy Summary Paper

Site	Ref	Developable Area (ha)	Overall Assessment
Kirkby-in-Ashfield			
Castlewood Business Park, Pinxton Lane	K1	16.67	Allocated Employment Site within the Ashfield Local Plan Review 2002 with implemented planning permission. High quality site with excellent access to Junction 28 of the M1 Motorway. The infrastructure has been complete and plots are currently available for occupation.
Pinxton Lane, Kirkby-in-Ashfield.	K2	6.3	Allocated Employment Site within the Ashfield Local Plan Review 2002. High quality site located for good access to Junction 28 of the M1 Motorway. An issues over access needs to be resolved and therefore it is anticipate that development will not occur in the short term (0-5 years)
Kings Mill Road East/Oddiecroft Lane, Kirkby-in-Ashfield.	K3	1.7	Allocated Employment Site within the Ashfield Local Plan Review 2002. Well located industrial allocation with current planning permission for development. Site available for development and occupation immediately.
Welsh Croft Close North/ Portland Industrial Estate, Kirkby-in-Ashfield.	K4	3.4	Allocated Employment Site within the Ashfield Local Plan Review 2002. Well located industrial allocation with current planning permission for development. Site available for development and occupation in the short term.
Park Lane Business Park, Park Lane, Kirkby-in-Ashfield.	K5	1.95	Allocated Employment Site within the Ashfield Local Plan Review 2002. Well located industrial allocation with current planning permission for development. Plots are available for occupations.
Oddiecroft Lane, Kirkby-in-Ashfield. (Gateway 28 Business Park)	K6	5.37	Well located industrial allocation with planning permission for development. Available for occupation.
Mowlands, land west of Kirkby-in-Ashfield, south of A38, Kirkby in Ashfield.	K7	4.5	Well located development from a market perspective, which could be brought forward if policies change. Potentially available in the short term.
Sutton in Ashfield			
Summit Park , North Sherwood Way, Sutton in Ashfield	S1	19.48	Allocated employment site with planning permission and services and infrastructure provided on site. It provides a prestigious development site which is anticipated to appeal to both a regional and local market. Immediately available.
South West Oakham, Hamilton Road, Sutton in Ashfield	S2	1.52	Relatively small site forming part of the South Waste Oakham employment allocation. It is likely to provide a potential development site for a local market. Immediately available.
West of Fulwood Road, Huthwaite, Sutton in Ashfield.	S3	4.8	The site is allocated employment site which has planning permission. It forms an extension to an established industrial area. A number of plots have been occupied and it has good access to the A38 and M1 but the site lacks prominence. Immediately available.
Fulwood Road North, Huthwaite, Sutton in Ashfield.	S4	1.36	The site forms part of an established employment area however its lack of prominence means that is only likely to appeal to a local market.
Brierley Industrial Park, Sutton in Ashfield.	S5	1.2	The site forms part of an established employment area however its location means that it is only likely to appeal to a local market. Plots area available.
Land off Hamilton Road adjacent to Oakham Business Park, Sutton in Ashfield	S6	7.4	The site could be suitable if policy changes and is anticipated to provide a good quality employment site. However, there are potential issues in relation to the Kings Mill Reservoir Nature Reserve and Local Wildlife Site located to the east of the site. If allocated it is unlikely to come onto the market until Summit Park is substantially developed. .

Site	Ref	Developable Area (ha)	Overall Assessment
Land adjacent to Cauldwell Wood, North Sherwood Way, Sutton in Ashfield.	S7	10.3	The site could be suitable if policy changes and is anticipated to provide a good quality employment site. However, it is anticipated that there could be potential issues in relation to accessing the site. Is access can be resolved, and the site is allocated it is unlikely to come onto the market until Summit Park is substantially developed. .
Land off Hamilton Road/Coxmoor Road, Sutton in Ashfield	S8	4.5	The site could be suitable if policy changes and is anticipated to provide a good quality employment site. However, it does not have the prominent location of sites directly onto the MARR. Anticipate that the site it could be available in the short term.
Land to the north of the A38/West of Export Drive, Huthwaite, Sutton in Ashfield.	S9	4.35	May be suitable if policies change. Issues relating to access would need to be resolved.
Midlands Road/Station Road Sutton in Ashfield	S10	0.39	Allocated as a development site within the Ashfield Local Plan Review 2002, however, there has been residential development to the west and north of the site. The size and location means that it will appeal to a local market. However, there are likely to be considerable cost of moving materials on the site which raises issues of the viability for development without some form of support.
Hucknall			
Rolls Royce, Watnall Rd/Hucknall By Pass, Hucknall	H1	23.5	Substantial site which is identified as sub regional importance in presenting employment opportunities locally. Anticipated that works will start on site for the construction of the new road and provision of services to the site in the near future. Available within next three years.
Blenheim Park, Hucknall.	H2	6.4	Allocated Employment Site within the Ashfield Local Plan Review 2002 with implemented planning permission. Good quality site with good access to Junction 26 of the M1 Motorway. The infrastructure has been complete and plots are currently available for occupation. Available immediately.
Butlers Hill, Hucknall.	H3	2.38	Allocated Employment Site within the Ashfield Local Plan Review 2002 with implemented planning permission. The nature of the site means that is only likely to appeal to a local market.
Aerial Way, off Watnall Road, Hucknall.	H4	0.83	Allocated Employment Site within the Ashfield Local Plan Review 2002 with implemented planning permission. Potentially available within three years.
A611/Watnall Road, Hucknall.	H5	0.6	Allocated Employment Site within the Ashfield Local Plan Review 2002. While planning permission has lapsed it is linked to the relocation of the football ground to land off Aerial Way where works have been undertaken. Potentially available within three years.
Watnall Road, Hucknall.	H6	0.6	Allocated Employment Site within the Ashfield Local Plan Review 2002. The site is located in an established industrial location in Hucknall and the size of the site may be attractive to a local market.
Arrow Point Park, Annesley Road, Hucknall (A611/Annesley Road).	H7	0.99	Allocated Employment Site within the Ashfield Local Plan Review 2002 provide the opportunity for a good quality small scale industrial estate. Available immediately.

Table Four: Potential employment sites

Source: SELAA. Ashfield District Council

4.10 The SELAA concludes that there is a mixture of available sites in terms of size and potential employment use. This reflects the potential different requirements of a local against a regional or national market.

4.11 There are factors which potentially reduce this supply as:

- The route of the High Speed Railway Network (HS2) Phase Two, Birmingham to Leeds, runs through Ashfield and the proposed route will go through the Castlewood employment allocation. However, it is stressed that at this time the route is not safeguarded whose purpose is to protect land from conflicting development before construction starts²².
- Under The Broxtowe Borough, Gedling Borough, Nottingham City Aligned Core Strategies, Part 1 Local Plan, the Rolls Royce site, Hucknall is identified as contributing to the employment needs of the Greater Nottingham conurbation. This is acknowledged by the Council and can be seen as either increasing the demand requirements for land in Ashfield or reducing the supply of land available to meet the specific employment land needs for Ashfield set out in the ELF Study.
- A significant element of the site at Portland Industrial Park/ Welshcroft Close is identified in the planning permission as open storage.
- The Waste Local Plan identifies employment sites as the preferred area of search for waste facilities.

4.12 The Sustainability Appraisal identified five options. Four reflecting the demand site and the scenarios set out in the ELF Study and a further option was based on the supply side taking forward allocations of approximately 80 ha net developable area after taking into account the issues identified in paragraph 4.11.

4.13 The conclusion of the Authority was to take forward the supply side option which allows for additional supply on top of the demand reflected in the economic forecasts and labour supply²³. This also makes an allowance for the following:

- 1) Five Key Sectors – Ambitions A Plan for Growth” the Ashfield and Mansfield Joint Economic Masterplan and the Experian Economic identify the potential for growth within the five key sectors to the local economy identified in these Studies/masterplans.
- 2) Regeneration of the District – One of the key themes in the Joint Economic Masterplan is Property – Ensure the area offers an attractive and balanced range of good quality office, commercial and industrial premises. The priority of the Council is to facilitate the regeneration of the local economy and from this

²² Safeguarding directions, if adopted, will be issued to Local Planning Authorities by the Secretary of State.

²³ Sustainability Appraisal of Local Plan Preferred Approach. “Employment Spatial Options” para 4.121 onwards

perspective it is important to ensure there is sufficient good quality employment land in terms of both location and availability to meet market demand and policy requirements. This approach is reflected in:

- The Barker Report²⁴ into land use planning, which stressed planning should respond to local economic needs. The Report identified that the failure of planning to respond sufficiently to market and price signals, including the impact on land prices of restricted supply, needs to be addressed, particularly in the context of the likely contribution of land supply constraint to high occupation costs.
 - Allmendinger²⁵ who identified that increasing development demand is more likely to be achieved through shaping planning tools such as allocating more land in developing plans or stimulation tools such as grants and other financial inducements.
 - The Experian Study²⁶ identified that one of the strengths of Ashfield and Mansfield was the availability of employment land.
- 3) Manufacturing - Ashfield has traditionally had a heavy reliance upon a manufacturing base. The evidence from the employment land studies is that the demand for industrial land will decline with an emphasis upon the office and distribution sector. Nevertheless, this approach allows for greater flexibility if the forecasts are not entirely correct.
- 4) Non B space jobs - The National Planning Policy Framework defines economic development to include public uses, community uses, and 'main town centre' uses alongside the traditional B1, B2 and B8 use classes. The ELF Study identifies that jobs are largely likely to arise from non B space jobs²⁷. This may be seen in health, residential care and social work and construction²⁸. This is not anticipated to require space on employment land sites but the additional allocation allows for flexibility in this context.

4.14 The Planning Inspectorate²⁹ identifies that a plan will not be found unsound just because uncertainty exists. The important things are that this is explicitly acknowledged, that the implications of the uncertainty are taken into account and the "what if" situations are considered.

²⁴ Barker.K. (2006) Barker Review of Land Use Planning. Interim Report – analysis. HM Treasury & Barker.K. (2006) Barker Review of Land Use Planning. Final Report - Recommendations. HM Treasury

²⁵ Allmendinger.P. (2006) Building on the past and present: lessons for effective planning. RICS Research paper series.

²⁶ Experian (June 2009) Ashfield and Mansfield Economic Analysis for Ashfield District Council and Mansfield District Council.

²⁷ Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners Table 5.3, page 86.

²⁸ Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners Appendix 9 Experian Data – Experian Workforce jobs 2011-2033 – Ashfield District, page 187.

²⁹ The Planning Inspectorate (2009) "Examining Development Plan Documents: Learning from Experience". Planning Portal.

4.15 For Greater Nottingham the primary focus for office jobs is Nottingham City Centre and the regeneration zones. However, it is recognised that there will be opportunities elsewhere, including Rolls Royce at Hucknall, which is a key sub regional site for Greater Nottingham.

4.16 It is not anticipated that employment land will be allocated for specific uses but it will be flexible within the B space requirements. However, policies should reflect the need for improvements to education levels and skills and that in exceptional circumstances an allocation may need to be utilised for non B space uses. However, this will require a substantial justified as to why an exception should be made, including any application setting out the anticipated economic impact of the development.

4.17 It is recognised that in specific circumstances, non B space could be the catalyst to the development or taking forward of employment allocations and will be potentially important in relation to achieving social objectives. However, based on Experian's analysis⁽⁹⁾ Ashfield is unlikely to have significant non B space requirements other than in health and the retail sector. Land requirements in these sectors are anticipate to reflect the following:

- Health – The location of health care requirements are generally linked into areas where there are housing developments or an increased population is located. It is anticipated to have a limited impact in relation to B space land.
- Retail – Retail requirements are considered with the Retail Study undertaken by the Council.

There is no evidence of strategic leisure requirements in Ashfield. There may be some local leisure requirement, which may be accommodated on existing employment sites, subject to a sequential test in relation to town centres.

Neighbouring districts

4.18 The ELF Study identifies that:

- The Nottingham Core HMA is a strong functional economic market area;
- Nottingham Outer HMA is slightly less clear cut but it can be made out that the Nottingham Outer HMA is self-contained;
- Hucknall has strong links with the Nottingham Core HMA.

4.19 It is understood that Mansfield are taking forward a demand requirement based on the ELF Study Policy On and Labour Supply requirements. The supply of sites will include:

- Land adjacent to the A617 Mansfield Ashfield Regeneration Route (MARR) between Nottingham Road and Southwell Road West, Mansfield (Application No: 2010/0089/ST). The illustrative masterplan identifies approximately 23.1 ha of employment land with Condition 44 specifying that the total quantum of employment development shall not exceed 100,000 m² consisting of no less than 60% of total floorspace falling within use classes B1, no more than 30% of

total floorspace falling within B2 and no more than 10% of total floorspace falling within use class B8 unless otherwise agreed in writing by the Local Planning Authority.

- Land at Penniment Farm, Abbott Road, Mansfield (Application No.: 2010/0805/ST). The proposed development includes 12 Ha (gross) of employment, breaking down as: up to 3,300 sq m (gross) of B1 Business development, up to 36,000 sq m (gross) of B2: General industrial development / B8 Warehouse, Storage and Distribution (with the B8 element no unit would exceed 7,500 sq m).

4.20 In terms of Hucknall, the Council is working with the other Greater Nottingham authorities in building complementary economic relationships with Greater Nottingham. The Aligned Core Strategies for Broxtowe, Gedling and Nottingham identify under Policy 2 that in terms of employment, the Top Wighay sustainable urban extension in Gedling includes 8.5 ha of employment land. It also recognises that the Rolls Royce site in the Hucknall part of Ashfield District, will serve the employment needs of the conurbation as a whole. (Para 3.4.6). This reflects the strong transport links between Hucknall and Nottingham. Equally, these links provide Hucknall residents with access to employment opportunities in Nottingham. However, the skills profile of Ashfield suggests, that Ashfield's residents may not have the same access to the higher value jobs that Nottingham has to offer as other areas falling within the city's hinterland.

4.21 The A38 corridor at the M1 Motorway Junction 28 provides additional land allocated for employment purposes. Land is allocated and available in Bolsover's Local Plan (2000) at South Normanton. However, Bolsover District Council is currently undertaking a Employment Land Study to identify future requirements.

Implications for Priorities and Policies within the Local Plan

Priority:

- To ensure that the quality and supply of development land meets the economic priorities set out in the Ashfield & Mansfield Joint Economic Masterplan, the Corporate Plan and reflects the evidence from the Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report and the Strategic Employment land Availability Assessment.

Potential Planning Policies Implications

- To create conditions that will encourage private sector investment.
- To make clear the links to other key Council/partners plans and strategies.
- To work with Mansfield District Council in the north of the District and the Greater Nottingham authorities in relation to Hucknall to determine the land required for economic development within the wider economic areas as well as the District.
- To identifying sufficient land to meet a minimum Employment Demand for Ashfield of 60 ha.

- To provide a flexible portfolio of land for economic development that will:
 - Reflect a sequential approach to site selection in terms of their relation to exiting urban area;
 - The need for a range of marketable sites in terms of quality, size and location;
 - The need to ensure an adequate supply of land is available through the Plan period.
 - Encourages the growth of new and existing indigenous businesses;
 - Encourage the growth of the key sectors identified in the Joint Economic Masterplan and the RES;
 - Have regard to the current and future availability of infrastructure, including utilities and ICT, when allocating land for employment uses;
 - Be accessible by a choice of means of transport;
 - Reflects the needs of disadvantaged communities;
 - The suitability of the site for other uses including mixed uses
 - The likelihood that the site can be developed taking into account the availability of resources both public and private.
- The protection of employment allocations from other uses.
- Acknowledgment that town centre locations are suitable for development for office purposes.
- Integrate policies for economic development with environmental and social regeneration objectives.

5.0 SMALL & MEDIUM SIZED ENTERPRISES

- 5.1 There are a number of structural weaknesses in the North Nottinghamshire and North Derbyshire sub-regional economy, including low levels of entrepreneurship, low levels of innovation and economic growth and low levels of investment and R&D. Although inward investment remains an important goal, it is recognised that future employment opportunities are likely to come from within the sub-region through increase entrepreneurship and the growth of small and medium sized businesses. Consequently, it is important to have a range of land/units available to meet local employment needs and this includes older units which are likely to form low cost space for start up businesses. In terms of office accommodation, the Alliance SSP Accommodation Strategy for North Nottinghamshire and North Derbyshire³⁰ concluded that the property market has failed to supply meaningful quantity of speculative serviced office accommodation in the Alliance area, which is inhibit economic growth. Subsequently, the Council provided a number of small units let on flexible terms, which facilitates small business growth and the Byran Business Centre has been brought forward in Hucknall. A number of developments

³⁰ The Alliance SSP (2005) "Accommodation Strategy for North Nottinghamshire and North Derbyshire" emda.

at Sherwood Park, Annesley provide accommodation for larger office requirements. In the current market, there is no evidence to suggest that the market will bring forward larger office development within the town centres of the District.

- 5.2 “The Nature and Structure of Spatial Industrial Property Markets”³¹ found that 70% of moves into local industrial property markets emanate from within the local area. This obviously has implications for the promotion and support of local economic development. It is anticipated that there are a number of allocated sites where land is available which is suitable for demand arising from a local market.
- 5.3 As is highlighted in the Joint Economic Masterplan, planning policies will need to be accompanied by business support in the form of advice on business planning, marketing, ICT development and skills, staff training and possibly financial incentives. Additionally, leases should, where possible, be flexible to enable businesses to meet their accommodation requirements. Small firms looking for office or manufacturing accommodation typically require “easy in easy out” occupancy terms. The private development market provides this in the form of serviced accommodation but often at high cost. In addition, there are high management costs associated with small units and the economic profile of tenants who would typically occupy this space is often unattractive to the private sector due to the higher risk of business failure and void periods. Consequently, the provision of small workshops and incubation/nursery space is likely to continue to require public sector intervention.
- 5.4 Planning policies could potentially be utilised to provide support to small and medium sized businesses including accommodation. Examples given in the research report “Planning for Economic Development”³² are set out below. However, the Joint Property Strategy did not identify that shortages of specific area of accommodation was a substantial issue for the District.

Welwyn Hatfield District Plan Review Policy EMP 5 – Mix of Unit Sizes
In the designated employment areas a mix of unit sizes will be required. On development sites over two hectares in area, there will be a requirement for a minimum of 10% of the net floor space area within the site to be developed for small and/ or medium sized units for business or industrial uses within Class B. This policy will not apply in the case of existing companies, which are developing large sites for their own expansion.

Taunton Policy EC1a

Proposals by existing firms to expand onto land subject to restrictive policies will be permitted where relocation to a more suitable site is unrealistic and the economic benefit of the proposal outweighs any harm to the objectives of the relevant policy.

- 5.5 The rise in residential values before the recession resulted in a number of companies on town centre sites to examine their future business strategies. From an economic aspect it may well be the case that any relocation may not occur

³¹ Dunse.N Jones.C Martin.D & Fraser.W (1998) “The Nature and Structure of Spatial Industrial Property Markets” (RICS Research)

³² ECOTEC Research and Consulting Limited, Roger Tym and Partners 2004 “Planning for Economic Development” for the Office of the Deputy Prime Minister

without the capital receipts generated by the sale of the existing older factory site for residential development. The land transaction potentially permits established small or medium sized company to move from older premises more efficient buildings as the value of employment land is typically significantly lower than the value of residential land.

- 5.6 There is no specific evidence in this area of the widespread use of new work practices. However, over a period of time it can be anticipated that technology will impact on working practices. This couple with increasing skill levels and a restructured economy means there is likely to be an increasing trend for home working. Home working has significant advantages for the transport network, for the environment and potentially for rural diversification. Therefore, planning policies should support home working. However, this is likely to be a gradual rather than a dynamic process.

Implications for Priorities and Policies within the Local Plan

Priority:

- To support small and medium sized enterprises in the District and surrounding areas.

Potential Planning Policies Implications:

- The possible identification of specific policies to support small and medium sized businesses
- The development of managed workspace/incubator units could be encouraged by:
 - A core policy that promotes the development of managed workspace/incubator in the towns within the District or
 - The allocation of specific sites within the Towns centres for managed workspace/incubator units.
- Policies encouraging working from home where there is no significant adverse impact on the neighbouring amenity.
- Use of Section 106 agreement to facilitate economic regeneration objectives.
- Protection of employment sites where units facilitate the establishment and growth of small firms.
- Allocation of a range of sites including smaller sites which will meet a range of needs.

6.0 EXISTING EMPLOYMENT SITES

6.1 There is a need to find a balance between economic development, housing and protecting valued green space in the Green Belt or the countryside. One of the objectives of planning is to support the development of sustainable communities. Therefore, planning for economic development means considering how actions support the development of sustainable local communities. This is reflected in relation to existing employment sites by:

- the location of employment sites in relation to deprived communities,
- the protection of employment sites from higher value uses, and
- considering the implications of a loss of a site as it means there is a depletion of the District's economic resources.

6.2 A number of the employment land studies identified the need to provide protection for employment sites that support less-skilled jobs, especially in and near the most deprived areas. This would mean protecting some 'secondary' employment sites from transfer to other uses and where appropriate supporting their redevelopment for employment purposes. There are in the District, a number of older industrial sites with poor quality accommodation, which the market would regard as a secondary location and which would be unsuitable for occupation by large scale industrial requirements. However, these sites provide cheap accommodation for small business either to set up or expand. Therefore, in the context of the local economy, they potentially have a valuable role to play in providing accommodation to a local market.

6.3 A number of large employment sites provide important job opportunities and are key to providing employment opportunities into the future. These sites include the following:

- Oddicroft Lane, Kirkby in Ashfield – Locate off the A38/Penny Ema Way the site comprises a mix of established business with significant new development over the last 15 years. This has included the demolition of older factories to provide space for new industrial units.
- Lowmoor Road Industrial Park, Kirkby in Ashfield – a large established industrial estate to the north of Kirkby town centre, the estate houses a wide variety of units of different sizes plus other uses including a vehicle salvage yard. Access to the site from the A38 is via Penny Emma Way.
- Calladine Business Park, Orchard Way, Sutton in Ashfield – Calladine Business Park is a modern industrial estate located off the A38 to the south of Sutton-in-Ashfield. The Business Park houses a number of large units and includes a diverse range of businesses including a haulage company and a car retail superstore. The estate has proved popular since its inception in the 1990's.
- Brierley Industrial Park, Brierley Park Close, Sutton in Ashfield – A short distance from the village of Stanton Hill, Brierley Industrial Park is a medium size

development dating from 1990's. Part of the site remains undeveloped. Road access to the site is limited and it is anticipated to be attractive to a local market.

- The County Estate, Huthwaite – An established industrial area occupying a large area to the south west of Huthwaite, The County Estate includes a wide variety of units dating from the 1970's to the present day, which house a variety of industries. The estate is signposted from junction 28 of the M1 access and is accessed from the A38 via Common Road.
- Common Road Industrial Estate, Huthwaite – A large and established industrial area with its origins stretching back to the 1970's, Common Road Industrial Estate remains one of the largest employment areas in the District. The estate accommodates mostly larger employers including hauliers, wood merchants and recycling plants. The estate benefits from its location 1 mile from junction 28 of the M1.
- Export Drive – An estate developed over the last 15 years. It is in close proximity to the A38 and M1. Part of the site forms the allocation "West of Fulwood" where land is available for development.
- Park Lane Business Park, Park Lane, Kirkby in Ashfield – An Industrial estate developed since approx 2000 for a variety of B1, B2 and B8 uses. Significant areas have been developed with a small area of land still available.
- Sherwood Business Park, Annesley – Sherwood Business Park has been very successful in attracting new investment into the District. The site is well located off Junction 27 of the M1 motorway but development was aided by its designation as an Enterprise Zone from 1995 to 2005. The former Kodak factory has been redeveloped for new units. Substantial office development has been undertaken at Sherwood Business Park. A number of national firms have relocated onto Sherwood Business Park occupying, office, industrial and warehouse floor space.
- Blenheim Industrial Estate – This is an extension to one of Nottingham City's premier industrial estates. Land remains allocated for development on the estate.
- Baker Brook Industrial Estate – An estate serving a wide variety of local users offering a range of modern and older units.
- Former Linby Colliery – An estate developed since the 1990 with a range of modern units.
- Former No 1 Colliery/Watnall Road, Hucknall – includes a number of employers including Rolls Royce, who occupy substantial space on the site.

These key sites should be protected from going to alternative uses which do not provide employment. However, all employment areas will need some policy protection to ensure that there is not a substantial loss of employment opportunities to higher value uses.

6.4 The Arup Study³³ identified that where there is an obvious lack of interest in a site, there may still be latent demand coming from current occupiers motivated to relocate and expand. A lack of suitable relocation sites and premises may prevent this latent demand from surfacing and developers may be less keen to develop speculatively without it. A lack of obvious demand and the potential return from higher values uses such as residential can combine to discourage landowners from putting their land forward for redevelopment for economic development.

6.5 The Council will adopt the approach to applications involving the loss of employment land as set out in the flowchart Figure Two. This includes the consideration of bringing forward the land for economic development by allowing a mix of uses on large sites so that there will be cross-subsidisation of more valuable uses, such as residential, with less valuable employment uses. There should be an initial presumption in favour of retaining exiting employment land unless it can be demonstrated that land and premises are no longer suited, in land use terms, to continued employment use. This would require a clear demonstration that there is no demand for the site for employment purposes and that it is unviable to retain the site in employment uses.

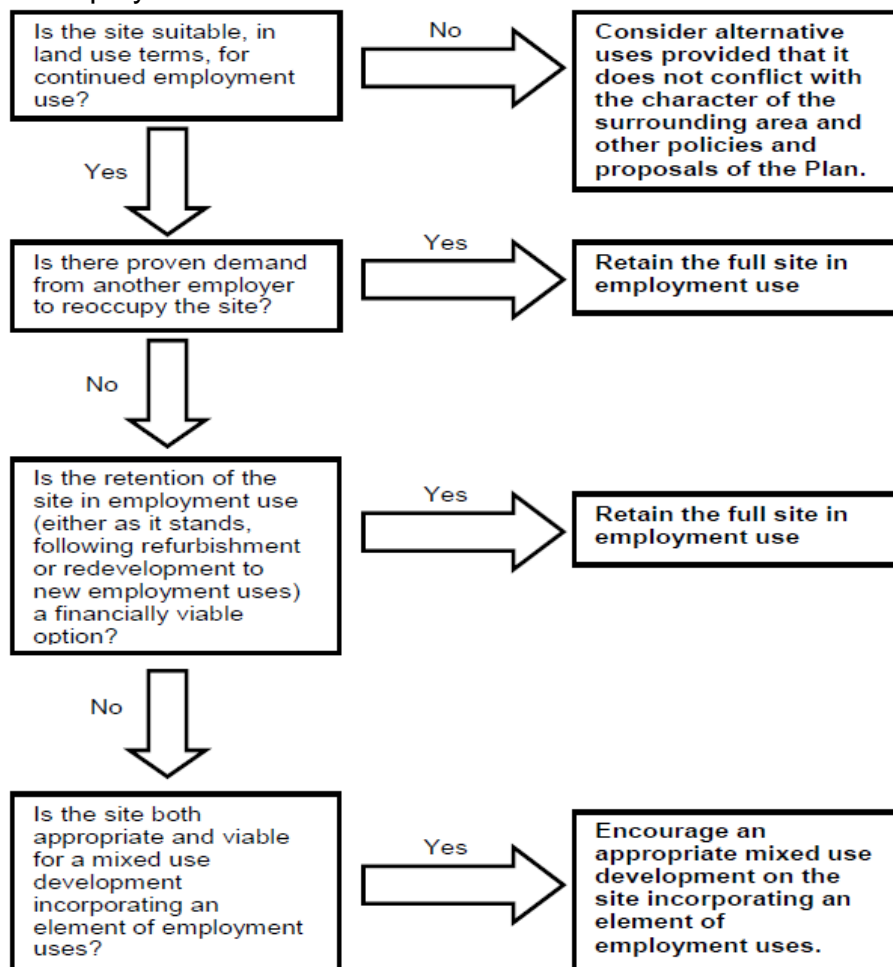


Figure Two: Loss of employment land

³³ Ove Arup & Partners. (March 2008) The East Midlands Northern Sub Region Employment Land Review, March 2008.

- 6.6 An assessment in terms of the quality of both the land and buildings and evidence from a marketing of the site for employment uses may suggest that a site is unlikely to be redeveloped for employment purposes once the building have reached the end of their economic life. Where a party can demonstrate that a current employment site has no prospects for continued employment use, the Council will give consideration to other uses.

Evidence required to support the use of exiting employments sites for alternatives uses

- 6.7 Employment sites will require protecting from high value uses to prevent the loss of local employment opportunities. However, there will be justifiable cases where alternative uses should be considered but decision will need to be based on evidence.
- 6.8 The Council will take into account the circumstances within the national and local economy when considering the potential loss of exiting employment sites. The Council is required to plan for the longer term and as the Planning Inspectorate³⁴ stressed, plans should be based on what may be regarded as normal conditions. The impact of the recent recessions is that the retention of the site in employment use may not be viable at a particular moment in time. However, the economics of development are likely to change over time and the sites refurbishment/ redevelopment for employment uses could be a viable proposition in future. In considering the potential loss of any employment site the Council will take into account the current economic climate and will protect an employment site where:
- it is considered the site has value as an employment resource and its loss would be deemed to be detrimental to the District's employment land resource, and
 - it is considered the site is potentially redevelopable for employment purposes in the future when economic conditions change.
- 6.9 Where an employment site is proposed to be utilised for alternative uses, such as housing or retail, the Council require applicants to submit a supporting statement with any planning application that demonstrates that the site has been comprehensively marketed and that there is no demand for the site. Typically, the supporting statement should be prepared by a suitably qualified professional, such as a chartered surveyor who is active within and familiar with the local market. This will include a Demand Test and if considered necessary a Viability Test, Figure Four.
- 6.10 Where required, the Council will require the party to pay for an independent expert, typically a chartered surveyor, to undertake an analysis of the appraisal to help to prove or disprove the assertions of the appraisals. The Council also will if necessary contact any party who:
- has expressed an interest in and been sent details of the land / property,
 - the Council considers may be interested in purchasing / occupying the premises for occupation, investment or redevelopment purposes.

