



**STATEMENT OF COMMON GROUND**

**BASSETLAW DISTRICT COUNCIL**

**ROTHERHAM METROPOLITAN BOROUGH COUNCIL**

**NOVEMBER 2022**

## **1. Introduction**

- 1.1 This Statement of Common Ground (SoCG) has been developed in order to address strategic planning matters between the parties consisting of Bassetlaw District Council (DC) and Rotherham Metropolitan Borough Council (MBC). The Authorities are neighbouring Planning Authorities with strategic planning matters that cross the administrative boundaries of the respective authorities. Rotherham MBC is also a constituent member of the South Yorkshire Mayoral Combined Authority (SYMCA). Bassetlaw DC is a non-constituent member.
- 1.2 In relation to strategic planning matters, section 33A(4) of the Planning and Compulsory Purchase Act 2004 (PCPA 2004) indicates that Local Planning Authorities have a duty to cooperate with prescribed bodies identified in paragraph (a), (b) or (c) or subsection (9) of the PCPA 2004.
- 1.3 This approach is also a requirement of national planning policy. Paragraph 35 of the National Planning Policy Framework seeks to ensure that the Local Plan is deliverable over the plan period and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.
- 1.4 The purpose of the Statement is to inform stakeholders about the areas of agreement. Outstanding areas of disagreement are included in Section 4. This statement is made between Bassetlaw DC and Rotherham MBC with regard to strategic planning matters for the Bassetlaw Local Plan, specifically:
- Spatial Strategy
  - Housing Need (including Gypsy and Traveller Needs)
  - Economic Growth
  - Apleyhead Junction Strategic Employment site allocation
  - Transport Matters

## **2. Background and Governance**

- 2.1 Rotherham Metropolitan Borough Council and Bassetlaw District Councils are public bodies that are the Local Planning Authorities (LPAs) for their respective administrative areas. Ultimately, the Councils have a Duty to Co-operate on strategic planning matters affecting both areas.
- 2.2 The development of the Local Plans for each local authority area has been enhanced by working together to ensure that strategic planning matters are appropriately addressed. A number of meetings have been held relating to cross-border and strategic matters between the two parties.
- 2.3 This Statement of Common Ground includes outstanding areas of disagreement, reflects the current position between Rotherham Metropolitan Borough Council and Bassetlaw District Council; and will be updated as and when required.
- 2.4 Bassetlaw DC signed a Statement of Common Ground with the Sheffield City Region MCA and its constituent and non-constituent members in 2020, following discussions relating to cross-boundary and strategic matters between all parties.
- 2.5 Representations were submitted by Rotherham MBC to all consultation stages of Bassetlaw DC's emerging Local Plan most recently in June 2022. These have been considered, and where appropriate informed the development of subsequent stages of the Plan.
- 2.6 The Bassetlaw Local Plan has been submitted to the Secretary of State for Levelling Up, Housing and Communities on 18 July 2022 for independent examination in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Bassetlaw DC and Rotherham MBC will continue to meet to discuss cross boundary strategic planning matters as the Bassetlaw Local Plan progresses through examination.

### 3. Areas of Common Ground

#### Spatial Strategy

- 3.1 The Bassetlaw Spatial Strategy relating to the distribution of growth is set out in the Bassetlaw Local Plan Policy ST1. Rotherham MBC have expressed support for the spatial strategy as set out in the Publication Version and Addendums of the Bassetlaw Local Plan.

#### **Agreement 1. Bassetlaw Local Plan Spatial Strategy**

- a) Bassetlaw District Council agrees to continue to engage with Rotherham Metropolitan Borough Council regarding the Spatial Strategy of the Bassetlaw Local Plan. Any proposed amendments and relating evidence will be shared with Rotherham Metropolitan Borough Council.

