

Bassetlaw Local Plan (2020 – 2037)

Submission

Spatial Strategy Background Paper

(Updated August 2021)



Bassetlaw
DISTRICT COUNCIL
— North Nottinghamshire —

Contents

1.	Introduction	2
2.	National Policy.....	2
3.	Local Planning Context.....	3
4.	Initial Draft Bassetlaw Plan - Setting the Direction for Bassetlaw's Future, 2016 (IDBP)	3
5.	Review of Spatial Strategy Following Consultation on IDBP	5
6.	The Revised Spatial Strategy in the January 2019 Draft Bassetlaw Plan- Part 1: Strategic Plan	8
7.	Draft Bassetlaw Local Plan (January 2020)	10
8.	Monitoring of Growth in Rural Settlements.....	15
9.	Public Consultation in Early 2020	15
11.	The Revised Spatial Strategy – November 2020.....	19
12.	Concluding Remarks.....	20

1. Introduction

- 1.1 This paper sets out the rationale for, and justifies the Local Plan's spatial strategy which aims to deliver sustainable development across Bassetlaw. It explains a number of elements and approaches used to deliver the strategy throughout the preparation of the Local Plan. It addresses how the different options were considered and assessed at each stage in the process to arrive at the preferred option. The paper also addresses how the settlement hierarchy has evolved.
- 1.2 The paper details the process through which the spatial strategy evolved through the different stages of plan preparation culminating in the proposed approach to housing and employment growth detailed in the Submission Plan.
- 1.3 The evidence reports detailed in this document have helped to inform the proposals for how growth in Bassetlaw will be managed up to 2037.
- 1.4 The Local Plan's Growth Strategy aims to support job growth across the District, with a particular focus on a number of key sectors. It also aims to boost the delivery of housing, to meet the diverse needs of Bassetlaw's existing and future population, and accommodate an expanded workforce. The spatial strategy sets out how this growth will be delivered in spatial terms, and considers the geography of the District as a whole, the size of settlements and their role and function. It informs the amount, and type of development that is proposed across Bassetlaw.

2. National Policy

- 2.1 The National Planning Policy Framework (NPPF) was published in February 2019 and the National Planning Practice Guidance (NPPG) was introduced in 2014 which offers 'live' government guidance. National policy states:

"The purpose of the system is to contribute towards the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs".

"The plan system should be plan led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities".

"The development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area. The development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area. These strategic policies can be produced in different ways, depending on the issues and opportunities facing each area. They can be contained in: a) joint or individual local plans, produced by authorities working together or independently (and which may also contain non-strategic policies); and/or b) a spatial development strategy produced by an elected Mayor or combined authority, where plan-making powers have been conferred.

- *Policies to address non-strategic matters should be included in local plans that contain both strategic and non-strategic policies, and/or in local or neighbourhood plans that contain just non-strategic policies.*
- *The development plan for an area comprises the combination of strategic and nonstrategic policies which are in force at a particular time".*

3. Local Planning Context

- 3.1 There are more than 100 settlements and small collections of dwellings in Bassetlaw. The principal settlement is Worksop. It has the largest population (45,000) and plays a regional role. In addition to Worksop, the towns of Retford (22,000) and Harworth Bircotes (9,000) form the other two urban centres in the District. These three settlements have clearly defined roles within Bassetlaw. Outside of these the roles of the area's towns and villages are less well-defined. Many settlements perform a number of roles with complex interrelationships with both smaller and larger settlements
- 3.2 In 2011, Bassetlaw District Council formally adopted the Core Strategy and Development Management Policies DPD which became the statutory planning policy framework for the District. Following this, there have been significant changes to national legislation and, at the local level, changes in the economy, local housing need and a large take-up of Neighbourhood Plans being produced across the District.
- 3.3 In response to this, the Council began to review the local planning policies in early 2016 and produced a document called "the initial draft Bassetlaw Plan" in late 2016 which set the direction for growth in Bassetlaw.

4. Initial Draft Bassetlaw Plan - Setting the Direction for Bassetlaw's Future, 2016 (IDBP)

- 4.1 Prior to the publication in October 2016 of the Initial Draft Bassetlaw Plan (IDBP) - Setting the Direction for Bassetlaw's Future for consultation (October – December 2016) a series of strategic options were considered through the 2016 Spatial Strategy Options paper. This paper set out a range of spatial strategies with each option presenting a different way of distributing the development required to meet the District's future needs. Each option was subjected to analysis through a sustainability appraisal process where the associated benefits and shortcomings of each option were tested. This allowed the most sustainable approach to the spatial strategy to come forward.
- 4.2 The conclusion of the Options Paper was to pursue a 'hybrid' approach to the distribution of planned development and growth in Bassetlaw. This includes a mix of the proposed options, namely, allocating urban extensions on the edge of the District's largest settlements, supporting urban intensification, using functional geography to establish clusters of mutually supportive rural settlements allowing for organic growth and exploring the opportunity for a new or expanded rural settlement.
- 4.3 This hybrid strategy proposed a settlement hierarchy based on the scale, role, service provision, land availability and opportunities for investment and growth of settlements to benefit wider rural communities.
- 4.4 The IDBP document detailed strategic proposals on how to manage and direct growth in the District. In summary, it proposed a hybrid settlement hierarchy but also gave the option to disperse rural growth in several ways. This included:
- Growing the larger settlements in the District i.e. Worksop, Retford and Harworth & Bircotes;
 - The 'Functional Cluster' model in the 2016 IDBP proposed that settlements included within a cluster would be assigned a 20% cap on residential development. Growth was not proposed to be supported in settlements not associated with a functional cluster; and/or

- A new or expanded settlement in wider Bassetlaw.

