

**Bassetlaw District Council Response to  
Inspectors Initial Questions  
Question 6. and Question 7.  
Employment Land Topic Paper  
(BDC-02)  
20 September 2022**

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Please note:

The Employment Land Topic Paper 2022 [BDC-02] has been produced in response to Initial Inspector's Questions [INS-01]. As such, the questions posed (in bold) have come from the Inspectors.

Where the Council is proposing modifications to policies or reasoned justification in the submitted plan these are detailed in the responses as follows:

- Additional and new text proposed underlined
- Deleted text proposed ~~strike through~~

## 1.0 Policy context

### National and sub-regional planning policy context

- 1.1 A crucial issue for the Bassetlaw Local Plan is the extent to which the supply of employment sites can meet identified needs, and the implications for housing need.
- 1.2 This requirement is grounded in national policy. Paragraph 11 of the National Planning Policy Framework, 2021 (NPPF) indicates that 'strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses.' It adds that plans should 'be prepared positively, in a way that is aspirational but deliverable' (see paragraph 16).
- 1.3 Strategic policies need to 'make sufficient provision for housing, employment, retail, leisure and other commercial development' (see paragraph 20) and:
  - they should 'look ahead over a minimum 15-year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure.' (paragraph 22); and
  - 'provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period' (paragraph 23).
- 1.4 Paragraph 81 of the NPPF also requires planning policies to 'help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.'
- 1.5 It also requires, at paragraph 81, the Local Plan to:
  - a) 'set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;'
  - b) 'set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period.'
- 1.6 The NPPF also requires planning policies to 'recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations' (paragraph 83).
- 1.7 The Sheffield City Region Strategic Employment Land Assessment: Summary Report (SELA), 2019 [EX-021] summarises the high-level appraisal of strategic employment land supply undertaken for the previous LEP area (for Barnsley, Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales, Doncaster, North East Derbyshire, Rotherham and Sheffield), now known as the South Yorkshire Mayoral Combined Authority. Bassetlaw along with Bolsover, Chesterfield, Derbyshire Dales and North East Derbyshire are non-constituent members.
- 1.8 Its focus is for strategic B class employment land and floorspace (paragraph 1.8) on sites of 5ha or more as 'larger sites were more likely to be of strategic importance' (paragraph 1.9). Amongst its objectives were to identify strategic employment sites and

areas which offer ‘the greatest potential to attract higher value jobs or jobs in high growth sectors that align with SCR economic priorities’ (paragraph 1.12).

### **Local context**

- 1.9 In 2018 GL Hearn was commissioned to undertake the District’s employment land evidence. This took the form of an Employment Development Need Assessment Part 1 (EDNA) [SS-010] following the guidance set out in the Planning Practice Guidance (PPG).
- 1.10 The EDNA [SS-010] was reported in January 2019 and comprised three parts:
  1. Part 1 Needs Assessment: the supply demand balance of the district’s employment needs
  2. Part 2 Growth Assessment: potential directions and options for growth in the district
  3. Part 3 Economic growth from a Garden Village development: employment land needs arising from a new settlement
- 1.11 In July 2020 GL Hearn produced the Bassetlaw Local Plan – Housing and Employment note [SS-028] to consider the housing implications of various levels of economic growth within Bassetlaw.
- 1.12 In November 2020 GL Hearn with Iceni Projects reported on a combined Housing and Economic Development Needs Assessment (HEDNA) [SS-007]. The purpose was to assess future development needs for housing (market and affordable) and employment land across Bassetlaw.
- 1.13 A focussed update known as a HEDNA Addendum [SS024] was undertaken by Iceni Projects in April 2022. This focussed on changes to the employment land supply position and resulting impacts on labour requirements and housing need.
- 1.14 Specifically relating to logistics, in 2021 Iceni Projects was commissioned to produce an assessment of the logistics market on the A1 corridor in Bassetlaw and the wider property market area. Its focus was demand for units above 100,000 sqft. Known as the A1 Corridor Logistics Assessment: Bassetlaw Council [TI-014], this was published in August 2021 and followed the guidance set out in PPG.
- 1.15 A focussed update known as the A1 Corridor Logistics Assessment Bassetlaw Council: Addendum [TI-016] was produced by Iceni Projects in April 2022. It updated the logistics supply, and make consequential updates to the results.

## 2.0 Economic need in Bassetlaw

- 2.1 This section first outlines the District's 'economic' need – as calculated by the evidence.
- 2.2 The 2019 EDNA [SS-010] considered the Bassetlaw Functional Economic Market Area (FEMA). Table 3 of that report [SS-010] shows that Bassetlaw's self-containment rate sits in the middle of the range for authorities in the region, suggesting that it is neither a major commuter destination (such as Doncaster or Sheffield) nor does it see major out-commuting to a neighbouring city (such as the local authorities surrounding Derby or Nottingham). As such, the EDNA [SS-010] takes a pragmatic approach; recognising that different parts of the District are influenced by links to neighbouring authorities (and vice versa) without defining a specific FEMA for the District (paragraph 3.67).
- 2.3 This is reflected in the Sheffield City Region (SCR) Statement of Common Ground, January 2020 [SCG-003] whereby the signatories agree that: 'The definition of the FEMAs is not always straightforward and there can often be overlaps' (paragraph 4.2.13), recognising that at the SCR scale there are 'strong links between the different market areas and current travel to work patterns [which] suggest that it is reasonable to consider the whole of SCR as a Strategic FEMA; which would sit above the local FEMAs defined in Local Plans.' (paragraph 4.2.13). It concludes that a strategic FEMA helps ensure that the authorities can 'offer the optimum supply of land to address large scale strategic or inward investment growth requirements that would otherwise be above and beyond the indigenous needs of any one district.' (paragraph 4.2.13).

### Assessment of economic need

- 2.4 The basis of the assessment of 'need' is found in the Economic Development Need Assessment (EDNA), 2019 [SS-010] and the Housing and Economic Development Needs Assessment (HEDNA), 2020 [SS-007].
- 2.5 The Housing and Economic Development Assessment Planning Practice Guidance (PPG) identifies three broad approaches to assessing economic needs:
- sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand)
  - demographically derived assessments of current and future local labour supply (labour supply techniques)
  - analysis based on the past take-up of employment land and property and/or future property market requirements

(Paragraph: 027 Reference ID: 2a-027-20190220 Revision date: 20 02 2019)

- 2.6 The EDNA [SS-010] and HEDNA [SS-007] considered all three approaches but ultimately for general (local) employment land needs promoted the use of a completions trend employment land allowance for B2 and B8 uses along with maintaining the Oxford Economics (OE) growth scenario for B1 uses (offices).

**In relation to local employment, the factors that led to the adoption of a completions trend employment land allowance for B2 and B8 along with maintaining the OE growth scenario of B1.**

- 2.7 The EDNA [SS-010] compares the completions trend scenario with a range of jobs scenarios, the completions trends being significantly higher. At that time the recommendation was for the future requirement to be job based at 63.0 ha (paragraph 7.43) but 'recognising this could rise with strong performance in distribution and

transport sectors particularly...Given the strength of commitments in the district and potential distribution market, a positive approach to development may enable a higher level growth which should be monitored.' It should be noted that the EDNA [SS-010] also demonstrates that Bassetlaw has seen the largest rise in industrial floorspace (2000-16) compared to surrounding areas (at a county level), and also exceeded regional and national levels (Figure 20), and that available supply in the district is just 0.4 years of take up (paragraph 4.25).