#### Housing Need and Delivery

- 3.2 Rotherham MBC and Bassetlaw DC are within different Housing Market Areas (HMA). Bassetlaw DC sits within the North Derbyshire and Bassetlaw HMA, whereas Rotherham and Sheffield City form one HMA. North Derbyshire and Bassetlaw HMA Authorities consist of North East Derbyshire District Council, Chesterfield Borough Council, and Bolsover District Council, all of whom are non-constituent members of South Yorkshire MCA.
- 3.3 The Bassetlaw Local Plan 2020-2038: Publication Version Second Addendum (now the Publication Version Composite, July 2022) sets out a requirement for 582 homes per annum over the Plan period, up to 2038 (10,476 dwellings from 2020 to 2038). This will be fully met within the district boundary. This requirement is based on the results of the Bassetlaw Housing and Economic Needs Assessment Addendum (2022). Bassetlaw DC has not agreed to accommodate any neighbouring authorities' housing development needs.
- 3.4 The Rotherham Core Strategy was adopted more than five years ago and is currently undergoing a partial update. During the interim period, Rotherham MBC uses the up-to-date Housing Delivery Test (HDT) target provided by Central Government as its measurement of housing requirement. Rotherham is required to meet a minimum of circa 566 net new dwellings per annum. The updated Core Strategy on its adoption, will include an appropriate housing target for Rotherham borough.
- 3.5 The Bassetlaw Gypsy and Traveller Accommodation Needs Assessment undertaken by RRR Consultancy Ltd (November 2019) and an update (November 2021) states that the district has a requirement for 42

permanent pitches during the plan period up to 2038, with 21 pitches required 2020-2029 and a further 21 pitches by 2038. A further addendum undertaken by RRR Consultancy Ltd (July 2022) states that the district has a requirement for 49 permanent pitches during the plan period up to 2038, with 25 pitches required 2020-2029 and a further 24 pitches by 2038. Rotherham MBC has not reviewed this addendum.

- 3.6 The Bassetlaw Local Plan allocates sufficient land to meet the permanent accommodation needs of gypsy and travellers in Bassetlaw for the first five years of the Local Plan. A criteria based policy will address the identified need for the remainder of the Plan period, up to 2038. The Assessment identifies no need for sites for Travelling Showpeople over the plan period.
- 3.7 The Rotherham Local Plan allocates sufficient land to provide for eight Gypsy and Traveller pitches, taking into account any sites that have already been granted planning permission or developed over the plan period to 2028. Rotherham MBC agrees to meet the need in full in the borough boundary.

#### **Agreement 2. Housing Need and Delivery**

- a) The Bassetlaw Local Plan proposes to fully meet the District's housing needs to 2038 and is not proposing to accommodate any neighbouring authorities' needs.
- b) The Rotherham Local Plan<sup>1</sup> will fully meet the borough's housing needs to 2028 and is not accommodating any neighbouring authorities' needs.
- c) Both Councils agree to continue to share evidence and information including updates to their Infrastructure Delivery Plans to ensure that adequate infrastructure is provided to meet the housing need identified in each area. Work will continue with neighbouring authorities, the South Yorkshire MCA/LEP and Nottinghamshire County Council on potential cross boundary issues such as traffic impacts and mitigation

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<sup>1</sup> Comprising the Core Strategy (2014), Sites and Policies document (2018), Neighbourhood Plans (Dinnington, Wickersley) and the Barnsley, Doncaster and Rotherham Joint Waste Plan (2012)

## Economic Growth

- 3.8 The Bassetlaw Local Plan 2020-2038: Publication Version, Addendum and Second Addendum are proposing to meet the district's general employment needs (196ha) in full by 2038 with an appropriate level of flexibility built in. This is based on the results of the Bassetlaw Housing and Economic Needs Assessment Addendum undertaken by Icen Projects (May 2022).
- 3.9 In addition, the Bassetlaw Local Plan 2020-2038: Publication Version, Addendum and Second Addendum (now the Publication Version Composite, July 2022) proposes to allocate 118.7 hectares of land at Apleyhead on the junction of the A1 and A57, to the east of Worksop. The proposed employment use is Class B8 to meet the needs for large scale sub-regional and regional logistics only in the plan period (100,000 sqft – 1,000,000 sqft or more rather than final mile distribution).
- 3.10 The length of the A1 and A57 within Bassetlaw district is seen by the property market as an important location for the development of the logistics sector. This is evidenced by the Bassetlaw A1 Corridor Logistics Assessment undertaken by Icen Projects Limited (August 2021) and the Bassetlaw Housing and Economic Needs Assessment Addendum undertaken by Icen Projects (May 2022).
- 3.11 In May 2020, Bassetlaw DC and the constituent and non-constituent members of the South Yorkshire MCA agreed the Sheffield City Region Strategic Employment Land Appraisal. This recognised the need for the authorities to collaborate on strategic B Class needs including the potential for further land supply in Bassetlaw where strategic B8 needs could be met, and where the authority can make the most of their strategic road connectivity whilst reducing the pressure for B8 use in other parts of the city region where other employment uses may be attracted.
- 3.12 To align the Bassetlaw Local Plan with the Sheffield City Region Strategic Employment Land Appraisal 2020, Bassetlaw DC commissioned the Bassetlaw A1 Corridor Logistics Assessment 2021. The approach taken was shared with the South Yorkshire MCA and the South Yorkshire Authorities including Rotherham MBC. The draft report was discussed at a meeting with the South Yorkshire Authorities in July 2021 and the proposed Publication policy approach shared for comment. The responses informed the Publication Version of Local Plan Policy ST7.
- 3.13 The Bassetlaw A1 Corridor Logistics Assessment 2021 identifies a logistics property market area stretching from south Barnsley to south Nottinghamshire and east-west from the western side of the M1 corridor to North/South Kesteven in Lincolnshire. This includes a well-defined impact