Determining the level of housing and economic growth

- 4.5 The Background Paper supporting the IDBP ‘How much Housing does Bassetlaw need?’ considered the issues in more depth, setting out a range of evidence that has been consulted on in reaching a recommendation on the level of the District’s Objectively Assessed Need (OAN).
- 4.6 The 2011 Core Strategy specified a housing target of 350 new homes per year. Evidence from the 2013 Strategic Housing Market Assessment (SHMA) suggests that this target is too low to meet the OAN for Bassetlaw. Instead the evidence, based on expected population growth and its changing age profile, suggests we need to set a target of at least 435 new homes built each year. It was recognized that this could change as new evidence becomes available prior to the adoption of the Plan.
- 4.7 The Spatial Strategy proposed the allocation of large scale sites and the setting of a formal windfall allowance to address the proposed ‘organic’ approach to new development in the Functional Clusters

The hybrid approach in 2016

Bassetlaw’s Spatial Hierarchy

- 4.8 The proposed hierarchy for Bassetlaw does not operate as a rank of independent settlements. Instead it takes into account the current role and potential of all Bassetlaw’s settlements and land within a wider, connected spatial context. It is the relative sustainability of settlements and land when considered in this spatial context that informs the suitability for planned growth in each tier. Therefore each of the defined tiers will support a different scale of growth relative to its role and sustainability. The tiers of the spatial hierarchy are:
- ***Worksop: sub-regional Centre:*** The primary town in Bassetlaw, with a population of around 42,000 people, Worksop is the main employment, infrastructure and service centre for the District. Worksop is well located as a sub- regional town with strong links to South Yorkshire and widely connected through excellent proximity to both the A57, A1 and east-west rail links.
 - ***Retford: rural-hub town:*** The second largest town in Bassetlaw, with a population of around 22,000 people, it is an important infrastructure and service centre for the District. Retford is the main hub settlement for Bassetlaw’s central and eastern rural areas and enjoys status as a locally distinct historic market town. The town is well connected, with close proximity to the A1 and strong regional/national rail links.
 - ***Harworth & Bircotes: local regeneration centre:*** The third largest town in Bassetlaw, with a population of around 8,000 people, it acts a local infrastructure and service centre for the northern rural areas of the District. Harworth & Bircotes is a growing centre of employment and regeneration opportunities with excellent connections to South Yorkshire and access to

the A1.

- **Rural Bassetlaw's Functional Clusters: sustainable rural settlements:** Functional Clusters represent localised rural networks of mutually supportive settlements that share services and a strong functional geography. The clusters of settlements are constructed at a local scale, focused on day-to-day needs served by facilities and services provided collectively between settlements within reasonable travel distance of one another. Growth of 20% capped will support the diversification and sustainability of the clustered settlements.

Consultation Feedback

4.9 The below summarises the main issues raised through the initial consultation on the overall spatial approach as proposed in the IDBP:

- general support for the principle of a new settlement in the District;
- general support for proportionate growth in rural areas;
- general concern over the impact of growth on local services and infrastructure;
- the need for more affordable homes across the District;
- lack of public transport across the District;
- there should be a greater focus of growth in urban areas;
- the need to plan for a mix of housing based on current and future demographic trends;
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand;
- prioritise the redevelopment of existing brownfield sites;
- preserve the character and identity of individual settlements;
- ensure new social infrastructure is provided along with the newly planned development; and
- protect public open spaces, sports facilities and the wider countryside.

5. Review of Spatial Strategy Following Consultation on IDBP

5.1 Following the consultation responses and comments received on the IDBP, the spatial strategy was further refined and detailed to provide clarity on the distribution of growth across the district and development in rural areas. It introduced the concept of a Garden Village following the support shown for a new settlement.

5.2 The individual elements of the spatial strategy stand on their own spatial planning merits and it is when viewed as a whole with an understanding of how growth in one area can create benefits in another that a comprehensive strategy emerges.

5.3 By expanding on this updated understanding of spatial relationship between the distinct settlements and areas of Bassetlaw more research was needed into land availability and wider access to local services. This brought to light an additional reasonable alternative strategy based on the equitable distribution of growth across all settlements in Bassetlaw rather than the previous functional cluster approach. This growth would see all settlements grow by a consistently distributed level (i.e. 20%) but would still see the largest towns accommodating the largest growth. It also allows some villages to increase their populations and increase their opportunity to stimulate economic growth and develop new community

services. This approach acknowledges that all settlements can play a role in delivering sustainable development by supporting some measure of development in settlements of all scales. This option has also been analysed through the sustainability appraisal.

- 5.4 Considering how this new strategy option could sit alongside the elements of the original hybrid strategy, it became clear that the spatial strategy needed to evolve away from a rigid functional cluster model into a set of parallel and interconnected spatial strategy strands. This was considered to be an appropriate sustainable strategy, taking into account the reasonable alternatives. It would deliver the widest benefits from new housing and economic growth and investment in Bassetlaw, whilst ensuring the environmental impacts are kept to a minimum.

Review of the functional cluster model

- 5.5 The cumulative impact of the assessment was that the functional cluster model was deemed to be too arbitrary, and that a more inclusive approach to growth in rural Bassetlaw was required, albeit one which still maintained a sense of proportionality. In response, the Functional Cluster model was replaced with a simplified and pragmatic strategy which was consulted on as part of the draft Local Plan consultation in early 2019.

- 5.6 A number of additional considerations were also factored-in to the re-examination of the functional cluster model, including those raised through public consultation:

- The way in which people currently use local services is not as arbitrary as the cluster model assumes, both in terms of choice of services and the distances people are willing to travel. The geography of service provision has the potential to change over time, with the volatility of the retail sector a particular case in point.
- Models for the provision of GP services in the district are evolving, including the increase in partnership working between practices, which may necessitate longer travel times for some services.
- Guidance concerning reasonable travel times to schools, suggesting maximum reasonable journey times of 45 minutes for children of primary school age and for secondary school age 75 minutes.