³⁴ The Planning Inspectorate (2009) "Examining Development Plan Documents: Learning from Experience". Planning Portal.

Demand Test:

The landowner should have openly marketed the site for sale or let. Typically, employment land should have been marketed for a period of at least 12 months. Depending upon the location of the premises, it may be more appropriate to increase this period to 18 months, especially if in a secondary location where demand is consistently slow to emerge.

The supporting statement submitted with the planning application should typically include, but not be limited to,

- Setting out how the site has been marketed for employment purposes through an agent dealing in commercial property in the local area, at the prevailing market rate for the site or premises for employment use, and that no reasonable offer has been refused.
- Identifying the price at which the site has been marketed. This should accord with other commercial property of a similar type in the area. (Excessive asking prices may deter buyers; therefore the price at which the property is marketed should be justifiable given the market conditions at the time). If the site represents an employment redevelopment opportunity, then an open request for offers may be more suitable in order to attract the widest interest;
- Identifying what advertisement has been undertaken in the regional and local press, the property press and specialist trade papers, and on websites, supported by relevant dates.
- Identifying that the site has been continuous inclusion on the agent's and other website, their own papers and lists of commercial/business premises with an continuous and prominent advertisement of the site by way of an agent's advertisement board on the site frontage to the highway throughout the period;
- Identifying how the details of the site have been circularised to other local property agents, specialist commercial agents and the Council by way of mail shots and/or hard copies of sales particulars, and circulated again if any significant details change;
- Identifying all expressions of interest/offers received including rental interest. Where possible the applicant should obtain from interested parties reasons/explanations as to why they were not able/ willing to proceed; and
- Identifying that the marketing/price of the site has been reviewed on a regular basis with a view to adjust the marketing/price as necessary.

Viability Tests:

5.1. Where appropriate, the Council will require landowner/developers to have undertaken viability testing to be able to demonstrate that employment development is not viable on the site. This will include:

- hypothetical employment schemes, which maximise the redevelopment potential of the site,
- Mixed use schemes.

In both circumstances, market evidence should be used to support them.

The Council will expect employment sites to have been marketed in a way that identifies all the options available in retaining the site in employment use. This will include, where appropriate, the potential for refurbishment, redevelopment for new employment uses, sub-division, amalgamation or selective demolition in order to improve the format, layout and access arrangements.

Figure Four: Loss of Employment Sites – Demand Test & Viability Test

- 6.11 A lesser financial return on investment relative to other development or reuse options will not be sufficient to justify the site not continuing to be available for employment use.
- 6.12 Owners/agents for business land and premises currently being marketed for continued business use will need to keep a comprehensive record of the steps involved in marketing their site (taking account of the criteria set out above) in case they wish at a later stage to apply for permission for redevelopment for non-employment use.

Implications for Priorities and Policies within the Local Plan

Priority:

- A key priority should be to protect key employment sites from going to other uses which will have a negative impact on the local economy and a depletion of the District's economic resources.
- To protect the supply of employment land and buildings from higher value uses.
- To allow other employment sites to be considered for alternative uses where it is demonstrated that there is a lack of demand for the site for employment purposes or there are environmental issues with retaining the site for employment purposes.
- To monitor and review the loss of employment site to determine the impact on the gross demand and supply of employment sites

Potential Planning Policies Implications:

- Policies to safeguarding strategically important sites for employment use.
- Protecting other employment sites unless they have been identified as unlikely to be brought forward as a future employment site.
- Planning policies to identify what constitutes a suitable marketing appraisal exercise to determine that there is no demand for the employment use on the land. In considering the possible release of employment sites for alternative uses, have regard to:
 - The needs of start-ups and SMEs, for whom small, fit-for purpose brownfield sites provide valuable accommodation.
 - The vitality and sustainability of small settlements, ensuring that each settlement retains an appropriate quantity of employment land;
 - The potential for public intervention to regenerate sites which in their present state do not justify retention for employment uses.
- Emphasis on mixed use sites including employment rather than the loss of the whole of the employment site.
- Requirement to demonstrate a lack of demand should be included within the policy or text supporting the policy.

- Flexibility to accommodate some local leisure requirements which may be accommodated on exiting employment sites subject to a sequential test in relation to town centres.
- Flexibility to accommodate some None B space uses on sites where this may be appropriate.
- Payments for loss of employment land to higher value land uses to be reflected in S106 Agreements and/or CIL priority:

7.0 SKILLS & LEARNING

7.1 Demand within the labour market is a derived demand arising from the demand for goods and services that a business/organisation produces with labour. In terms of labour supply one of the key aspects is labour productivity. The evidence identifies that productivity in Ashfield lags behind the national average. One way of increasing productivity is to invest in human capital, which is widely regarded as one of the most important elements of a healthy and prosperous economy. Investing in additional skills and education raises the amount of human capital (a person's knowledge and skills) which contributes toward higher wages for the person and higher productivity in terms of output from the worker. The Leitch Review of Skills³⁵, emphasised that:

- As the industrial structure continues to change at a rapid rate, skills will be increasingly imperative for individual economic inclusion. Those with poor basic skills will be increasingly at risk of long-term exclusion from the labour market.
- With an aging population it is necessary to go beyond improving skills of young people as they will form only a small proportion of the overall workforce. Improvements in skills and learning needs to encompass the existing workforce.

7.2 As the Benchmarking the Economy and Labour market of Study³⁶ identifies skills are important as they enabling individuals to enter and progress within the labour market. Further, areas with high proportions of skilled workers are likely to be less vulnerable to economic recessions as :

- Businesses with highly skilled staff may be better able to identify market opportunities, innovate and adapt to new technologies and attract and facilitate investment;
- Employers are less likely to shed skilled workers when attempting to reduce labour costs. They may have invested significantly in training such individuals, who also may be more difficult to replace when demand recovers. This practice

³⁵ Leitch Review of Skills (2006) 'Prosperity for all in the global economy – world class skills', Final Report. HM Treasury

³⁶ Benchmarking the Economy and Labour Market of Nottingham produced on behalf of the Nottingham Post by the Nottingham Business School (Nottingham Trent University) November 2014

was evident during 2009-2010, when transport engineering firms in the wider D2N2 area, such as Toyota, used a number of strategies to 'hoard' skilled workers in the face of reduced demand, such as shorter hours and site closure days; and

- Skilled workers are also better equipped to access new employment opportunities if they are made redundant.

7.3 The D2N2 Local Enterprise Partnerships has identified skills for business as a priority area by the LEP in relation to growth³⁷. The Apprenticeship Growth Plan identifies that to deliver a 'step change' in business skills and innovation that drives enterprise, creates more and better jobs and boosts economic growth, investment in training becomes essential. D2N2 is fully committed to "increasing the number of higher skilled residents, addressing recent increases in unemployment and developing and deepening a culture of innovation across the area". The D2N2 Skills Commission's 'Skills for Growth Strategy and Action Plan' (June 2013) has highlighted the growing need to promote and develop work-readiness activities, apprenticeships and traineeships in order to achieve higher level skills and to improve social mobility. Further information is available in the "Skills for Growth Strategy 2013 -2015 and the Apprenticeship Growth Plan 2013 - 2018. These reflect evidence undertaken by Nottingham Business School including:

- Employment and Skills 2011, which identifies a number of issues regarding skills in the Nottinghamshire and Derbyshire area.
- Education and Training 2011 which initially identifies that an areas workforce skills are determined, among other things by the quality of education and training available and the level of participation and attainment of young people and adults. It sets out a number of conclusions in this area in relation to educational attainment, apprenticeships and higher education for Nottinghamshire and Derbyshire.

7.4 Benchmarking the Economy and Labour Market of Nottingham³⁸ was a report produced on behalf of the Nottingham Post by the Nottingham Business School (Nottingham Trent University) in November 2014. It was sponsored by the D2N2 Local Enterprise Partnership, Geldards LLP, Wilmott Dixon Construction and Mazars LLP covering the Greater Nottingham Area (including the Hucknall part of Ashfield). It identifies that Nottingham appears to experience significant challenges around both the supply of and the demand for skills.

7.5 For Ashfield the skills profile is an issue. Higher skill commuters from the wider area are likely to be working in a high proportion of the professional and managerial jobs in Ashfield such as Sherwood Business Park, whilst large proportions of residents of the District are relatively reliant on lower skill service-sector jobs. There is an over-representation in low value occupations as set out in Table ??????. This impacts on both the quality of employment, the rates of pay, and the vulnerability to future shocks (low skill jobs are particularly vulnerable across all sectors in the economy).

³⁷ See D2N2 website at <http://www.d2n2lep.org/skills>

³⁸ D2N2 website <http://www.d2n2lep.org/Strategy/Research>

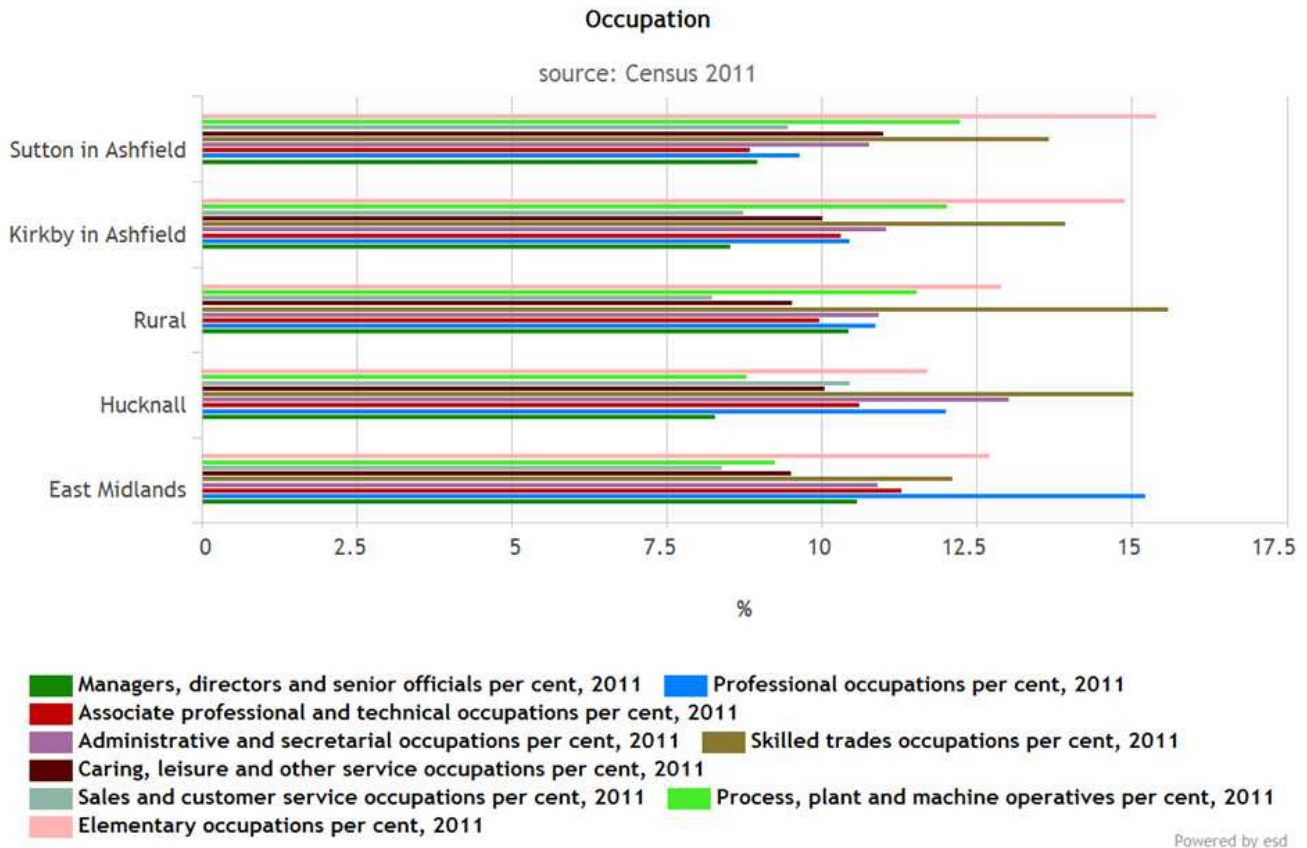


Figure Three: Ashfield District Occupation

Source Census 2011

- 7.6 Ashfield has one of the lowest percentages of working age people qualified to Level 4. Stronger links are being developed between education and employment and a number of schemes have been utilised by the Alliance for Enterprise programme in this context. Both learning providers and employers in the area are working to up-skill the existing labour supply to better meet demand. Given the need to improve the skills levels in the District and to link education and employment, there is a case for allowing greater flexibility to support education uses on employment land, which has traditionally been limited to business space uses.

Qualifications (Jan 2014-Dec 2014)				
	Ashfield (level)	Ashfield (%)	East Midlands (%)	Great Britain (%)
NVQ4 and above	13,800	18.0	30.9	36.0
NVQ3 and above	32,800	42.7	53.3	56.7
NVQ2 and above	44,900	58.4	71.4	73.3
NVQ1 and above	59,300	77.1	84.7	85.0
Other qualifications	6,200	8.1	6.0	6.2
No qualifications	11,400	14.8	9.3	8.8
<p>Source: ONS annual population survey</p> <p>Notes: For an explanation of the qualification levels see the definitions section.</p> <p>Numbers and % are for those of aged 16-64</p> <p>% is a proportion of resident population of area aged 16-64</p>				

Table Five: Ashfield Qualifications Jan 2014 to Dec 2014

Source: Nomis

7.7 The Experian Study, CLES Study and the Ashfield and Mansfield Relationship Study set out that both Ashfield and Mansfield face significant challenges around skills and worklessness and increasing the value added of existing sectors in the area. The CLES Study recommended that addressing the skills gap and high levels of worklessness should continue to be a priority for Ashfield and Mansfield. In order to break down the employment and earnings barriers faced by residents in Ashfield and Mansfield, the Study identified that policymakers:

- Seek to up-skill the existing population.
- Consider solutions that take account of both the demand for and supply of labour. Job matching will in the majority of cases be dictated by local conditions and skills and training provision is most effective when tailored to the needs of local employers.
- Build on the lessons from successful programmes such as LEGI, which have promoted enterprise in the area.

7.8 The working population of Ashfield is becoming older (Experian Economic Analysis). Therefore, there needs to be a greater focus on retaining older workers in the labour market to ensure a shortfall in the supply of workers does not prevent the District

from realising its economic potential. Consequently, training and skills development will be applicable to older workers.

- 7.9 The analysis of the sectors that are likely to grown in Ashfield identifies that they are orientated towards distribution. However, distribution is also an environment which makes use of increasing sophisticated and technical systems, which also require higher skill levels.
- 7.10 There is a requirement to develop a highly skilled, adaptable workforce attuned to the needs of the modern economy, to attract new businesses to the sub-region and to encourage businesses, particularly small and medium sized enterprises to grow.
- 7.11 Given the challenges facing the local economy contribution should be sought from appropriate developments via the Community Infrastructure Levy and/or Section 106 planning obligations towards regeneration objectives. The research undertaken by Macfarlane and Mark Cook³⁹ set out that community benefits including skills could be included in planning agreements. A number of authorities have utilised 'Section 106' agreements to ensure that developments complement and benefit the local labour market and economy, by raising skills and enabling local people to compete for the jobs generated. Specific measures can include such things as training, apprenticeships, employment advice, work placements, and transport arrangements. As has been highlighted there are key issues in Ashfield relating to skills. However, the charging of contributions will require the business case to be established and the employment and skills obligations should be clarified possibly through a Supplementary Planning Document. Examples can be seen in Northamptonshire with the Construction Futures Scheme and in South Hampshire with "Securing training and local employment through section 106 agreements". Dependent on the nature of planning contributions the S106 agreement may have to be reflected in the Community Infrastructure Levy.

Implications for Priorities and Policies within the Local Plan

Priority:

- To improve educational achievement and skills to enable local people to improve their ability to obtain higher value jobs where knowledge is the basis of economic prosperity.

Potential Planning Policies Implications:

- To facilitate educational/skill improvements for the local population.
- Planning Agreements which incorporate training within construction and other sectors as part of the proposed development.
- Section 106/CIL contributions towards economic regeneration in the forms of financing skills/training courses etc.
- Greater flexibility in relation to education uses on employment land.

³⁹ Macfarlane.R.& Cook.M (2002) Achieving community benefits through contracts law, policy and practice. Joseph Rowntree Foundation

8.0 THE RURAL ECONOMY

- 8.1 On the basis Rural and Urban Area Classification (DEFRA), Ashfield is regarded as being “other urban” in character. This is reflected in D2N2 State of the Economy 2013, which identifies Ashfield as a predominately an urban economy⁴⁰. Nevertheless, there are rural areas within Ashfield. However, these areas do not face the same issues as found with isolated rural areas, such as parts of Lincolnshire and Derbyshire, where there is a heavy reliance on agriculture with limited employment opportunities in other sectors. Within Ashfield there are close links and small distances to the towns in Ashfield and the neighbouring districts.
- 8.2 The National Planning Policy Framework supports sustainable growth in rural areas but this has to be balanced with the protection of the countryside. Therefore, development should be focused in or adjacent to existing villages to protect and enhance the countryside. Decisions should be based on principles of sustainable development enabling the rural economy to diversify to provide new employment opportunities and services. The East Midlands Rural Affairs Forum⁴¹ has a key object of further diversifying and strengthening skills, employment and economic performance in rural areas. It specifies that if sustainable rural communities are to be achieved there needs to be opportunities for people to work within rural communities. This requires:
- A planning regime that supports the creation of opportunities for working within rural communities with the safeguarding of existing jobs and the creation of new jobs.
 - Adequate employment workspace within rural communities.
- 8.3 An analysis of the supply of existing employment sites identified relatively few significant employment sites in the rural areas. Consequently, it is important that both the existing employment sites and exiting units are protected for the employment opportunities they provided within the rural environment. In the past a combination of council funding and funding from the Rural Development Commission has been utilised to provide small industrial units at Jacksdale Workshops and at Annesley Farm. It is unlikely that the private sector will provide small units in the rural areas of the District. Therefore, where appropriate and where a demand for small units is identified within the rural area it is important that opportunities for funding are followed up.
- 8.4 The agricultural sector faces a number of challenges into the future with the needs to be able to produce food using sustainable practices, to meet the increasing demand for non food crops, to reduce carbon emissions, to protecting the environment and to enhancing landscapes. Equally, the wider population value the countryside for its landscape, its contribution to biodiversity and conservation. This will require an increase in the productivity of existing land resources, an increase in production utilising improved varieties and breeds, and a more efficient use of labour and better farm management. This may well result in an increased use of

⁴⁰ D2N2 State of the Economy 2013, Ekosgen (Section 2.8)

⁴¹ East Midlands Rural Affairs Forum (2010). East Midlands Rural Framework.2010 - 2013

polytunnels, larger buildings, water reservoirs, crop covers and the use of renewable energy operations all of which will be locally visible. Agricultural Policy reform means that more land and buildings are likely to move away from farm production in the coming years and farmers having to look to diversify their enterprises. Consequently, farm diversification and the conversion of rural buildings for alternative uses offer the potential to provide farmers with another income source and to assist the rural economy. The National Planning Policy Framework recognises the need to sustain rural employment throughout the countryside with planning having an important role in supporting and facilitating development and land uses which enable those who earn a living from and help to maintain and manage the countryside, to continue to do so.

- 8.5 Research by Bentley & Stanford-Billington⁴² identified there are sustainability issues as premises in rural areas can be highly dependent upon the private car and could encourage 'reverse commuting' from urban areas. However, sustainability cannot simply be seen in terms of transport as rural areas typically with have a much more limited public transport system. The need to strengthen the rural economy should be balance against the economic sustainability of the towns. The conversion of rural buildings potentially provides a source of alternative employment, but this will depend on scale and impact. The villages are relatively close to the tons within the District. Consequently, it is anticipated that development which has significant land requirements should be located on employments sites in and adjacent Sutton-in-Ashfield, Kirkby-in-Ashfield or Hucknall.
- 8.6 In relation to the SELAA, no sites, which can be taken forward have been put identifies in The Rurals. The ELF Study and other employment land studies have not identified a specific demand requirement for units within this area. It is considered in relation to The Rurals that the evidence indicates that:
- a) The nature of jobs is changing. With modern technology, there is an increasing trend for people to work or run businesses from their homes rather than operating from offices and units.
 - b) In approximately the last 25 years the only new units brought forward in The Rurals has been through the public sector. Units have been brought forward at Cordy Lane, Underwood, and Pye Hill Road and just outside the area at Annesley Farm, Annesley. The development of these units was undertaken by the County and District councils with assistance from grants funding. Given the current financial climate it is unlikely that the public sector will bring forward units in the foreseeable future.
 - c) There is a substantial question over whether the private sector is likely to bring forward employment units in this location. Policies with the Local Plan support the reuse of rural buildings or well designed new buildings of a

⁴²Bentley,J & Stanford-Billington (2005) "The characteristics of businesses using rural buildings and the sustainability of such developments in relationto location and traffic movement". RICS Research paper series February 2005 Volume 5 Number 3

suitable scale to the locality, which potential forms a supply of units if there is a demand.

- d) The settlements are not isolated to the same extent as parts of Derbyshire or Lincolnshire. They are relatively close to the urban settlements such as Kirkby-in-Ashfield where units and employment land is available.
- e) Allocation of employment land is likely to require a site in the Green Belt where it needs to be demonstrated by evidence that exceptional circumstances exist for the alteration of the Green Belt boundary.

Implications for Priorities and Policies within the Local Plan

Priority:

- To provide opportunities for working within rural communities

Potential Planning Policies Implications:

- Integration of the Parish Council's issues/priority/projects into Council Strategies and policies.
- To maintain the opportunities to work within the rural parts of the District including protections of rural employment sites.
- Specific policies in relation to the conversion of farm buildings.
- Support working from home.
- Set out criteria to be applied for farm diversification projects and the developing of other suitable enterprises in the Green Belt and Countryside areas.
- Where appropriate and supported by evidence of a demand for small units to look to provide additional units within the rural settlements.

9.0 THE SOCIAL ECONOMY

- 9.1 The social economy embraces a wide range of community, voluntary and not-for-profit activities that look to bring about positive local change. Social economy organisations [SEOs] comprise two groups: social enterprises and voluntary organisations who generate a significant amount of earned income but who are not businesses because they continue to be very dependent on public subsidy and donations for their sustainability.
- 9.2 The social sector in Ashfield and Mansfield is diverse, ranging from small neighbourhood level community and voluntary organisations to large housing associations working across both areas.
- 9.3 A problem in this area is the lack of existing data on the size and nature of the social economy, particularly at a district level. However, The Social Economy of North

Nottinghamshire and North Derbyshire Evaluation and Strategy⁴³ identified that the Sub-region's relatively weak economic base, combined with high levels of deprivation in many urban and rural communities, is a constraining factor on the health and vitality of the social economy.

- 9.4 The CLES Study identifies that at the District level, the relationship between public and social appears to be most secure through the links between the District Councils and the respective Registered Social Landlords. However, the relationship between the District Councils and smaller community and voluntary organisations is more difficult to determine with a lack of knowledge of the breadth and depth of the Community and Voluntary Sector (CVS) on the part of the District Councils, and uncertainty about the contribution that these organisations made to the economic and social strength of the areas. Evidence from the research also highlighted underlying tensions within the social sector and between the social and public sectors, suggesting a lack of trust between the two sectors and a lack of strong and cohesive leadership within the social sector itself.
- 9.5 One of the key sources of support until recently has been the Local Enterprise Growth Initiative (LEGI) Programme. LEGI has played an important role in engaging the social sector as it did with the private sector within Ashfield and Mansfield. The LEGI Programme had a dedicated social enterprise scheme which provides grants and access to finance for social enterprises. The Local Enterprise Organisation (LEO) has used LEGI funding which aims to support the growth and development of new and existing businesses in the deprived areas of Ashfield, Mansfield and Bolsover. The goal is to create long term benefits and improve the economy in all three areas by encouraging a culture of local enterprise, leading to more businesses being formed and/or attracted there. The initiative is also designed to help enhance the performance and reduce failure rates of existing local businesses. Under the LEO umbrella there are a number of specific initiatives that have been developed by the public sector to support and work with the private sector and the social sector in Ashfield and Mansfield. These include: the Enterprise Academy, Making the Connection, One-to-One Business Counselling, Public Procurement Support Scheme and Supply Chain Network and the Property Ladder and Business Realm.

Implications for Priorities and Policies within the Local Plan

Priority:

- To facilitate the development of the social economy

Potential Planning Policies Implications:

- To tackle the wider social, health and deprivation issues in the District.
- To support the growth of social enterprises and voluntary organisations trading activities.
- To consider other employment uses in relation to employment land allocations

⁴³ Milburn, Trinnaman & La Court "The Social Economy of North Nottinghamshire and North Derbyshire Evaluation and Strategy" for the Alliance SSP.

- Work with local communities in developing neighbourhood planning to support/facilitate community based regeneration initiatives.
- Support for local groups and development of their capacity to lead on and deliver regeneration projects.

10.0 SUSTAINABLE DEVELOPMENT & CLIMATE CHANGE

10.1 Securing the Future, delivering the UK's sustainable development strategy⁴⁴ sets out five aims for development to be sustainable, Figure Three. The use of these principles for sustainable development is reinforced by their identification within the National Planning Policy Framework, which stresses the purpose of the planning system is to contribute to the achievement of sustainable development.

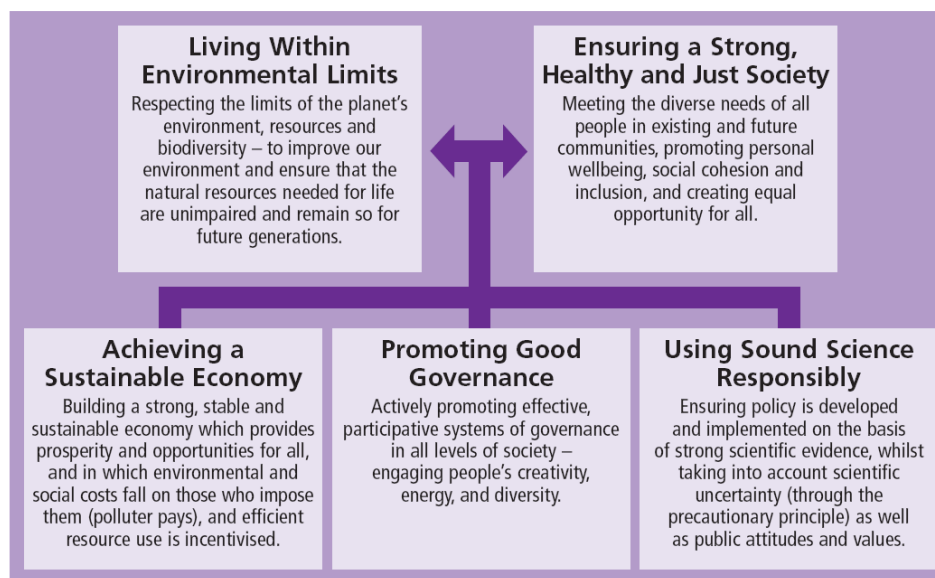


Figure Four: The Five Principles for Sustainable Development

Source: Securing the Future, delivering the UK's Sustainable development strategy

10.2 The Stern Review⁴⁵ on climate change emphasised that what we do in the next 10 or 20 years can have a profound effect on the climate in the second half of this century and in the next. Sayce et al⁴⁶ suggested that there are three major lead drivers towards buildings taking into account sustainability in the future:

⁴⁴ Department of Environment, Food and Rural Affairs. Securing the Future, delivering the UK's sustainable Development Strategy. 2005

⁴⁵ Stern Review on the economics of climate change. (2006) HM Treasury.

⁴⁶ Sayce, S, Ellison, L and Parnell P (2007) Understanding Investment Drivers for UK Sustainable Property. *Building Research & Information* 35(6).

- The prospect of future and more onerous legislation can lead to some developers and property investors adopting a 'beyond compliance' culture either to achieve higher returns or to reduce downside risk.
- With shorter length leases there is a greater onus on landlords to work more closely with their tenants to maximise occupier satisfaction and retention and hence minimise building value depreciation. Tenants are revising corporate objectives to include social responsibility and sustainability. Therefore, properties that do not meet sustainability criteria will increasingly be subject to increased rates of obsolescence and value depreciation.
- The potential for enhanced returns for occupiers and investors by making sustainable property either cheaper or cost neutral, or to provide an increase in value (as measured by appraisal techniques) sufficient to offset any addition costs.

10.3 Sustainable development also includes social impact. Heerwagen emphasises in various studies that ultimately buildings are investments for people and the well being of people. A healthy environment must include psychological and social factors as well as physical health. There is evidence to connect improvements in work performance to features and attributes of the built environment. While many building variables affect these outcomes, Heerwagen identifies that there is growing evidence that high-impact design features are connection to nature, incorporation of daylight and sunlight in buildings, sensory change and variability, and improved personal control over ambient conditions.

10.4 The Council has to the Nottingham Declaration, which commits councils to work with central government to contribute, at a local level, to the delivery of the UK Climate Change Programme. This is reflected in a number of ways in Ashfield including better parks and public spaces, greener business and an increase in recycling and energy efficiency needs.

10.5 Responding to climate change is dependent on changing behaviour of companies, small businesses, the public sector and consumers. Developers and their designers will need to take into account the potential impact of climate change in relation to location, site layout; buildings, ventilation and cooling, drainage, water, outdoor spaces and connectivity. Guidance is available to developers such as the "Adapting to climate change: a checklist for development. Guidance on designing developments in a changing climate" by the South East Climate Change Partnership. However, Stern stressed that land use planning and performance standards has a key role to encourage both private and public investment in buildings, and infrastructure to take into account climate change. Consequently, the Local Plan has an important role to play in bring forward policies which support sustainability, renewable energy and climate change within the District.