area of the A1, including the length of the A1 corridor in Bassetlaw District. This aligns with the findings of the Sheffield City Region SELA 2020.

3.14 In response Rotherham MBC welcomed the chance to comment on the Assessment and recognised that it assists in meeting the duty to cooperate. Rotherham MBC broadly supported the findings and acknowledged that it will assist Bassetlaw DC in evidencing Apleyhead as a strategic employment site. However, Rotherham MBC's consultation response to the second addendum raised concerns regarding the potential transportation impacts of this strategic employment allocation on the A57 within Rotherham Borough detailed in Section 4.

3.15 Bassetlaw DC agrees to continue to ensure that the South Yorkshire authorities, including Rotherham MBC are aware of future developments relating to the proposed Apleyhead Strategic Employment site allocation and that the site will provide significant economic benefits to South Yorkshire, including Rotherham MBC and does not adversely impact the delivery of their economic strategies.

**Agreement 3. Bassetlaw Employment Land Supply and Infrastructure Delivery**

- a) Bassetlaw District Council agrees to fully meet the district's general employment job/land requirements within the boundary by 2038.
- b) Bassetlaw District Council agrees to deliver an appropriate amount of housing to fully support the additional jobs generated within the boundary by 2038.
- c) Bassetlaw District Council agrees to continue to work with Rotherham Metropolitan Borough Council to ensure that any proposals to bring forward the Apleyhead Strategic Employment site allocation generates no adverse impact upon the delivery of the economic strategies of Rotherham borough, the South Yorkshire authorities and the South Yorkshire MCA/LEP.
- d) Bassetlaw District Council agrees to continue to share evidence and information, including updates to the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to support the employment allocations including the strategic employment site at Apleyhead and elsewhere where appropriate.

## Transport Matters

- 3.16 The A57 is the main road network which connects Rotherham and Bassetlaw administrative areas. Bassetlaw DC and Rotherham MBC agree that traffic impact at junctions and links along the A57 is a shared cross boundary/strategic issue in respect of emissions (in particular of carbon dioxide), community severance and congestion. The Bassetlaw Transport Study undertaken by Tetra Tech (May 2022) assesses the potential impact of site allocations in the Bassetlaw Local Plan upon the A57 within the district of Bassetlaw. Rotherham MBC state that their Infrastructure Delivery Study (March 2021) identifies that *“Improvements may also be needed in the future on the A57 around South Anston and at the Red Lion Roundabout, although these are primarily a result of housing growth outside the Borough.”* (3.1.1, page 16).
- 3.17 Both authorities agree to continue to actively work together, with Nottinghamshire County Council (the Local Highways Authority for Bassetlaw District), other relevant neighbouring authorities, and National Highways to produce the A57 Improvement Plan (from the A1/A57 junction in Bassetlaw to the M1 in Rotherham).
- 3.18 Rotherham public transport service forms part of the South Yorkshire transport network, managed by the South Yorkshire Mayoral Combined Authority (SYMCA). SYMCA has prepared the South Yorkshire Bus Service Improvement Plan (October 2021). Significant cuts to public transport services within South Yorkshire were announced on 30 June 2022.
- 3.19 Bassetlaw District Council is a signatory to the Nottinghamshire Bus Service Improvement Plan and will continue to work with Nottinghamshire County Council, South Yorkshire Mayoral Combined Authority and commercial bus operators to promote appropriate cross boundary public transport services between Bassetlaw and Rotherham along the A57 and between development sites. Bassetlaw DC and Rotherham MBC will also continue to investigate appropriate use of developer contributions and sources of external funding to enhance existing cross boundary transport services, among the communities served by public transport should such need be evidenced.