Inclusion of a garden village proposal

- 5.7 To build on the initial idea to introduce a new settlement into the District, work was undertaken to explore areas of the District that could be potentially suitable to accommodate new settlement. In 2017, Bassetlaw District Council commissioned a non-technical desktop study which aimed to review the availability of land in Bassetlaw, with the objective of identifying suitable sites available for development and restricted areas that should be avoided. The desktop assessment was conducted using various tools detailed within this methodology. The work draws on methodology from The Bassetlaw Plan Sustainability Appraisal Scoping Report (March 2016).

- 5.8 The aim of the study was to find an area of land, outside of the three main settlements, which would help meet the Council's housing needs by being able to accommodate at least 1500 homes on a site size ranging from 50ha -150ha. The land for housing and economic purposes could form an independent settlement without the drawback of coalescence with existing

settlements or economically impacting upon existing markets.

- 5.9 The assessments undertaken identified that two locations; 1) Gamston Airport and 2) the former Bevercotes Colliery were most likely to be suitable and could provide community and infrastructure benefit if they were planned and delivered collectively as broader sites for rural development and regeneration. Further investigation was needed to inform the proposal at the following stage of consultation on the draft Local Plan.

Revising the level and distribution of housing and economic growth

- 5.10 Following the feedback from consultation, update in evidence and Government changes to the way the OAN is calculated, the NPPF Standardised Methodology (applying DCLG 2014-based Household Projections) resulted in an objectively assessed need for 306 homes per annum for Bassetlaw. This is the minimum housing need figure which must be planned for. It is important to note that this is not a housing requirement figure, but a minimum starting point. In accordance with national policy (NPPF), this will be reviewed at least every 5 years.
- 5.11 Following on from this, the Council considered the need to support economic growth and ensure enough homes are delivered to support this. Results of the 2018 Economic Development Needs Assessment study suggest that there will be modest economic growth up to 2035 in Bassetlaw. To support the population growth necessary to drive this economic growth, an uplift from the standardised OAN is required.
- 5.12 PPG on housing need assessments indicates that, where previous delivery has exceeded the minimum need identified it should be considered whether the level of delivery is indicative of greater housing need. Delivery trends over the Core Strategy plan period (from 2010 to 2018) have averaged 329 dwellings per annum.
- 5.13 The PPG also recommends that any other recent assessment of needs, such as the Council's 2017 Strategic Housing Market Assessment (SHMA), should also be considered. If a lower housing requirement figure than the SHMA is proposed by the Council, this must be justified. The Council's SHMA recommends a housing requirement of 374. However, if the Council decided to adopt a more ambitious economic growth target, 417 dwellings per annum would be required to support economic growth. As the SHMA's base date is 2014, it was considered prudent to review this taking into consideration the results of the 2018 Economic Development Needs Assessment (EDNA).
- 5.14 As part of the assessment of Bassetlaw's economic need (2018 EDNA), G L Hearn reviewed the housing requirement. Three economic forecasting models were used to assess jobs growth over the Plan period, Oxford Economics, Cambridge Econometrics, and Experian. This information was then used to inform the number of new homes which would be required to support jobs growth.
- 5.15 Results from this assessment indicated that the OE forecasts are considered to provide the most balanced reflection of the District's economy once uplifts are included to the transport and manufacturing sectors, which align with recent performance in the labour market and commercial property data. This results in an increase of 3,400 jobs over the Plan period, which in turn results in a need for an increase of 3,323 people in the resident labour supply.

For housing, this translates to a requirement to deliver 390 dwellings per annum.

- 5.16 Based on the above the wider considerations on housing delivery and need from past trends, the 2017 SHMA update findings, and results of the more up to date 2018 EDNA assessment of housing and economic growth, it was recognised that the Council needs to plan for more homes than the minimum standard housing results for Bassetlaw (306 dpa). Therefore, bearing in mind all of these factors, it was considered that a local plan housing requirement of 390 dwellings per annum for the Plan Period (2018 to 2035) to be appropriate to deliver housing to meet the population and economic growth needs of the district. Therefore, the District's housing requirement to 2035 was 6630 minus existing commitments.
- 5.17 The 2018 EDNA indicates that, to support economic growth, there is a minimum requirement to provide 8 hectares (gross) of land for economic development per annum (136 hectares in total from 2018 - 2036). It is anticipated that a proportion of this land requirement will involve the re-use of existing and vacant former employment land.
- 5.18 It is apparent that the market for development along the A1 corridor in the north of the district is emerging and looks to serve a sub-regional market for distribution and industrial land that may exceed historic competitions. Away from Harworth and Bircotes, it is important to ensure a balance of local employment supply that enables economic growth around the District – most notably at Worksop and Retford. At Worksop there are opportunities at both the west and east of the settlement. Finally it was recognized that consideration will need to be given to part site allocations for employment land that take into account local environmental constraints as well as mixed use development opportunities. Based on these considerations the following gross employment land requirements is proposed for the District; 136 ha.

6. The Revised Spatial Strategy in the January 2019 Draft Bassetlaw Plan- Part 1: Strategic Plan

- 6.1 This document focused on the strategic elements of the Local Plan, including the scale and distribution of development.

Rural Bassetlaw

- 6.2 Proportionate growth (27% or 1777 of the District's requirement) across 73 settlements through a careful mix of planned and managed organic development that will support the living, working and environmentally diverse landscape of the district, containing villages and hamlets located in a range of distinct landscapes, shaped by a legacy of agriculture, mining and historic estates.