Implications for Priorities and Policies within the Local Plan

Priority:

- To achieve growth through development via a process that understands, invests in and maintains not just financial resources but human, social and environmental resources, balancing economic, environmental and social costs and benefits both at a local and global level

Potential Planning Policies Implications:

- To meet sustainable objectives it is anticipated that development in the District will reflect the following:
 - be focused towards the urban areas in the District
 - Give priority to making best use of previously developed land and underused buildings.
 - Minimise the need to use private transport by providing opportunities to utilise public transport, cycling and walking as a means to travel to work and linking with the shops and services located in the town centres.
 - Link employment opportunities with deprived areas;
 - Minimizing the impact that any development could have on the causes and impact of climate change;
 - Working towards minimising out commuting from the District by balancing housing and employment and providing for indigenous business growth.
- In considering individual sites for development the Council will take into account the following additional factors:
 - Physical constraints such as contamination and flood risk.
 - Consider capacity issues in relation to infrastructure which includes the highway network, public transport, utilities, the social and environmental infrastructure, and the ability to absorb further development.
 - Consider the viability of the site for employment purposes including whether public support could bring a site forward
 - The impact the site could have upon the District's natural, cultural and environmental assets including whether development could contribute towards enhancing such assets.
- Policies for sustainable buildings relating to design, carbon emissions, water use, sustainable drainage, reduced energy consumption, construction waste, materials will be set out in the Local Plan.

11.0 MONITORING

- 11.1 Planning policy guidance emphasizes the need to monitor specific information. It is important to monitor changes that are occurring in relation to economic development. However, this goes beyond the traditional land availability as it can be anticipated that market forces and demographic will result in changes over time in the structure of the local economy of the District.
- 11.2 By collecting baseline information and analysing it on a regular basis the information can be utilized to determine whether planning and other policies remain relevant to the local economy. However, it is insufficient to simply collect evidence. Policy judgements must be made in relation to the economic impact and appraisal of policy and investment decisions. This should be reflected in the Policy requirement in terms of changes, where necessary, in the Local Plan, and in interim planning policy statements/supplementary planning documents.

Implications for Priorities and Policies within the Local Plan

Priority:

- To establish what is happening now and what may happen in the future in relation to employment and development opportunities within the District.

Potential Planning Policies Implications:

- To collect and analyse baseline information to determine whether planning and other policies remain relevant to the local economy.
- Adjustments or revisions to planning documents and policies as and when necessary.

SECTION C - THE EVIDENCE BASE

1.0 THE LOCAL ECONOMY

D2N2 Strategy for Growth 2013 – 2023 & Strategic Economic Plan

- 1.1 The Strategy for Growth and Strategic Economic Plan identifies a vision of *“A more prosperous, better connected, and increasingly resilient and competitive economy”* with an aim for D2N2 to make a leading contribution to the UK's advanced manufacturing and life science sectors and generating significant export earning for UK plc.
- 1.2 The Strategy for Growth set out a single target: to support the creation of an additional 55,000 private sector employee jobs in D2N2 to 2023. The proposed actions in the SEP feed into meeting this target. In order to achieve the ambitions set out in the SEP, the following will need to be put into place:
 - A business support system that responds to the specific needs of businesses in the D2N2 area and promotes business start-ups and growth;
 - A range of tools to ensure that businesses can access the financial support they need;
 - An innovation ecosystem that commercialises cutting edge R&D and supports product and process innovation within businesses, including developing the skills needs to develop more innovative businesses and driving innovation through supply chains;
 - A skills and training system which ensures young people are properly prepared for work, enables employers to access the skilled workers they need and supports people to develop their skills and employability;
 - Economic infrastructure that meets the needs of the 21st Century, including a world-class transport system, that allows D2N2 to capitalise on their position at the heart of the UK's road and rail network, alongside excellent local connectivity, a range of employment locations to suit our diverse business base, digital infrastructure that reaches all parts of the area and a housing offer that reinforces the vibrancy of the cities, towns and villages and attracts and retains the high quality workforce that the businesses need.
- 1.3 The D2N2 State of the Economy report published by D2N2 in 2013 was used to shape its long term Strategy for Growth 2013 to 2023 report. The Report identified that the implication for the Growth Plan to close the gap with the UK average and achieve its vision, is that the D2N2 economy would need to deliver a step change in employment, which is achievable through:
 - Growing and deepening its private sector employment base, particularly in service sectors such as the visitor economy making use of the area's natural assets, in knowledge intensive industries and in areas where D2N2 has niche specialisms;

- Maximising the areas untapped potential, particularly in terms of capturing employment growth from its strategic sectors and the low carbon economy;
- Building on supply chain opportunities linked to major employers and the potential for R&D projects, spin out enterprises and He collaboration in sectors such as transport equipment and medical / bioscience;
- Slowing the decline in the area's manufacturing base by supporting high growth sub sectors, companies involved in advanced manufacturing and continuing to grow the area's export intensive industries;
- Making best use of its labour force, including increasing the number of higher skilled residents, addressing recent increases in unemployment particularly amongst those aged 18-24 and developing and deepening a culture of innovation across the area;
- Retaining more graduates in the D2N2 area along with their skills and enthusiasm, and build on existing research strengths, particularly relationships with the local business base;
- Increasing the number of new businesses and improving the survival rate of smaller businesses to help closing the area's business density gap;
- Maximising the area's potential in FDI arising from factors such as its central location, the arrival of High Speed 2 and the area's university base; and
- Maximising the contribution made by D2N2's smaller market towns, villages and rural areas and the opportunities available to their residents. This may be achieved by assisting enterprise development, competitiveness and community cohesion through developing rural micro-businesses; creating sustainable employment in land based industries through diversification; developing market towns as vibrant places for people to live, work and visit and enhancing the digital infrastructure.

- 1.4 The Report identifies that it is unlikely that the public sector will provide the employment growth required to help to reduce unemployment, and D2N2 needs to stabilise manufacturing jobs over the next ten years. The additional jobs required to provide the opportunities needed for communities and young people will largely come from private sector service sector jobs, as well as those niche areas of industry where D2N2 has particular strengths and specialisms. While some of these will be a result of local demand, such as retail and leisure, others will require a pro-active approach to ensure that D2N2 captures significant investment in high growth, private sector service sub sectors (e.g. business and financial services, digital and creative industries, and transport and logistics) and builds on continuing industrial strengths.
- 1.5 The Plan makes clear that the aim is not just to grow the economy, but to re-balance it. It sets out that between the period 1998 – 2008, just over 30,000 jobs were

created in the area⁴⁷. Despite this, the number of private sector jobs fell by around 2,200. Between the period 2013 – 2023, the Plan aims to ensure that approximately 93% of employment growth results in a thriving private sector business base. (It recognise that our growing population will result in some growth in public sector employment (in sectors such as education and health). The following targets are set out in the plan to assist in achieving this aim:

- The provision of a range of business support services, available to all businesses, that respond to businesses needs and encourage business growth;
- Providing access to the finance that businesses need to grow;
- A programme of innovation investment that supports companies to develop new products and processes and gives them the skills to invest in innovation;
- Ensuring the workforce and young people have the skills businesses need to grow and prosper in the 21st century economy;
- Creating the sites and premises that will allow indigenous businesses to grow as well as attracting inward investors from across the world;
- Ensuring transport and broadband infrastructure enable growth rather than constraining it; and
- Ensuring the appropriate mix of housing for economic growth.

1.6 D2N2 identify eight priority sectors⁴⁸ where existing businesses show that the sector is robust and new businesses show that the sectors have potential for growth. These are:

- Transport Equipment Manufacturing (Employment 2012: 20,200)
- Life Sciences (Employment 2012: 7,200)
- Food and Drink Manufacturing (Employment 2012: 17,000)
- Construction (Employment 2012: 40,000)
- Visitor Economy (Employment 2012: 65,300)
- The Low Carbon Economy (Employment 2012: 28,700)
- Transport and Logistics (Employment 2012: 28,600)

⁴⁷ D2N2 Strategic Economic Plan page 13

⁴⁸ D2N2 Strategic Priorities & Areas of Economic Focus sets out the background to the identification of priority areas. A description of these industrial sectors is set out on D2N2 website at <http://www.d2n2lep.org/KeySectors>

- Creative Industries (Employment 2012: 26,500)

Therefore, there is some cross over with the five key sectors identified for Ashfield and Mansfield in the Joint Economic Masterplan and the Experian Ashfield and Mansfield Economic Analysis⁴⁹.

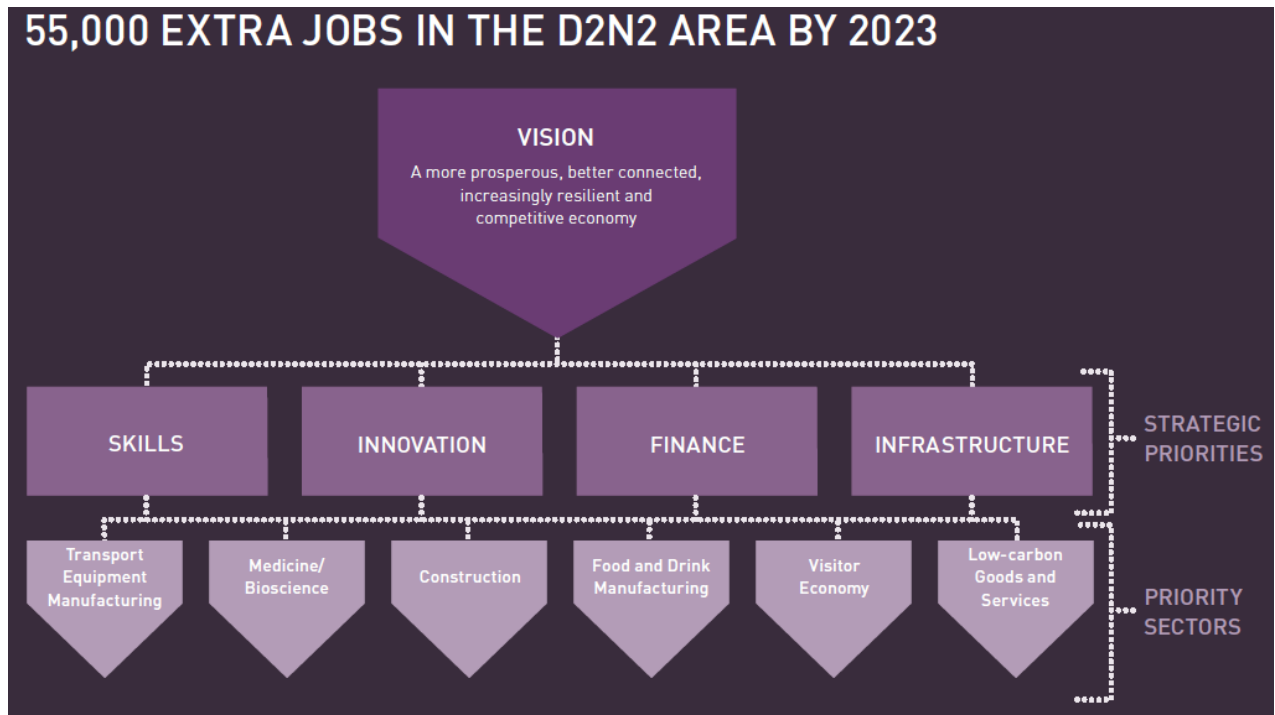


Figure Five: D2N2 Structural Framework.

Source: D2N2 Strategic for Growth 2013-2023

1.7 The Elf Study identifies that of the 55,000 private sector jobs targeted for the D2N2 area between 2013 and 2023, approximately 30,500 appear to be located in the Core / Outer Nottingham HMA⁵⁰:

- 7,103 in Nottingham Creative Quarter (creative industries/life sciences)
- 6,871 in Nottingham EZ (supporting technology intensive companies);
- 200 D2N2 Business Growth Fund (supports SMEs/inward investors in priority sectors);
- 9,900 Broadmarsh and Southern Gateway, Nottingham (visitor economy/ retail);
- 2,200 at the Rolls Royce site, Hucknall (business park & residential);
- 2,000 for the A46 Corridor projects, Rushcliffe (facilitating 3 urban extensions);
- 1,000 Sherwood Growth Corridor (employment land and Mansfield urban extension);
- 800 for the Newark Southern Link Road (unlocking major strategic site);
- 490 as part of a Single Further Education Hub for Nottingham.

⁴⁹ Key Sectors are Business Services, Wholesale, Transport, Transport Equipment and Health

⁵⁰ D2N2 Strategic Economic Plan

- 1.8 A key aim is to ensure that supply meets demand, that businesses in the D2N2 area have the skills they need available to them locally and that residents are equipped to access the opportunities that are created. Strategies to reduce unemployment and increase skills levels are already being delivered at a local level.
- 1.9 The Plan also sets out an ambition of accelerating the delivery of 77,000 new homes that are needed in order to support growth in the D2N2 area.
- 1.10 Updates are provided by annual State of the D2N2 Economy reports. Each Report looks at the D2N2 area's performance around jobs creation, commercial sectors' growth, unemployment, wage levels, youth employment, and a range of other factors; and compares the D2N2 area with the overall UK picture. Health and social factors are also analysed.

Ashfield Economic Statistics

- 1.11 Tables Six and Seven identifies the population aged 16 to 64 which comprises the potential labour supply for Ashfield. Tables Eight identifies the numbers that are economically active or unemployed. Unemployment is highest in terms of percentages in the 18 to 24 age group, Table Nine.

Population aged 16-64 (2014)				
	Ashfield (numbers)	Ashfield (%)	East Midlands (%)	Great Britain (%)
All people aged 16-64	76,800	62.7	63.0	63.5
Males aged 16-64	38,000	63.2	63.7	64.3
Females aged 16-64	38,800	62.1	62.4	62.8
Source: ONS Population estimates - local authority based by five year age band				
Notes: % is a proportion of total population				

Table Six: Population Ashfield 16-64 (2014)

Source: Nomis

Notes: The estimated population of an area includes all those usually resident in the area, whatever their nationality. HM Forces stationed outside the United Kingdom are excluded but foreign forces stationed here are included. Students are taken to be resident at their term-time address.

	Ashfield Population 16-64					
	2002		2008		2014	
	Ashfield	East Midlands	Ashfield	East Midlands	Ashfield	East Midlands
All people aged 16-64	72,300 64.3%	64.1%	75,600 64.6%	64.9%	76,800 62.7%	63.0%
Males aged 16-64	35,900 65.4%	65.2%	37,400 65.4%	65.7%	38,000 63.2%	63.7%
Females aged 16-64	36,400 63.2%	63.1%	38,200 63.9%	64.1%	38,800 62.1%	62.4%

Table Seven: Population Ashfield 16-64 at 2002, 2008 & 2014

Source: Nomis

Employment and unemployment (Jul 2014-Jun 2015)				
	Ashfield (numbers)	Ashfield (%)	East Midlands (%)	Great Britain (%)
All people				
Economically active†	63,200	78.5	77.8	77.5
In employment†	61,200	75.9	73.7	73.1
Employees†	55,900	72.0	64.5	62.5
Self employed†	5,200	#	8.7	10.1
Unemployed (model-based)§	3,300	5.2	5.0	5.7
Males				
Economically active†	33,700	82.1	83.2	83.1
In employment†	33,700	82.1	79.0	78.2
Employees†	30,700	78.9	66.6	64.0
Self employed†	#	!	11.8	13.7
Unemployed§	!	!	4.9	5.8
Females				
Economically active†	29,500	75.1	72.4	72.0
In employment†	27,500	69.9	68.5	68.0
Employees†	25,300	65.3	62.5	61.1
Self employed†	#	#	5.6	6.5
Unemployed§	#	#	5.1	5.4
Source: ONS annual population survey # Sample size too small for reliable estimate (see definitions) ! Estimate is not available since sample size is disclosive (see definitions) † - numbers are for those aged 16 and over, % are for those aged 16-64 § - numbers and % are for those aged 16 and over. % is a proportion of economically active				

Table Eight: Employment and unemployment (Jul 2014-Jun 2015)

Source: Nomis

Notes:

Labour supply consists of people who are employed, as well as those people defined as unemployed or economically inactive, who can be considered to be potential labour supply. Information in this section relates to the characteristics of people living in an area.

Most labour supply data comes from the Annual Population Survey (APS). The APS is the largest regular household survey in the United Kingdom. It includes data from the Labour Force Survey (LFS), plus further sample boosts in England, Wales and Scotland. The survey includes data from a sample of around 256,000 people aged 16 and over.

As APS estimates are based on samples, they are subject to sampling variability. This means that if another sample for the same period were drawn, a different estimate might be produced. In general, the larger the number of people in a sample, the smaller the variation between estimates. Estimates for smaller areas such as local authorities are therefore less reliable than those for larger areas such as regions. When the sample size is too small to produce reliable estimates, the estimates are replaced with a #.

Economically Active Economically active People who are either in employment or unemployed.

Economic activity rate People, who are economically active, expressed as a percentage of all people.

In employment - People who did some paid work in the reference week (whether as an employee or self employed); those who had a job that they were temporarily away from (eg, on holiday);

those on government-supported training and employment programmes; and those doing unpaid family work.

Employment rate - The number of people in employment expressed as a percentage of all people aged 16-64.

Employees and self employed - The division between employees and self employed is based on survey respondents' own assessment of their employment status. The percentage show the number in each category as a percentage of all people aged 16-64. The sum of employees and self employed will not equal the **in employment** figure due to the inclusion of those on government-supported training and employment programmes, and those doing unpaid family work in the latter.

Unemployed -Refers to people without a job who were available to start work in the two weeks following their interview and who had either looked for work in the four weeks prior to interview or were waiting to start a job they had already obtained.

JSA claimants by age duration (November 2015)				
	Ashfield (level)	Ashfield (%)	East Midlands (%)	Great Britain (%)
Aged 16 to 64				
Total	1,270	1.7	1.4	1.5
Up to 6 months	680	0.9	0.8	0.9
Over 6 and up to 12 months	200	0.3	0.2	0.2
over 12 months	390	0.5	0.4	0.4
Aged 18 to 24				
Total	265	2.7	2.0	1.9
Up to 6 months	165	1.6	1.4	1.4
Over 6 and up to 12 months	50	0.5	0.3	0.3
over 12 months	50	0.5	0.3	0.3
Aged 25 to 49				
Total	710	1.8	1.5	1.6
Up to 6 months	375	0.9	0.9	0.9
Over 6 and up to 12 months	95	0.2	0.2	0.3
over 12 months	235	0.6	0.4	0.5
Aged 50 to 64				
Total	290	1.2	1.1	1.3
Up to 6 months	135	0.6	0.6	0.6
Over 6 and up to 12 months	50	0.2	0.2	0.2
over 12 months	105	0.4	0.4	0.5
Source: ONS Jobseeker's Allowance by age and duration with proportions				
Note: % is number of persons claiming JSA as a proportion of resident population of the same age				

Table Nine: JSA claimants by age duration (November 2015)

Source: Nomis

- 1.12 The property market in Ashfield is characterised by a reliance on the industrial/distribution sectors with significant jobs within manufacturing industry, Table Ten and Table Eleven. As can be seen in Table Eight and Figure Seven, there has been changes within employment by sectors. Although there were significant falls in manufacturing before 2008 this sector has actually expanded

slightly over the period 2008 to 2014. The Service sector has expanded while construction has contracted.

Employee jobs (2014)				
	Ashfield (employee jobs)	Ashfield (%)	East Midlands (%)	Great Britain (%)
Total employee jobs	50,300	-	-	-
Full-time	35,800	71.1	68.7	68.3
Part-time	14,500	28.9	31.3	31.7
Employee jobs by industry				
Primary Services (A-B: agriculture and mining)	0	0.0	0.3	0.4
Energy and Water (D-E)	300	0.5	1.3	1.1
Manufacturing (C)	9,900	19.8	12.9	8.5
Construction (F)	4,200	8.4	4.4	4.5
Services (G-S)	35,800	71.3	81.1	85.6
Wholesale and retail, including motor trades (G)	8,500	16.8	17.1	15.9
Transport storage (H)	1,900	3.7	5.1	4.5
Accommodation and food services(I)	1,800	3.5	5.8	7.1
Information and communication (J)	1,000	2.1	2.4	4.1
Financial and other business services(K-N)	7,000	13.9	19.7	22.2
Public admin, education and health (O-Q)	14,700	29.2	26.8	27.4
Other Services (R-S)	1,000	2.0	4.2	4.4
<p>Source: ONS business register and employment survey</p> <p>- Data unavailable</p> <p>Notes: % is a proportion of total employee jobs Employee jobs excludes self-employed, government-supported trainees and HM Forces Data excludes farm-based agriculture</p>				

Table Ten: Employee Jobs 2014

Source: Nomis

Ashfield District Council Local Economy Summary Paper

	Ashfield employee jobs						
	2008	2009	2010	2011	2012	2013	2014
Total employees jobs:	46,500	46,600	47,000	46,000	47,400	47,800	50,300
Full-time Part-time	32,800	31,700	32,500	32,000	32,600	33,200	35,800
Part-time	13,700	14,900	14,500	13,900	14,800	14,600	14,500
Employees jobs by industry							
Primary Services (A-B: agriculture & mining)		0 0%	- -	0 0%	100 0.2%	0 0%	0 0%
Energy & Water (D-E)		1,200 2.6%	- -	1,000 2.1%	1,000 2.1%	400 0.8%	300 0.5%
Manufacturing (C)	9,000	9,200 19.7%	9,000 19.2%	8,600 18.7%	9,400 19.8%	8,900 18.6%	9,900 19.8%
Construction (F)	4,600	4,700 10.1%	4,100 8.8%	4,300 9.3%	4,300 9.2%	4,100 8.5%	4,200 8.4%
Services (G – S)	31,900	31,500 67.6%	32,800 69.7%	32,100 69.8%	32,500 68.7%	34,500 72.1%	35,800 71.3%
• Wholesale & retail, including motor trades (G)		7,600 16.2%	7,900 16.7%	8,000 17.5%	8,900 18.7%	8,500 17.7%	8,500 16.8%
• Transport Storage (H)		1,800 3.9%	2,400 5.0%	2,000 4.4%	2,000 4.2%	2,300 4.7%	1,900 3.7%
• Accommodation & food services (I)		1,900 4.1%	1,600 3.5%	1,800 3.8%	1,700 3.5%	1,800 3.9%	1,800 3.5%
• Information & communications (J)		700 1.5%	1,100 2.2%	500 1.2%	400 0.9%	1,100 2.3%	1,000 2.1%
• Financial & business service (K-N)		5,100 10.9%	4,900 10.5%	4,500 9.9%	3,900 8.2%	5,200 10.9%	7,000 13.9%
• Public admin, education & health (O-Q)		13,300 28.5%	13,800 29.3%	13,600 29.7%	14,100 29.7%	14,400 30.1%	14,700 29.2%
• Other Services (R-S)		1,100 2.4%	1,200 2.5%	1,600 3.4%	1,700 3.5%	1,100 2.4%	1,000 2.0%

Table Eleven - Employee Jobs 2008 to 2014

Source: nomis official labour market statistics: annual business employee analysis

Notes

- Employees jobs exclude self-employed
- Percentage is a proportion of total employee jobs.

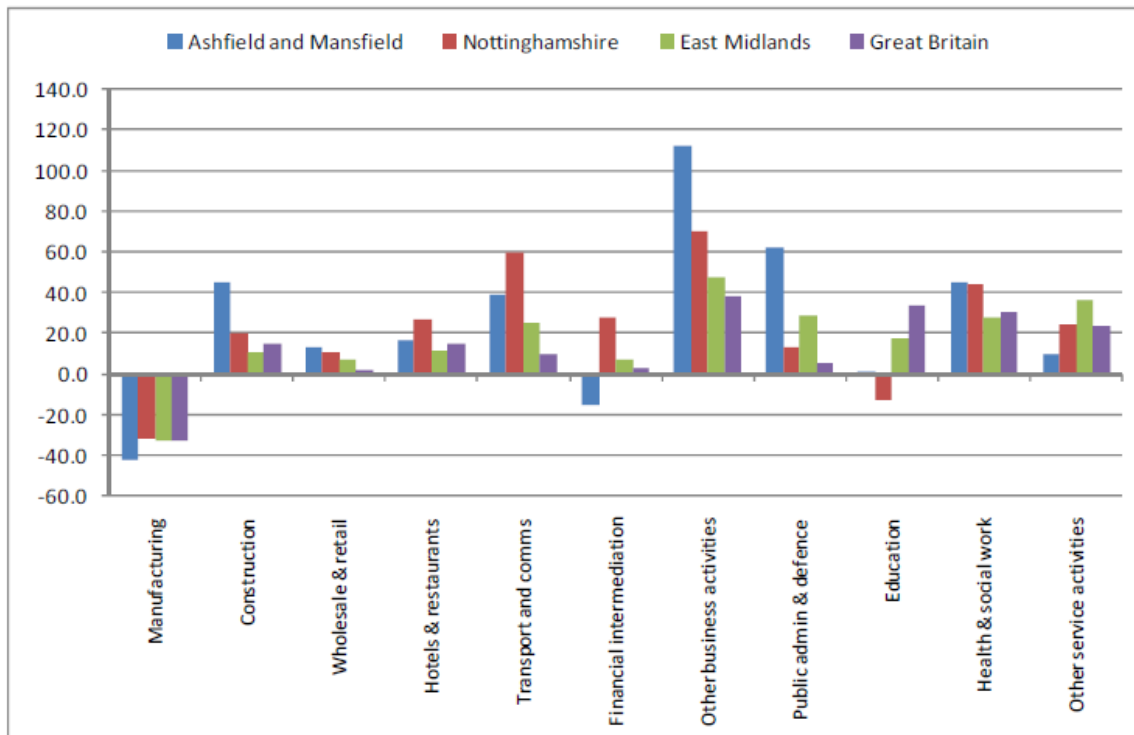
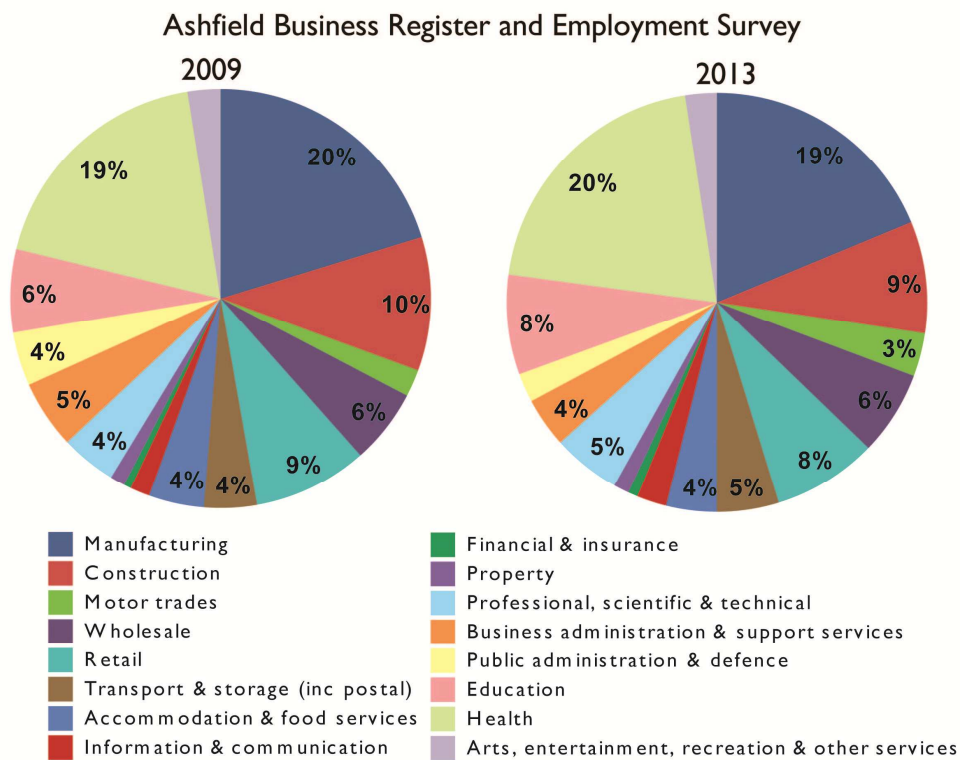


Figure Six: Percentage change in employees by broad sector, 1998-2008

Source: CLES Understanding the Resilience of Ashfield and Mansfield Economy



Adapted from data from the Office for National Statistics licensed under the Open Government Licence v2.0.

Figure Seven: Ashfield Sector Breakdowns 2008 to 2013

1.13 Figure Eight presents output per head for each of the authorities within the Outer HMA, set against the regional and national averages. Whilst Mansfield, Ashfield and Newark & Sherwood all have similar levels of GVA, and have all risen at roughly equivalent levels throughout the period examined (1997 – 2014), there remains a gap between the levels achieved by these authorities and that of the UK in general.