- 2.8 The HEDNA [SS-007] provides an update to the future employment needs. The report [SS-007] notes that the 2020 OE forecast data suggests that '84 ha of land is needed under the growth model, which is slightly higher than the 2019 figure of 63 ha' (paragraph 10.4) adding that 'GL Hearn recommends that the Council consider planning for the completions trend land figure for B2 and B8 uses for their plan-making purposes rather than the labour demand model but maintain the growth scenario B1 needs. This is due to uncertainties in relating labour densities in industrial floorspace to business needs' (paragraph 10.5).
- 2.9 This recommendation is considered appropriate. It is widely recognised that there is considerable variation in densities in employment in the logistics sector. Furthermore, if the authority were to plan for the labour demand trend for industrial needs it would mean a lower provision than has historically been delivered. This would seem counter intuitive in an area where the transport sector is expected to be a key jobs provider (as per Experian outlook in Figure 41 in the EDNA [SS-010]) and one where supply is already at very low levels (to 0.4 years, as referred to above in paragraph 2.7).
- 2.10 The market position in relation to the transport sector is further reinforced in the 2021 Bassetlaw A1 Logistics Assessment [TI-014], where stakeholders report with regard to the state of the logistics market at that time: 'Demand is at an all time high due to market restructuring and a move to online and e-commerce type deliveries' (paragraph 4.2). That report [TI-014] also indicates vacancy (for large scale warehouses) at a sub optimal 3% in Nottinghamshire (Table 4.3) and continually rising rents since 2013 (Table 4.2) of around 40% gain (for 2013-2021) which are a key indicator of the increasing demand and tightness in supply balance. In this context, for the authority to plan for a lower level of industrial floor space than has been delivered in the recent past, would not be considered to be appropriate in meeting business needs.
- 2.11 Finally it is clear in Chapter 9 of the HEDNA [SS-007] and Table 2.1 of the HEDNA Addendum [SS-024] that a substantial number of significant sites are available for employment development in the district (discussed in section 3.0 of this paper). Table 1 of this paper confirms that the general employment supply now comprises consented sites. These are well balanced with the completions trend supply-demand balance (2018-37) as per Table 65 in the report [SS-007].
- 2.12 The HEDNA [SS-007] considered B1 use (it is acknowledged the Use Classes Order changed in September 2020 and B1 use now falls within the E (g) use class). Regarding B1(a) and (b) and particularly offices, there tends to be less variation in employment densities. It is recognised that under the completions trend scenario the forecast land requirement (2018-2035) is higher at around 15 ha (Table 14 of [SS-010] for B1a + B1b combined) than the labour demand modelling of around 3 ha (Tables 11-13 of [SS-010]). The completions are notably driven by the B1b component.
- 2.13 The EDNA [SS-010] also reports that 'In Bassetlaw the available office supply is equivalent to 7.4 years' worth of take-up. This reflects a relatively high level of office supply compared to take-up trends' (paragraph 4.10). This suggests that the Bassetlaw

office market is over supplied and significant provision is unlikely to be delivered by the market.

- 2.14 The labour demand modelling for B1a/b improves marginally to 4.4 ha in the HEDNA (Table 64) [SS-007]. Essentially the model does not pick up a significant B1b (research and development now Class E (g)(ii)) requirement for Bassetlaw and such a requirement is more likely to come from an inward investment than from local needs.

**The factors that led to the inclusion of a strategic employment site to meet employment needs beyond those identified in the district.**

- 2.15 The A1 Corridor Logistics Assessment: Bassetlaw Council 2021 [TI-014] establishes a picture of the overall market dynamics for warehousing (logistics) in the Bassetlaw A1 corridor and wider A1 property market area (as depicted in Table 2.1 [of TI-014]). Defining this area is important as it demonstrates that those seeking large scale premises for warehousing and logistics – defined by the report as ‘100,000 sqft (9,000 sqm) and above (ranging to 1,000,000 sqft or more)’ (paragraph 2.6) - have a sub-regional rather than local level area of search ‘that go beyond typical travel to work areas or general functional economic market area (FEMA) boundaries’ (paragraph 2.7). The area presented was developed in conjunction with active local agents and through using the CoStar national commercial property database, including identifying that ‘The A1 is now viewed by many as a viable logistics corridor due to saturation on the M1’ (paragraph 2.9).
- 2.16 As set out in paragraph 4.2 of the report [TI-014], feedback from local property agents in the corridor includes that ‘Demand [for warehousing] is at an all time high due to market restructuring and a move to online and e-commerce type deliveries... Occupiers are driving increased demand particularly for bigger units, higher units, bespoke units both logistics and manufacturing, which has direct implications on demand sites.’
- 2.17 Having established the geography of the property market area for large warehousing, the report [TI-014] projects forward future needs based on past take up of units (for the period 2012-2020) averaging 3.3 m sqft per annum (paragraph 4.8). A detailed supply assessment for the property market area is set out in Appendix A of that report [TI-014] and summarised in Table 5.2. The A1 Corridor Logistics Assessment: Bassetlaw Council 2021 Addendum [TI-016] paragraph 2.3 updates the supply position. It is established in Table 2.2 that looking across the whole property market area using the best data available, there is up to 9 years of supply based on a trajectory of past take up and 13 years supply looking at a trajectory of past deliveries; and these figures include the large scale logistics site being promoted at Apleyhead Junction in the Bassetlaw Local Plan [SUB-010].
- 2.18 Considering either of these approaches to modelling future needs (past take up or deliveries) there is insufficient supply in the property market area to cover a full Local Plan period of a minimum of 15 years. On that basis, it is considered appropriate that the authority includes a strategic employment site to meet employment needs beyond those identified in the district in the Bassetlaw Local Plan [SUB-010].
- 2.19 This approach also accords with the Housing and Economic Need Assessment PPG Paragraph: 031 Reference ID: 2a-031-20190722 insofar as it reflects ‘engagement with logistics developers and occupiers to understand the changing nature of requirements in terms of the type, size and location of facilities, including the impact of new and emerging technologies; analysis of market signals, including trends in take



up and the availability of logistics land and floorspace across the relevant market geographies;’.

- 2.20 Furthermore it reflects the conclusions of the SELA [EX-021] that ‘Strategic B-Class needs across the wider SCR FEMA should be considered ... the Study demonstrates the potential for further land supply in Bassetlaw and Bolsover where strategic B8 needs could be met, and where these two authorities can make the most of their areas’ strategic road connectivity whilst reducing the pressure for B8 in other parts of the city region where other employment uses may be attracted’. (paragraph 7.4).

### **3.0 Employment land supply in Bassetlaw**

#### **Assessing supply**

- 3.1 Following the requirements of the NPPF 2021, a robust assessment is an important source of evidence to inform the Local Plan and seeks to establish realistic assumptions about development potential of the land identified and when development is likely to occur.
- 3.2 An assessment was carried out in line with the methodology set out in the Planning Practice Guidance (PPG) - Housing and Economic Land Availability Assessment.
- 3.3 In summary, the method comprises the following five stages:
1. Stage 1 - Identification of sites and broad locations with potential for development.
  2. Stage 2 – Site/broad location assessment including site suitability, availability and achievability.
  3. Stage 3 - omitted as the NPPF and PPG indicates this is only appropriate for housing sites.
  4. Stage 4 – reviewing the assessment.
  5. Stage 5 – assessing the core outputs to inform the evidence base for the Local Plan.