Worksop: sub-regional centre

- 6.3 New development (24% or 1600 of the District's requirement) within and adjoining the largest town in Bassetlaw along with supporting town centre focused investment and regeneration to support Worksop's role as the main employment, infrastructure and service centre for the District. Economic investment and residential growth in Worksop will also support and benefit from the town's strong sub-regional links to South Yorkshire and widely connected through excellent proximity to both the A57, A1 and east-west rail links. This growth will significantly

contribute to the delivery of new housing and economic development.

Retford: rural-hub town

- 6.4 New development (13% or 853 of the District's requirement) within and adjoining the second largest town in Bassetlaw along with supporting town centre focused investment to support Retford's role as an important infrastructure and service centre for the District. Economic investment and residential growth in Retford will also benefit from the town's close proximity to the A1 and strong regional/national rail links. This growth will significantly contribute to the delivery of new housing and economic development.

Harworth and Bircotes: local regeneration centre

- 6.5 Focused investment and new developments to support the continued regeneration of the third largest town in Bassetlaw and strengthen its role as a local infrastructure and service centre for the northeast of the District. Development will also be supported where it can benefit from Harworth and Bircotes excellent connections to South Yorkshire and access to the A1. This growth (21% or 1400 of the District's requirement) will significantly contribute to the delivery of new housing and employment development.

New Garden Villages

- 6.6 In line with the Garden City principles the high quality development of two new villages will commence in order to establish a sustainable community that will deliver a large number (4000) of new homes within Bassetlaw over the next 30 years with a significant number of new homes (15% or 1000 of the District's requirement) delivered within this plan's period. The new villages at Gamston airport and the former Bevercotes colliery will deliver the regeneration of two closely located brownfield sites where development will meet the needs to the wider area and collectively provide a scale of growth capable of delivering services, facilities and employment opportunities as well as delivering net environmental gains. These new villages will establish focal points for the wider rural area through infrastructure improvements that will increase the overall accessibility within this area of the District.

Consultation Feedback

- 6.7 The below summarises the main issues raised through consultation on the overall approach of the proposed content of the January 2019 Draft Local Plan:
- A large level of public objection to the redevelopment of Gamston Airport as a Garden Village;
 - Concern over the impact of the redevelopment of Bevercotes Colliery could have on important and protected bird species and their habitat;
 - Concern over the lack of development in Retford seen as it is the second largest town in the District;
 - General concern over the level of growth proposed in Harworth and Bircotes due to the high level of existing commitments in the settlement;
 - General support for an increase in employment land and the encouragement of extra jobs

in the District;

- Concern raised that the housing and economic figures proposed in the plan are not balanced and therefore do not support sustainable development across the district;
- General concern for the impact on the environment, particularly the use of greenfield sites;
- More emphasis needed on how the Local Plan can help tackle the impacts from climate change;
- General support for the change to the functional cluster approach to growth in the rural areas;
- Concern over the lack of infrastructure being planned for the District;
- General support for the proposed policies for renewable energy and climate change mitigation; and
- General support for increased housing development in the main urban areas.

7. Draft Bassetlaw Local Plan (January 2020)

- 7.1 In response to issues raised during consultation on the Draft Part 1: Strategic Plan, January 2019 new evidence and additional sites becoming available, the Council therefore revised the spatial strategy and the housing and economic distribution to a more hierarchically balanced and proportionate approach to development, allowing flexibility and placing increased control in the hands of local communities due to an increase in take up of Neighbourhood Plans. Existing development boundaries have also been reviewed as part of the revised strategy.
- 7.2 The approach focused the majority of new development in Bassetlaw's key settlements with a smaller scale of development allowed elsewhere in order to support local services and the rural economy. It restricts development in the countryside outside of allocated sites and which does not accord with the policies of the Plan.
- 7.3 The role of each settlement in the strategy reflects population size; location in respect of other settlements; the range of services present and their ability to expand to accommodate the needs generated by new development. In selecting the scale of housing to be provided in each settlement, account has been taken of constraints on development, such as flood risk, heritage, ecology and landscape, and the supply of potential development sites in the Land Availability Assessment.
- 7.4 The rural strand of the spatial strategy proposed in the January 2020 Draft Bassetlaw Plan is an evolution of that presented in the Initial 2016 IDBP, and the Draft Bassetlaw Plan- Part 1: Strategic Plan, 2019. At this stage the revised strategy proposed a different approach to development in rural Bassetlaw which is intended to support the vitality of rural settlements whilst also enabling communities to gain further control on where and how growth is planned in their area.
- 7.5 The percentage of growth in rural Bassetlaw was split into two tiers; large and small rural settlements. It maintained the upper growth threshold of 20% per parish that was published previously, which will build some flexibility for rural communities to plan for their growth, regenerate previously developed sites and cater for the specific housing needs of their area.
- 7.6 The basis for categorising smaller villages was also revised following the consultation due to the availability of more accurate information. It was considered that use of dwelling numbers as a means to categorize the size of settlement to be more appropriate than population when considering the amount of development that could occur. Furthermore, a closer connection was established with policy ST2 which set the overall levels of growth for those identified

villages and introduced a criteria to support the involvement of the community.

- 7.7 Within the rural area the Draft Bassetlaw Local Plan, January 2020 also included the redevelopment of existing brownfield sites, including the former Cottam Power Station site as a large rural settlement (with the potential for it to deliver additional local services and facilities to support surrounding communities) and the former High Marnham Power Station (to be redeveloped for renewable energy generation and associated economic uses).
- 7.8 This is supported by the updated Council Plan for Bassetlaw which focuses on the environment and regeneration of town centres and the former power station sites.