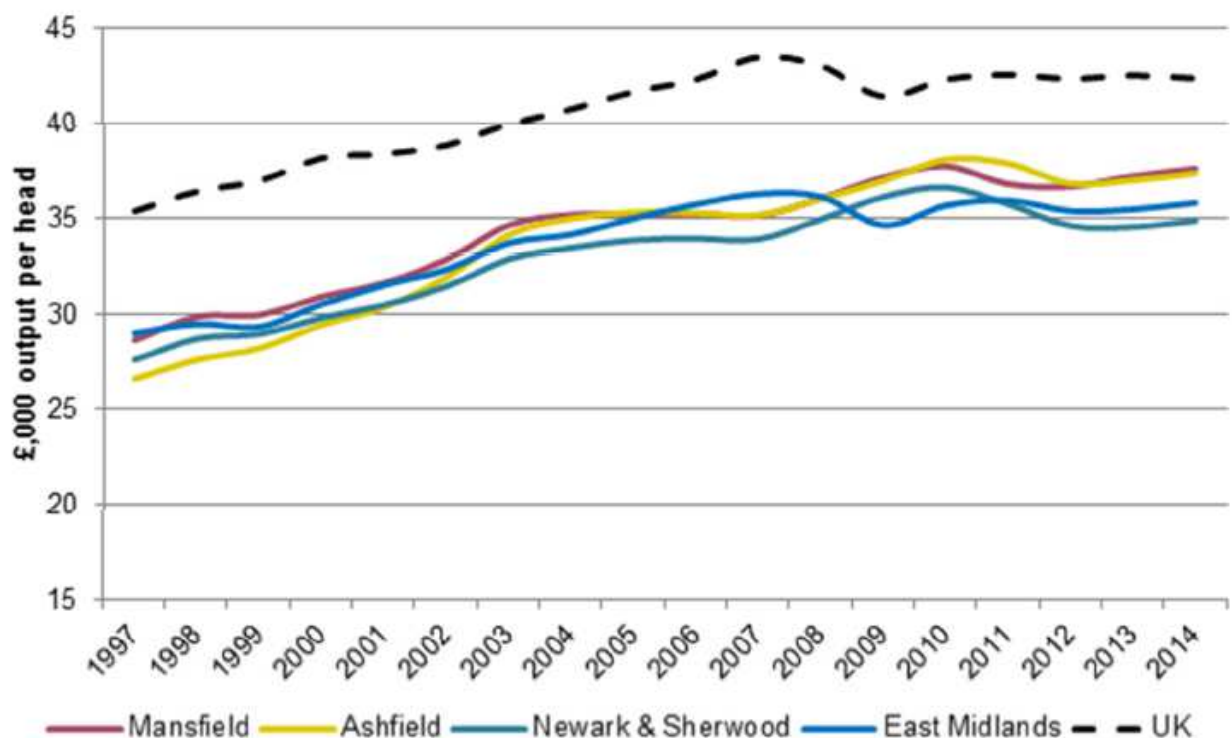


Figure Eight: GVA per head 1997 -2011 Nottingham Outer Housing Market Area

Source: Nottingham Core & Nottingham Outer HMA:Employment Land Forecasting Study, 2015 Nathaniel Litchfield & partners (Experian/NLP Analysis)

1.14 The Benchmarking the Economy and Labour Market of Nottingham Report was produced on behalf of the Nottingham Post by the Nottingham Business School (Nottingham Trent University) in November 2014. It was sponsored by the D2N2 Local Enterprise Partnership, Geldards LLP, Wilmott Dixon Construction and Mazars LLP. It provides an analysis of the latest available official statistics on the population, economy and labour market of Nottingham in order to inform debate on the opportunities and challenges facing the city and its wider conurbation.

1.15 It reached a number of conclusions including that the service sector dominates activity in all Core Cities. However, in the case of Nottingham, there appears to be a concentration of employment in relatively low value services, whilst Financial & Insurance and Professional, Scientific and Technical activities are under-represented in Nottingham compared to Core Cities like Birmingham, Manchester and Leeds.

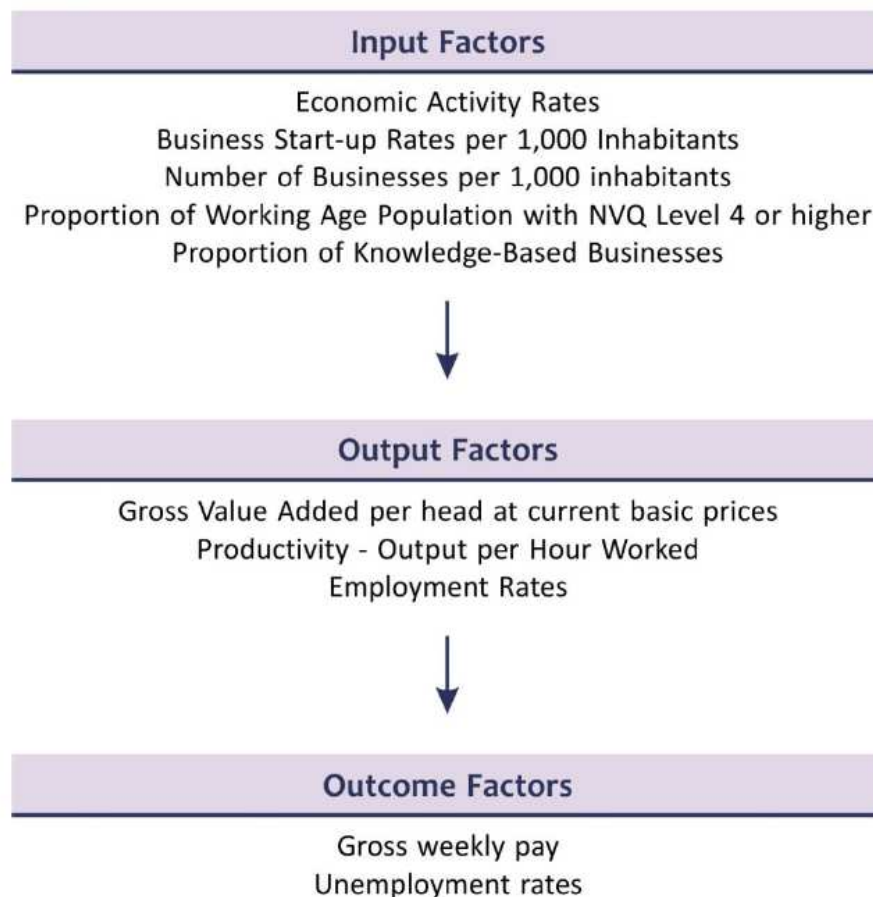


Figure Nine: The 3 Factor Model Underlying the UK Local Competitiveness Index

Sources: UK Competitiveness Index 2013. Robert Huggins & Piers Thompson

Notes – For the methodology see UK Competitiveness Index 2013 page 7 of

1.16 The Study sets out figures in relation to UK Competitiveness Indicators. The UKCI provides a benchmarking of the competitiveness of the UK's localities, and it has been designed to be an integrated measure of competitiveness focusing on both the development and sustainability of businesses and the economic welfare of individuals. In this respect, competitiveness is considered to consist of the capability of an economy to attract and maintain firms with stable or rising market shares in an activity, while maintaining stable or increasing standards of living for those who participate in it. The above definition makes clear that competitiveness is not a zero-sum game, and does not rely on the shifting of a finite amount of resources from one place to another. Competitiveness involves the upgrading and economic development of all places together, rather than the improvement of one place at the expense of another. However, competitiveness does involve balancing the different types of advantages that one place may hold over another, i.e. the range of differing strengths that the socio-economic environment affords to a particular place compared to elsewhere.

1.17 In total, 379 local areas are benchmarked across the 11 regions of Great Britain. The Benchmarking the Economy and Labour Market of Nottingham Study identifies that Ashfield (rank 369 in 2014) is ranked among the least competitive locality using this measure and has seen an erosion of its competitiveness since 2011 (Rank 365).

1.18 Job density represents the ratio of total jobs to working-age population in the District. They are defined as the total number of filled jobs in an area divided by the resident population of working age in that area. A job density of 1 would mean that there is one job for every person in that area of working age. Therefore, it provides an indication of how much the population relies on jobs in the area or out of the area for employment. The lower the job density, the fewer jobs there are for people of working age. In 2013, it can be seen from Table Seven that Ashfield was a net exporter of labour.

Year	Ashfield %	East Midlands %
2013	0.69	0.76
2012	0.66	0.75
2011	0.64	0.75
2010	0.67	0.74
2009	0.68	0.74
2008	0.68	0.75
2007	0.65	0.77
2006	0.63	0.75
2005	0.68	0.76
2004	0.64	0.75
2003	0.62	0.75
2001	0.62	0.75
2000	0.65	0.75

Table Twelve: Job density

Source: nomis official labour market statistics: jobs density

1. The density figure represents the ratio of total jobs to population aged 16-64.
2. Total jobs include employees, self-employed, government-supported trainees and HM Forces.

1.19 Economic underperformance is inextricably linked to low levels of educational attainment and a corresponding lack of skills. Whilst employment projections forecast a strong employment demand for people with intermediate and higher level skills, the concern is that too many residents currently lack skills at the right level to respond to these labour market changes and will thus struggle to compete effectively. In terms of the very well qualified – those qualified to NVQ level 4 or above – Ashfield falls well below regional and national averages. Nationally 34.4% of the working age population are qualified to this level; this falls slightly in the East Midlands to 29%, but Ashfield records a figure of 20.4% although this is increasing.

The situation for the well-qualified – NVQ level 3 – is slightly less severe but Ashfield is still lagging behind regional and national figures. The District also has a higher proportion of residents with no qualifications.

- 1.20 With regard to education, levels of GCSE achievement in Ashfield are lower than the national average. The District also has a higher proportion of residents with no qualifications than the national average. In terms of the 'very well qualified', those qualified to NVQ level 4 or above, Ashfield falls well below regional and national averages. Nationally, 32.9% of the working age population are qualified to this level; this falls slightly in the East Midlands to 28.4%, but Ashfield records a figure of fewer than 16% which is half the national average. The situation for the 'well-qualified', NVQ level 3, is slightly less severe but Ashfield is still lagging behind regional and national figures.
- 1.21 The following diagram sets out a summary of various aspects of Ashfield for 2013 to 2014 with a comparison against the East Midlands where appropriate.

Ashfield in Numbers 2013 - 2014

● Ashfield ● East Midlands

Population 2013
121,553



Working Age
(16 - 64) **63%**



Unemployed **7.5%**

Key Benefit
Claimants
(Working Age)
16.6%



Qualifications

Gross Weekly
Pay

Job Density*

GCSE A*-C and above
61%



Degree or above
17%

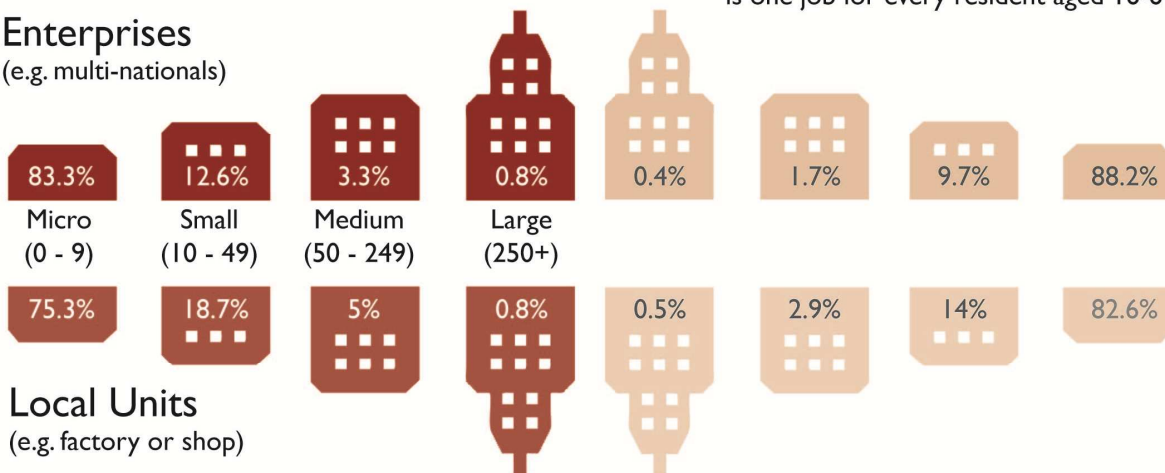


No qualifications
16%



*a job density of 1.0 would mean that there is one job for every resident aged 16-64

Enterprises
(e.g. multi-nationals)



Local Units
(e.g. factory or shop)

Occupation



* Sample size too small for reliable estimate

Manufacturing

- 1.22 Manufacturing remains an important sector of the local economy. The D2N2 Growth Strategy sets out that manufacturing is a continuing strength of the area, although recognising that one third of its employment base was lost during the period 1998-2008. D2N2 identify a number of Priority Sectors which are manufacturing based although an number of sectors such as textiles and clothing clusters, which provide employment in the District have declined. Despite the overall manufacturing sector experiencing decline over the past decade, as with elsewhere in the UK, the advanced manufacturing sector experienced growth of 4.3 % during the period 2008-2010 with the creation of over 2,300 jobs.
- 1.23 A priority of the LEP is to slow the decline in the area's manufacturing base by supporting high growth sub-sectors, companies involved in advanced manufacturing and continuing to grow the area's export intensive industries.
- 1.24 Manufacturing in the UK: An economic analysis of the sector 2010 BIS^(29 & 30) identified that in 2009, manufacturing was the third largest sector in the UK economy, after business services and the wholesale/retail sector in terms of share of UK Gross Domestic Product. It generated some £140bn in gross value added, representing just over 11% of the UK economy. It also employed some 2.6 million people, representing over 8% of total UK employment. The Government is committed to building a new economic model, which aims to create a fairer and more balanced economy. As part of this, there is a strong emphasis on manufacturing with the Government's goals over the next 10 years being to:
1. Grow manufacturing in the UK;
 2. Make the UK Europe's leading exporter of high value goods and related services;
 3. Increase the proportion of the workforce seeking, and capable of, a career in manufacturing.

However, the nature of manufacturing is changing as in terms of in terms of real value added relatively higher technologies industries have grown in size while relatively lower technology industries have contracted.

Nottingham and Nottinghamshire Local Economic Assessment⁵¹

- 1.25 The Local Economic Assessment, sets out an assessment of the Nottinghamshire economy based on Travel to Work Areas. Hucknall falls with the Nottingham TTWA with the rest of the District being within the Mansfield TTWA. Research by the University of Lincoln⁵² it identifies the following in relation to Ashfield:

Settlements	Characteristics	Challenges & Opportunities
Manufacturing Transitional Economy <ul style="list-style-type: none"> Sutton-in-Ashfield 	<ul style="list-style-type: none"> Centres traditionally associated with manufacturing/mining and that still have a strong manufacturing centre. 	<ul style="list-style-type: none"> Declines in mining and associated traditional industries. Growing examples of advanced manufacturing. Low levels of labour market participation.

⁵¹ Nottingham and Nottinghamshire Local Economic Assessment -Strategic Economic Opportunities for Nottingham and Nottinghamshire

⁵² Atherton, A and Price, L (2009). 'Secondary centres of economic activity in the East Midlands', Enterprise Research and Development Unit (ERDU) University of Lincoln.

	<ul style="list-style-type: none"> • Mansfield & Ashfield together form one of 64 defined urban centres of the UK and is the fifth largest in the East Midlands. • Economy in transition, moving from a domination of traditional industries to a more balanced, mixed economy. 	<ul style="list-style-type: none"> • High level of deprivation. • Low skills and aspirations but a burgeoning enterprise culture. • Central location with good links to the M1 • Significant growth from a low base in small businesses start-ups, reflecting the changing economy
Commuter/Dependent Centres <ul style="list-style-type: none"> • Hucknall & Kirkby in Ashfield 	<ul style="list-style-type: none"> • Well connected centres with healthy numbers in employment, relatively few services and few new employment sites. • Centres formally dependent on coal mining and associated industries. • Commuting increasing significant but with signs of local employment growth. 	<ul style="list-style-type: none"> • Integrating housing into the urban fabric. • Decline in retail & government services. • Resilient communities and local identities. • Improvements to public transport in the face of increasing congestion. • Significant town centre regeneration plans planned or effected in recent years.

Evidence from across the Assessment has lead to the establishment of a number of Strategic Economic Opportunities (SEOs) for Nottingham and Nottinghamshire:

- SEO 1 Build on local strengths in the economy, generating jobs and accelerating growth in high value sectors.
- SEO 2 Maximise the opportunities presented by our universities to generate sustainable new businesses and translate R&D into local jobs whilst retaining more graduates to boost the economy's skill base.
- SEO 3 Maximise the potential of existing and emerging international connections and markets in order to export more of our products and to attract knowledge and investment.
- SEO 4 Improve economic resilience by supporting a mix of new smaller businesses which are likely to generate jobs.
- SEO 5 Up-skill the existing workforce with a focus on the needs and opportunities of the economy, to raise productivity and average wages and to create entry level opportunities for those currently unemployed.
- SEO 6 Prioritise investment in critical infrastructure to increase competitiveness, attract businesses and secure jobs and training opportunities.
- SEO 7 Improve the attainment, aspirations and opportunities for young people, to improve their life chances, future prosperity and contribution to the local economy.
- SEO 8 Mitigate for the economic and social impacts of public sector budget reductions and the impact on businesses by facilitating opportunities for the private sector, for social enterprises and for the community.
- SEO 9 Remove barriers so that the unemployed and economically inactive can access work, providing businesses with a wider choice of labour

Coalfield Regeneration Review Board⁵³

- 1.26 Regeneration activities over the past 20 years have helped to transform the fortunes of Ashfield and Mansfield and providing a new economic purpose. However, a review in 2010 by the Coalfield Regeneration Review Board concluded that the coalfield areas did still have a case for specific intervention, as “economic recovery in these areas is still fragile and more susceptible to the recession than other local authority areas”. It noted that although much of the environmental impact of the industrial past had been successfully regenerated, coalfield communities still suffered in other areas, such as employment, health, training and skills, housing, aspiration and enterprise rates and social disaffection.

Housing Markets

- 1.27 An emphasis has been placed at a national level upon an approach based upon housing markets. Housing markets are complex but a key factor is that they have a strong spatial dimension. Most buyers seek to move within the same sub-regional area because they wish to continue to live in that area. Consequently, Housing Market Areas are regarded as a key tool to inform spatial planning, providing a baseline for data on the housing market and a basis for considering future housing requirements. They also form the basis for economic, transport and social policies.
- 1.28 Work undertaken by DTZ Peda identified the Nottingham Housing Market Area⁵⁴ consists of the following:

Housing Market Area	Districts within Housing Market Area
Nottingham Core	Nottingham, Rushcliffe, Gedling, Erewash*, Broxtowe
Nottingham Outer	Ashfield, Mansfield, Newark & Sherwood*

Table Thirteen - Nottingham Housing Market Area

Source: DTZ Peda

* Districts which are likely to be under the influence of more than one HMA area.

- 1.29 Housing markets will fall across administrative boundaries and this is reflected in the sub regional approach to employment land studies covering Ashfield. However, in Ashfield there is a more complex position as it is widely recognised that Hucknall is strongly linked to Greater Nottingham. The Strategic Housing Market Assessment, October 2015⁵⁵ concluded that Ashfield, Mansfield and Newark and Sherwood, in view of all the current and historic evidence as well as the existing ties, comprises a single housing market area. However, it stressed that it is important to recognise that in reality the market areas are not defined by hard and fast boundaries and in areas close to the defined boundaries, there are relationships and interactions in

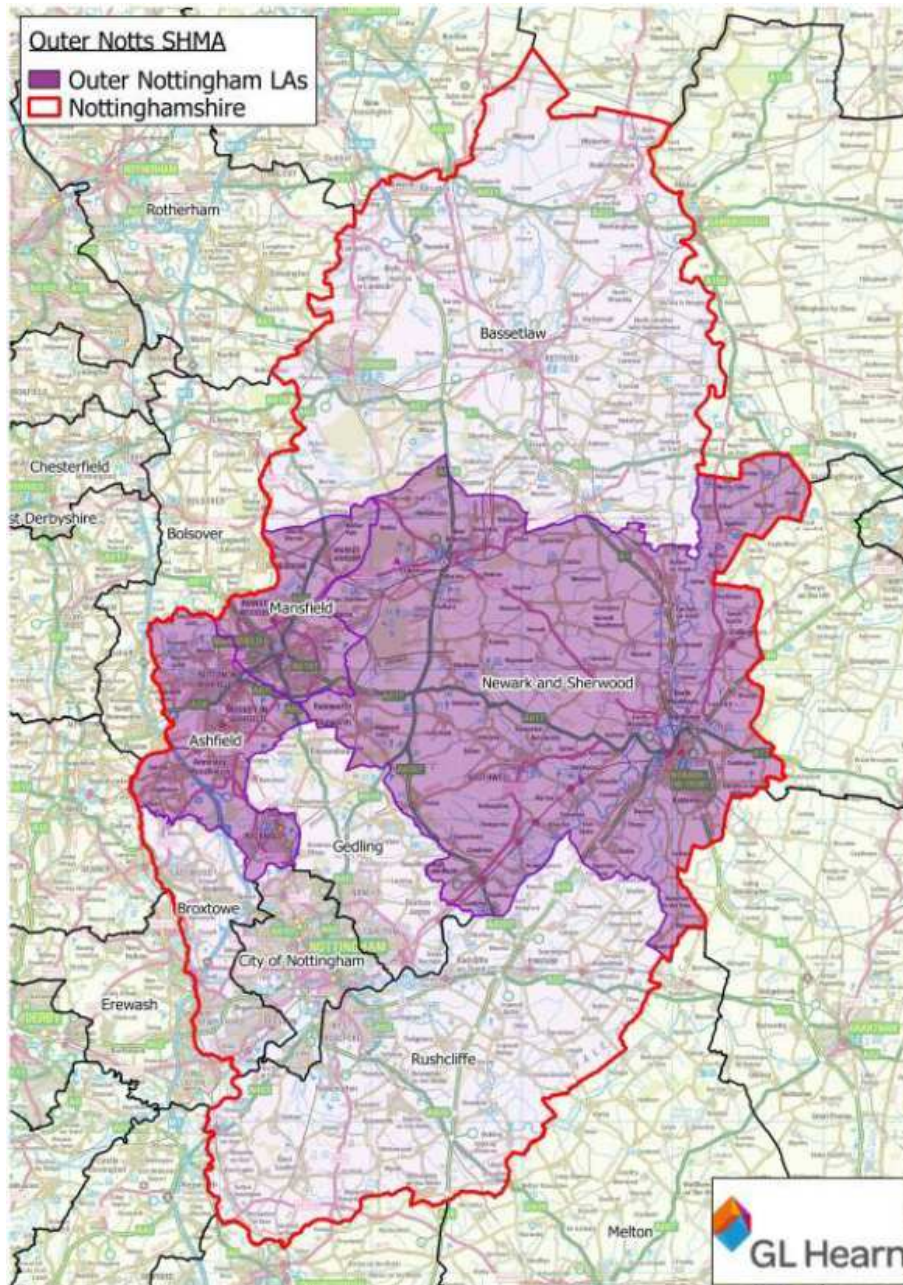
⁵³ Coalfields Regeneration Review Board (2010) A Review of Coalfields Regeneration

⁵⁴ DTZ Peda (2003) Identifying the Sub-Regional Housing Markets of the East Midlands for East Midlands Regional Assembly.

⁵⁵ Nottingham Outer 2014 Strategic Housing Market Assessment. G L Hearn. September 2015

several directions. Similarly reflecting the geography of markets on the ground, significant housing development in a settlement may influence surrounding areas. However for strategic planning purposes, GL Hearn identified a single HMAs based on a 'best fit' to local authority boundaries as a practical solution to support analysis and policy development.

=



Map One: Nottingham Outer Housing Market Area.

Source: GL Hearn

- 1.30 The Employment Land Forecasting Study, August 2015⁵⁶ examined Function Economic Market Areas (FEMA). It concluded that the Nottingham Core HMA forms a distinct self-contained FEMA, although applying the FEMA tests for the three Nottingham Outer HMA districts is slightly less clear cut, although on the basis of the assessment an argument can be made that the Outer HMA is self-contained. For Hucknall, the Study concluded that whilst it is within the administrative boundaries of Ashfield/Outer HMA, it is highly connected to the Core HMA and could be viewed as being located within that FEMA.
- 1.31 Within the context of Ashfield, the local economy is regarded as being orientated towards the following areas:
- The northern part of Ashfield including Sutton in Ashfield Kirkby in Ashfield and the rural areas of Selston, Jacksdale and Underwood with Mansfield.
 - Hucknall is regarded as being highly influenced by the Greater Nottingham local economy.

Ashfield and Mansfield “Ambition. A Plan for Growth” Joint Economic Masterplan⁵⁷

- 1.32 In 2009, Ashfield and Mansfield District Councils agreed to work together on developing a closer approach to economic regeneration across the sub-region. This collaborative approach is encapsulated in the desire to have a single policy document, which provides the strategic direction for raising prosperity by tackling structural economic problems which have limited growth with both Mansfield and Ashfield.
- 1.33 An Economic Masterplan is a relatively new concept, which seeks to integrate an area's economic strategy with its physical environment, to create a powerful development and promotional tool for an area. Put simply, the Economic Masterplan provides a “road map”, setting out how to achieve the shared vision and consists of a strategic element and a Delivery Plan.
- 1.34 The economic performance of Ashfield and Mansfield is defined by Gross Value Added (GVA). GVA is the difference between the value of output and the value of inputs used to produce it and is measure of an industry's or area s contribution to GDP. In the context of the masterplan, this is the sum of all economic output within the area and can be measured by considering the four components of labour productivity, labour profile, labour intensity and labour utilisation. A strong economy is one which has labour profile which has a good stock of working age people, who are effectively utilised by being in productive employment.
- 1.35 The economic performance of Ashfield and Mansfield, is explored in detail by analysing specific issues which are either related to the ‘people’ that live or work in the area, or the ‘structural’ context within which these people operate. What this

⁵⁶ Nottingham Core HMA & Nottingham Outer HMA : Employment Land Forecasting Study,. Nathaniel Litchfield & Partners. August 2015

⁵⁷ Ashfield District Council & Mansfield District Council (2011) “Ambition, A Plan for Growth. Joint Economic Masterplan.

provides is a deeper understanding of why, for example, Ashfield and Mansfield have lower levels of productivity than the national average. It also allows for a more accurate targeting of resources at specific issues which can have a big impact upon economic growth.

Economic Masterplan Assessment Stage Report⁵⁸

1.36 The Economic Masterplan Assessment Stage made a number of conclusions:

- **Create a mix of productive and competitive business** – The number one challenge for the economy of Ashfield and Mansfield is to improve productivity. It is proposed that in order to create a mix of productive and competitive businesses the following are considered key programmes of activity along with the corresponding people and place drivers:
 - Diversifying the Sectorial Profile - The Ashfield and Mansfield economy is more diversified than it was twenty years ago, but still has an over reliance on manufacturing (especially Ashfield). There needs to be a focus upon increasing the proportion of the five key growth sectors within the economy.
 - Increasing levels of enterprise - Increased productivity relies on new local businesses being created and good survival rates.
 - Increased levels of innovation - Current levels of investment in the five key growth sectors lag behind national trends, as such, it will be vital to the long term productivity that Ashfield and Mansfield businesses improve R&D and capital spending.
 - A balance property portfolio - Ashfield and Mansfield must be able to offer a balanced range and quantity of good quality office, commercial and industrial premises to become a truly competitive location for investment. This portfolio must be based upon the needs of the five key growth sectors.
 - Realise the benefits of agglomeration - Businesses within Ashfield and Mansfield are not fully realising the benefits of being located close to Nottingham. The move to a service sector economy will increase the need for agglomeration benefits to be maximised as this sector is especially sensitive to agglomeration driven growth.
 - Maximise Investment potential through collaboration - It will be important to present a joined up investment offer to the marketplace to help Ashfield and Mansfield push above its weight and combat negative perceptions and images.
- **Attracting and retaining a skilled workforce** - A recurring issue through the analysis of the four economic drivers has been Ashfield and Mansfield's poor skills profile when compared to the national average. Economic underperformance is inextricably linked to low levels of educational attainment

⁵⁸ Ashfield District Council (June 2010) Ashfield and Mansfield Economic Masterplan: Assessment Stage Report.

and a corresponding lack of skills. It is proposed that to help attract and retain a skilled workforce, the following are considered key programmes of activity along with the corresponding people and place drivers.

- Improve skills levels - Workforce skills are considered to be the most important aspect of the competitiveness for businesses in the UK, but it is this aspect in which the Districts rate most poorly when compared with the UK as a whole. Low levels of skills create a barrier to higher tech, higher value businesses locating in the area, creating, in turn, a vicious cycle whereby the more highly skilled workers across the Districts leave.
- Delivering quality housing and neighbourhoods - Ashfield and Mansfield performs poorly in terms of the liveability and attractiveness of its neighbourhoods. Therefore, a key economic challenge for housing development is to deliver the mix of housing types and tenures which respond to the needs of lower income groups while creating the right type of product to attract and accommodate higher skilled, higher income groups, including thriving town centres.
- **High quality employment opportunities for all** - Working age employment rates in the working age population are higher than the national average. However, these rates are as a result of the poor skills profile being matched by lower value industries which can effectively utilise this type of labour market. Future changes in the industrial profile of the area will need to be matched by efforts to ensure that local people can still be effectively utilised and that those currently not economically active can participate in a remodelled labour market. The following are considered key programmes to provide high quality employment opportunities for all:
 - Improving employability.
 - Raising aspirations.
- **Making the area more resilient** – There is a need for a range of governance changes to ‘place’, based upon the findings from the resilience model pilot.
 - A new governance framework.
 - Support private sector interaction.
 - Having a more robust social economy structure.
 - Integrate the principles of total place.
 - Collaboration with the Upper Tier (County Council).
 - Take forward public private partnerships.