#### **Agreement 4. Transport Matters**

- a) Bassetlaw District Council will continue to work in partnership with Rotherham Metropolitan Borough Council, National Highways, Nottinghamshire County Council and relevant neighbouring authorities on an A57 Improvement Plan.
- b) Bassetlaw District Council and Rotherham Metropolitan Borough Council agree to share any updates and relevant data to their Transport evidence base, the Infrastructure Delivery Plan and other evidence work relating to the A57.
- c) Rotherham Metropolitan Borough Council support the A57 Project Group in seeking access to the Sheffield City Region Transport Model to inform the baseline for the A57 Improvement Plan feasibility work.
- d) Bassetlaw District Council agree to continue to work with South Yorkshire Mayoral Combined Authority, Nottinghamshire County Council and commercial bus operators to promote a comprehensive, effective cross boundary public transport service.

#### **4. Outstanding Areas of Disagreement**

- 4.1 Rotherham Metropolitan Borough Council anticipates that the proposed strategic employment allocation (SEM001 - Apleyhead) supported by the aspirational housing growth within the Bassetlaw Local Plan, has significant implications for communities in the South of Rotherham promoting commuting from Rotherham to Bassetlaw with the associated implications for increased traffic congestion, community severance and carbon emissions.
- 4.2 The size of the strategic employment allocation (SEM001 - Apleyhead) is proposed to meet growth targets above the current identified employment needs, set out in the Bassetlaw Local Plan. A significant proportion of the traffic generated by this strategic allocation will head to the M1 northbound through South Rotherham – forecast at 1,800 vpd AADT in 2038 (document TI-017, figure 18). Rotherham Metropolitan Borough Council considers that this route is already congested in peak hours at Ryton Crossroads, Red Lion Roundabout and at M1 junction 31, and creates considerable community severance at South Anston. Rotherham Metropolitan Borough Council is concerned that the traffic impact of the development on the A57 between the Rotherham borough boundary, and M1 junction 31 has not been considered by Bassetlaw District Council, noting no assessment of any link or junction in Rotherham, other than that crossing the boundary, has been made in the published Transport Study (document TI-017).
- 4.3 Bassetlaw District Council notes these concerns and would welcome review of evidence base which supports this officer view. Bassetlaw District Council considers that the Bassetlaw Transport Study (document T1-017) has undertaken the necessary junction assessments in response to the outcome of the capacity assessments during the modelling work for the Local Plan. This identified the junctions and links that required further analysis and these are identified within the study. The study also identified that junctions outside the District did not need further assessment. However, due to wider increases in traffic volumes around the region in combination with those identified traffic increases within Bassetlaw, the study has recommended that further work is undertaken as part of a wider A57 Improvement Plan, which is underway.
- 4.4 The Government has committed to achieve net zero carbon emissions in the UK by 2050. Following declaration of a Climate Emergency, Rotherham Borough Council and South Yorkshire MCA have adopted a target for borough- and county-wide carbon emissions to be at net zero by 2040. Rotherham Metropolitan Borough Council is concerned that the Bassetlaw Local Plan will cause an increase in total emissions of carbon within Rotherham and the consequent failure to meet its net zero target by 2040, as well as failure to remain within carbon budgets set out in the Climate Change Act 2008 as amended.

- 4.5 Bassetlaw District Council notes Rotherham Metropolitan Borough Council's adopted target and would welcome review of the evidence base which supports this officer view. Bassetlaw District Council confirms that the Bassetlaw Local Plan aligns with the Government target of achieving net zero carbon by 2050.

## **AGREEMENT**

Signed on behalf of Bassetlaw District Council



Cllr Jo White, Portfolio Holder for Regeneration

Dated 23 November 2022

Signed on behalf of Rotherham Metropolitan Borough Council



Simon Moss, Assistant Director, Planning, Regeneration & Transport

Dated: 21<sup>st</sup> November, 2022