(Paragraph: 005 Reference ID: 3-005-20190722 Revision date: 22 07 2019)

#### **Calculating capacity**

- 3.4 For sites with potential as employment-led site allocations, the indicative capacity has been assessed by applying a plot ratio set out in paragraph 10.2 of the HEDNA [SS-007].
- 3.5 However, for sites with planning permission the capacity is that set out in the consented scheme for the site.

#### **Employment land supply – site selection**

- 3.6 A range of sites of 0.25ha or 500sqm of floorspace or more have been considered including from sources listed in the Housing and Economic Land Availability Assessment PPG (Paragraph: 011 Reference ID: 3-011-20190722 Revision date: 22 07 2019). A Call for Sites was undertaken in November 2015, and the Council also considered sites submitted through the seven Regulation 18 and Regulation 19 consultations for the Bassetlaw Local Plan.
- 3.7 In July 2018, GL Hearn did the initial site assessments to inform a review of the existing and potential employment land in the district, in line with the PPG. The employment sites were provided by the District Council, and included the main employment locations within the district (in Table 17 [of SS-010]). The outcome was reported in section 9 [of SS-010].
- 3.8 Amongst the matters considered by the site survey: the quality of sites and floorspace and their future suitability to meet market demand; the development potential of sites; the potential for intensification of use; and, the potential for extension of existing sites were considered. Vacant land and floorspace on existing sites was also recorded. Where development opportunities were identified, information was collected regarding the potential availability of land for development, market attractiveness of the site, and any known constraints (including infrastructure) which might impact upon deliverability.

- 3.9 At that time, GL Hearn recommended 23 sites 'be protected for employment use ... proposals for non-employment related development should be resisted.' (paragraph 9.7) 8 sites were considered to have 'the potential to be developed to provide employment uses, should the need arise'. (paragraph 9.12).
- 3.10 Between 2018 and the publication of the draft Bassetlaw Local Plan, January 2020 [BG-006], the district's active employment land supply had evolved. As such the Land Availability Assessment 2020 (LAA) [BG-020] updated the EDNA [SS-010] position and reported on additional employment sites that had been identified as developable or potentially developable. The LAA 2022 [BG-030] represents the most up-to-date assessment of employment sites.
- 3.11 All potential site allocations and reasonable alternatives were considered by the Bassetlaw Sustainability Appraisal (SA) May 2022 [PUB-024]. It is worth noting that the Sustainability Appraisal does not assess sites that have planning permission.
- 3.12 Section 7 of the Site Selection Methodology May 2022 [SS-025] contains a flow diagram confirming the process followed (repeated in Appendix 1 of this topic paper), which is reflective of that within the PPG, whilst Section 4 [of SS-025] provides more detail on the RAG site assessment process for employment land (paragraph 4.2). Sites rated green [in SS-025] were progressed to an employment allocation within the Local Plan; the updated position is within Table 2.1 of the HEDNA Addendum [SS-024].
- 3.13 The HEDNA Addendum [SS-024] makes the distinction between permissions at Snape Lane, Bevercotes and also Apleyhead: for larger units likely to be over 9,000 sqm, and more likely to support 'footloose' occupiers rather than local businesses; and, the remaining seven sites considered [by SS-024]: able to support general employment. This is considered to be a reasonable approach to general employment provision, with the report [SS-024] noting that 'Bassetlaw's high completions trend based need is driven by a number of larger historic developments (see HEDNA 2020 [SS-007] pg 124) and that general needs are likely to be a lower figure better reflected in the 'general permissions' as termed in SS-007.
- 3.14 It is also worth noting that Icen Projects [in SS-024] consider there are a 'considerable number' (paragraph 2.15) of existing employment sites in the district that 'support general provision and where future renewal and intensification is encouraged and anticipated' (paragraph 2.15 [of SS-024]). All existing employment sites considered necessary to support the district's economic strategy and that make general employment provision, were recommended for protection through the Site Selection Methodology [SS-025].

**In relation to General and Larger Unit Employment Sites can the Council provide a table confirming the current status of the identified sites within policy ST7.**

- 3.15 Table 1 below sets out the current status of each employment site allocation in the Bassetlaw Local Plan (as of 16 September 2022).

Reference	Site Name	Site Area (Ha)	Permission Reference	Available Employment Land (Ha)	Available Employment Land (Ha) by 2038	Date commenced if applicable
EM001	Shireoaks Common	26.0	18/00413/OUT	7.5	7.5	-

Reference	Site Name	Site Area (Ha)	Permission Reference	Available Employment Land (Ha)	Available Employment Land (Ha) by 2038	Date commenced if applicable
EM002	Symmetry Park	21.95	57/12/00014, 16/01081/RES, 21/00679/NMA	14.4	14.4	Commenced in 2017. Phase 1 occupied. Phase 2 under construction, 2022.
EM003	Centre of Excellence for Modern Construction	46.50	18/00048/FUL, 18/00419/FUL	16.0	16.0	-
EM004	Welbeck Colliery	29.60	15/01037/FUL	3.0	3.0	-
EM005	Carlton Forest	10.60	15/01477/OUT, 21/00867/RES	10.6	5.0	-
EM006	Trinity Farm	11.11	15/00493/OUT	2.7	2.7	The housing element commenced Summer 2022
EM007	Snape Lane	80.90	15/00971/OUT, 21/00734/RES, 21/00735/RES (Unit 1 and 2)	80.9	80.9	Commenced 2021.
EM008a	Former Bevercotes Colliery	80.0	09/05/00002, 17/01108/NMA	80.0	43.0	Implemented in 2017.
EM008b	Manton Wood	24.6	18/00737/OUT, 20/00482/RES, (Phase 2) 20/00620/FUL (Phase 3)	24.6	10.7	Commenced 2020, Phase 1 occupied.
	<b>TOTAL:</b>	<b>323.51</b>		<b>188.8</b>	<b>183.2</b>	

Table 1: Employment site allocation position: September 2022

### Why was Apleyhead selected?

- 3.16 The Sheffield City Region Strategic Employment Land Assessment: Summary Report (SELA), 2019 [EX-021] concluded at paragraph 7.4 that there was ‘the potential for further land supply in Bassetlaw and Bolsover where strategic B8 needs could be met, and where these two authorities can make the most of their areas’ strategic road connectivity whilst reducing the pressure for B8 in other parts of the city region where other employment uses may be attracted.’ whilst the Logistics Assessment [TI-014] acknowledged that ‘occupiers considering units of these sizes [100sqft and above] can cover wider areas of search that go beyond typical travel to work area or general functional economic market area (FEMA) boundaries’ (paragraph 2.7).
- 3.17 The Logistics Assessment [TI-014] concluded with regards to a property market area that ‘there is a general consistency from agents that the A1 corridor (and sister M1 corridor) centred around Bassetlaw stretches from Doncaster to Nottingham’ (paragraph 2.9), and that the Bassetlaw A1 element running south of Doncaster towards Newark is identified as the inner study area (A1) in the wider property market area (PMA). These are shown in Figure 2.1 of that report [TI-014].