Experian “Ashfield and Mansfield Economic Analysis”⁵⁹

1.37 The Experian research undertook a comprehensive review of the Ashfield and Mansfield economy to identify those sectors that are best placed to see the fastest growth in the future and which will, as such, benefit from being the focus of integrated growth policy. It informed the Joint Property Strategy⁽¹⁵⁾ which advises upon investment decisions to achieve the regeneration aspirations of Ashfield and Mansfield. The report followed a number of stages:

- It established the historical context against which to measure expected performance and a number of scenarios were formulated to evaluate the impact of varying assumptions on economic growth and sectoral productivity.
- The second phase of the work was a comprehensive review to assess the performance of sectors in Ashfield and Mansfield relative to regional and national trends. The aim was to identify priority sectors that were thought to have potential for sustained output and employment growth.
- The next stage was to assess the productivity drivers of the priority sectors in Ashfield and Mansfield to help identify the Districts’ strengths and weaknesses in moving forward. Factors such as sectoral composition, skills, investment, innovation and levels of enterprise are thought to be critical in determining a sector’s productivity. An assessment of these factors for each of the priority sectors was carried out to identify where Ashfield and Mansfield lag regional and national trends and where there is room for improving sectoral prospects in the longer term. Five sectors were identified, Health, Business Services, Transport and Logistics, Wholesale and Manufacturing of Transport Equipment
- Finally, the report looks at the business positioning of Ashfield and Mansfield by identifying the assets and weaknesses that will ultimately influence their competitive position and ‘offer’ as a location to do business.

1.38 The Experian Study identified the following strengths and weaknesses in relation to the local economy.

Assets

- Central location - The physical location of Ashfield and Mansfield, in terms of their proximity to major markets is arguably their principal asset.
- Good connectivity - The districts’ central location is enhanced by the proximity of both the M1 and East Midlands Airport. The location of Ashfield and Mansfield along the M1/A1 corridor means businesses have very good access to the South East and North of the UK, whilst the A38 connects the area to the West Midlands.
- Strong population growth - This makes both districts large in their own right, providing an immediate local demand for a minimum level of goods and

⁵⁹ Experian (June 2009) Ashfield and Mansfield Economic Analysis for Ashfield District Council and Mansfield District Council.

services. Indeed considered as one entity, the districts are more populous than Northampton, Aberdeen or York.

- Availability of low-cost labour. The Districts boast large, low-cost pools of both labour and employment land, which should attract business to the area.
- Affordability of employment land/ housing - The affordability of both business premises and housing in Mansfield and Ashfield should be a draw both for businesses, and for the workers they need respectively. Moreover, Mansfield (110 ha) and Ashfield (60 ha), have a lot of land available for redevelopment. Businesses should not struggle to attract workers to the Districts because of housing prices as Experian's Housing Affordability Index, suggests that Mansfield (4.70 to 1) and Ashfield (5.28 to 1) are more affordable than the East Midlands as a whole (5.91 to 1), and much more affordable than England & Wales average (6.86 to 1).

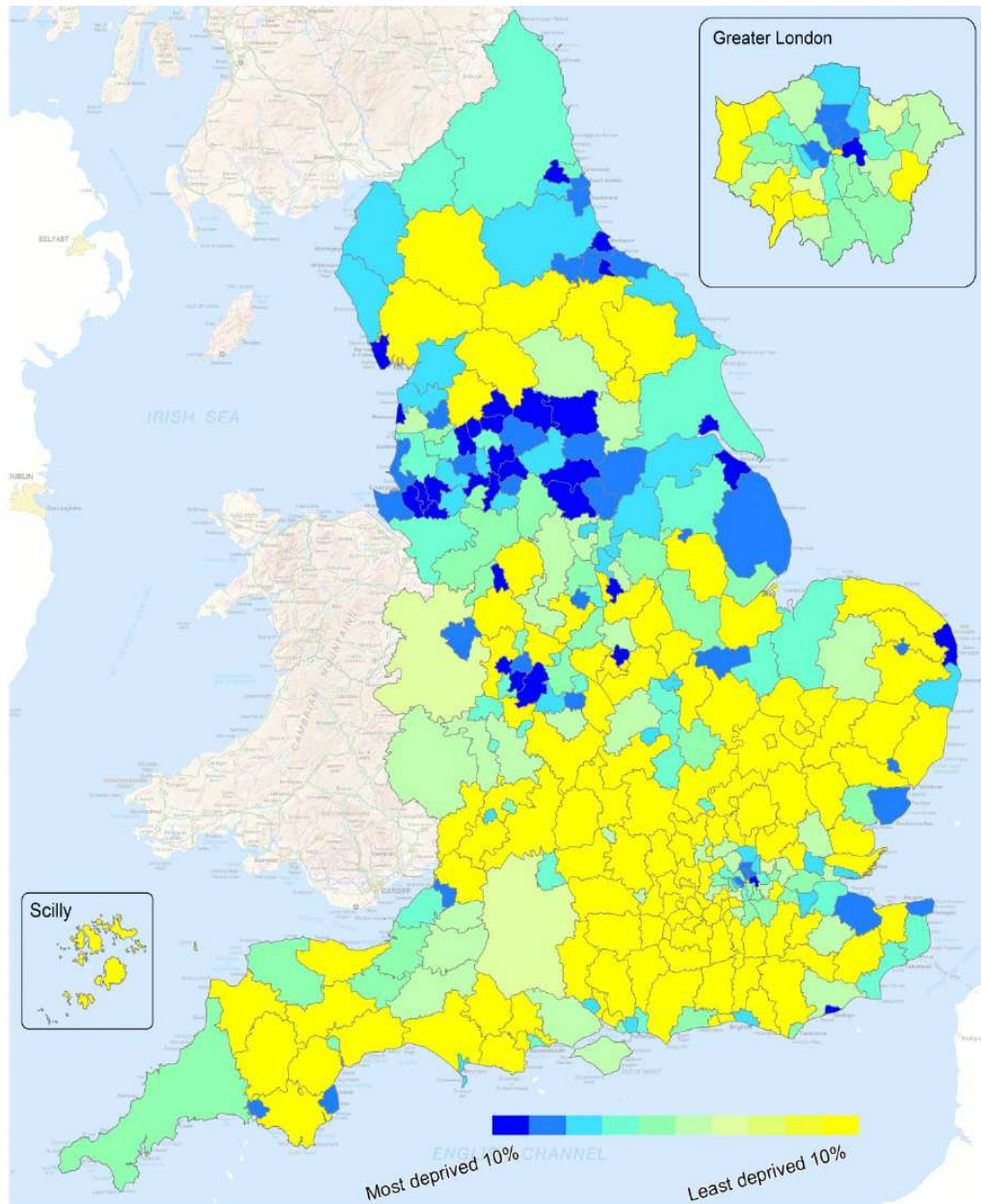
Weaknesses

- Lack of qualifications and prospects - The districts have low levels of educational attainment which hampers their ability to attract high value-add sectors. In terms of well qualified, Ashfield and Mansfield both record figures of under 16 per cent – in other words close to half of the national average. The situation for the well-qualified – NVQ level 3 – is slightly less severe but both districts are still lagging behind regional and national figures. Both districts have higher proportions of residents with no qualifications.
- An ageing population - The population of Ashfield and Mansfield is not just growing – it is becoming older, which increases economic dependency rates. Today, the proportion of residents aged 65+ in Ashfield and Mansfield is under 17 per cent, at very similar levels to the East Midlands and UK as a whole. 20 per cent of the population of both districts will be over 65 in 2018 and it is anticipated to rise to 22 per cent in 2026.
- Deprivation - The districts suffer from higher than average levels of deprivation, manifested in high levels of unemployment and low wage rates.
- Narrow business base - The levels of entrepreneurship across the districts are low, hindering the broadening of the business base.
- Negative perceptions - The districts suffer from an image problem both nationally and internationally.

Deprivation

1.39 The English Indices of Deprivation 2015 are based on 37 separate indicators, organised across seven distinct domains¹ of deprivation which are combined, using appropriate weights, to calculate the Index of Multiple Deprivation 2015 (IMD 2015). This is an overall measure of multiple deprivation experienced by people living in an area and is calculated for every Lower layer Super Output Area (LSOA), or neighbourhood, in England. Every such neighbourhood in England is ranked according to its level of deprivation relative to that of other areas.

1.40 Map 2 illustrates the geographical spread of deprivation for local authority districts across England. This higher level geography masks some pockets of deprivation that are visible in Map 1. Areas shaded dark blue are the 10 per cent of districts in England that contain the largest proportion of highly deprived neighbourhoods. Areas shaded bright green contain proportionately few highly deprived neighbourhoods, and are relatively less deprived.



Contains OS data © Crown copyright (2015)

Note: there are 127 districts with no neighbourhoods in the most deprived decile nationally. These are shown in the least deprived decile.

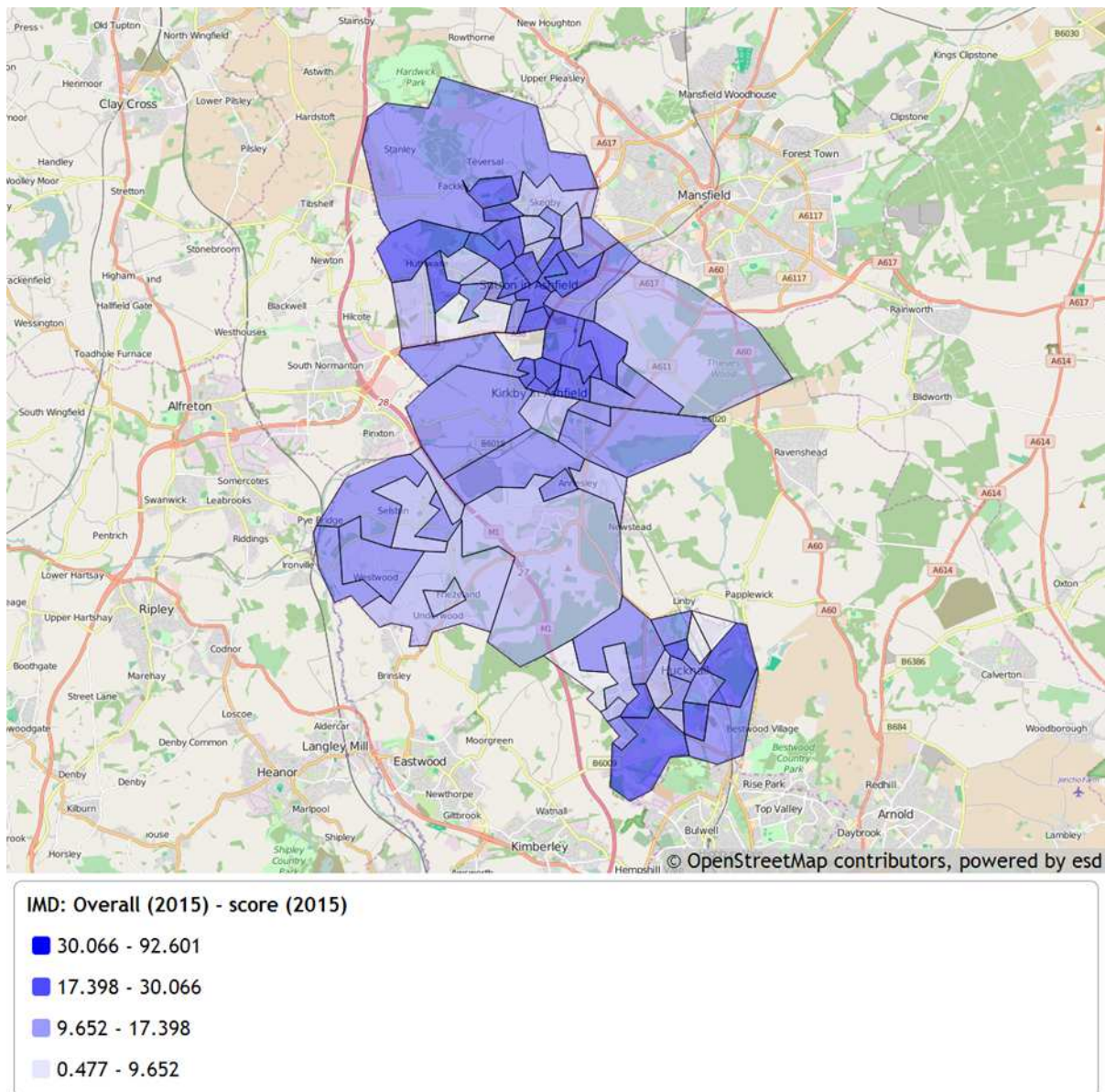
Map 2: Deprivation for local authority districts across England.

Source: The English Indices of Deprivation 2015 Department of Communities and Local government.

1.41 Map 3 shows the overall Index of Multiple Deprivation (IMD) 2015 score in each lower layer super output area (LSOA) within Ashfield. The score combines

information from all seven IMD Domains: Income Deprivation, Employment Deprivation, Health Deprivation and Disability, Education Skills and Training Deprivation, Barriers to Housing and Services, Living Environment Deprivation, and Crime. The higher the score, the more deprived an area is. Thresholds are calculated based on all areas in England.

1.42 In 2015 Ashfield District Council overall rank was 70 out of 326 authorities; this is an improvement from 63 in 2010



Map 3: Index of Multiple Deprivation (IMD) 2015 score in each lower layer super output area (LSOA) within Ashfield.

The Work Foundation “Ashfield and Mansfield City Relationships”⁶⁰

1.43 The research sought to build an understanding of Ashfield and Mansfield's economic links with surrounding areas by applying the research framework developed as part of the *City Relationships* study.

1.44 The *City Relationships* project was a study for the Northern Way and the Department for Communities and Local Government. It investigated the factors that contribute to mutually beneficial relationships between places and found that the extent to which relationships between places are complementary is affected by a wide range of factors.

1.45 The Study undertook:

- an analysis of the economic relationships between Ashfield and Mansfield, looking in particular at labour market linkages and the connections between businesses;
- an analysis of the economic relationships between Ashfield and Mansfield and surrounding areas in the wider Nottinghamshire area.

The work drew on detailed literature reviews, secondary data analysis and spatial mapping for each area and sector included in the analysis, as well as interviews with key stakeholders, local businesses and experts.

1.46 The Report concluded that:

- Together Ashfield and Mansfield act as significant employment and business hubs in the East Midlands. The two districts have seen significant growth in business services, whilst good transport and land availability in Ashfield and Mansfield has proved attractive to businesses in the construction and logistics sectors. Yet both face significant challenges around skills and worklessness and increasing the value added of existing sectors in the area. The skills, occupational and industrial profiles of Ashfield and Mansfield have meant the area has been more vulnerable to job losses and falls in economic output in the recession.
- The labour market links between Ashfield and Mansfield and the surrounding local authorities, reflect the industrial and skills profiles of different areas, but also the relative strength of the economies. Many of the surrounding areas are isolated from Ashfield and Mansfield, partly because of the skills profiles and the low mobility of residents but also because Ashfield and Mansfield are not a sufficiently strong economic centre and do not have the employment required to attract workers. Nottingham, on the other hand, has the highest wages in the study area and, as a regional economic centre, has a larger ‘pull’ factor. Ashfield has a ‘dependent’ relationship with Nottingham.
- There may be opportunities for Ashfield in particular to build more complementary economic relationships with Nottingham.

⁶⁰ Clayton.N & Wright.J. The Work Foundation (June 2010) Ashfield and Mansfield City Relationships.

- The lack of public transport integration and low car ownership in Ashfield and Mansfield raise issues over employment accessibility.
- Perceptions of Ashfield and Mansfield as a business location and a place to live are influenced by the legacy of industrial decline and high levels of deprivation. Within Ashfield and Mansfield there are pockets of higher quality housing and certainly some of the surrounding areas do offer the quality of life that may be more attractive to knowledge workers. Firms within Ashfield and Mansfield are also able to access some of the higher skilled labour that surrounding areas offer.
- Firms in the business services sector in Ashfield and Mansfield and the surrounding areas tend to be locally based. Both supply chains and strategic connections within the sector can be limited and do not tend to extend outside the local area. If the sector is to become more productive it is vital that skills within the sector are raised and access to skills is improved.
- Healthcare is both a key sector within Ashfield and Mansfield, and also the wider region. Employment in the sector is generally public sector driven, with the Kings Mill Hospital acting as a key employment site and procurer within Ashfield and Mansfield. It is important that the benefits of the hospital, a local anchor institution, are maximised. This means ensuring that residents are equipped with the right skills to be able to access the job opportunities the hospital has to offer. There is some private sector enterprise, with firms like Fresenius Medical Care located in the area, and this may mean there is opportunity to foster linkages with Nottingham Biocity, one of the largest healthcare clusters in Europe.

Centre for Local Economic Strategies “Understanding the Resilience of Ashfield and Mansfield Economy”⁶¹

- 1.47 In July 2009, the Centre for Local Economic Strategies (CLES) released a piece of research entitled ‘Toward a new wave of local economic activism: The future for economic strategies.’ This research introduced the CLES resilience model, a conceptual framework designed to show the structure of a local economy and the relationships that exist and influence it. CLES believe resilience is an important aspect of any local economy as it allows a locality to be change ready and adaptable, riding global economic punches, recovering quickly, working within environmental benefits, and having high levels of social inclusion.
- 1.48 To achieve a better understanding of a local economy and therefore its resilience, the research acknowledged a better understanding is needed of how different economic spheres – broadly categorised into social, public and commercial – interact with each other and are mutually dependent for achieving positive development outcomes. The resilience model provides a visual representation of how a local economic territory is structured and identifies the outside influences that have an effect on how it functions. The commercial economy is often seen as the most important part of a local economy but the public sector can have considerable

⁶¹ Centre for Local Economic Strategies (June 2010) Understanding the Resilience of Ashfield and Mansfield Economy.

influence on a locality through procurement spend and employment opportunities, and the social sector makes a significant contribution to the local economy by employing local people, delivering local services and contributing to local supply chains.

1.49 CLES selected six authorities, including Ashfield and Mansfield, which covered a range of different geographical areas as pilot studies.

1.50 The research in Ashfield and Mansfield highlighted a whole range of issues and challenges that are affecting the relationships between the three spheres (social, public and commercial) and are having a subsequent impact on the local economy. Table 11 of the CLES Study provides a summary of the key points for Ashfield. The research highlighted a range of issues and challenges that are affecting the relationships between the social, public and commercial spheres and are having a subsequent impact on the local economy. The report sets out that the concluding section does not provide the answers as to how these challenges can be overcome, but in approaching local economic development from a different perspective, CLES are confident that the findings will encourage partners within Ashfield and Mansfield to think differently about how they work with others and how these relationships can be developed in the future. However, the final section of the report does make a number of recommendations for how Ashfield and Mansfield may consider addressing the challenges it faces. These include:

- Taking forward a new LSP to represent the new functional economic area;
- The importance of effective business network, such as through Mansfield 2020;
- Structuring and supporting the social economy within the respective districts;
- Integrating the principle of Total Place. There is an opportunity for Ashfield and Mansfield Councils to utilise their existing relationships to work with public sector partners to integrate the principle of Total Place within public sector thinking;
- Focusing on three or four key strategic priorities for the locality in the future and concentrate on these rather than spreading themselves too thinly;
- Meeting the challenges of being part of the two tier governance structure. This makes the need to cooperate and concentrate on shared priorities even more important.

1.51 The CLES sets out an analysis of secondary data on the overarching labour supply conditions within the Ashfield and Mansfield economy together with an outline of the demand side factors through an assessment of the economic base and sectoral mix.

Property Related Strategies

1.52 A number of studies have undertaken an analysis of property related requirements in the Sub Region or with the District. These include the following:

- Nottinghamshire County Council (2005) Innovation and Incubation Centre Survey for Alliance Strategic Sub-regional Partnership and the Greater Nottingham Partnership.
- Innes England (2006) Commercial & Employment Sites/premises Study for Derby & Derbyshire Economic Partnerships & the Alliance SSP.

- Focus Consultants (UK) Limited (2005) CRT Young Persons Managed Workspace Addendum to Demand Study Additional Supporting Evidence. Coalfield Regeneration Trust.
- Ashfield District Council (2005) A Feasibility Study of Neighbourhood Workspace in Ashfield.

The Ashfield Local Plan Review (2002)⁶²

- 1.53 The Ashfield Local Plan Review (2002) currently provides the requirements and provision for employment land in the District in so far as it is consistent with the National Planning Policy Framework (NPPF Para 215). The Plan emphasises the importance of identifying an adequate range of sites in terms of size quality and location to satisfy the diverse needs of businesses to further encourage regeneration in the District. It permits employment development in the main urban areas and main settlements on land which is not allocated. Policies also give favourable consideration to proposals to diversify the economy in more rural parts of the District, within the developed areas and through the conversion and extension of existing buildings in the Green Belt and Countryside depending on accessibility.
- 1.54 The Local Plan protects employment sites unless the retention of existing employment uses would cause unacceptable environmental problems or the building/site is no longer capable of providing an acceptable standard of accommodation for employment purposes and this can be demonstrated by a lack of demand. The Plan emphasizes that the loss of employment sites in the main urban areas should be controlled to ensure that the needs of all businesses are met and in particular to provide for the needs of new and developing businesses.

⁶² Ashfield District Council "Ashfield Local Plan Review", 2002.

2.0 THE LOCAL ECONOMY AND HOUSING

The Relationship Between the Local Economy and Housing

2.1 The Barker Review into the housing supply, 2004⁶³ concluded that the operation of the housing market is of considerable importance to the efficient operation of the national economy and the macro-economic management of the economy. Economic performance is regarded as a key driver of population change and income, which can be seen as the major determinants of demand for housing in an area. The Study concluded that demand for housing, driven by economic and population growth is outstripping housing supply and the shortage of housing is seen to have the following detrimental economic effects:

- Lower rates of house building constraining economic growth – a negative effect on business location decisions and regional price differentials reducing labour mobility;
- Restricting supply leading to a loss of economic welfare – resources that might have been used for housing are used for other less beneficial purposes;
- The housing market contributing to macro economic volatility – changes in house prices and housing wealth are linked to public consumption (and borrowing);
- Higher house prices creating affordability problems and restricts labour supply in areas of economic growth;
- The undersupply of houses having unfortunate distributional consequences – Those who own homes receive disproportionate benefits compared to those who don't.

2.2 Arup⁶⁴ on behalf of Advantage West Midlands, looked at the relationship between housing and employment (Housing Policy and Economy Study 2008). As with the Ashfield and Mansfield Joint Economic Masterplan ⁽⁴⁾ Arup's approach analysed the economy in relation to the impact on Gross Value Added per capita. Arup looked at housing's role in the economic development of the region as a summation of a complex series of processes that match jobs with people looking for work, Figure Six. Arup's Report estimated that for the West Midlands, the houses built up to 2026 could accommodate a workforce capable of generating £5.7 billion of earnings, which could translate into a GVA of £9.7 billion, subject to caveats including the availability of suitable jobs. As well as housing, Arup identified that this was influenced by policies in other areas including:

- The Regional Transport Strategy;
- Affordable housing policies which could be targeted to meet the needs of specific lower paid workers to take up jobs where proximity is essential;

⁶³ Barker.K. (2004) Barker Review of Housing Supply Delivering stability: securing our future housing needs HM Treasury.

⁶⁴ Ove Arup & Partners (2008) Housing Policy and Economy Study for Advantage West Midlands

- Policies controlling the design and density of new development could be used to influence the socio economic composition of new housing composition through LDF based policies; and
- Other mitigation strategies include the impact of the increasing cost of travel and, if private car based mobility increases, it results in an increase in carbon dioxide emissions.

2.3 Arup's work included a literature review which highlights that housing and the local economy are linked and influence each other in a number of different ways:

- **Functionality of Labour Markets** – Examines how housing location influences patterns of search and job holding within an economy. It highlights the sensitivity of some parts of the labour force to job accessibility given constrained choices on mobility.
- **Agglomeration Economies** – Agglomeration suggests that concentrations of economic activity generate economic benefits for firms located within them. This can be supply of labour, easier access to inputs and supplies and creation of knowledge spillovers.
- **Specialised Neighbourhoods and Social Networks** – Focuses on how social networks influences the matching of people with jobs.
- **Macro Economic Efficiency** – considers the role of housing cost in determining the economic efficiency of resource allocation.
- **Knowledge Economy** – Relates to housing as a contributor to creating a quality of place desired by workers in the knowledge economy. The ability of locations to attract and retain workers in the knowledge economy is seen as a key driver of competitiveness.
- **Affordability** – The accessibility of the market housing through the relationship between incomes and the cost of housing in geographically defined sub markets.
- **Productivity and Urban Form** - Investigates the relationship between economic efficiency and different types of urban form on productivity.
- **Housing as Durable City Fabric** - Investigates the importance of how urban areas evolve as an explanation for their subsequent performance. Each round of urbanisation lays down a physical infrastructure that endures over many economic cycles.
- **Housing as an Investment Product** – Housing as an investment rather than a means of shelter alone.

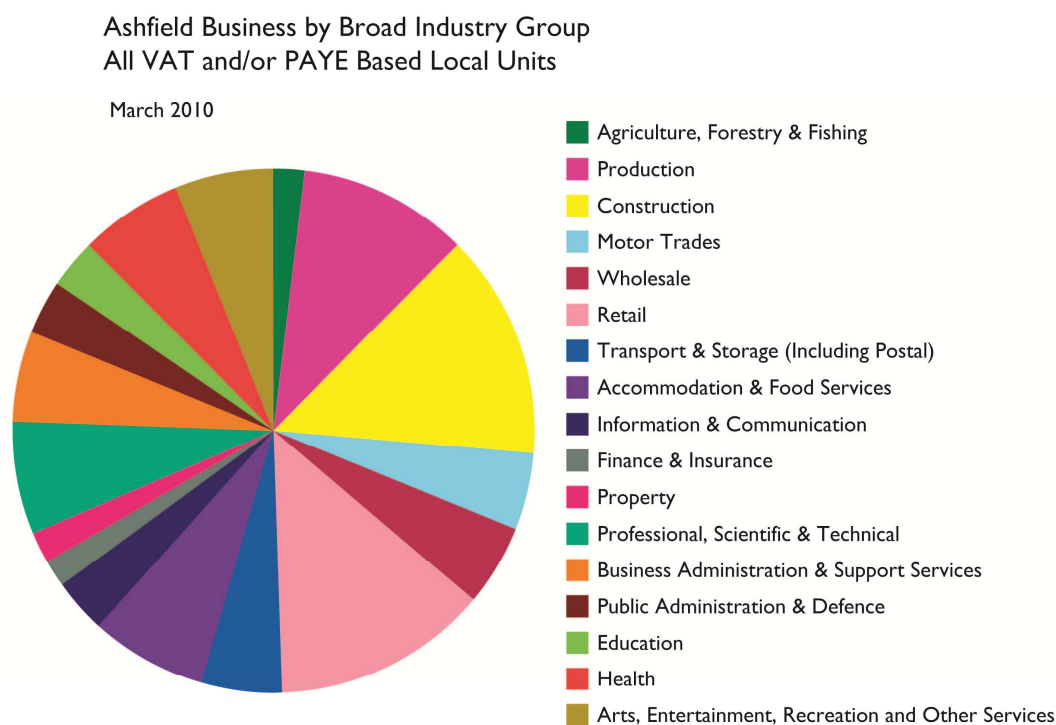
- 2.4 In broad terms, there is both a direct relationship between jobs and new housing and an indirect relationship between housing and the wider economy.

The Direct Relationships between Housing and the Economy

i) Building and refurbishment of dwellings - The construction sector makes a major contribution to economic activity. In terms of jobs. The Experian Report on the Ashfield and Mansfield economy (2009)⁶⁵ identified construction as a key local sector. In 2008, 10% of Ashfield's jobs by industry were in construction (East Midlands 5.2%, nationally 4.8%). 14% of Ashfield's businesses that pay VAT are active within the construction sector, Diagram One. However, the impact of jobs in the construction sector is likely to be underestimated as it does not include the self employed, which tends to have a high level of activity in this sector.

ii) Housing as a service provider within local economies - The affordable housing sector contributes to local, sub-regional and regional economies. Across the UK, more than 150,000 people work for local authorities, ALMOs and registered social landlords.

Figure Ten



iii) Jobs through the multiplier:

- The multiplier effect - "one person's spending is another's income". A simplistic example of the multiplier is where the Government initially invest £1,000,000 in housing. This will generate spending in wages, salaries, profits and rents. If the margin propensity to consume is 0.5 (half is spend) this results in additional

⁶⁵ Experian (June 2009) Ashfield and Mansfield Economic Analysis for Ashfield District Council and Mansfield District Council.

spending of £500,000, in turn this generates a further £250,000 which generate a £125,000 etc.

- Jobs are generated at a local level through the multiplier by:
 - a) A supply linkage multiplier reflecting purchases made as a result of the housing being built. For example, the house builder purchases windows and doors from a local supplier who may need to employ more people as a result.
 - b) An income multiplier (also referred to as a consumption multiplier) which is associated with local expenditure as a result of those who derive incomes from the direct and supply linkage impacts of the building of the houses. This can be seen in various forms:
 - Construction workers spend money locally.
 - New households generate service needs. (e.g. jobs in education, health, & transport).
 - New household spend money locally in their business or employment activities.
 - New households will spend money locally on retail goods/services or in leisure activities.
 - Households will spend money on their property both in fitting out and longer term refits, extensions etc.
- Conversely, each household which moves out of the area, for example from Kirkby to Hucknall, without being replaced will take with them not just their own spending but that of its economic multiplier.
- The multiplier will be affected by the following:
 - In localities with limited industry, retail, or services the multiply will be more limited as spending moves to adjacent districts.
 - Local households may lack the necessary skills in relation to the jobs created to take-up the job opportunities.
 - If people move from within the area there will be no net increase unless people behave different in the new location. This is unlikely unless income has increased.
 - Expectations in that the lack of growth or potential recession impacts on job prospects and consumer confidence.
 - What impact the recession in the house building industry has had upon their capacity and skill requirements of the industry?
- iv) The relationship between economic activity residents and housing completions – As can be anticipated, when people have jobs they are in a better position to purchase a new house. This relationship in Ashfield is illustrated in Diagram Two

Figure Eleven



Indirect relationship between housing and the economy

i) Housing and labour markets

- Attracting inward investment depends on the extent to which a location provides access to relevant markets and to a skilled workforce. This is likely to become more important with the growth of the knowledge economy. High quality housing alone may not be enough to attract significant inward investment but a lack of high quality of housing may preclude it.
- The relationship between housing and labour markets is also a reflection of the nature of the local market:
 - In areas of high cost housing the issue is recruiting to lower paid posts.
 - In other areas, the key concern may be to alter the existing mix of housing in order to balance up the overall residential 'offer' to attract and retain different professions, age-groups and levels of seniority within the workforce.
 - In growth or regeneration areas, housing is utilised as a catalyst to improve overall economic performance.
- Some research, such as the TUC's "Can Housing Work for Workers?"⁶⁶ argues that the nature of housing tenure in the UK impedes labour mobility because of high levels of home ownership.