A review of the Garden Village location

- 7.9 Following the feedback from the 2019 draft Plan on the proposed Garden Village locations, this revised spatial strategy included a review of the potential size and location of the Garden Village. Additional sites were made available during the consultation in early 2019 and these have been assessed through the Sustainability Appraisal as reasonable alternatives for the location of a Garden Village along with those identified previously. The outcome of this, along with feedback from statutory consultees and updated evidence on the suitability of the proposed locations, has led to the location of the Garden Village changing to a more sustainable site closer to Worksop with opportunities for sustainable travel and biodiversity net gain. This is explained further in the Bassetlaw New Settlement Addendum Paper which is available to view on the Council's website.

Revising the level and distribution of Housing and Economic Growth

- 7.10 Responses received from the consultation identified that the proposed level of housing and employment land was not providing a balanced approach to sustainable development and would therefore impact on the plan's ability to conform to elements of the NPPF. In addition, the Council is also supporting economic development to the area, through its Council Plan, the production of an Industrial Strategy in connection with the local SEPs; D2N2 and Sheffield City Region.
- 7.11 To ensure a sustainable strategy is delivered, the number of homes had to be balanced with the number of jobs expected to be delivered in the District. Jobs growth will generate a need for an increased labour supply to meet increasing employment demand. In turn this will lead to a new homes to accommodate the new population.
- 7.12 On that basis, the actual distribution of housing has only changed slightly across the District, but due to the opportunities for increased economic growth, the housing the requirement has been revised in accordance with the national policy and seeks to fully meet the demands for new homes, jobs and services in the District. This means that the main towns and large settlements remain the primary focus of growth but that the sustainability and prosperity of Bassetlaw's rural settlements and countryside are supported appropriately.
- 7.13 National planning practice guidance states that the minimum number of homes needed should use the NPPF Standardised Methodology, using DCLG 2014-based Household Projections. This results in a minimum housing need of 307 dwellings per annum for the plan period (2018 to 2037). This is not a housing requirement figure rather it is a minimum starting point for delivery of housing, and will be reviewed at least every 5 years. The baseline for the calculation of housing need is the 1 April 2018, the housing requirement aligns with this Local Plan, ending in 2037.
- 7.14 National policy requires this Plan to establish a housing requirement figure for the District, to ensure that sufficient housing land is provided to meet identified needs across the Housing Market Area. For Bassetlaw, this means working with the other local authorities in the North

Derbyshire and Bassetlaw Housing Market Area.

- 7.15 The Economic Development Needs Assessment, 2018 identified that the housing requirement should be increased to a minimum of 478 dwellings per annum to support economic growth in the District. It used the Standardised Methodology as the starting point, then adjusted to take account of local factors affecting migration, household formation rates and employment growth forecasts.
- 7.16 The housing requirement for Bassetlaw was assessed as being 9087 dwellings from 2018 to 2037, or 478 dwellings per annum. This will be the basis for calculating the five year supply of deliverable housing land following the adoption of the Local Plan.

The Proposed Spatial Strategy for the Local Plan

Table 1: Proportion of housing growth by sub-area (January 2020)

Category	Settlement	Housing Distribution	%
Main Town	Worksop	2180	24.0
	Retford	1303	14.3
	Harworth and Bircotes	2000	22.0
Large Rural Settlement	Blyth, Carlton in Lindrick and Costhorpe, Langold, Misterton, Tuxford, Cottam Garden Community	1764	19.4
Small Rural Settlement	Askham, Barnby Moor, Beckingham, Bothamsall, Bole, Clarborough and Welham, Clayworth, Cuckney, Dunham on Trent, East Drayton, East Markham, Elkesley, Everton, Gamston, Gringley on the Hill, Hayton, Headon cum Upton, Holbeck, High and Low Marnham, Laneham, Lound, Mattersey and Mattersey Thorpe, Misson, Nether Langwith, Normanton on Trent, North Leverton with Habbleshthorpe, North and South Wheatley, Rampton and Woodbeck, Ranby, Ranskill, Rhodesia, Scrooby, Shireoaks, South Leverton, Sturton le Steeple, Styrrup with Oldcotes, Sutton cum Lound, Torworth, Treswell with Cottam, Walkeringham, West Stockwith.	1090	12.0
Garden Village	Bassetlaw Garden Village	750	8.3
Total		9087	100

- 7.17 The Strategic Growth Policy (Policy ST2) also sets out this and includes a distribution table which includes an upper threshold housing figure for each settlement.
- 7.18 The changes since to the 2019 draft version of the Local Plan relate to settlement size and the potential impact of development in enhancing or maintaining the viability of rural

communities by supporting local services¹. A new criteria is proposed in order to provide a more hierarchical approach to the distribution of growth in line with Policy ST1 of the Local Plan which identifies the levels of housing development in the more sustainable settlements. The revised approach to rural Bassetlaw reduced the level of settlements considered suitable for growth from 73 to 42 which is more proportionate in its distribution.

7.19 The criteria is as follows:

- **Large Rural Settlements** are those that play a role as a “service centre” for other smaller villages and have 500 or more dwellings and all of the following facilities; a primary School, Doctors Surgery/ health centre, post office a community centre/hall and a village shop or convenience store.
- **Small Rural Settlements** are those that are considered large enough to accommodate some development and should have 50 or more dwellings and, at least, one of the following facilities; a primary School, Doctors Surgery/ health centre, post office, a community centre/hall and a convenience store.

7.20 Following the comprehensive reassessment of all 103 settlements in rural Bassetlaw against the above criteria some settlements have been identified as either too small or too dispersed in nature to support additional housing development without this having a detrimental impact upon their character.

7.21 Five were identified as Large Rural Settlements with the remaining considered as being Small Rural Settlements. The housing figure for Large Rural Settlements is provided for by allocations either within Made Neighbourhood Plans or the Local Plan.

7.22 For Small Rural Settlements, in order to respect the variance in the size of settlements in this group, allowances for growth are set as a percentage of the existing number of dwellings, as of August 2018². Growth in all listed settlements will be supported up a 20% increase in the existing number of dwellings in the parish, providing that it can satisfy other relevant policy requirements in the Local Plan, for example, resolving any flood risk, environmental or conservation impacts. Site to accommodate growth in these settlements will be identified through Made Neighbourhood Plans and not the Local Plan.