- 3.18 As such, the report [TI-014] considered whether Bassetlaw could accommodate the potential for strategic B8 use within the PMA – defined as units and sites capable of hosting large scale logistics units and operations of 100,000 sqft to 1,000,000 sqft or more rather than final mile distribution (paragraph 2.6).
- 3.19 The criteria for suitable sites in the supply included: 'being within the defined PMA; having a minimum 2.4 ha net area, assuming 100,000 sqft (9,000 sqm) unit requires 40% plot ratio; proximity and connection to the strategic road network;' (paragraph 5.3 [of TI-014]). Icen Projects consider this 'acceptable given the study is not a joint logistics assessment to determine need and supply for all authorities, but rather an effort to consider the role of the Bassetlaw A1 element in the wider PMA' (paragraph 5.4).
- 3.20 Looking across the whole A1 property market area using the best data available Table 2.2 of [TI-016] states that there is up to 9 years of supply based on a trajectory of past take up and 13 years supply looking at a trajectory of past deliveries; and these figures include the large scale logistics site being promoted at Apleyhead Junction. Considering either of these approaches to modelling future needs (past take up or deliveries) the Logistics Assessment concludes there is 'insufficient supply' in the property market area to cover a full Plan period of a minimum of 15 years. (paragraph 5.12 [of TI-014]).
- 3.21 On that basis, it is considered 'reasonable' in TI-014 (paragraph 7.2) that the authority includes a strategic employment site, such as Apleyhead, to meet employment needs beyond those identified in the district in the Bassetlaw Local Plan [SUB-010], adding at paragraph 7.2 'these are desired by the market and will not lead to an oversupply in the medium term' across the property market area.
- 3.22 This approach accords with the requirements of the Housing and Economic Need Assessment PPG which acknowledges that logistics 'has distinct locational requirements ... Strategic facilities serving national or regional markets are likely to require significant amounts of land, good access to strategic transport networks, sufficient power capacity and access to appropriately skilled local labour... will then need to consider the most appropriate locations for meeting these identified needs.' (Paragraph: 031 Reference ID: 2a-031-20190722 Revision date: 22 07 2019)
- 3.23 The Apleyhead Junction site has been considered through a robust site assessment process. A strategic site is defined by the HEDNA [SS-007] as 'playing an identifiable role in the sub-regional or regional economy' (paragraph 9.16). Following consideration of the key attributes that comprise a strategic site (within paragraph 9.21), the report [SS-007] concluded at paragraph 9.22 that 'in GL Hearn's view the development of Apleyhead Junction would be the only site of the District's supply that would meet these characteristics' and would be able to play an identifiable role in the sub-regional/regional economy.
- 3.24 This recommendation is considered appropriate. The EDNA [SS-010] first assessed Apleyhead (Land off the A57) (site 13) in January 2019. At that time it concluded that 'this is a strategic employment site, which presents an opportunity to expand neighbouring industrial uses [(Local Plan Reference EES10) Manton Wood East] within an accessible location. As such, it is recommended that some of the site could be identified for employment uses.' (Page 35).
- 3.25 The EDNA [SS-010] informed the LAA [BG-030] site assessment for Apleyhead (site reference LAA338) which concluded that the site could be suitable for employment use, specifically a regional logistics hub. As such, it was carried forward to the Bassetlaw Sustainability Appraisal 2022 [PUB-024]. Table A6-21 (pp 472-475) highlighted the

potential mitigation to address the impacts identified. Table A8.1 (pp 661-662) noted the Council's reasoned justification for taking the site forward.

- 3.26 The conclusions of these assessments are considered appropriate. Apleyhead has a developable area of 118ha, Table 5.1 [of TI-014] states that it is capable of delivering approx. 4.4m sqft alone, is able to accommodate the widest range of logistics occupier needs in the market, as well as having connectivity to the strategic road network and being accessible to a local labour market (being almost equidistant between Worksop and Retford). As such, the evidence [in TI-014] considers it to be sub-regionally unique and if developed would be 'the single largest logistics development in the PMA' (paragraph 5.6), thereby fulfilling the definition of a strategic employment site [in SS-007], and meeting the criteria in paragraph 3.20 above for a strategic logistics site.
- 3.27 Furthermore, the property market area authorities agree in the Bassetlaw A1 Corridor Logistics Assessment Property Market Area Authorities Statement of Common Ground, June 2022 [SCG-019] that the defined property market area is appropriate to consider sub-regional/regional logistics needs for the purposes of the Bassetlaw Local Plan (paragraph 3.1.6); and that Apleyhead could make an appropriate contribution to addressing a sub-regional/regional need for large scale logistics by 2038 (paragraph 3.1.7).
- 3.28 Representations from the site promoters; Caddick Developments, in response to the Regulation 19 Bassetlaw Local Plan 2020-2038 Second Addendum (SA-REF011) confirm the site's characteristics stating it represents 'a unique opportunity to deliver a significant development which can meet the widest possible range of occupier requirements from smaller scale to upwards of 4m sqft in a single building.' (p3).

**How have the initial concerns expressed by other authorities in relation to the regional impact of this allocation been resolved?**

- 3.29 In response to the Regulation 18 draft Bassetlaw Local Plan, January 2020 [BG-006] consultation, the South Yorkshire authorities (REF256, REF269, REF346, 119860) highlighted initial concerns relating to evidence of need for a strategic employment site in the district, and the potential impact the associated jobs growth could have upon the delivery of employment allocations in other authority areas.
- 3.30 The Duty to Cooperate Compliance Statement May 2022 [DTC-005] paragraphs 3.8-3.15 set out the approach the District Council has followed through the Duty to Cooperate process, to address the initial concerns of other authorities. This includes through the preparation and production of the A1 Corridor Logistics Assessment: Bassetlaw Council [TI-014] and the Addendum [TI-016].
- 3.31 Confirmation that the initial concerns have been addressed is contained within the Statement of Common Ground, June 2022 [SCG-019] whereby the property market area authorities have reached agreement on the following points:
1. that this scale of operations is appropriate in the context of the scale of Apleyhead.
  2. that Bassetlaw intends to meet the housing needs in the district over the plan period.
  3. that the defined property market area is appropriate to consider sub-regional/regional logistics needs for the purposes of the Bassetlaw Local Plan.
  4. that Apleyhead could make an appropriate contribution to addressing a sub-regional/regional need for large scale logistics by 2038.
  5. that the Apleyhead site will be identified in [wider strategic logistics studies] as a potential site allocation.

It has been agreed that there are no outstanding issues relating to this matter.

- 3.32 Consequential changes to the Bassetlaw Local Plan, particularly to Policy ST7: Provision of Land for Employment Development, have been made throughout the Regulation 18 and Regulation 19 plan-making process to respond to the representations made by neighbouring authorities and as a result of the publication of an updated evidence base. These are evidenced within the Consultation Statement [SUB-012].