⁶⁶ Gregory.J (Fabian Society) "Can Housing Work for Workers?" Trades Union Congress

ii) Housing as a residence

- The primary role of housing is to provide a decent home in safe and cohesive communities. A high level of confidence in an area can have a number of benefits in terms of jobs:
 - This residential experience is more likely to deliver economically active residents able to engage with wider market activities and opportunities. Evidence identifies that there is a strong positive correlation between housing wealth and self employment.
 - Spending on improving or maintaining their homes is more likely and this will have a multiplier impact locally.

iii) Housing as a medium for capital investment - Consumer confidence and therefore spending in the wider economy is linked to the housing markets and the rise/fall in house values. Housing wealth (measured by house prices) can provide new business collateral. Gallant, Sturman and Jallab (2007)⁶⁷ show spatially a strong positive correlation between housing wealth and self-employment in Tyne & Wear.

How many jobs does this generate?

2.5 There are important dynamics between housing and the local economy. However, identifying the job-population association is a complicated task and there are no easy answers in relation to how many jobs will a housing development generate. Work undertaken for the Scottish Government in 2004⁶⁸ identifies that every extra job generated directly in the construction sector would support an additional 0.93 full time jobs. GLA Economics in "More residents, more jobs" (2005)⁶⁹ for London, sought to identify interactions between residents and jobs that are essentially local and to inform the use of 'job:residents' ratios in planning housing developments in areas of high and low accessibility. The Study concluded that an increase to the resident population of 1,000 will on average have the potential to give rise to a further 230 jobs in the locality. However, the study was undertaken for London where higher earnings in the central area support lower wage services in outer London. The Housing & Communities Agency's Employment Density Guide⁷⁰ suggests that based on earning differentials between London and the rest of the UK a figure of 150 jobs per 1,000 increase in population is more applicable outside London.

⁶⁷ Gallant, A., Sturman, P. and Jallab, K. (2007). Housing Wealth and Small Business Start-up Indicators. Newcastle upon Tyne: Tyne and Wear Research and Information

⁶⁸ Scottish Government. "Multipliers: broader economic effects of the construction, housing-related and non-housing related industries, Scotland, 2004.

⁶⁹ GLA Economics "More residents, more jobs" (2005)

⁷⁰ Homes and Communities Agency "Employment Densities Guide" 2010 (Drivers Jones Deloitte)

3.0 SKILLS

3.1 The United Kingdoms skills profile has improved in recent years but there still remains a substantial gap with many of the countries global competitors. Further, sectoral shifts in the economy increase the skills required from the labour force. This has implications in relation to raising educational standards for those entering schools, colleges and universities and for raising skills among the existing workforce. The evidence identifies that:

- the benefit of improving productivity through skills is substantial.
- Labour markets are changing rapidly over time.

This has substantial implications for individuals as they will have to be prepared to change their careers/jobs on a number of occasions. This also means they must be able to re-skill themselves in specific areas on top of a sound basis of transferable, generic skills.

3.2 The research report “Cities Outlook 1901”⁷¹ suggested that skills are the most important factor determining long-run urban success and therefore are a key area for policy intervention. Seven out of eight of the best performing cities today had above average skills levels in 1901, while 80 percent of cities with vulnerable economies in 2012 fall into the bottom 20 cities for skills levels in 1901. It proposed the following lessons for policymakers seeking to learn lessons from the past:

- Government needs to sustain its investment in the areas that are most responsive to policy intervention, particularly skills, targeted infrastructure investment and support for enterprise.
- Skills are the biggest determinant of success for cities, and are critical to the life chances of individuals. Government should ensure its skills investment, ranging from early years to workplace skills, continues to adapt to the needs of a rapidly changing economy. Cities should work with local providers to ensure that education and training are responsive to the needs of individuals and businesses.
- Targeting investment in infrastructure can have a significant impact upon the economic prospects of a place.

3.3 The Regional Economic Strategy⁷² which has been revoked set out that there was a clear gap in workforce skills between the East Midlands and the UK. A significant issue for regional labour productivity is the higher proportion of individuals with no qualifications, suggesting serious basic skills needs, alongside a persistent lag in higher level qualifications. This impacts on the other drivers of productivity, as individuals with low skills are less able to respond to the increasing demands of a changing economy whilst a business with a low skilled workforce is less able to

⁷¹ Clayton.N. & Mandair .R. (2012). Cities Outlook 1901. Centre for Cities

⁷² Emda. A Flourishing Region.: Regional Economic Strategy for the East Midlands 2006-2020.

innovate and adopt new technologies and processes to be responsive to market demand. The Strategy identifies a number of priority actions in relation to employment, learning and skills.

3.4 The D2N2 Local Enterprise Partnerships has produced a “Skills for Growth Strategy 2013 -2015 and an Apprenticeship Growth Plan 2013 - 2018. This reflects evidence undertaken by Nottingham Business School including:

- Employment and Skills 2011, which identifies a number of issues regarding skills in the Nottinghamshire and Derbyshire area.
- Education and Training 2011, which initially identifies that an areas workforce skills are determined, among other things by the quality of education and training available and the level of participation and attainment of young people and adults. It sets out a number of conclusions in this area in relation to educational attainment, apprenticeships and higher education for Nottinghamshire and Derbyshire.

Skills for business has been identified as a priority area by the LEP in relation to growth . The Apprenticeship Growth Plan identifies that to deliver a ‘step change’ in business skills and innovation that drives enterprise, creates more and better jobs and boosts economic growth, investment in training becomes essential. D2N2 is fully committed to “increasing the number of higher skilled residents, addressing recent increases in unemployment and developing and deepening a culture of innovation across the area” . The D2N2 Skills Commission’s ‘Skills for Growth Strategy and Action Plan’ (June 2013) has highlighted the growing need to promote and develop work-readiness activities, apprenticeships and traineeships in order to achieve higher level skills and to improve social mobility.

3.5 The Skills for Growth Plan 2013-2015 identifies six priorities:

- Priority 1 - Develop sector growth agreements to make explicit ownership and shared responsibilities for investment, ICT, labour market intelligence and impact measures.
- Priority 2 - Improve business leadership, management skills and training needs analysis to help increase productivity and performance.
- Priority 3 - Promote and develop apprenticeships and traineeships to achieve higher level skills and improve social mobility.
- Priority 4 - Foster enterprise and the characteristics of entrepreneurial behaviour, career adaptability and resilience.
- Priority 5 - Raise the visibility of and access to career insights and specialist careers support for young people and adults to raise aspirations, participation, retention and achievement in learning and work.
- Priority 6 - Promote graduate recruitment and facilitate graduate retention in the region.

Local challenges are identified by the LEP as:

- A mismatch between career aspirations of young people and the reality of the jobs market;

- 16-23 year olds struggle to compete with older workers;
- Aging population and people working longer;
- Lack of experience of young people into work;
- Only ¼ of businesses offer work experience to young people in education
- A link between high levels of youth unemployment and low take-up of vocational courses.

The relevant strategic and evidence base documents are available on D2N2 website at: <http://www.d2n2lep.org/skills>

3.6 The East Midlands Skills Priorities Statement Academic Year 2011-12⁷³ identifies that the key indicators for the East Midlands are:

- Higher than average rates of employment, despite the recession, coupled with lower than average pay.
- Lower proportions of employment in highly skilled occupations and lower proportions of the workforce with higher-level qualifications, especially compared to high performing regions such as the South East and East of England.
- Low workforce skills and businesses requiring large proportions of low skilled workers concentrated in areas such as North Nottinghamshire and North Derbyshire.

The outcomes of this for the East Midlands' economy are:

- Lower than average productivity of firms and organisations.
- Lower than average earnings across the region and a reliance on casual labour and significant incidences of in-work poverty in some sectors and local areas.
- Poor retention of graduates and skilled people and high-levels of out-commuting.
- Vulnerability to international competition.

3.7 The UK Commission for Employment and Skills (UKCES)⁷⁴ published their first Strategic Skills Audit in March 2010. The four key challenges that have been identified in relation to the local areas making up the East Midlands:

- Regulation, environmental considerations and technological change, which will increasingly drive skills demand, affecting processes, products and quality standards across sectors.

⁷³ The UK Commission for Employment and Skills (UKCES) Skills for Jobs: Today and Tomorrow – The National Strategic Skills Audit for England 2010 – Volume 1 Key Findings – Volume Two – The Evidence Report.

⁷⁴ Ed Porter.S. & Campbell.M. 2006. 'Skills & Economic Performance' for the Sector Skills Development Agency.

- An increasing pension age and longer life expectancies will mean that older workers will become more important in a future labour market. This presents challenges in meeting replacement demand and up-skilling the current workforce to keep pace with technological development. For older workers this could include modular delivery of adult FE, allowing older workers to re-skill or update existing skills. Older workers could also be further engaged in the Apprenticeship offer, both through increased provision of Adult Apprenticeships for the over 25s and as mentors for younger learners.
- Meeting a continued demand for low skilled jobs, due to replacement demand. Low-skilled individuals will need up-skilling to improve product and service quality and also to progress and sustain employment. In uncertain economic times, low skilled jobs can be easily cut or replaced.
- The under-deployment of skilled staff. Across the UK, the supply of skilled workers has grown faster than the demand for skilled jobs. Management and leadership skills are therefore necessary to improve the utilisation of the existing skills of the workforce.

3.8 In the short term, the Priorities Statement identifies that due to the impact of the recession, the rate of employment decline in Manufacturing and Construction sectors (both major sectors providing substantial employment in Ashfield) has increased and overall unemployment has risen, providing an increasing pool of potential labour. One of the implications is that compared to 2007, skills shortage vacancies in 2009 decreased significantly but with recruitment difficulties remained high in the Hospitality, Construction and Social Care sectors. However, in the long term to 2017, replacement demand (replacing those who leave the labour market due to retirement) will considerably exceed the number of new jobs created by economic growth. Replacement demand is likely to be much more significant in terms of education and training requirements, both in terms of content and delivery method, and is forecast to be:

- Most significant for Managers and Senior Officials.
- Significant for Professionals and Associate Professionals, Administrative Occupations, Skilled Trades and Elementary Occupations. Therefore, there are significant projected requirements for both the highest and the lowest skilled occupations.
- Significant for high and intermediate skilled occupations in Transport Equipment, Advanced Engineering in southern Nottinghamshire, Derbyshire, Leicestershire and Northamptonshire.

Expansion demand (new jobs created) in the East Midlands and the UK is projected to occur amongst the Managerial and Professional Occupations. The number of low and medium skilled job roles, such as the Skilled Trades and Administrative Occupations, are projected to decline.

3.9 The Priority Statement also identifies:

- the anticipate key skills requirements into the future in relation to the regional priority sectors of Transport Equipment, Health, Construction and Food and Drink.
- Funding shifts should be prioritised in Further Education for young people and Apprenticeships. Key messages are set out in relation to Skills for Manufacturing, Skills for Construction, Skills for Health and Bioscience, Apprenticeships and Flexible Skills for a Changing Labour Market.

Current and Future Employer Demand - Key Points

- Due to the recession, recruitment difficulties have decreased as unemployment has increased.
- Generic, employability and basic skills are more likely to be flagged as skills gaps by employers.
- Employer training investment has been maintained despite the recession. However, a very high proportion of employers said that they were unlikely to take on any new Apprentices in the future.
- Low carbon technologies and other new technologies provide opportunities to exploit local and regional advantages and generate new skills demands.
- Replacement demand will considerably exceed the number of new jobs created by economic growth.
- Demand is increasing for the highest skill jobs but there will be a continued requirement for low skilled employment.

Figure Six: The East Midlands Skills Priorities Statement - Academic Year 2011-2012. emda

3.10 In the short term, the Priorities Statement identifies that due to the impact of the recession, the rate of employment decline in Manufacturing and Construction sectors (both major sectors providing substantial employment in Ashfield) has increased and overall unemployment has risen, providing an increasing pool of potential labour. One of the implications is that compared to 2007, skills shortage vacancies in 2009 decreased significantly but with recruitment difficulties remained high in the Hospitality, Construction and Social Care sectors. However, in the long term to 2017, replacement demand (replacing those who leave the labour market due to retirement) will considerably exceed the number of new jobs created by economic growth. Replacement demand is identified as being likely to be much more significant in terms of education and training requirements, both in terms of content and delivery method.

3.11 One of the weaknesses identified in the Experian Study was the low level of educational attainment and a corresponding lack of skills. Too many residents currently lacked skills at the right level to respond to labour market changes which

required people with intermediate and higher level skills. This hampers the ability of the districts to attract high value-added sectors.

3.12 The Ashfield and Mansfield City Relationships Study identified that both Ashfield and Mansfield both have a relatively low skills profile, Diagram Three. Just 19% of the working age population in Mansfield, and 16% in Ashfield have degree level qualifications compared to the national average of 29%. The relatively low average resident based earnings in Ashfield and Mansfield (£410 and £422 respectively, compared to £461 in the East Midlands and £491 nationally) are reflective of the low skills in the area: residents are less likely to be able to access the more highly skilled, higher value and higher paying jobs within Ashfield and Mansfield and the surrounding areas.

3.13 In looking at two sectors business services and health, problems with access to labour were identified :

- Business Services - the poor skills profile of Mansfield and Ashfield has made it difficult for local business services to recruit staff. In general the majority of support staff positions tend to be recruited from the local area whereas the more specialist and 'qualified' positions tend to be taken from people living outside of Mansfield and Ashfield. Poor aptitude and attitude inhibit the local labour supply and are given as an explanation for why 'business services tend to be skewed more towards lower-end activities rather than those requiring cutting-edge technology or knowledge.
- Health - Employers reported difficulties in recruiting locally for more specialist positions in the healthcare sector.
-

3.14 The Study concluded that both Ashfield and Mansfield face significant challenges around skills and worklessness and increasing the value added of existing sectors in the area. It recommended that addressing the skills gap and high levels of worklessness should continue to be a priority for Ashfield and Mansfield. In order to break down the employment and earnings barriers faced by residents in Ashfield and Mansfield, the Study identified that policymakers:

- Seek to up-skill the existing population.
- Consider solutions that take account of both the demand for and supply of labour. Job matching will in the majority of cases be dictated by local conditions and skills and training provision is most effective when tailored to the needs of local employers.
- Build on the lessons from successful programmes such as LEGI, which have promoted enterprise in the area.

3.15 The CLES Study identifies that in terms of the prosperity gap model GVA currently stands at £2.9 billion in the study area. The prosperity analysis suggests this could theoretically be up to £3.4 billion (an additional £500+ million per annum) if the study area was performing at or above the national average across the key metrics analysed. Levels of productivity within a locality are driven by a number of factors,

including the levels of skills. CLES identifies that in terms of labour market performance and skills, there is a significant positive correlation between high level graduate skills and the proportion of the workforce within knowledge industries. Ashfield and Mansfield residents have a low level of high skill levels (17.6% qualified to Level 4+ and only a third of all residents containing at least a Level 3+). These are considerably lower than both Nottinghamshire and the East Midlands levels which could have an impact on the private sector within the area.

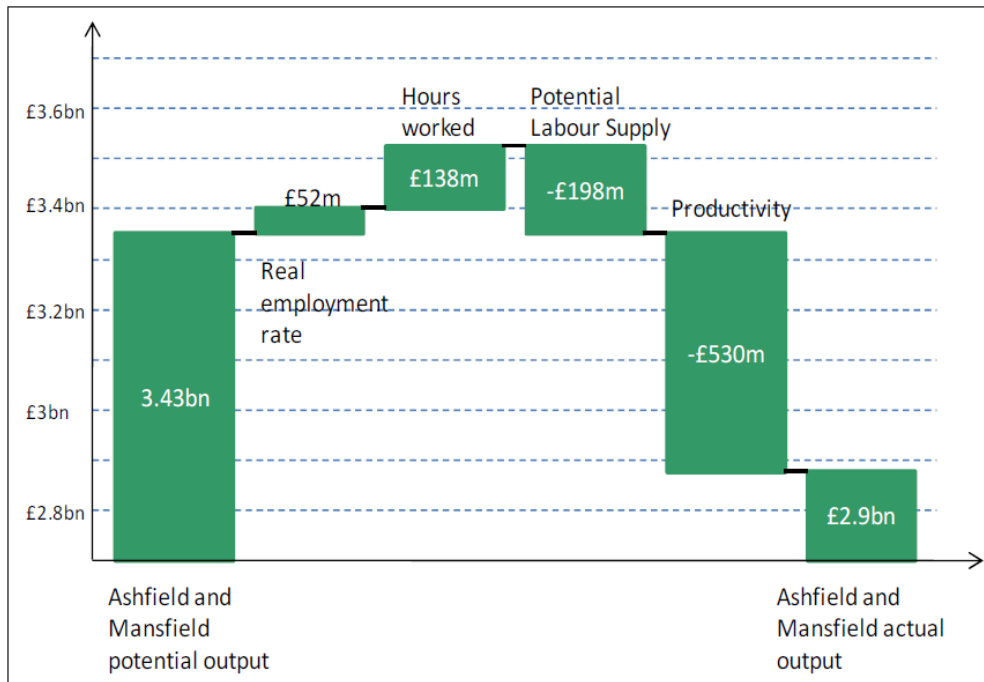


Figure Twelve: Ashfield and Mansfield prosperity gap model

Source: Centre for Local Economic Strategies (June 2010) Understanding the Resilience of Ashfield and Mansfield Economy.

3.16 The Ashfield and Mansfield Economic Masterplan: Assessment Stage Report set out that the economic performance of Ashfield and Mansfield, is defined by the four components which make up the GVA of the sub-region, Labour Market Profile, the Utilisation of Labour, Labour Intensity and Labour Productivity. The analysis of these components of GVA, identified that there needs to be a focus upon increasing productivity. At the same time, it will be important to attract and retain people in the local area, and to ensure that they are able to take higher productivity jobs. The Assessment set out that the Ashfield and Mansfield prosperity gap is a result of:

- A lower than average potential labour profile, exacerbated by poor skill levels and a benefit dependency culture, thereby reducing the effective labour force.
- Employment suited to a poor skills profile, thereby resulting in effective utilisation of existing labour but meaning that high value industries are reliant on imported higher skilled labour.
- Relatively low levels of productivity caused by the industrial mix and poor skill levels.

However, research undertaken for the Sector Skills Development Agency by the Institute for Employment Studies and the Science Policy Research Unit⁷⁵ identified that productivity problems can only be tackled effectively if approach on a sectoral basis. Their research finding concluded that:

- Differing levels of skills may drive much of the comparative differences between sectors
- The productivity gap is an issue of unproductive sectors rather than a national productivity problem.
- Skills inputs impact on productivity differently in different sectors. Blanket solutions across all sectors are unlikely to be as effective as sector specific policies.
- Skills and productivity deficits need to be addressed at a sector level.

3.17 The Assessment, together with the finds and conclusions from the CLES Study and the Ashfield and Mansfield City Relationships Study, have been taken forward in “Ambition, A Plan for Growth. The Joint Economic Masterplan for Ashfield and Mansfield District Councils. Within Section 3, A Strategy for Regeneration identifies five themes. Theme 1 is Skills & Aspiration with the following proposed key actions:

- Coordinate needs of employers, residents, schools and colleges, matching supply with demand and maximising opportunities for all;
- Work with schools and colleges, to raise the aspirations of young people and provide a clear understanding of the opportunities open to them;
- Support HE/FE provision available within Ashfield and Mansfield, through better linkages and physical improvements;
- Work to attract, retain and increase the number of highly skilled individuals within the local economy.

This is taken forward with a delivery plan for each of the themes for the period 2011 to 2014 summarising the current status, the ambition, measure of success and an Action Plan.

3.18 Skill is a problematic concept to measure as it encapsulates a combination of characteristics such as: duration of and attainment in education, extent and nature of training whilst in employment, job-specific or technical ‘know how’, experience, and personal attributes and values. Therefore, skills are generally represented through proxy measures – most commonly the highest level of formal qualification. Although this is an imperfect measure, it has the benefit of being widely available to a relatively detailed level of geography and is comparable nationally and

⁷⁵ The UK Commission for Employment and Skills (UKCES) Skills for Jobs: Today and Tomorrow – The National Strategic Skills Audit for England 2010 – Volume 1 Key Findings – Volume Two – The Evidence Report.

internationally. This reflects that in almost all countries policy makers agree on the importance of education and skills to ensuring economic prosperity.

4.0 DEMAND FOR EMPLOYMENT LAND

Property Markets

4.1 Employment land forms part of a local property market. The property market deal with a diversity of land and buildings together with the legal interests existing over them. Consequently, the market is actually a conglomeration of sub-markets. Rents, rental growth and yield will vary according to location, the legal interest and nature of the property. However, local property markets cannot be seen as separate from the state of the economy as the business cycle drives occupational demand while the position of financial markets drives the availability and cost of finance for land and buildings.

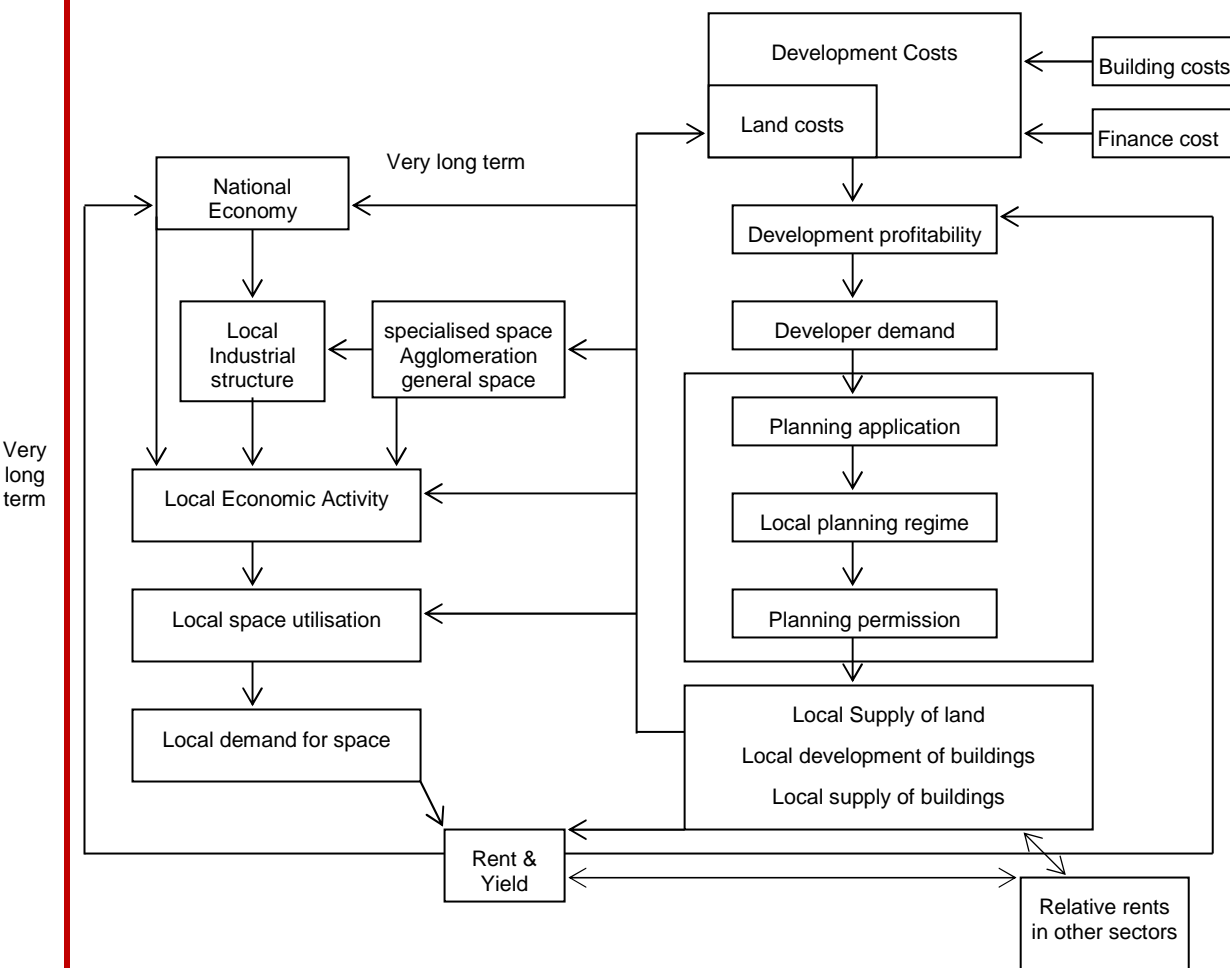


Figure Thirteen - Theoretical Model of the Local Property Market

Source: Estimating the Impact of Planning on Commercial Property Markets. Henneberry.J, McGough.T., & Mouzakis.F. - Planning Public Policy & Property Markets

- 4.2 For reasons of practicality local markets are usually defined by function areas such as travel to work areas, which are a basis to define local labour market areas. There is evidence to suggest that Local Industry Property Markets Areas tend to be embedded with Travel to Work Areas and that indigenous demand is important. Dunse et al⁷⁶ found that 70% of moves into local industrial property markets emanate from within the local area. This has implications for the promotion and support of local economic development. The ELF Study identified the Functional Economic Market Areas using travel to work statistics as its basis.
- 4.3 The property market in the District of Ashfield is characterised by a heavy reliance on the industrial sector and principally manufacturing industry. This has a number of implications:
- a) Location - while there is not the emphasis on location found with the office or retail sectors location remains important in relation to:
 - communications in the form of accessibility to a transport system which today is seen as being a motorway;
 - the availability of labour and particularly skilled labour has traditionally been an important determinant of demand for industrial units;
 - the short commuting distances of many manual industrial workers;
 - the proximity of a market, for the product remains an important consideration particularly with the expansion of the service sector of industry catering for the day to day needs of the local population.
 - b) Manufacturing industry is vulnerable to changes in economic conditions, which have a much greater impact in the industrial sector of the market. This stems basically from the fact that in times of rising demand manufacturing output will tend to rise by a greater proportion than the rise in consumption as stocks are built up. In recession manufacturing output will tend to fall by a greater proportion than consumption as stocks are reduced. This will affect the supply of and the demand for industrial units accordingly.
 - c) Elasticity of Stock - in property terms new industrial developments can be constructed quickly in response to rises in demand which has the effect of:
 - restricting growth in times of boom conditions;
 - resulting in an over-supply and falling rents in real terms in times of recession.
 - d) Depreciation - with industrial property a higher proportion of the value relates to the building rather than the land, this is in contrast with offices and shops where location has far greater importance in relation to value. This increases the impact of depreciation with industrial buildings having a shorter life.

1. ⁷⁶ Dunse.N, Jones.C, Martin.D and Fraser.W. (1998) The Nature and Structure of Spatial Industrial Property Markets. The Cutting Edge 1998 RICS Research

Employment Land Studies

- 4.4 A number of regional studies including the Quality of Employment Land Supply Study (QUELS) 2002, the Regional Employment Land Priority Study (RELPS) 2003 and the East Midlands Employment Land Priority Study 2006 identified that the local economy is undergoing changes. These Studies suggested there would be a significant decline in demand for industrial floor space, and a significant increase in demand for office floor space over the next 10-15 years. Jobs are shifting from factories to offices, which occupy space at higher densities. Jobs are also expected to move away from traditional employment space into retail, education and health. These findings have been reflected in employment land studies undertaken at a sub regional level and at a more local level including:
- The Nottingham City Region Employment Land Study⁷⁷, completed in February 2007 covering Hucknall. The Study was update in 2009 to reflect the amended Regional Spatial Strategy housing figures.
 - The East Midlands Northern Sub Region Employment Land Review⁷⁸ covering the entire District except Hucknall, completed in March 2008.
 - Mansfield and Ashfield Districts Joint Property Strategy,⁷⁹ December 2009, which covered the districts of Ashfield and Mansfield.

Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

- 4.5 An update of the economic evidence has been undertaken through the ELF Study undertakes an analysis of the economy for both the Nottingham Outer HMA and the Nottingham Core HMA. The Study undertook the following:
- Economic Context – a review of current economic conditions and trends within the two HMAs, identifying the strengths and weaknesses that may affect future needs for employment space;
 - Overview of Employment Space – analysis of the current stock and trends of employment space within the two HMAs in terms of mix of uses, development rates, gains and losses and provision in adjoining areas;
 - Commercial Property Market – a review of the sub regional commercial property market, including the supply and demand for different types of employment space and the needs of different market segments;
 - Future Requirements for B Class Employment Space – estimates future employment space requirements for B-class sectors in quantitative terms, drawing on employment forecasts and other factors;

⁷⁷ Roger Tym. (February 2007) The Nottingham City Region Employment Land Study & Nottingham City Region Employment Land Provision Study Update, 2009.

⁷⁸ Ove Arup & Partners. (March 2008) The East Midlands Northern Sub Region Employment Land Review, March 2008.

⁷⁹ Innes England (2009) Mansfield and Ashfield Districts Joint Property Strategy. December 2009

- Implications and Conclusions – outlines the key implications in relation to planning for employment land needs across the Core and Outer HMAs

4.6 In relation to the future jobs, the ELF Study identifies a series of scenarios to inform the assessment of future employment space needs for office and industrial (i.e. manufacturing and distribution) uses. This reflects the requirements of the NPPF and Planning Practice Guidance and this framed the scenarios set out in Figure One.