Table 2: Proposed housing growth for the Large Rural Settlements (January 2020)

Settlement	Base number of dwellings, August 2018	20% housing increase in dwellings to 2037
Blyth	553	111
Carlton in Lindrick and Costhorpe	2575	515
Langold	1177	227
Misterton	972	194
Tuxford	1252	250
Cottam Garden Community	0	450

¹ In line with NPPF paragraph 78

² The point at which the data was collated to identify the number of dwellings in all settlement across Bassetlaw.

Table 3: Proposed housing growth for Small Rural Settlements (January 2020)

Settlement	Base number of dwellings, August 2018	20% housing increase in dwellings to 2037
Askham	75	15
Barnby Moor	116	23
Beckingham	578	116
Bothamsall	114	23
Bole	61	12
Clarborough and Welham	495	99
Clayworth	142	28
Cuckney and Norton	162	32
Dunham on Trent	184	39
East Drayton	105	21
East Markham	524	105
Elkesley	358	72
Everton	371	74
Gamston	110	22
Gringley on the Hill	369	74
Grove	55	11
Hayton	160	32
Headon cum Upton	83	17
Holbeck	100	20
Laneham	169	34
Lound	208	42
Mattersey and Mattersey Thorpe	321	64
Milton	65	13
Misson	295	59
Nether Langwith	210	42
Normanton on Trent	159	31
North Leverton with Habbleshthorpe	465	93
North and South Wheatley	264	53
Oldcotes	152	30
Rampton and Woodbeck	363	73
Ranby	255	51
Ranskill	607	121
Rhodesia	415	83
Scrooby	147	29
Shireoaks	645	129
South Leverton	212	42
Sturton le Steeple	213	43
Styrrup	131	26
Sutton cum Lound	324	65
Torworth	114	23
Treswell	99	20
Walkeringham	477	95
West Drayton	91	18
West Stockwith	149	30

8. Monitoring of Growth in Rural Settlements

- 8.1 The Council will publish a monitoring table of the 'remaining growth' allowances for each settlement that applies to Policy ST2. The remaining growth table sets out details of the planning permissions and committed developments which have already contributed towards the planned growth of that community (since 1st April 2018), as well as confirming the number of houses remaining to be delivered through the remainder of the local plan period, to 2037. This will be updated on a monthly basis to maintain a regular monitoring of housing delivery in rural Bassetlaw.
- 8.2 Neighbourhood planning areas/groups will be encouraged to allocate sites to meet their housing figure. Where neighbourhood plan groups do not intend to allocate sites to meet their housing figure, and in areas without a neighbourhood plan, the Council is proposing to adopt a criteria based policy (windfall policy) for assessing and determining housing proposals. Where housing allocations are made in neighbourhood plans, and there is evidence to demonstrate that they are deliverable in line with the NPPF, it is the intention of the Council to recognise these and count them towards the delivery of the district housing growth.

9. Public Consultation in Early 2020

- 9.1 In January 2020, the Council produced a Spatial Strategy Background Paper that was published along with other consultation documents. This paper detailed the evolution of the Local Plan's spatial strategy thus far and was produced to support Policy ST1 and the background to the proposed settlement hierarchy.
- 9.2 In response to the January Local Plan Consultation, the Council received feedback relating to several factors, but most responses were in relation to:
- Housing and employment numbers;
 - Distribution of development;
- 9.3 In addition, the Council's evidence base has been updated. The November 2020 Bassetlaw Housing and Economic Development Needs Assessment (HEDNA) – provides an update to previous assessments of housing and employment need.

A Review of Housing and Employment Growth Requirement for Bassetlaw

- 9.4 The 2020 Bassetlaw HEDNA has been undertaken to review both employment need and housing need. This is an update to the 2019 Bassetlaw Economic Development Needs Assessment (EDNA) in terms of the employment requirement and housing requirement figures. Evidence from the 2020 HEDNA indicates that there is a need to increase the Housing Requirement to support economic growth.

What are the Bassetlaw HEDNA findings regarding the requirement for new employment land in the district?

- 9.5 The 2019 Bassetlaw EDNA forecast demand led employment growth of around 3,400 jobs and a need of approximately 63 ha land for employment. This equated to 68 hectares of land and 5550 jobs in the January 2019 draft Local Plan. In terms of the housing requirement, this resulted in a need to delivery 390 dwellings per annum from 2018 to 2037. This was subsequently updated in January 2020 - to cover a longer plan period - to 68ha and 5550 jobs in the January 2020 draft Local Plan. The housing requirement increased to 478 dwellings per annum.
- 9.6 But the District has a significant employment land supply (sites with planning consent for

development and sites capable of delivering regional and local growth sector priorities), and it is important that this is accurately reflected in this Plan, in terms of jobs growth and the implications for the housing requirement. To reflect the type and mix of employment land in the supply, local market activity, and the different mix of jobs that are anticipated to come forward on each site in the plan period the 2020 Bassetlaw HEDNA focusses on a supply led approach rather than a demand led approach. The supply led approach provides a range for net additional jobs: 9,735 – 11, 236 jobs. It concludes that up to 591 dwellings per annum would support the level of economic growth proposed.