**What progress has been made in relation to determining the nature of the likely off-site transport works necessary to facilitate Apleyhead? The Infrastructure Delivery Plan 2021 doesn't include an allowance for potential road widening on the A57, can the Council explain how this matter has been resolved. How will funding be secured? What are the views of NCC Highways and National Highways as to whether these can be achieved?**

- 3.33 The potential impacts arising from Apleyhead along the A57 have been assessed in two parts due to the likely assumptions increase in traffic over the Plan period. Firstly, the Bassetlaw Transport Study Update May 2022 (BTS) [TI-017] has robustly investigated the likely delivery of committed development (paragraph 5.7.3 and Table 23) and proposed development allocations in the Local Plan up until 2038 (Table 25). This includes Apleyhead.
- 3.34 Section 11.6 [of TI-017] considers the link capacity on the A57 over the Plan period. The modelling assumptions have identified that with Local Plan growth, link capacity issues are unlikely 'within the first eight to 10 years of the plan period' (paragraph 11.6.19); paragraphs 11.6.21 – 11.7.4 has identified a series of highway mitigation measures that are considered necessary to deliver the proposed Local Plan growth through a cost impact proportional basis. A summary of the junction assessments and possible mitigation follows paragraph 11.7.5. Appendix G [of TI-017] summarises the cost of such measures per junction, totalling c£20.4 million.
- 3.35 NCC Highways have accepted the findings of the BTS May 2022 [TI-017]. Further work is being undertaken on the potential impacts to the A1 with National Highways.
- 3.36 The BTS 2022 [TI-017] paragraph 11.8.1 identifies several potential sources of funding to facilitate mitigation; including funding provided by developers to address transport impacts due to development proposals, which the Infrastructure Delivery Plan (IDP) April 2022 [PUB-027] paragraphs 4.2-4.5 states could include via the Community Infrastructure Levy, developer contributions and/or planning conditions. It is worth noting that paragraph 5.2.2 of the BTS [TI-017] identifies that two junctions on the A57 are identified within the Council's Infrastructure Funding Statement [PUB-005] as currently being appropriate for CIL funding.
- 3.37 The IDP [PUB-027] also sets out the proposed proportionate contributions towards relevant A57 mitigation for each relevant Local Plan site (in Appendix 2).
- 3.38 Secondly, paragraph 11.6.26 of the BTS [TI-017] recommended that the Council work with relevant partners to agree a more strategic Improvement Plan for the A57 corridor which considers 'planned growth as well as other likely sites that may come forward through the lifetime of the Local Plan' and the general increase in traffic volumes beyond 2029/2030. Because the Improvement Plan is expected to address wider strategic transport matters it is considered appropriate that this be progressed through a separate assessment process.

- 3.39 The Duty to Cooperate Compliance Statement April 2022 [DTC-005] identifies that the Council and its partners are progressing an Improvement Plan, through the A57 Improvement Plan Project Group with relevant partners (NCC Highways and Planning Policy, National Highways, Rotherham MBC and Derbyshire County Council) (paragraph 3.29). The Terms of Reference, project objectives and work programme have been agreed by the Group (attached as Appendix 2 to this paper). Statements of Common Ground are being finalised.
- 3.40 An Improvement Plan will be designed to enable the necessary evidence to be produced to facilitate funding bids to be submitted in the future including via Central Government, via the Local Transport Plan, via the LEP (paragraph 11.8.2 [of TI-017]) and/or through the East Midlands Mayoral County Combined Authority.

**What assumptions are made in relation to the timescale for delivery for Apleyhead?**

- 3.41 The site promoters, Caddick Developments, signed a Statement of Common Ground with the Council [SCG-015] in May 2022. Paragraph 3.3 states that the ‘site is entirely deliverable in this plan period.’
- 3.42 Section 6.0 [of SCG-015] states that a planning application is expected to be submitted for the site on or before submission of the Local Plan for examination. As a strategic employment site, delivery is expected to respond to the market. As such, representations submitted on behalf of Caddick Developments in response to the Bassetlaw Local Plan: Second Addendum, updated their position (SA-REF011): ‘There is active occupier interest in units of up to 1.2m sqft...it is therefore prudent to review the timings for submission of an application until the detail of the interest is confirmed with the proposal ... geared to meet these known occupier requirements...a planning application may not be submitted immediately in Outline, a later Hybrid application could in reality result in an earlier start on site and first phase delivery as far greater detail will be provided up front.’ (page 2).

**Can the Council confirm that Policy ST7 3 e) is intended to relate solely to existing logistics allocations in adopted plans within the PMA?**

- 3.43 The intention is for Policy ST7 3 e) to apply to employment allocations in adopted Local Plans within the PMA that are capable of accommodating large scale logistics.
- 3.44 To clarify the Council’s approach Policy ST7 e) should be amended as follows:
- e) in relation to large scale logistics not adversely impact upon the economic growth ~~strategies~~ strategy and/or ~~compromise~~ the deliverability of other employment allocations identified in this Local Plan; and/or, within an adopted Local Plans ~~adopted~~ for a local authority within the property market area ~~in relation to large scale logistics~~;

**Employment land supply – jobs requirement**

- 3.45 The employment land supply position (2020-2037) and resulting anticipated full time equivalent jobs (FTEs) was first considered in 2020 [in Appendix A of SS-007]. The HEDNA Addendum [SS-024] reported an updated position to account for the removal of the Bassetlaw Garden Village and associated employment provision (no longer available); the removal of the Marnham employment site (the landowners indicated a change in approach to site delivery); and, the inclusion of the Bevercotes Colliery permission in the supply (the landowners advised a change in status: a developer partner has an option for the site, and confirmed the planning permission has been implemented).



- 3.46 The 2020 HEDNA [SS-007] recommended the employment need as 186.9 ha (2018-37), equating to 196.7ha to 2038 on a pro rata basis. The updated position [in SS-024] identifies the supply position as 189.4ha - slightly below the requirement of 196.7ha [in SS-007], before considering Apleyhead strategic site (an additional 118.7 ha). Table 2.1 [of SS-024] shows that the associated total FTEs has risen to 13,620-15,313 (12,230-13,923 FTEs [in SS-007]) mostly as a result of Bevercotes Colliery. Deducting deliveries (for 2018-2020) of 13.9ha at Manton Wood [SUB-010 reference EM008b] leaves the residual need for the Plan period at 175.5ha. A further 56.4ha is under construction at sites EM002 and EM007 [in SUB-010].
- 3.47 Paragraph 2.6 [of SS-024] states that the employment provision associated with the Garden Village was identified to create a 'sustainable strategy for a new settlement', with an employment provision of 10ha considered 'appropriate' (EDNA Part 3 [SS-010] paragraph 2.10) to support the 4000 dwellings proposed. As such, the HEDNA Addendum [SS-024] states that the withdrawal of the Garden Village 'does not defacto require re-provision elsewhere' (paragraph 2.6).
- 3.48 The supply position in Table 2.1 [of SS-024] is considered alongside the Oxford Economics baseline jobs outlook (Table 2.2 [of SS-024]). This is considered outside of the anticipated deliveries, because changes across sectors will still occur including some losses on other sites and sectors. It shows a levelling off to 2019 and then a pandemic impact 'V' 2020-23, with a contraction from 2027 onwards, however Icenl Projects consider that the delivery of the sites (within Table 2.1 [of SS-024] and within Table 1 of this topic paper) is 'likely to mean' (paragraph 2.7) such a contraction does not occur at a district level.
- 3.49 To get an overall picture of jobs to 2038 the HEDNA Addendum [SS-024] (paragraphs 2.10-2.12) mirrors the process undertaken in the HEDNA [SS-007] (paragraphs 4.31-4.35). This includes applying an allowance for displacement and multipliers (from the HCA Additionality Guide 2014). Paragraph 2.11 [of SS-024] makes a distinction between general (local) permissions and larger unit/strategic sites. As per the HEDNA [SS-007] because of the uncertainties around occupier type at Apleyhead a lower and higher scenario is considered.
- 3.50 The total job growth for each scenario is brought together in Table 2.3 [of SS-024]: 5,996 jobs are forecast from the general and larger unit sites or 9,852-11,354 jobs if Apleyhead is included. This is broadly 'comparable' (paragraph 2.14 [of SS-024]) to the HEDNA [SS-007] at 9,735-11,236 jobs. This is because the 'supply position has increased but the baseline position has fallen' (paragraph 2.14 [of SS-014]), thereby achieving a similar balance.