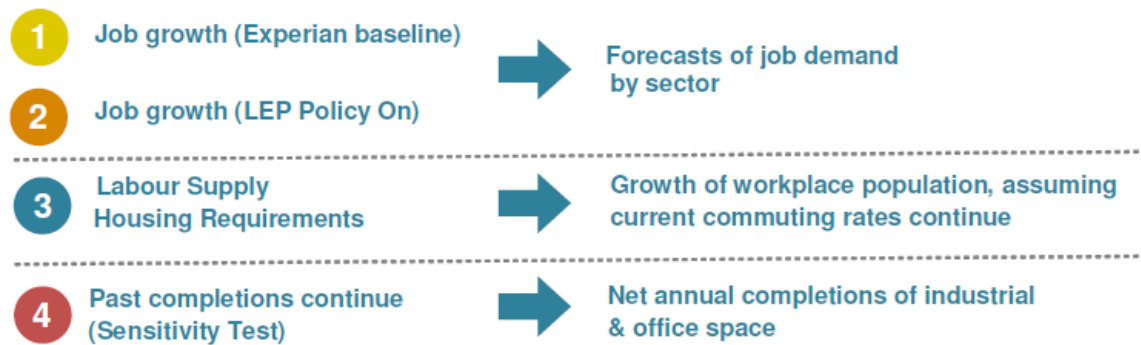


Figure Fourteen: Range of Growth Scenarios/Approaches

Source: Nottingham Core HMA and Nottingham Outer HMA : Employment Land Forecasting Study 2015 Nathaniel Litchfield & Partners.

Experian Baseline

- 4.7 Local economic growth determines employment growth and econometric models forecast local economic growth based on observed past trends.
- 4.8 The forecast for the Study is from Experian's Regional Planning Service. It reflects Experian's views regarding the future economic performance of different sectors of the economy at the time of their preparation in December 2014. It assumes that historical relationships between performance of sectors in a given local authority and the region hold true moving forwards (i.e. if a sector performed in relative terms better in Ashfield District in the past, it is projected to continue to do so). They take account of the structure of the local economy and its relative past performance.
- 4.9 The Experian Baseline identifies the overall employment changes for the Nottingham Outer Housing Market Area (Ashfield, Mansfield and Newark & Sherwood) and for the Nottingham Core Housing Market Area (Nottingham, Rushcliffe, Broxtowe, Gedling and Erewash). The overall employment change from 2011 to 2033 for the authorities is set out in the Tables and Figures below:
- 4.10 The overall employment changes for the authorities from the forecasts are set out below in the Figure Fifteen and Table Fourteen. Outside the city of Nottingham, Rushcliffe and Ashfield are expected to see the largest growth in jobs. In terms of percentage growth, Ashfield (18.07%) is only behind Rushcliffe (21.76% increase).

	Offices Sq m	Industrial ha	Warehousing ha
Ashfield	25,522	-11.44	24.27
(located in Hucknall)	4,174	-1.87	3.97

Table Fourteen: Additional Jobs for Ashfield from Experian Baseline Forecasts

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

	Offices	Manufacturing	Distribution	Other Non B Class Jobs	Total
Ashfield	2,475	-2,179	995	8,623	9,713
(located in Hucknall)	405	-356	130	1,410	1,589

Table Fifteen: Ashfield Net Floorspace/Land Requirements from Experian Baseline Forecasts

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

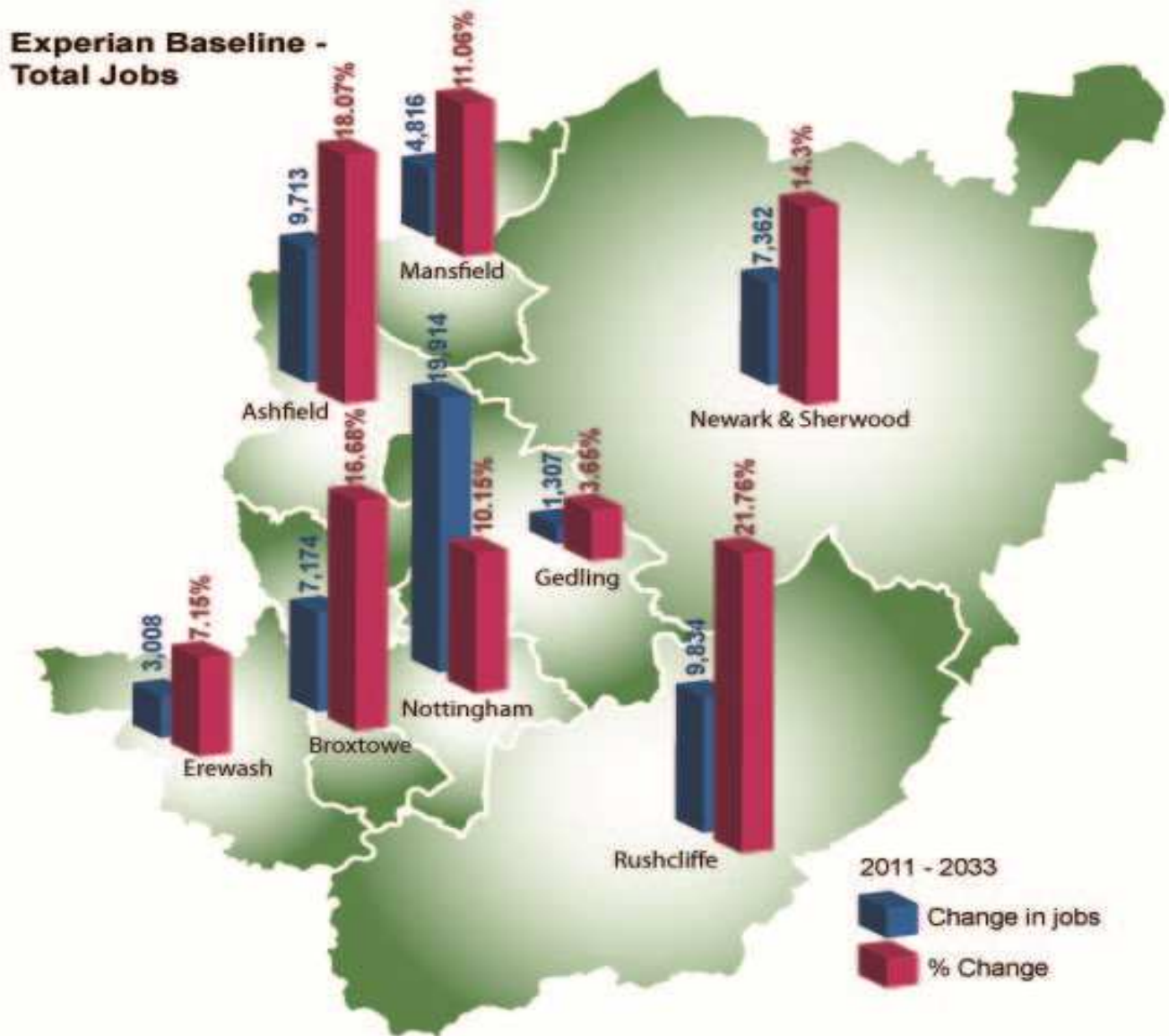


Figure Fifteen: Total Jobs Experian Baseline Nottingham Core and Nottingham Outer HMA.

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Table 5.2 Total Workforce Jobs, 2011-2033

	2011	2016	2021	2026	2028	2031	2033	Change 2011-33
Broxtowe	43,000	44,918	46,531	48,071	48,647	49,522	50,174	+7,174
Erewash	42,116	42,964	43,309	44,029	44,328	44,851	45,125	+3,008
Gedling	35,775	35,451	35,746	36,286	36,571	36,963	37,082	+1,307
Nottingham	219,706	227,580	238,452	250,864	255,701	263,307	267,667	+47,961
Nottingham (Adjusted)	196,200	196,751	201,185	207,774	210,286	214,304	216,114	+19,914
Rushcliffe	45,202	46,645	48,974	51,564	52,571	54,142	55,036	+9,834
CORE HMA TOTAL	362,293	366,729	375,745	387,724	437,818	399,782	403,531	+41,238
Ashfield	53,727	56,768	58,326	60,425	61,182	62,557	63,440	+9,713
Mansfield	43,547	43,734	44,930	46,412	46,986	47,925	48,363	+4,816
Newark & Sherwood	51,464	53,657	55,211	56,905	57,347	58,157	58,826	+7,362
OUTER HMA TOTAL	148,738	154,159	158,467	163,742	165,515	168,639	170,629	+21,891

Source: Experian

Note: columns/rows do not add due to rounding errors

Table Sixteen: Total Workforce Jobs 2011 - 2033

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Note - The Experian data series for Nottingham City identifies a methodological anomaly. This reflects the presence of some large employers with jobs allocated to head offices located within the City but in reality a large proportion of these employees are actually based elsewhere. The figures for Nottingham have been adjusted to take account of this aspect.

The Sector break down in total jobs for the various authorities is set out below:

Ashfield District Council Local Economy Summary Paper

Table 5.1 Total Workforce Job Growth, 2011-2033

Experian Sector	Broxtowe	Erewash	Gedling	Nottingham	Rushcliffe	Ashfield	Mansfield	Newark & Sherwood
Agriculture, Forestry & Fishing	273	-167	969	-54	133	-191	213	-355
Extraction & Mining	-10	-2	-34	1	32	7	-4	-155
Food, Drink & Tobacco	271	-6	36	-1,274	114	-67	-7	922
Textiles & Clothing	-54	-418	-202	-439	-37	-471	-103	-14
Wood & Paper	141	-15	-23	-314	6	-110	3	103
Printing and Recorded Media	-14	-122	-69	-766	3	-485	-117	2
Fuel Refining	0	0	1	-31	1	0	-9	-6
Chemicals	140	-68	4	-81	6	-116	2	-6
Pharmaceuticals	872	80	0	-14	2	45	1	1
Non-Metallic Products	58	-106	44	-250	374	-517	84	116
Metal Products	285	197	240	-553	141	-603	133	634
Computer & Electronic Products	-117	-59	-184	-781	-85	-42	116	6
Machinery & Equipment	-201	-294	-95	-296	-63	-62	-26	-212
Transport Equipment	-151	-605	-95	-103	-31	-551	30	-25
Other Manufacturing	-22	-118	86	-884	100	-333	34	91
Utilities	172	355	101	-1,239	-374	317	-227	32
Construction of Buildings	794	25	397	1,566	342	679	1,170	293
Civil Engineering	231	37	55	1,243	54	1,635	180	127
Specialised Construction Activities	758	-37	360	2,050	403	1,267	1,573	386
Wholesale	836	588	794	316	671	2,044	611	-301
Retail	-496	304	-613	1,062	432	220	-953	-818
Land Transport, Storage & Post	-563	-1,117	360	-1,148	760	-633	-521	341
Air & Water Transport	1	-8	0	-4	18	0	0	0
Accommodation & Food Services	361	702	370	2,767	1,278	197	706	980
Recreation	-193	-96	-156	-86	76	-88	7	-311
Media Activities	18	33	-81	-56	99	28	106	32
Telecoms	-98	1	-56	-659	11	37	-41	246
Computing & Information Services	-246	21	-227	-1,392	822	834	-53	161
Finance	229	172	-70	701	1,052	-296	-190	-109
Insurance & Pensions	13	-7	0	160	3	-2	-8	-1
Real Estate	131	-84	185	1,240	216	122	36	144
Professional Services	2182	576	1,010	11,594	4,681	1,612	922	2,658
Administrative & Supportive Services	1783	-751	-719	24,197	-459	354	-862	-502
Other Private Services	-350	-334	-424	3,143	39	459	-108	818
Public Administration & Defence	-292	-278	-1,794	-4,760	-2,015	439	-402	384
Education	99	1,725	276	3,523	550	377	1,439	268
Health	136	953	428	6,877	336	2,358	644	480
Residential Care & Social Work	197	1,931	433	2,706	145	1,250	437	955
TOTAL	7,174	3,008	1,307	47,961	9,834	9,713	4,816	7,362

Source: Experian

Table Seventeen: Total Workforce Job Growth

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Job Growth: D2N2, Policy On

4.11 This approach reflects the Experian Baseline jobs but adjusts the number of jobs upwards to reflect jobs from specific projects identified by the Local Enterprise Partnership.

4.12 D2N2's Strategic Economic Plan (SEP) sets out a growth strategy to support the creation of an additional 55,000 private sector employee jobs in D2N2 by 2023. The SEP sets out a number of priority actions, with job outputs aligned to various projects. The SEP document states that:

"Our target is to increase the potential growth in the number of private sector employee jobs from 30,000 (if current trends were to continue) to 55,000 in the ten year period to 2023".

On this basis, it has been assumed that around 25,000 of the 55,000 jobs identified in the SEP will be 'net additional' to the underlying baseline rate of growth. The job totals apply to Nottingham, Nottinghamshire, Derbyshire and Derbyshire and therefore it is apportioned based upon priority projects identified by the LEP in relation to the Nottingham Core and Nottingham Outer HMAs. The ELF Study makes provision for an additional 15,302 jobs over the Experian Baseline of which 1,011 jobs are anticipated to be in Ashfield. This is reflected in the Figure below

4.13 The Nottingham Enterprise Zone in Nottingham and Broxtowe is given a high priority by the LEP. The result is that outside the city of Nottingham, Rushcliffe (23.79%) Broxtowe (21.93%) and Ashfield (19.96%) are expected to see the largest growth in jobs in percentage terms in the Policy On scenario.

	Offices	Manufacturing	Distribution	Other Non B Class Jobs	Total	Difference from Baseline
Ashfield	2,478	-1,177	797	8,626	10,724	1,011
(located in Hucknall)	405	644	130	1,411	2,589	1,000

Table Eighteen: Additional Jobs for Ashfield from Job Growth, D2N2 LEP, Policy On

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

	Offices Sq m	Industrial ha	Warehousing ha
Ashfield	25,574	-6.18	24.30
(located in Hucknall)	4,183	9.56	3.97

Table Nineteen: Ashfield Net Floorspace/Land Requirements from Job Growth, D2N2 LEP, Policy On

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

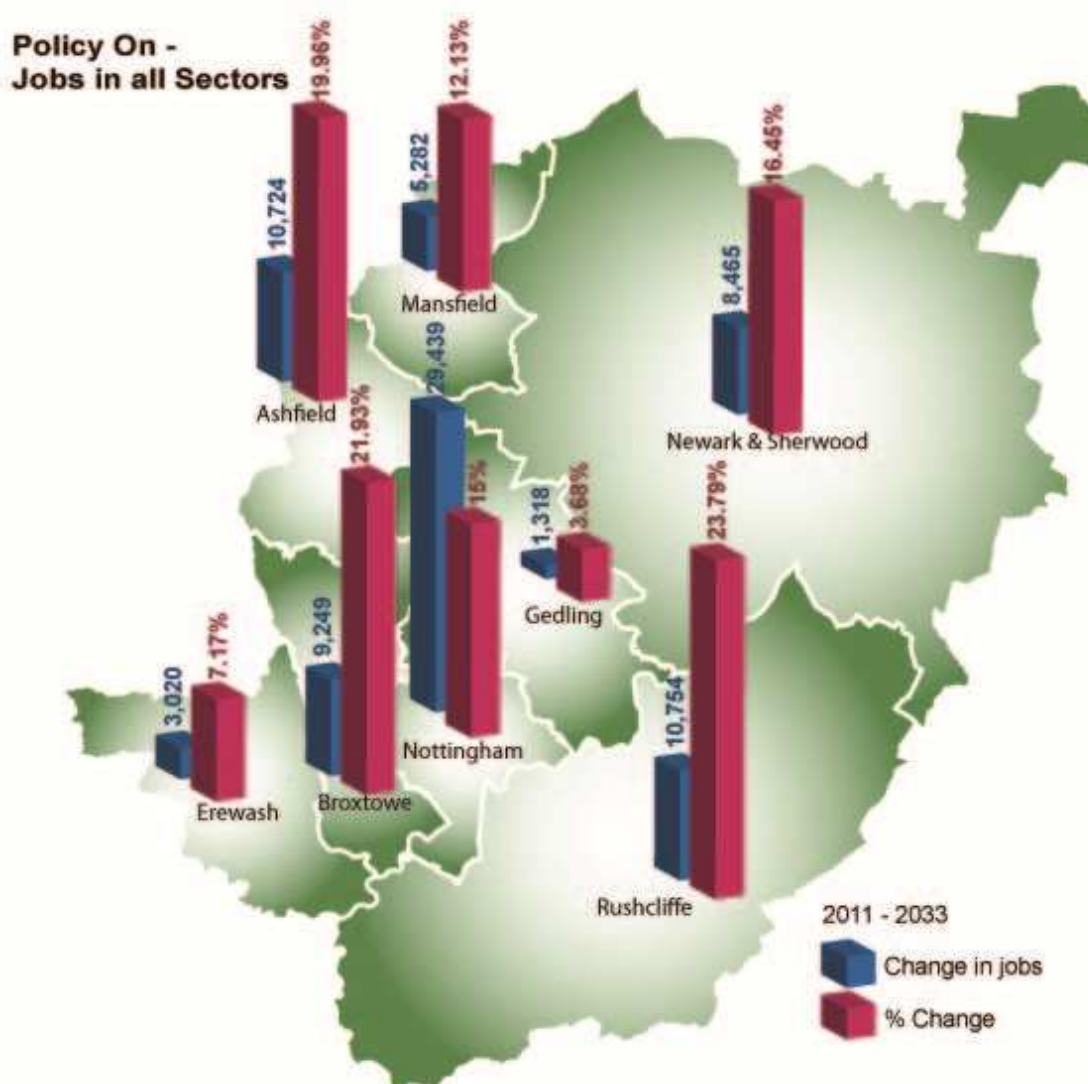


Figure Sixteen: Total Jobs, Job Growth, D2N2 LEP Policy On Baseline Nottingham Core and Nottingham Outer HMA.

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Labour Supply Scenario

4.14 The Labour Supply scenario reflects the interplay between Housing and the Economy. Effectively it acts as a check against the labour supply arising from the housing anticipated in Ashfield and the number of jobs anticipated.

4.15 The level of housing need will be sensitive to economic growth, but this relationship is a complex one. However, it is likely to be sensitive to:

- Overall levels of employment growth;
- The relationship between growth in jobs and the number of people who are of working age;
- Changes to the working age for example from increasing state pension age;
- Changes in commuting patterns.

	Ashfield	Mansfield	Newark and Sherwood	Total Outer HMA
Employed Population 2013-33	11,465	8,233	9,854	29,553
Net Job Growth 2013-33	11,360	7,218	9,610	28,188
Net Job Growth 2011-33*	12,338	5,929	10,015	28,282

Source: JG Consulting 2015

*Note: As the SHMA modelling has a base date of 2013, for the purposes of this ELR the recorded job growth as set out in the Experian projections between 2011 and 2013 has been incorporated within the figures.

Table Twenty: Projected Labour Supply Job Projections 2013-2033

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Use	Ashfield	Hucknall	Mansfield	Newark & Sherwood	Total Outer HMA
Offices (B1a/b)	29,629	4,846	11,392	45,806	86,827
Industrial (B1c/B2)	-37,391	-6,115	78,059	124,318	164,986
Warehousing (B8)	115,840	18,945	16,435	37,127	169,402
Total	108,079	17,676	105,887	207,250	421,216

Table Twenty One: Outer HMA B-Class Floorspace Required from Labour Supply Growth 2011-2033

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Use	Ashfield	Hucknall	Mansfield	Newark & Sherwood	Total Outer HMA
Industrial (B1c/B2)	-9.35	-1.53	19.52	31.08	39.72
Warehousing (B8)	28.96	4.74	4.11	9.29	47.10
Total	19.61	3.21	23.62	40.36	86.80

Table Twenty Two: Outer HMA B-Class Net Land Required from Labour Supply Growth 2011-2033

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners.

Past Completion Rates

- 4.16 The ELF Study identifies that because they reflect market demand and actual development patterns on the ground, in many situations long term completion rates of employment floorspace can provide a reasonable basis for informing future land needs, particularly where land supply or demand has not been unduly constrained historically. However, the future demand picture may not reflect past trends and some adjustments may be needed. For example, this approach assumes that past trends of office and industrial development in both a relatively buoyant as well as recessionary economic period would continue unchanged, but may not fully reflect the impacts of future challenges and uncertainties or longer term workplace trends that could reduce future demand for space. Conversely, it may under-estimate future demand if the supply was constrained in the past, for example because of the unavailability of good quality sites or infrastructure/viability factors.
- 4.17 Nathaniel Litchfield & Partners set out that data provided by some local authorities is highly variable in quality, with base dates ranging from 2001/02 to 2009/10 which may not reflect longer term trends. Furthermore, records of losses generally do not go back as far as the completions data does, making 'net' calculations problematic. NLP also has concerns regarding the robustness of some of the data concerning

losses of office space in Nottingham City, as the data seems likely to be an underestimate given that Nottingham apparently has the second highest rate of office-to-residential permitted development right conversions in the country. As such, the completions data should be treated with a degree of caution, which is why NLP has employed this as a sensitivity test to the previous scenarios, rather than as a standalone scenario in its own right.

	Average Annual Gross Completions of B1a/b Office	Average Annual Losses of B1a/b Office (time periods vary)	Average Annual Net Completions of B1a/b Office (time periods vary)
Ashfield	1,745 sqm (2005/06-2013/14)	1,396 sqm (2005/06 to 2013/14)	349 sqm (2005/06 to 2013/14)
<i>(of which located in Hucknall)</i>	<i>191 sqm</i>	<i>58 sqm</i>	<i>133 sqm</i>
Mansfield	2,321 sqm (2006/07 to 2013/14)	855.5 sqm (2006/07 to 2013/14)	1,465.5 sqm (2006/07 to 2013/14)
Newark & Sherwood	4,710 sqm (2006/07 to 2013/14)	1,893 sqm (2006/07 to 2013/14)	2,817 sqm (2006/07 to 2013/14)

Table Twenty Three: Gross/Net Annual Net B1a/b Office Completion Rates in the Outer HMA

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners. (Outer HMA Councils / NLP analysis)

	Gross Average Annual Gross Completions of B1c/B2/B8 Industrial land	Average Annual Gross Losses of B1c/B2/B8 Industrial land	Net Average Annual Net Completions of B1c/B2/B8 Industrial
Outer HMA Districts			
Ashfield	5.51 ha (2001/02-2013/14)	2.18 ha (2001/02-2013/14)	3.33 ha (2001/02-2013/14)
<i>(of which located in Hucknall)</i>	<i>1.15 ha (2001/02-2013/14)</i>	<i>0.51 ha (2001/02-2013/14)</i>	<i>0.64 ha (2001/02-2013/14)</i>
Mansfield	2.106 ha (2006/07-2013/14)	1.354 ha (2006/07-2013/14)	0.753 ha (2006/07-2013/14)
Newark & Sherwood	4.99 ha (2005/06-2013/14)	1.32 ha (2005/06-2013/14)	3.67 ha (2005/06-2013/14)

Table Twenty Four: Gross/Net Annual Net B1c/B2/B8 Completion Rates

Source: Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA Final Report, August 2015. Nathaniel Lichfield & Partners. (Outer HMA Councils / NLP analysis)

Nottingham City Region Employment Land Study – Rodger Tym & Partners, Lambert Smith Hampton Feb 2009 & Nottingham City Region Employment Land Provision Study Update 2009 – Roger Tym

- 4.18 Planning and development economic consultants Roger Tym & Partners with Lambert Smith Hampton were appointed to undertake a review of employment land covering the Greater Nottingham area. This included Hucknall, Nottingham City, and the boroughs of Broxtowe, Erewash, Gedling and Rushcliffe. The Study provides an assessment of the quality and quantity of employment land in the Nottingham City Region.
- 4.19 NCRELS identifies a number of policies initiatives in Nottingham including designated of Nottingham a Science City. The vision for Nottingham as a Science City is that by 2020 Nottingham will be recognised as:
- An international centre for research and teaching excellence;
 - An exemplar of the application of such excellence to create competitive and sustainable businesses in the city region;
 - An exemplar of how the local community can be excited and engaged in science and connected to the opportunities generated'.

A key component of the Science City designation is knowledge based jobs and the NCRELS identified that in Hucknall 16% of all jobs are in knowledge-based sectors, virtually the same as the national average. Three quarters of these knowledge-based jobs are in high-tech manufacturing, which is likely to be significantly impacted by Rolls Royce, who are located in Hucknall.

- 4.20 NCRELS recognises that the area in and around Nottingham has a strong historic association with industry, which was once the dominant employment type in the study area. Whilst nationally employment has shifted towards the service sector in recent times, in the study area industrial and related employment remains an important economic driver. This is particular the case in Ashfield which remains heavily dependent on manufacturing in terms of jobs.
- 4.21 NCRELS identifies that the presence of the M1 motorway running through the study area is key to its continuing success as an industrial location and in recent years the M1 has seen improvements with an additional motorway lane being provided on each carriageway.
- 4.22 Economic/employment forecasts produced by Experian Business Strategies for emda were utilised for the Study. The Study forecasts future employment change and gave quantitative estimates of jobs for those employment sectors most likely to require floorspace and allocations in categories B1, B2 and B8 plus certain sui generis uses of the Use Classes Order. It used the 'preferred option scenario' which is based on the housing land provision proposed in the draft Regional Plan (September 2006). Forecasts assume that the housing targets in the draft Regional Plan for Nottingham City region and neighbouring parts of the East Midlands are successfully implemented. To translate jobs to employment densities it assumes Offices: 18 square metres per worker, Industrial and warehousing: 31 square metres per worker. To translate floorspace into land, plot ratios of 40% are used for all land

uses. A friction margin of 5% of the floorspace stock is used to reflect the amount of land which the planning system should make available if demand is to be fully met in a smoothly functioning market.

4.23 The Study sets out the following for the period 2003 - 2016;

- There is a demand for 364,490 sq m, 91 hectares of office space which reflects 13,310 office jobs. In the best case scenario, where all sites assessed as suitable for offices come forward, there is a slight undersupply of 7.1 ha. In the worst case scenario, where sites recommended for release are released, there is a shortfall of 82.7 hectares. This would indicate a need to control the loss of existing office sites. Sites should only be released where it is demonstrated there is a lack of demand in the long term or there are unacceptable impacts on the environment or amenity or the supply has been increased by better-quality sites.
- There should be a sequential approach to offices with an emphasis on Nottingham City Centre. Away from the city centre and the M1 there is anticipated to be a demand for small modern office units possible as office villages on more modern industrial estates.
- There is a significant oversupply of industrial/warehouse floorspace/land with industrial/warehouse employment forecast to decline by 13,424 jobs. The reason behind this reduction in floorspace/land requirements is that, within a virtually unchanged total of B-space jobs, there is a shift from industrial jobs, which use 31 sq m per worker, to office jobs, which use 18 sq m per worker. The Study identifies a reduction in demand by 104 ha. However, taken with the existing supply of site this resulted in a large oversupply of 348.2 ha. However, if the significant number of sites identified as relatively poor quality and recommended for release this would result in an oversupply of 23.7 hectares.
- There should be protection provided for employment sites that support less-skilled jobs for less-skilled workers, especially in and near the most deprived areas of Nottingham and Hucknall. This means protecting some 'secondary' employment sites from transfer to other uses, and where appropriate supporting their renewal and providing additional land for their occupiers to relocate and expand.
- There is some question on how accurate figures are when utilised at a district level. Further, like Sherwood Park, offices demand can be created for a sub regional level which would not be justified from evidence from past demand at a district level.

4.24 These figures have been updated by Roger Tym & Partners to reflect the proposed changes to the East Midlands Regional Plan with the working age population forecast to grow by 13,400 people. This is calculated to create a demand for an additional 5,300 jobs which Roger Tym anticipates will be in the office sector and are likely to be in Nottingham City Centre. This translates into an additional requirement for 95,800 sq m and a land requirement of 24 ha based on NCRELS assumptions.

East Midlands Northern Sub Regional Employment Land Review, 2008

4.25 The East Midlands Northern Sub Region Employment Land Review, undertaken by Ove Arup and Associates together with Savills, utilised economic modelling to produce a variety of scenarios for employment land requirements for the future. The Study covered the Northern Sub Region of the Regional Spatial Strategy consisting of the authorities of Ashfield (excluding Hucknall), Bassetlaw, Bolsover, Chesterfield, Mansfield, Newark & Sherwood and North East Derbyshire (excluding the Peak District National Park).

4.26 The Study examined the projected demand for employment land in Ashfield to 2026. This includes a review of historic take up and projected trends using Experian's econometric projections. Two scenarios were taken forward:

- **RSS Housing Scenario:** Based on population assumptions that reflect the pattern of housing proposed in the draft Regional Spatial Strategy, and for most of the Districts, results in a further increase in net employment land demand when compared to the 'Policy On' figures.
- **Reducing Out-Commuting Scenario** - This Scenario involved adjusting employment growth on the basis of reducing net commuting to other Districts outside the Sub-Region by a set amount. It was summarised that if employment prospects could be boosted in the Sub-Region, then the amount of out commuting could be reduced by one third, consequently boosting employment in each District by this amount. B1, B2 and B8 FTEs were transformed into employment land and then applied to the RSS Housing Scenario.

An adjustment was made to the 'net' projections, to allow for a margin of choice (based on a 5 years supply of average past take up rates). To arrive at gross figure it is necessary to quantify the amount of employment land 'lost' to alternative, non-employment, uses over the plan period and adding these to the net projections.

Type	RSS Housing Scenario 2006 -2026	Reduced Out Commuting 2006-2026
B1	2.1	6.1
B2	-27	-14.1
B8	-1.4	6.3
Total (ha)	-26.3	-1.7
Allowing margin of choice	36.2	36.2
Net Total (ha)	9.9	34.5

Table Twenty Five: Employment Land Scenarios EMNSLR

Source East Midlands Northern Sub Regional Employment Land Review, 2008

N.B.

- The Arup Study took forward the RSS Housing Scenario and the Reduced Out Commuting Scenario.