- 9.7 This approach is considered to be realistic and reflects the active position on the ground as over the past few years 64,045sqm floorspace has been completed on the General Employment Sites (the sites most likely to accommodate the D2N2 growth sectors), 70.9 hectares has been granted planning permission since the start of the plan period, and 17.7 hectares are under construction at Symmetry Park and Manton Wood.
- 9.8 Within this jobs forecast, 5878 jobs is anticipated to be within the General Employment Sites. Given the support of D2N2 LEP for the Plan, the Council is confident that the projected job growth can be delivered. Additionally, 3857-5358 jobs are anticipated at the Strategic Employment Site, at Apleyhead. A flexible approach is taken to jobs growth on this site, to reflect the scale of the site and its ability to accommodate a mix of end users. The 2020 Bassetlaw HEDNA assessed the site's potential to meet significant indigenous growth and/or national and regional investment to meet exceptional, unanticipated strategic needs over the plan period. This site would bring significant economic benefits to the District and region both in terms of jobs, including higher skilled jobs, and GVA, and is being actively promoted. On that basis the Council is confident that this level of job growth at the top end of the scale can be realised in the plan period. Planning for fewer jobs could lead to an imbalance with the housing requirement, leading to unplanned housing growth across the District over the plan period.
- 9.9 Under its duty-to cooperate, the Council will work with neighbouring authorities to undertake additional work to further consider the impacts of the strategic employment site.

What are the Bassetlaw HEDNA's findings regarding the Housing Requirement?

- 9.10 The 2020 Bassetlaw HEDNA follows Government guidance in the assessment of the Housing Requirement. This method first establishes the housing need then it takes into consideration economic growth proposed by the Local Plan plus housing delivery rates over the past three years.

Housing Need

- 9.11 The Government's Standard Method calculates a minimum housing need for Bassetlaw of 288 dwellings per annum for the period 2020-2037. This is not a housing requirement figure rather it is a minimum starting point for delivery of housing, and will be reviewed at least every 5 years. The base date for the calculation of housing need, 1st April 2020, accords with Government guidance on the calculation of housing need using the Standard Method.

Housing Requirement

- 9.12 Following the assessment of minimum housing need, national policy and guidance requires the Council to establish a housing requirement figure for the District to ensure that sufficient housing land is provided to meet identified needs of Bassetlaw District. The 2020 Bassetlaw HEDNA indicates that pursuing a housing target based purely on the minimum housing need would mean that this Local Plan would provide an insufficient number of dwellings to support economic growth in the District. Such a low level of development would have significant

consequences including:

- Demand for new housing outstripping supply for particular groups, potentially leading to young people being unable to stay in the area;
- Economic growth being constrained because of a shortage of skilled local labour;
- Increased levels of in-commuting to support economic growth, which would not be sustainable and would put greater strain on the transport network.

- 9.13 Findings from the 2020 Bassetlaw HEDNA indicate a requirement for up to 591 dwellings per annum to support economic growth. However, the Council must also take into account Government guidance. This indicates that past housing delivery levels may be taken into consideration in the final housing requirement figure. Over the past three years (2018/19 - 2020/21) housing delivery has averaged 634 dwellings per annum in Bassetlaw. This closely aligns with the proposed housing requirement figure of 589 dwellings per annum. A figure in excess of this is expected to be challenging on an annual basis.
- 9.14 This Plan has therefore been set at a level to support the full extent of this jobs growth (11,236 jobs) identified by Housing and Economic Development Needs Assessment Update 2020, and to meet local housing needs. Delivering more quality housing will also ensure this Plan can better address affordable and specialist housing needs.
- 9.15 This higher figure will also help deliver meaningful infrastructure, a central part of the strategy for growth over the plan period. Policy ST1 prioritises growth in locations where there may be opportunities for infrastructure improvements alongside development.
- 9.16 It is also important that this Plan directs employment and housing growth to the locations best suited and most attractive to the market, whilst ensuring there are no locations that are overburdened by development, or that other locations are not starved of growth. As at November 2020 since 2018, the District has experienced higher level of housing development directed to Harworth & Bircotes (about 1770 dwellings have planning permission, with 264 completions) and the Rural Area (about 1360 homes have planning permission, 479 dwellings are allocated in Neighbourhood Plans, with 261 completions). In part, this has been as a consequence of the District lacking an up to date adopted site allocations document, and therefore a robust strategy for growth.
- 9.17 The increase in the housing requirement figure has resulted in the need to identify more sites for housing development. A review of land availability has been undertaken to identify the most suitable and deliverable sites. This takes into consideration the Vision and Spatial Objectives.
The spatial strategy seeks to provide a more balanced distribution of growth by ensuring that the needs of the entire District are met. The spatial strategy directs growth to the most sustainable settlements commensurate with their place in the District's settlement hierarchy.

A Review of the Distribution of Development in Bassetlaw.

- 9.18 The Council has produced a revised spatial strategy (November 2020) which has informed the revised Policy ST1.
- 9.19 The previous spatial strategy (which was subject to public consultation in January - February 2020) was in line with national and local priorities and focused growth on Worksop as the District's main town, on the need for regenerating existing sites, creating new settlements, promoting rural growth and limited growth in locations that had already received a large proportion of growth (such as Harworth & Bircotes). Based on evidence at that point, Retford was considered to have constraints to growth. A combination between the required uplift in growth, updated and new evidence and feedback from consultation meant the Council has re-visited the distribution of growth. Otherwise there is a risk the Local Plan's spatial strategy

becoming unbalanced in its scale and approach.