## 4.0 Economic Led Housing Need

4.1 Taking into account the changing economic circumstances and growth strategies in the district identified in section 2.0 and 3.0 of this topic paper, the HEDNA [SS-007] considers there is a 'need' (paragraph 5.1) to consider an increase to housing need above that identified in the standard method. As such, this section considers the approach taken to economic led housing need.

4.2 This aligns with the Housing and Economic Need Assessment PPG which states that:

'The government is committed to ensuring that more homes are built and supports ambitious authorities who want to plan for growth. The standard method for assessing local housing need provides a minimum starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there will be circumstances where it is appropriate to consider whether actual housing need is higher than the standard method indicates.

This will need to be assessed prior to, and separate from, considering how much of the overall need can be accommodated (and then translated into a housing requirement figure for the strategic policies in the plan). Circumstances where this may be appropriate include, but are not limited to situations where increases in housing need are likely to exceed past trends because of:

- growth strategies for the area that are likely to be deliverable, for example where funding is in place to promote and facilitate additional growth (e.g. Housing Deals);
- strategic infrastructure improvements that are likely to drive an increase in the homes needed locally; or
- an authority agreeing to take on unmet need from neighbouring authorities, as set out in a statement of common ground;

There may, occasionally, also be situations where previous levels of housing delivery in an area, or previous assessments of need (such as a recently-produced Strategic Housing Market Assessment) are significantly greater than the outcome from the standard method.' (Paragraph: 010 Reference ID: 2a-010-20201216 Revision date: 16 12 2020)

4.3 The methodology is identical to that set out in developing a labour supply developed from population increase (as set out in Appendix A [of SS-024]), but Iceni Projects have undertaken the process in reverse to get a population growth required for jobs led growth. Paragraph 2.16 and Appendix A of the HEDNA Addendum [SS-024] sets out the approach taken which is consistent with that in the HEDNA [SS-007], section 5.

**Why meeting Standard Method alone is considered insufficient to meet the needs of the district.**

4.4 The HEDNA [SS-007] considers a number of jobs growth scenarios and associated housing need but recognises that the 'focus should be on the housing need associated with the four outcomes [at paragraph 5.14], driven by Apleyhead' including an 'alternate' commuting ratio for Apleyhead (paragraph 5.15) based on more localised commuting patterns (paragraph 5.17). These scenarios were informed by a range of factors including: unemployment rates; double jobbing; commuting patterns; and economic activity rates (paragraphs 5.2-5.11 [of SS-007]).

- 4.5 Table 19 [of SS-007] summarises the economic led housing scenarios, with paragraph 5.19 stating that there is ‘a considerable difference’ between the OE baseline of 236 dwellings per annum and the higher jobs growth scenario of 646 dwellings per annum, concluding that of the eight scenarios ‘only the OE baseline [of 112 jobs] would be supported by the standard method for assessing housing need (288 dpa). All of the other scenarios require the Council to plan for a housing need above the standard method to meet its economic aspirations.’ It therefore seems counter intuitive, with the employment land supply position as described in Section 3.0 to plan for only the standard method, as this would not address the district’s employment needs.
- 4.6 The economic led housing scenario associated with the local supply scenario is 450 dwellings per annum (Table 19 [of SS-007]). The lower jobs range [in SS-007] for Apleyhead results in a housing need of 591 dwellings per annum. On that basis, 141 dwellings of the annual housing requirement arises from the proposed allocation of Apleyhead. It is considered appropriate to carry forward these assumptions given that the overall employment and housing positions are comparable to the HEDNA Addendum [SS-024].
- 4.7 That report [SS-024] further considers the impact of the pandemic; unemployment is ‘particularly important given that there is likely to have been notable increases in unemployment due to Covid-19’ (paragraph 3.11 [of SS-024], with Figure 1.3 confirming a clear increase since 2020, and paragraph 3.14 [of SS-024] stating that ‘there were potentially 1,870 people not working in 2020 who might be expected to return to employment in the future’). This leads, at Table 3.6 [of SS-024], to a change in economically active population needed to meet the job forecast scenarios (in the range of 7,500-9,200 jobs to be supported).
- 4.8 It is worth noting that the comparable position for the standard method scenario in Table 3.4 [of SS-024] is in the range of 3,500-3,600 jobs to be supported (with an allowance for those returning to work), or if it is assumed that people will not return to work following the pandemic the standard method scenario shows a lower level of jobs being supported; in the range of 1,600-1,700 (Table 3.5 [of SS-024]).
- 4.9 Taking the figures in Table 3.6 [of SS-024] this led to a consequential change in the projected housing need at Table 3.7 [of SS-024] (including an allowance for people returning to work) the analysis shows a housing need within a range of 523-590 dwellings per annum.
- 4.10 GL Hearn had stated in the HEDNA [SS-007] that the ‘most realistic and reasonable upper range’ (paragraph 5.20) to support the district’s economic growth strategy at that time was 562-591 dwellings per annum. This would enable the lower jobs range for Apleyhead to be achieved, and would maintain a greater share of the jobs for local residents, as per 1:1 commuting ratio, thereby contributing to the Council’s economic strategy to enable a step change in the local economy. This resulted in a housing need of 591 dpa.
- 4.11 That report [SS-007] considered the alternate higher jobs growth scenario at Apleyhead [a housing need of 562] as ‘ambitious’ (paragraph 5.21 [in SS-007]), likely to be achievable only with changes to commuting and would require neighbouring authorities, through Duty to Cooperate, to take a share of the associated housing need. Neighbouring authorities confirmed in Statements of Common Ground [SCG-008, SCG-011, SCG-014, SCG-016, SCG-017, SCG-018] that each authority would meet its own housing needs only.