- A margin of choice was allowed for in Arup's figures (see Table 60. Page 115 and 117 of the Arup Report).
- These are net figures and do not reflect potential losses of employment sites

General Conclusions

4.27 The Study identifies that the UK economy has seen a shift from manufacturing and traditional industry, towards technology and professional knowledge-based services. However, the Sub-Region is not necessarily keeping in line with the national trend and, although mining and manufacturing has seen a decline, the demand for certain industrial premises is still strong.

4.28 Offices - Over the Sub Region it is anticipated that in relation to offices:

- The demand for B1 office space is likely to be moderate across the region for both scenarios, with net demand strongest in Newark and Sherwood, North East Derbyshire and Bassetlaw, and weakest in Ashfield, Chesterfield and Mansfield;
- The service sectors will require limited office accommodation but not in great amounts or large floorplates. Offices should be flexible, both in terms of size, layout and tenure. However, this is likely to require public sector support as flexible leases terms will impact on investment values.
- Although office developments will be required, small, localised pockets will provide for local companies wishing to remain within their operating area. Extensions and in-fill of existing business parks and industrial estates will satisfy local need.

4.29 Industrial / Warehousing Space over the sub-region

- The market for industrial premises will continue to be strong, although the type and range of units required will continue to change from the traditional manufacturing, factory premises to warehouses. However, the RSS Housing Scenario indicates a probable decline in demand for industrial premises across the Sub-Region over the next twenty years, with the decline projected to be particularly strong in Ashfield and Chesterfield. Although the amount of de-allocations of B2 land should therefore exceed the amount of new B2 allocations, there will still be a need to provide modern, high quality industrial premises in sustainable and commercially viable locations throughout the Sub-Region to avoid business stagnation.
- Both Scenarios project strong growth in the demand for warehousing, particularly in Districts such as Chesterfield, Bolsover and North East Derbyshire, which all benefit from the close proximity of the M1 contributing to the demand for logistics space.
- There has been a small increase of trade-counter type uses, incorporating an element of retail within a light industrial setting and preferring visible locations.
- The excellent road links through the Sub-Region will support the expansion of the distribution sector, especially following the opening of M1 Junction 29a and the MARR.

- Local industry requires a range of small light industrial units to continue to offer support and adaptability for local businesses, some of whom are currently accommodated in poor quality premises. Speculative development is changing, given uncertain times in the finance markets and business rates. Developers are more likely to speculatively build smaller, easy to sell units, rather than larger, inflexible premises which can be difficult to let. Large-scale warehousing will need proven occupier demand to encourage developers.

Ashfield specific conclusions

- 4.30 The Arup EMNSRELRL Study identified that Ashfield District's findings represent a quandary, in that the quantitative projections (based on employment trends) indicate a marginal, and in the case of B2 and B8 land, a negative, long term requirement for employment land. Yet on the basis of past take up rates, the District would appear to have one of the highest levels of demand in the Sub-Region, exemplified by such recent success stories as the Sherwood Business Park at Junction 27 of the M1. Clearly, the influence of the EZ at the Park has been one of the primary drivers for this high level of take up, and the future absence of such a designation is likely to result in take up rates declining over time. The results taken in their entirety seem to indicate that de-allocations of B2 land will need to substantially exceed new allocations over the coming years, although a moderate net increase in B1 and B8 land would be required. This is despite the presence of several major sites in the Sherwood Growth Zone being included within the District's boundaries. Discussions at the workshop indicated that, as many of the allocated sites have planning permission or are partly developed, a more supply side approach should be taken. This could mean retaining allocated sites which are assessed as being beneficial to a local or wider market. Consequently, it is recommended that the lower end of the 9.9 – 34.5 hectare range should be the net requirement for the period 2006 to 2026. This figure should be used to inform Ashfield's emerging LDF, although allocations should be weighted towards light industry and warehousing use due to the current level of market demand.

Mansfield and Ashfield Districts Joint Property Strategy, 2009 Innes England

- 4.31 Mansfield and Ashfield District Councils commissioned Innes England to produce a property strategy for the two districts to establish a balanced property portfolio. The Strategy builds on the work undertaken in The East Midlands Northern Sub Region Employment Land Review²⁴) and The Experian Ashfield and Mansfield Economic Analysis ⁽¹⁵⁾. The Joint Property Strategy goes on to undertake two key areas of research, namely an updated land analysis based on outputs from the Experian research, together with a sector by sector analysis of existing stock. Each analysis is undertaken against three geographical areas Mansfield District, Ashfield District (excluding The Hucknall Wards) and Ashfield District (The Hucknall Wards).
- 4.32 The Property Study uses The Experian Report's Selected Sectors Growth Scenario. The scenario shows an improvement in performance relative to the baseline yet which incorporates assumptions and targets that are realistic and achievable via policy. It makes two key assumptions:
- Employment in priority sectors is assumed to be midway between the most pessimistic (baseline) scenario and the most optimistic one (housing option). All other sectors not changed.

- In priority sectors, if productivity in the district under performs the UK average then it is boosted to the UK level. Where it exceeds the UK average it assumes to continue.

The Study applied the Arup methodology to translate the employment growth figures that flowed from Experian's work into a net employment land projection.

4.33 The net employment land projection figures indicate that growth will be focused on the B8 sector, accounting for 82% of net land requirements in Ashfield (excluding Hucknall) over the study period; and 80% in Ashfield District (Hucknall). The Property Study identified that whilst the overall results are similar to the conclusion reached in the ARUP Report - namely strong growth in demand for B8 land, moderate growth in demand for B1 land with B2 the weakest sector, it identified a higher net land requirements.

Type	Selected Sectors Growth Scenario Ashfield District (Excluding Hucknall)	Selected Sectors Growth Scenario Ashfield District (Hucknall)
B1	2.0	0.56
B2	0.82	0.30
B8	13.22	3.51
Total (ha)	16.04	4.37
Allowing margin of choice	31.1	7.45
Net Total (ha)	47.14	11.82

Table Twenty Six: Net employment Land projection figures 2009 – 2026

Source: Mansfield & Ashfield Districts Joint Property Strategy

4.34 The five priority sectors identified in the Experian Report were Business Services, Health, Manufacturing of Transport Equipment, Transport and Logistics and Wholesale. Their specific requires are reflect in the Table Eleven.

Sector	District	Net land Projection (Ha)				Total
		Other	B1	B2	B8	
Transport & Logistics	Ashfield (Excluding Hucknall)	0.12	0	0	9.57	9.69
	Ashfield (Hucknall)	0.03	0	0	2.54	2.57
Business Services	Ashfield (Excluding Hucknall)	0.14	2.34	0.12	0.09	2.7
	Ashfield (Hucknall)	0.04	0.62	0.03	0.02	0.72
Wholesale	Ashfield (Excluding Hucknall)	-0.34	0	0.5	3.22	3.48
	Ashfield (Hucknall)	-0.09	0	0.13	0.88	0.92
Manufacturing of Transport Equipment	Ashfield (Excluding Hucknall)	0	0	3.59	9	3.59
	Ashfield (Hucknall)	0	0	0.96	0	0.96
Health	Ashfield (Excluding Hucknall)	14.85	0	0	0	14.85
	Ashfield (Hucknall)	3.95	0	0	0	3.95

Table Twenty Seven: B space Priority Sector - Net Land Projections

Source: Mansfield & Ashfield Districts Joint Property Strategy, 2009.

None B Use Class Sector

4.35 The National Planning Policy Framework sets out a wider definition of economic development as including development within the B Use Classes, public and community uses and main town centre uses.

4.36 Significant jobs arise from none B use class sectors, Table Fourteen identifies Use Classes some of which may have land implications.

B space Use Classes	Description	Non B space Use Classes	Description
B1a	Offices	A	Retail, cafes, public houses, financial services, professional services, hot food takeaways
B1b	Research & Development	C1	Hotels
B1c	Light industry	C2	Nursing homes, colleges.
B2	General industry	D1	Clinics, health centres, museums, libraries
B8	Storage & Distribution	D2	Cinema, concert halls, sports complexes
		Sui generis	Theatres, petrol stations, wood yards

Table Twenty Eight: B and Non B space in relation to the Town and Country Planning Use Classes Order 1987 as amended.

4.37 Utilising Experian's Mid View Selected Sector Scenario Table Twenty Nine identifies the non B space sectors anticipated to see an increase in jobs and which may impact on land requirements. The Scenario anticipates that there will be an increase of 5,322 jobs over the period 2009 to 2026. Of these jobs 70.59% will be non B space jobs and 29.41% in B space employment.

Sector	Jobs 2009	Jobs 2026	Jobs increase	Potential Land Percentage Requirements			
				Other %	B1 %	B2 %	B8 %
Construction	7,759.16	8,444.82	685.66	64		36	
Retailing	2,810.23	2,963.18	152.95	100			
Wholesaling	2,820.48	3,053.28	232.80	12		11	77
Hotels & Catering	1,142.71	1,384.50	241.79	100			
Transport	2,245.52	3,015.59	770.07	24			76
Communications	171.16	209.02	37.86	58			42
Business Services	4,297.34	4,955.67	658.33	24	73	2	1
Health	6,013.75	9,383.79	3,370.04	100			
Other	1,398.37	2,197.68	799.31	66	22	12	

Table Twenty Nine: None B space land requirements

Source: Experian's Mid View Selected Sector Scenario & Mansfield & Ashfield Districts Joint Property Strategy 2009

4.38 The Health Sector which is identified as one of the key sectors for expansion in the Experian Report. Table Eleven sets out the potential health requirements in terms of land requirement. What is not clear is where these job requirements will be. However, typically, health centres will be associated with areas of growing population and housing development and a number of health jobs will be linked into the aging population in Ashfield. People are living longer, and there will be a

substantial increase in the numbers of residents aged over 85, and this age cohort forecast will almost double proportionally across both Ashfield and Mansfield by 2026. Therefore, it is not anticipated that health will have a significant requirements in terms of B space land.

- 4.39 The ELF Study identifies in Appendix 6 the sectors where B space requirements have been identified. The Experian Report⁸⁰ identified the health sector as one of the key sectors for expansion in the Experian Report. What is not clear is where these job requirements will be. However, typically, health centres will be associated with areas of growing population and housing development and a number of health jobs will be linked into the aging population in Ashfield. People are living longer, and there will be a substantial increase in the numbers of residents aged over 85, and this age cohort forecast will almost double proportionally across both Ashfield and Mansfield by 2026. Therefore, it is not anticipated that health will have a significant requirements in terms of B space land.

Rural Demand

- 4.40 On the basis Rural and Urban Area Classification (DEFRA), Ashfield is regarded as being “other urban” in character. This is reflected in D2N2 State of the Economy 2013, which identifies Ashfield as a predominately an urban economy⁸¹. Nevertheless, there are rural areas within Ashfield. However, these areas do not face the same issues as found with isolated rural areas, such as parts of Lincolnshire and Derbyshire, where there is a heavy reliance on agriculture with limited employment opportunities in other sectors. Within Ashfield there are close links and small distances to the towns in Ashfield and the neighbouring districts.
- 4.41 An analysis of the supply of existing employment sites identified relatively few significant employment sites in the rural settlements and their surrounds. Existing sites can be found at Annesley Farm, Pye Hill Road, Jacksdale, and Cordy Lane Underwood. A significant number of these units are in public sector ownership/management and have been substantially full occupied since they were developed. They provide important opportunities for small businesses in the rural areas to start up or expand.
- 4.42 Within the rural area there has been a loss of 2.8 hectares of employment land to housing and current all this loss has been in Selston. Although this may appear a relatively small loss its impact is significant greater within rural areas. In Selston no B space employment sites in excess of 0.25 hectares were identified. Taken in combination with the limited retail opportunities in Selston means that there are relatively few employment opportunities within the village. This should be a significant consideration in relation to any future planning applications relating to jobs.
- 4.43 Selston Parish Plan identifies as one of its objectives to facilitate the growth of small local businesses. The lack of land designated for employment provision is identified by the Parish Plan as a local issue.

⁸⁰ Experian (June 2009) Ashfield and Mansfield Economic Analysis for Ashfield District Council and Mansfield District Council.

⁸¹ D2N2 State of the Economy 2013, Ekosgen (Section 2.8)

Changing Practices?

4.44 Changes in management science suggest that firms need to be flexible and responsive to changing working practices. This in turn is likely to impact upon the demand for space, change the location requirements for space and the way space is managed. Information technology should create a greater locational freedom while home working, hot desking and other techniques suggest that demand for space will fall. Gibson & Lizieri⁸² identified, in broad terms, the impact changes in the business environment could have upon the pattern of demand for property, Table Sixteen. While this research is dated it provides an example of the impact changing work practices has upon space requirements.

4.45 There is no specific evidence in this area for Ashfield. However, Experian in a report "Atypical working practices in the East Midlands"⁸³ for emda identified that, with caveats, there are a number of benefits from home working including:

- *Economic benefits:* both the literature research and case studies have highlighted the increased productivity and reduced absenteeism of flexible workers. Experian's calculations estimate that income associated with flexible working contributed between 5 and 12 per cent GVA to the East Midlands economy in 2006.
- *Environmental benefits:* whilst flexible working does itself create the need for additional journeys (e.g. trips to the shops that would otherwise have been done during people's commute), on balance, the literature research shows there to be benefits of flexible working in terms of reduced commuting and changes to an individual's travel patterns. However, for this to have any notable environmental impact flexible working would need to be adopted on a much wider scale than it is currently.
- *Social benefits:* the arguments as to whether flexible working can reduce inequalities are even less clear cut. The Homeshoring project does suggest that flexible working can help bring people back into the labour market. However, the extent to which this will help alleviate inequalities on a larger scale are less evident.

4.46 There is a trend towards home working. Approximately 8 per cent of the workforce were teleworkers in spring 2005, compared with 4 per cent in spring 1997. (The Office for National Statistics, Labour Market Trends, October 2005). Research by the TUC show that between 2005 and 2010, an extra 227,000 people said they mainly worked from home, bringing the total number of homeworkers to 3.7 million by 2010. However, this trend has slowed significantly due to the impact of the recession. Nevertheless, these statistics identifies that if Ashfield is to look to develop a more entrepreneurial approach to working, the question of homeworking and business needs to be addressed.

⁸² Gibson,V & Lizieri, C (1999) New Business Practices – trends and real estate implications. Research paper, Right Space Right Price. RICS Book

⁸³ Experian (2007) Atypical working practices in the East Midlands emda

Key objective driving change	Management term used	Impact on organisation	Potential impact on space requirement
Improved quality of output and productivity of whole firm's operations.	<ul style="list-style-type: none"> • Total Quality Management • Business process engineering • The learning organisation • New work practices 	Change business processes. Improve/alter the communication flow. Greater emphasis on teamwork and flexible problem solving.	Need for flexibility to relocate or reconfigure space. Less space as one worker-one desk replaced by non-territorial solutions.
Concentration on core business of the firm.	<ul style="list-style-type: none"> • Core competencies • Delaying • Downsizing • Outsourcing 	Flatter organisational structure. Smaller organizations. Stronger relationship with suppliers & customers.	Less space. Small units of space. Location influenced by supplier-client relationship.
Identifying key labour inputs.	<ul style="list-style-type: none"> • Core/peripheral workforces 	Greater variety in labour arrangements. Investment concentrated on key staff. Employment risk shifted from firm to peripheral workforce	Long-term space for core workforce. Shorter term for peripheral workforce. Need to focus on exit strategies for peripheral space
Investing in new technology in the workplace	<ul style="list-style-type: none"> • Voice mail • E-mail • Internet • Intranet • Video conferencing 	Management practices changed. Changes to locational choices for firm's activities	Office activities undertaken in a range of space – home, hotels, satellite offices, client sites. Intensification in use of main office-less floor space per worker

Table Thirty: Management change and impact on space requirements

Source Gibson, V & Lizieri, C (1999) New Business Practices.

5.0 SUPPLY OF EMPLOYMENT LAND

Ashfield Strategic Employment Land Availability Assessment (Jan 2016)

- 5.1. The Strategic Employment Land Availability Assessment (SELAA) provide an up to date assessment of Ashfield's future employment land supply, which is suitable, available and achievable for economic development uses over the period of the Local Plan. The SELAA is a technical document to identify potential sites for employment. It represents

a 'snapshot' in time and forms part of the evidence base for the preparation of the Local Plan.

5.2. The SELAA concluded that the SELAA has identified a number of sites capable of delivering employment land which provides a supply of 130.49 ha. This can be broken down into the following:

- Kirkby-in-Ashfield 39.89 ha
- Sutton in Ashfield 55.30 ha
- Hucknall 35.30 ha

This breaks down into the following:

- Employment allocations and planning permissions:

- Kirkby-in-Ashfield 35.39 ha
- Sutton in Ashfield 28.75 ha
- Hucknall 35.3 ha

- New sites of the MARR Route 22.2 ha (If Summit Park and South West Oakham was included the figure would rise to 43.5 ha).

- Other sites;
 - A38 8.85 ha

5.3. These figures reflect developable area (providing an estimate of what floorspace could be developed on a site) and should be treated with caution. Notwithstanding this, even allowing for a margin of error there is considered to be a sufficient supply of sites to meet the demand requirement set out in the ELF Study. The supply includes a number of sites which are allocated in the Ashfield Local Plan Review 2002, which have already seen development and where the necessary infrastructure is already in place.

5.4. The Mansfield and Ashfield District Joint Property Strategy⁸⁴ sets out an analysis of the existing commercial stock across the districts of Mansfield and Ashfield. The Strategy concluded that :

- In the industrial market in all three of the study areas there is an over supply in the smallest size band with the proportion of demand typically at 50% of the levels of supply and/or stock.
- It is in mid range "move-on" space, particularly the 5 – 20,000 sq ft bands that market need is noted. In Ashfield (excluding Hucknall) demand and supply is broadly in balance in the 10 – 20,000sq ft band, however, stock levels are noted to be low. In Mansfield District the undersupply extends upto the 20-50,000sq ft band however in the neighbouring Ashfield District (excluding Hucknall) there was noted to be a greater depth of supply of larger units particularly at the upper end of these bands. Furthermore this greater unit size was also noted in Ashfield's stock levels. It is acknowledged that the market operates across these

⁸⁴ Innes England (2009) Mansfield and Ashfield Districts Joint Property Strategy. December 2009

two study areas and therefore concluded that Mansfield's perceived need for larger mid sized units (20,000sq ft +) can and is accommodated in Ashfield.

- At the upper size bands (50,000sq ft +) the market is generally noted to be in balance.
- The office market in Mansfield and Ashfield District (excluding Hucknall) demonstrates similar characteristics to those noted in the industrial market above. There is an over supply in the smallest size band (less than 2,500sqft) with the proportion of demand once again typically at 50% of the levels of supply and/or stock.
- For Hucknall the Property Strategy identified that the current office market is relatively small when compared to other study areas considered. The analysis of the industrial sector identified an oversupply in the lowest size bands and a significant under supply in the 5-10,000 sq ft band. However, the vacancy rate for Hucknall was relatively high at 17.2% in terms of floor space and 16.1% in terms of numbers. The Strategy suggest that given the nature of the location that it anticipates that demand for larger unit sizes (above 20,000 sq ft) would have a preference for other areas of Greater Nottingham.

- 5.5. The Strategy identifies that the B8 sector is anticipated to generate by far the largest proportion of net land requirements over the study period and the land supply should be targeted towards provision appropriate to this sector.
- 5.6. The Strategy concluded that when considered on a study area by study area basis the market sector analyses of existing stock demonstrated significant areas of market failure characterised for example by unmet demand in Mansfield District and over supply in Ashfield. However, many (but not all) of these market imperfections are found to counterbalance each other when considered across the North Notts marketplace in which both study areas operate. When considered on this comprehensive basis a need has been demonstrated for mid size move on space in the North Notts market for both office and Industrial premises. The relevant size bands in the industrial market being 5,000 sq ft to 20,000sq ft and 2,500sq ft to 10,000sq ft in the office market.
- 5.7. Anticipated Gross Employment land projections, based on Experian's mid view Selected Sectors Growth Scenario, indicate that land provision across all three study areas can be brought into balance. However, it is emphasised that this is only the case if both the existing and committed sites employment sites identified for potential release/mixed use are released.
- 5.8. Whilst the provision of smaller infill sites is felt to be appropriate in number and geographical distribution, a lack of larger sites free of developer ties was noted. A number of potential sites were considered and it was concluded Pleasley Hill (Mansfield) may be considered the most appropriate having regard to its relative position to existing alternative supply and ability to help deliver a key regeneration proposal. This position would be further enhanced if it were able to deliver serviced land available directly to owner occupiers (i.e. free of developer tie).

5.10 Employment allocations in the District have been assessed as part of the employment land studies. However, as is emphasised in the Arup EMNSREL⁸⁵ “the assessment was not designed to provide a definitive site ranking, but to identify potential benefits and constraints associated with different sites to inform the site selection process in the development of Local Development Frameworks. Therefore all scores should be interpreted in the context of the qualitative analysis...”

5.11 Within the District the following areas are anticipated to be attractive to the market and are well located to major transport links:

- Land adjoining Junction 27 of the M1 at Annesley Woodhouse.
- Land adjoining the A38/Junction 28 of the M1.
- Land off the MARR.
- Hucknall By-pass

5.12 With the structural changes identified in various reports, it is anticipated that there will be a move towards an office based economy over the longer term. The Council has already redeveloped a site off Brook Street to provide office accommodation to meet the space requirements of Ashfield Homes. The Masterplans for Sutton-in-Ashfield and Kirkby-in-Ashfield⁸⁶ recognise the potentially impact from offices and identify a number of strategies and projects intended to make the town centres more attractive places to live and work. In Sutton in Ashfield a Business and Mixed Use Quarter is identified between Low Street and High Pavement. In Kirkby in Ashfield the Lowmoor Road Gateway provides for a mixed employment/ residential development. It is anticipated that these sites together with the town centres in general will offer opportunities for office development. Given the yields, and rental values within the town centre at the current time it is not anticipated that office development in the town centres is not viable

5.13 The Joint Property Strategy identified that the majority of allocated employment sites were available immediately and all sites were available within 5 years. The vast majority of the sites also have either active planning consents and/or being partly developed. Consequently, there is limited potential to release allocated sites in terms of the quality of the site. However, it is considered that the following sites should be considered for release:

- Off Fulwood Rise/A38/Fulwood (EM1Sc) comprising 1.7 ha. The site is currently utilise as a lorry park and is access through adjacent units. The site has no direct access onto the A38 and there is no evidence that it will be available for development in the near future.
- Coxmoor Road/Kings Mill (EM1Sm) comprising 1.2 ha. The site in question is split level, part of the site appears to be forming a reed bed and it is located in an environmentally sensitive area adjacent to the proposed Kings Mill Local Nature Reserve. Without significant works the site cannot currently be access from the neighbouring factory. Consequently, given these various factors it is considered

⁸⁵ Ove Arup & Partners. (March 2008) The East Midlands Northern Sub Region Employment Land Review, March 2008.

⁸⁶ Ove Arup & Partners Ltd Sutton-in-Ashfield and Kirkby-in-Ashfield Town Centre Masterplans 2006 for Ashfield District Council

that there is little likelihood of the site being brought forward for employment purposes.

- Midland Road/Station Road (EM1Sj) comprising 0.6 ha has site issues that may impact on it being brought forward through the S106 Agreement of the former employment land off Kirkby Folly Road. Given its size and the difficulty of development without external funding it is not anticipate that the site will be taken forward.
- Annesley Colliery has planning permission for residential development
- The land off Bestwood Road, Bestwood comprising approximately 0.5 ha has expired permission for residential development.

Loss of employment sites

5.14 Where appropriate the Council has granted permission for alternative uses on employment sites. From 2001 to 31st March 2014 31.48 ha of land has been utilised for alternative purposes the vast majority for residential development.

	2001/09	2009/10	2010/11	2011/12	2012/13	2013/14	Total
Hucknall	6.29	0.00	0.00	0.00	0.49	0.00	6.78
Kirkby in Ashfield	1.70	0.00	6.13	0.00	0.00	0.22	8.05
Sutton in Ashfield	10.64	1.94	0.50	0.22	0.00	0.47	13.77
Rural	2.88	0.00	0.00	0.00	0.00	0.00	2.88
Total Area loss for each year	21.51	1.94	6.63	0.22	0.49	0.69	31.48

Table Thirty One: Employment Land Losses 1st April 2001 to 31st March 2014.

Source: Ashfield District Council.

	2001/08	2009/10	2010/11	2011/12	2012/13	2013/14	Total
Hucknall	6.29	0.00	0.00	0.00	0.49	0.00	6.78
Kirkby in Ashfield	0.51	0.00	5.71	0.00	0.00	0.00	6.22
Sutton in Ashfield	9.64	1.94	0.00	0.06	0.00	0.00	11.64
Rural	2.69	0.00	0.00	0.00	0.00	0.00	2.69
Total Area loss for each year	19.13	1.94	5.71	0.06	0.49	0.00	27.33

Table Thirty Two: Employment Land Losses to residential development 1st April 2001 to 31st March 2014.

Source: Ashfield District Council.

	2001/09	2009/10	2010/11	2011/12	2012/13	2013/14	Total
Hucknall	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Kirkby in Ashfield	1.19	0.00	0.42	0.00	0.00	0.22	1.83
Sutton in Ashfield	1.00	0.00	0.50	0.16	0.00	0.47	2.13
Rural	0.19	0.00	0.00	0.00	0.00	0.00	0.19
Total Area loss for each year	2.38	0.00	0.92	0.16	0.00	0.69	4.15

Table Thirty Three: Employment Land Losses to other uses 1st April 2001 to 31st March 2014.

Source: Ashfield District Council.

Glossary of Terms

Allocation: Land identified in a Local Plan as appropriate for a specific land use.

Brownfield: A general term used to describe previously developed land or buildings.

Census of Population: A survey of the entire population of the United Kingdom, undertaken on a ten-yearly basis.

Committed Employment Land: All available land allocated for commercial/industrial employment uses or with extant planning permission for employment use.

Business Space – Typically regarded as Classes B1, B2 and B8 of the Town & Country Planning Use Class Order.

Employment Density: A ratio of the average floorspace per worker, usually expressed as square metres per worker.

Employment Land: land allocated for business, general industrial and storage/distribution uses as defined by Classes B1, B2, & B8 of the Town and Country Planning (Use Classes) Order 1987 and some sui generis uses. “Employment” uses exclude for example, retail, leisure, residential care facilities, mineral extraction and waste disposal.

Employment Land Requirements

- **Net Employment Land Requirement:** The estimated amount of new employment land required, without taking account any allowance for replacement of employment land likely to be lost to non-employment uses over a stated period.
- **Gross Employment Land Requirement:** The total amount of land likely to be required for employment uses over a stated period, including an allowance for replacement of employment land lost to other uses.

Enterprise Zone: A zone designated by the Secretary of State for the Environment, Transport and the Regions. Such areas attract special financial benefits and involve a simplified planning regime in order to attract a rapid rate of development and employment creation. A site at Sherwood Business Park to the south of Annesley Woodhouse was designated an EZ on 21st November, 1995.

Gross Value Added: the sum of incomes earned from the production of goods and services. GVA is used as a measure of productivity.

Economically Active Population: those people who are over 16 years of age and either in employment or unemployed.

Ha: Hectares. An area 10,000 sq. metres or 2.471 acres. (Roughly equivalent to two football pitches.)

Historic Take-up: The average yearly development of commercial/industrial land for employment uses, typically over the last 10 years or more.

Land Immediately Available: Land serviced or capable of being serviced in 12 months.

Land Requiring Preparation: Land where major provision of roads and utility services is required, or where major demolition and site remediation is required.

Current Land Supply: The amount of land readily available or likely to become available within a specified period, usually five years.

Locally – Within the District of Ashfield and adjacent districts.

Manufacturing Industry: Extraction of minerals and ores other than fuels; manufacturing of metals, mineral products and chemicals. Metal goods, engineering and vehicle industries and other manufacturing industries. Sections C & D of the Standard Industrial Classification (1992).

Margin of Choice/Flexibility Factor: An additional amount of land added to estimated employment land requirements to inform an allocation of land that ensures a reasonable choice of sites for businesses and developers and to allow for delays in sites coming forward or premises being developed.

Planning Obligation: A legally binding agreement under Section 106 of the Town and Country Planning Act, 1990, between the Local Authority and any person interested in land in their area for the purpose of restricting or regulating the development or use of the land, either permanently or during such periods as may be prescribed by the agreement. Usually used in connection with requirements for development on land outside the control of an applicant.

Plot Ratio: The ratio between gross floorspace of a development and its total site area.

Re-Use: A change from one use to another, or adapted for a different purpose.

Rural Connectivity: the process of ensuring that rural communities are well connected to economic and social opportunities.

Small Scale Development: Refers to the amount of development on a particular site. Usually measured in numbers of dwellings or industrial units. The degree of scale will depend on the site and surrounding area and will therefore be different depending on the location of the site.

Small and Medium and Large Sized Enterprises (SMEs): A small enterprise is defined as an enterprise which employs less than 50 persons and which has either an annual turnover not exceeding 10 million Euro or an annual balance sheet total not exceeding 10 million Euro. A medium sized enterprise is defined as an enterprise which employs less than 250 persons and which has either an annual turnover not exceeding 50 million Euro or an annual balance sheet total not exceeding 43 million Euro. For both small and medium sized enterprises, not more than 25% of the capital or voting rights is owned by an enterprise which is not itself an SME. A large enterprise is defined as an enterprise which either employs more than 250 persons or which has either an annual turnover exceeding 50 million Euro or an annual balance sheet total exceeding 43 million Euro.

Sustainable Development: A guiding principle for all activities in their relationship with the environment. One of the most popular definitions is that "sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs".

Take-Up Rates: The rate at which land is developed. Usually measured in number of dwellings per annum or hectares of development per annum.



Ashfield

Ashfield District Council

Urban Road, Kirkby-in-Ashfield, Nottingham. NG17 8DA

Tel: (01623) 450000 **Fax:** (01623) 457585 **Website:** www.ashfield-dc.gov.uk