Feedback from Consultation

- 9.20 Engagement with site promoters and statutory consultees around the commencement of the Bassetlaw Garden Village and the Former Cottam Power Station were carefully considered against the need for sustainable and deliverable growth within the plan period. Due to their on-site complexities and scale, much of their delivery is reliant on the implementation of necessary infrastructure. It was viewed that the Local Plan's reliance on these and their partial delivery within this plan period should be reviewed.
- 9.21 A lack of planned growth in Retford risked the Local Plan becoming too dependent on the delivery of rural growth where proposed housing requirements were viewed, in places, as too ambitious, and where market signals demonstrate a lack of demand for sites including some Neighbourhood Plan allocations. A 20% requirement for some communities was considered undeliverable due to constraints such as land availability which become apparent when assessing sites through the production of neighbourhood plans. There was also a concern relating to the proposed housing requirement being 20% for both large rural settlements and small rural settlements with a preference for growth in Small Rural Settlements to be scaled back. This is evidenced further through an updated Rural Settlement Paper.
- 9.22 Another consideration was the need to maximise the delivery of affordable housing and specialist housing for older and disabled people. Due to viability constraints the Local Plan can only require the maximum of 20% affordable housing on greenfield sites of 10 dwellings/0.5 hectares or more and 10% on brownfield sites of this size. Similarly for specialist accessible homes, 20% of market housing will be required at a higher building regulations standard - M4 (2) – (for improved accessibility) on sites over 50 dwellings. So larger sites would deliver more affordable and specialist homes.
- 9.23 Feedback from Registered Social Landlords also indicates that many would only consider affordable housing sites in towns due to the need to ensure services and facilities are accessible on foot rather than via transport. This keeps the cost of living more manageable.

A Change in Approach

- 9.24 It became evident that a revised spatial strategy could provide a more balanced approach to the distribution of growth between the District's urban and rural areas. Distributing housing in accordance with the settlement hierarchy was proposed whereby growth is distributed proportionately to reflect the settlement's place in the hierarchy. The majority of planned growth would therefore be located within the main towns and that rural development focuses on local housing need or regeneration.
- 9.25 The regeneration of town centres has also become apparent in light of Council priorities and that of the current Coronavirus Pandemic.
- 9.26 The delivery of the Bassetlaw Garden Village should remain, with it being identified as a longer term site in the Local Plan. Its projected growth requirements have been reduced in the Plan with more emphasis on economic led growth in this plan.
- 9.27 The NPPF seeks to ensure that sites are deliverable and developable within the Plan period. An evidenced base review of the former Cottam power station site has resulted in the Council taking a more prudent and managed approach to the delivery of development. The Council will continue to work with landowners of the power station to bring this site forward over the longer term (outside this plan period) in conjunction with infrastructure partners and through further public consultation.

- 9.28 The ability to focus additional growth within the main towns became apparent through an update of the Council's Sustainability Appraisal, Site Selection Methodology, and evidence base updates. Evidence from the Bassetlaw Land Availability Assessment has been updated and sites which are considered potentially suitable have been reviewed through the Sustainability Appraisal. The results of the SA have been taken into account in the Site Selection process along with other planning considerations, including updated evidence.
- 9.29 This has resulted in the allocation of seven sites in Retford, including land to the south of Ordsall, which proposes 800 dwellings plus associated infrastructure. It has also seen an increase in the number of homes being delivered by 2037 at Peaks Hill Farm; of the 1120 dwellings proposed, 1000 dwellings are expected to be completed by 2037. Worksop Town Centre will also see a significant increase in the number of dwellings delivered by to 2037 with around 700 new homes proposed in the Worksop Central Development plan Document.
- 9.30 In terms of the scale of development, Harworth and Bircotes and Tuxford have remained largely unchanged from the January 2020 draft Plan proposals.

11. The Revised Spatial Strategy – November 2020 Draft Plan

- 11.1 In order to meet identified development needs, Policy ST1 of the Local Plan sets out the updated scale and distribution of growth across the District during the Local Plan period up to 2037.
- 11.2 Table 4 below provides the total proportion of housing growth per sub-area. This shows the amount of dwellings to be provided from completions (2020-2021); land with planning permission not yet developed; allocations in the Local Plan and in neighbourhood plans.
- 11.2 From the table it can be seen that the majority of housing development will be directed to the most sustainable settlements commensurate with their place in the settlement hierarchy with Worksop taking almost a third of the housing growth, with a large part already committed with planning permission.
- 11.3 This approach also maximises the delivery of affordable and specialist housing by allocating more sites of a larger scale on the edge of the main towns.

Table 4: Proportion of housing growth by sub-area (1 April 2021)

Settlement	Housing Growth 2020 – 2037 (Dwelling No)	%
Worksop	3269	29.7
Retford	2128	19.3
Harworth & Bircotes	1758	16.0
Large Rural Settlements	1496	13.6
Small Rural Settlements	1773	16.1
Other Villages/Countryside	74	0.67
Bassetlaw Garden Village	500	4.6
Total	10998	100
Windfall Allowance	1200	
Total	12198	

- 11.4 This strategy seeks to provide a more balanced distribution of growth by ensuring that the needs of the entire District are met. Future significant development within the Large Rural

Settlements and Small Rural Settlements could have major impacts on both infrastructure and the environment. If this continues to increase unmanaged, it will become unsustainable.

12. Concluding Remarks

- 12.1 The evolution of the preferred spatial distribution of housing and business and employment development has followed a methodical and flexible approach. It has followed national planning policy and guidance, and local planning objectives, as well as the sustainability objectives criteria contained within the Sustainability Appraisal. It is based upon the most up to date evidence that was available at each stage in the process. It involved judgement about how the initially large choice of options were narrowed down to a single preferred option.
- 12.2 The process has evolved by responding to the views expressed by the local community, elected members, parish councils, statutory bodies and developers at the different stages of consultation in the selection of the preferred development options. The process has also responded to changing circumstances as the evidence was refined relating to the re-distribution of land uses in order to help deliver a significant increase in housing provision.
- 12.3 The Council considers that the Spatial Strategy set out in the Submission Local Plan, based on the sub-area distribution of growth as shown in Table 4 above to be justified as being the most appropriate strategy when considered against all the reasonable alternatives. It is also positively prepared in order to deliver the required housing, business, retail and other development based on effective joint working on strategic cross-boundary matters with neighbouring authorities, including within the Housing Market Area.