- 4.12 Paragraph 2.21 [of SS-024] states that the ‘comparable position’ to the 591 dwellings per annum (in the 2020 HEDNA [SS-007]) is 523 dwellings per annum (lower jobs range for Apleyhead, and a 1:1 commuting ratio). The upper end of the jobs range leads the housing requirement to 582 dwellings. However Iceni Projects recommended at paragraph 2.23 [of SS-024] that ‘the authority plan for the 582 dwellings per annum figure for planning policy purposes to:
- Mitigate uncertainty in the conservative baseline outlook for the local economy and manufacturing sector in particular (with the Apleyhead scenario difference comparable to the economic contraction as per Table 2.3)
  - Provide a buffer for flexibility in employment terms of around 10%, reflecting that windfall sites are likely to come forward in the plan period and general uncertainties in forecasting’
- 4.13 On that basis, it is considered that planning for the standard method is insufficient to meet the needs of the District as the housing need would not align with the economic growth strategy being promoted and delivered in the district, particularly given the status of the site supply identified by Table 1 above. It would therefore be counter intuitive to plan for an economic led housing need that only achieves the standard method of up to 3600 jobs (as per Table 3.4 [of SS-024]), when the expected jobs growth from Table 2.1 of that report, excluding Apleyhead, is expected to provide for c 9,273- 9,473 FTEs (in SS-024).

#### **Historic Delivery rates**

- 4.14 Additionally, paragraph 4.2 [of this topic paper] states that the Housing and Economic Need Assessment PPG (Paragraph: 010 Reference ID: 2a-010-20201216 Revision date: 16 12 2020) recognises that there may be cases where previous levels of housing delivery in an area are significantly greater than the standard method, and that this can be taken into account when considering whether to plan for a higher housing figure than that in the standard method. The Council’s Authority Monitoring Report [PUB-010] shows that housing delivery over the previous five year monitoring period 2016/17 to 2020/21 generates an average of 583 dwellings, considerably higher than the standard method (288).

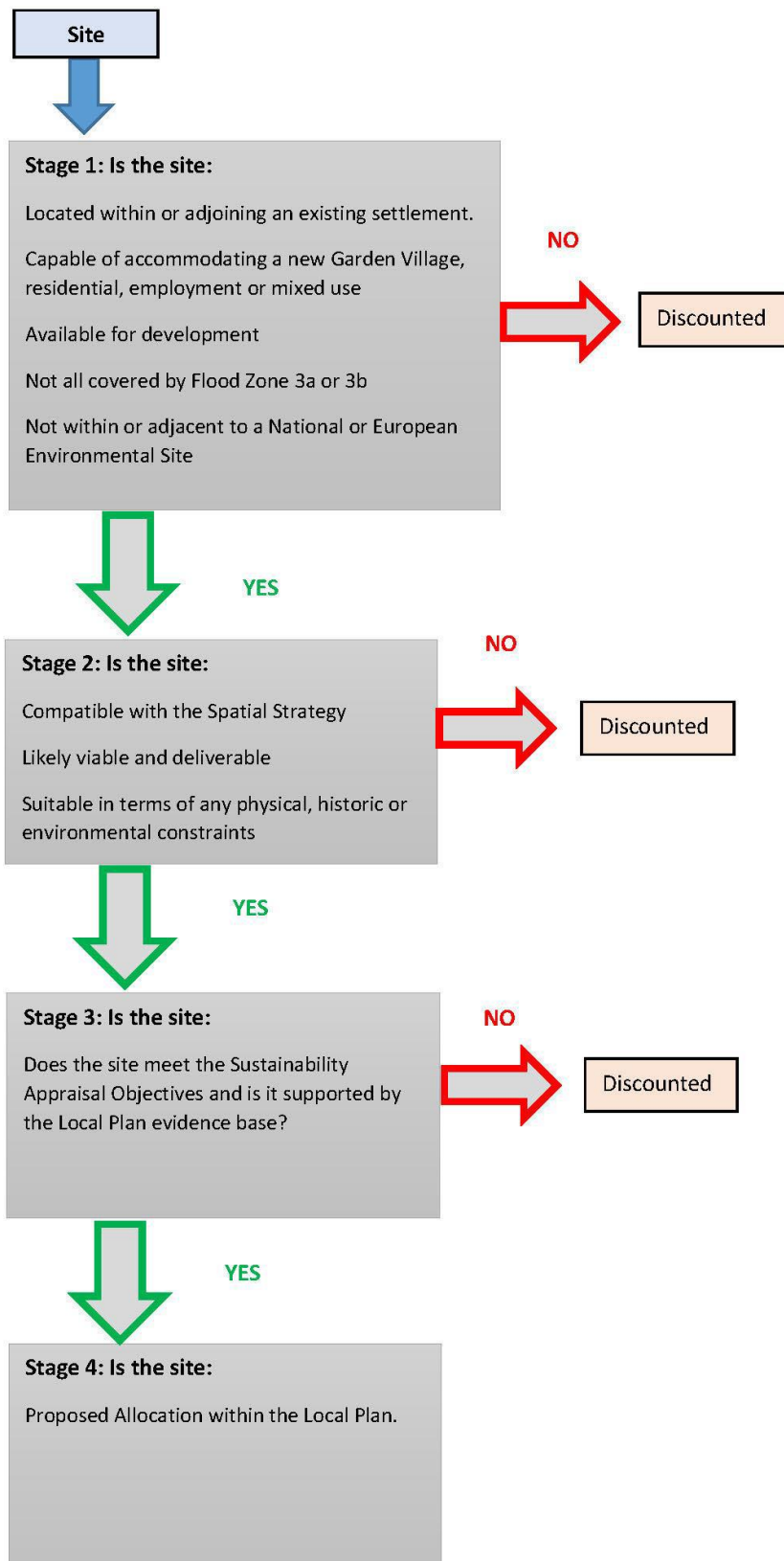
#### **Affordable housing and specialist housing needs**

- 4.15 In addition to the above, the Housing and Economic Need Assessment PPG identifies other circumstances where planning for an increase to the standard method may be appropriate: ‘An increase in the total housing figures included in the plan may need to be considered where it could help deliver the required number of affordable homes..’(Paragraph: 024 Reference ID: 2a-024-20190220 Revision date: 20 02 2019).
- 4.16 The HEDNA [SS-007] ‘identifies a notable need for affordable housing ... it is clear that provision of new affordable housing is an important and pressing issue in the District.’ (paragraph 6.65). With an identified net need for 214 affordable dwellings (social/affordable rented) per annum, ‘The evidence [in SS-007] does however suggest that affordable housing delivery should be maximised where opportunities arise.’ (paragraph 6.65) before concluding that ‘the Local Authority is already planning above the standard method to address economic growth. This would in turn also deliver greater levels of affordable housing through developer contributions therefore a further uplift is unlikely to be required.’ (paragraph 6.66). Conversely, planning for the standard method is therefore unlikely to maximise affordable housing opportunities in the district, without an uplift.
- 4.17 Furthermore, the Housing Needs of Different Groups PPG states the authority ‘will need to consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account: the overall level of need identified using the

standard method (and whether the evidence suggests that a higher level of need ought to be considered); (Paragraph: 001 Reference ID: 67-001-20190722 Revision date: 22 07 2019).

- 4.18 Chapter 8 [of SS-007] indicates that in general, the older person population in Bassetlaw is projected to increase notably in the future, and an ageing population means that the number of people with disabilities is likely to increase. Paragraph 8.32 [of SS-007] summarises the estimated need by category of housing; with up to 2000 sheltered homes needed by 2037 and 900 extra care units in the same timeframe. This indicates that there is a need to increase the supply of older persons housing in the district which planning for the standard method is unlikely to achieve.

## Appendix 1: Site Selection Methodology Flowchart



## **APPENDIX 2: A57 Project Group Terms of Reference, Objectives and Workshop Programme**

### **A57 Project Group**

#### **TERMS OF REFERENCE**

Bassetlaw District Council is to establish an A57 Project Group. This is a multi-agency group designed to take forward the production of an A57 Improvement Plan, required to inform the delivery of the emerging Bassetlaw Local Plan and emerging Rotherham Local Plan review.

This paper outlines the governance arrangements for the group, including; the purpose of the group, its role and responsibilities, and accountability.

#### **1.0 Membership**

The Project Group will consist of representatives from public sector organisations that play a key role within their own organisation in relation to land use planning and transport planning. They need to have the authority to influence the decision-making agenda for their own organisation to facilitate the delivery of an improvement plan for the A57 in conjunction with appointed transport consultants.

The following organisations have been approached to sit on the Project Group:

- Bassetlaw District Council – planning policy
- Nottinghamshire County Council – planning policy
- Nottinghamshire County Council – Local Highways Authority
- Rotherham Metropolitan Borough Council – planning policy
- Rotherham Metropolitan Borough Council – Local Highways Authority
- National Highways
- Derbyshire County Council – Local Highways Authority
- Derbyshire County Council – planning policy

The representation for the transport consultants will be identified on appointment.

The Project Group should consist of no more than 15 members to facilitate constructive discussion. Membership will reflect the stage the project is at in the planning/development process so members will rotate accordingly.

#### **1.1 Purpose of the Group**

The purpose of the A57 Project Group is to influence and facilitate the development of the A57 Improvement Plan for the length of strategic highway between the A1/A57 junction in Bassetlaw District and the M1/A57 junction in Rotherham. The driver is to provide an improvement plan that can inform the delivery of the emerging Bassetlaw Local Plan and the emerging Rotherham Local Plan Review. It should also be capable of informing funding bids to the Department for Transport and other relevant organisations. The production of an improvement plan will ensure that the development and infrastructure needs of both Local Planning Authorities are met, cross boundary matters are identified and addressed appropriately and that the wider area benefits from a more efficient and effective strategic highways network and associated economic growth.

#### **1.2 Roles and Responsibilities**

Members of the Project Group will be responsible for the following tasks:

1. To provide guidance on your organisations' development and infrastructure needs to enable the Group to respond to these needs;
2. To represent your organisation at the meetings, provide information to resolve any 'showstoppers' and be an advocate to explore wider issues and opportunities and promote the approach being delivered within your organisation to ensure ongoing buy-in;
3. To bring together and co-ordinate wider stakeholder activities/ plans within the context of producing and implementing both Local Plans, and identify key shared priorities whilst ensuring there are no areas of duplication or conflict with participating organisations or wider stakeholders and support the achievement of overarching strategies e.g. Local Transport Plan.
4. To establish a vision for the A57 Improvement Plan and set out the key objectives that will guide the improvement plan and deliver the vision
5. To assist with delivering key work streams and technical work to enable the production of an improvement plan consistent with relevant legislation, national planning policy and good practice as well as the emerging Local Plans
6. Share local intelligence on emerging barriers/needs that need to be addressed and help formulate a more accurate picture of the issues identified (within the remit of GDPR);
7. To provide information in a timely manner to ensure the project plan, including key tasks and milestones, are kept up to date
8. To agree a project plan to produce an improvement plan to inform the Bassetlaw Local Plan review expected to be in 2028;
9. To consider the best organisations to engage and appoint where required, e.g. consultants
10. To keep the Group informed of relevant new and emerging delivery and/or funding initiatives to be delivered by your organisation or local or national changes that could impact the improvement plan;

#### **1.4 Accountability**

The Chair will be Bassetlaw District Council's Planning Policy Manager and the Deputy Chair will be Rotherham Metropolitan Borough Council's Planning Policy Manager. This will ensure impartiality in the planning and development process across the study area. Bassetlaw District Council will provide the secretariat for the project group.

The Project Group will meet virtually, in the first instance quarterly or as often as is considered necessary to progress key stages.



## **A57 Project Objectives**

To aid the delivery of the A57 Improvement Plan:

- monitor the delivery and timing of relevant Local Plan growth in Bassetlaw, Rotherham and Sheffield affecting the A57 between the A1/A57 junction and the M1/A57 junction;
- sharing of relevant transport and infrastructure data where appropriate;
- agree to use a traffic reassignment model to assess the implications for current and future Local Plan growth within the study area and the surrounding network in terms of an origin destination matrix;
- consider sustainable and public transport options to address Local Plan growth across the study area impacting on the corridor;
- consider the feasibility of improvements at junctions and links taking into account the constraints on the corridor referenced in the Bassetlaw Transport Study 2022 and the Rotherham Infrastructure Strategy
- assess how options can positively contribute to reducing carbon emissions across the study area
- assess how improvements might be phased, taking into account the expected future levels of development;
- ensure that capacity improvements add resilience to the highway network to support the economic ambitions of the local authorities, thereby boosting productivity and reducing costs to businesses;
- ensure that support is provided to all road users by adding resilience to the route which will help support the strategic and main road network during major works or incidents;
- identify the mechanism by which each relevant development might fund a proportionate and legislatively compliant contribution towards improvements including the mechanism for securing delivery (i.e. planning condition or S106 agreement);
- identify any potential forecast gap in funding to enable the works to take place to support bids to help deliver the identified solution;
- produce within the Improvement Plan a credible mechanism to determine how the improvements might be achieved by the relevant authorities over the lifetime of relevant Local Plans;
- upon completion, keep the improvement plan under review.

## Work Programme

To enable the A57 Improvement Plan to be progressed to preliminary design phase to inform the Bassetlaw Local Plan review (expected to be completed by 2028):

- 1. Strategy, shaping and prioritisation: 2022**
  - a. Agree area of search
  - b. Agree a shared-vision for the project
  - c. Agree project objectives and critical success factors
  - d. Agree the scheme brief, timescale, scope and budget
  - e. Appoint consultants to undertake the project work
  - f. Identify and prioritise potential transport issues
  - g. Shape, investigate and assessment of the viability of transport scheme solutions to the problem, including road network solutions
- 2. Option identification: 2022-2023**
  - a. Identify potential options
  - b. Assess all potential options in terms of environmental impact, planning constraints, land availability, traffic forecasts and economic benefits and against critical success factors
  - c. Refine the cost estimate of the identified potential options (including an allowance for risk/contingency)
  - d. Produce an initial preferred options report
- 3. Option selection: 2023-24**
  - a. Undertake public and stakeholder consultation on preferred option(s)
  - b. Analyse comments and produce a consultation report
  - c. Refine the cost estimate of preferred options (including an allowance for risk/contingency)
  - d. Refine the environmental impact assessment, traffic forecasts and economic benefits, where appropriate
  - e. Produce a feasibility report for the preferred option
- 4. Preliminary design: 2024-25**
  - a. Carry out surveys (e.g. topographical, environmental)
  - b. Complete the preliminary design options for scheme specific consultation
  - c. Undertake consultation with stakeholders including neighbouring authorities, statutory consultees, Parish Councils
  - d. Update design and complete the environmental assessment and prepare the environmental statement, as a result of consultation feedback
  - e. Agree initial target cost within a cost and implementation strategy