

# **JOINT SCR STATEMENT OF COMMON GROUND**

**FINAL VERSION  
OCTOBER 2019**

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# 1. Introduction

1.1 This Statement of Common Ground provides a record of agreement on cross boundary, strategic matters between the nine local authorities and other key stakeholders in the Sheffield City Region. It has been produced by the signatory authorities to demonstrate how Local Plans are prepared on the basis of an agreed understanding of the issues facing the City Region.

1.2 The Statement fulfils the requirements of the National Planning Policy Framework (NPPF) and has been developed in accordance with the Government's Planning Policy Guidance. The local authorities directly engaged in the Statement are:

- Bassetlaw DC
- Barnsley MBC
- Bolsover DC
- Chesterfield BC
- Derbyshire Dales DC
- Doncaster Council
- North East Derbyshire DC
- Rotherham MBC
- Sheffield City Council

1.3 Other key stakeholders and signatories to the Statement are:

- SCR Mayoral Combined Authority
- Nottinghamshire County Council
- Derbyshire County Council
- Peak District National Park Authority

1.4 An explanation of the key strategic matters and where we agree on these is set out in the following sections, with more detailed information in the annex along with technical issues and links to the evidence base we have developed and continue to maintain.

1.5 Other Statements of Common Ground have also been agreed, or are being prepared, by authorities in SCR. This includes Statements of Common Ground for:

- The Doncaster Local Plan (draft June 2019) covering several strategic matters relating to the Local Plan;
- North East Derbyshire District Council, Bolsover District Council, Chesterfield Borough Council, Bassetlaw District Council, Derbyshire County Council and Highways England (Oct 2018) covering M1 J30 & Treble Bob Roundabout
- Bolsover and Mansfield District Councils (August 2018) covering Gypsy and Traveller unmet need, housing needs, Junction 28 and 28 and development in Pleasley;

- North Derbyshire and Bassetlaw (May 2018) on the Housing Market Area;
- Sheffield and North East Derbyshire (May 2018) on Green Belt;
- Bolsover and North East Derbyshire (May 2018) on the former Coalite Works;
- Bassetlaw and Mansfield (December 2018) covering Gypsy and Traveller unmet need, housing need and distribution, Welbeck Colliery site and A60 corridor.

1.6 This SCR wide Statement of Common Ground has been prepared in light of existing work, in order to avoid duplication or conflict, and enable a more streamlined approach for the planning authorities in the SCR area in the future. It is a live document that will be kept up to date by the signatories involved. This process will also allow other signatories and strategic matters to be added as appropriate.

## 2. Key Signatories

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**for and behalf of Barnsley Metropolitan Borough Council**

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**for and behalf of Bolsover District Council**

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**for and behalf of Chesterfield Borough Council**

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**for and behalf of Derbyshire Dales District Council**

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**for and behalf of Doncaster Council**

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**for and behalf of North East Derbyshire District Council**

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**for and behalf of Rotherham  
Metropolitan Borough Council**

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**for and behalf of Sheffield City Council**

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**for and behalf of Derbyshire County  
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**for and behalf of Nottinghamshire  
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**for and behalf of Peak District National  
Park Authority**

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**Sheffield City Region Mayoral  
Combined Authority**

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### 3. Strategic Geography

- 3.1. This Statement of Common Ground covers the Sheffield City Region. Work at the SCR scale began in 2008 when a forum of private and public-sector partners was established to steer economic development and regeneration across nine local authorities. The Forum evolved into the SCR Local Enterprise Partnership (LEP) in 2010, which was followed by the formation of the Combined Authority in 2014 and the election of the first SCR Mayor in May 2018. The focus of both the LEP and the Mayoral Combined Authority (MCA) has been on growing the SCR economy.
- 3.2. SCR covers one city, several large towns, thriving smaller towns, other semi-urban areas and a rural surrounding area. Ten local authorities are responsible for preparing Local Plans (see Figure 1) - four metropolitan districts of Barnsley, Doncaster, Rotherham and Sheffield; and five district councils of Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales and North East Derbyshire. An area of the Peak District National Park also falls within the western area of SCR and is a planning authority in its own right.

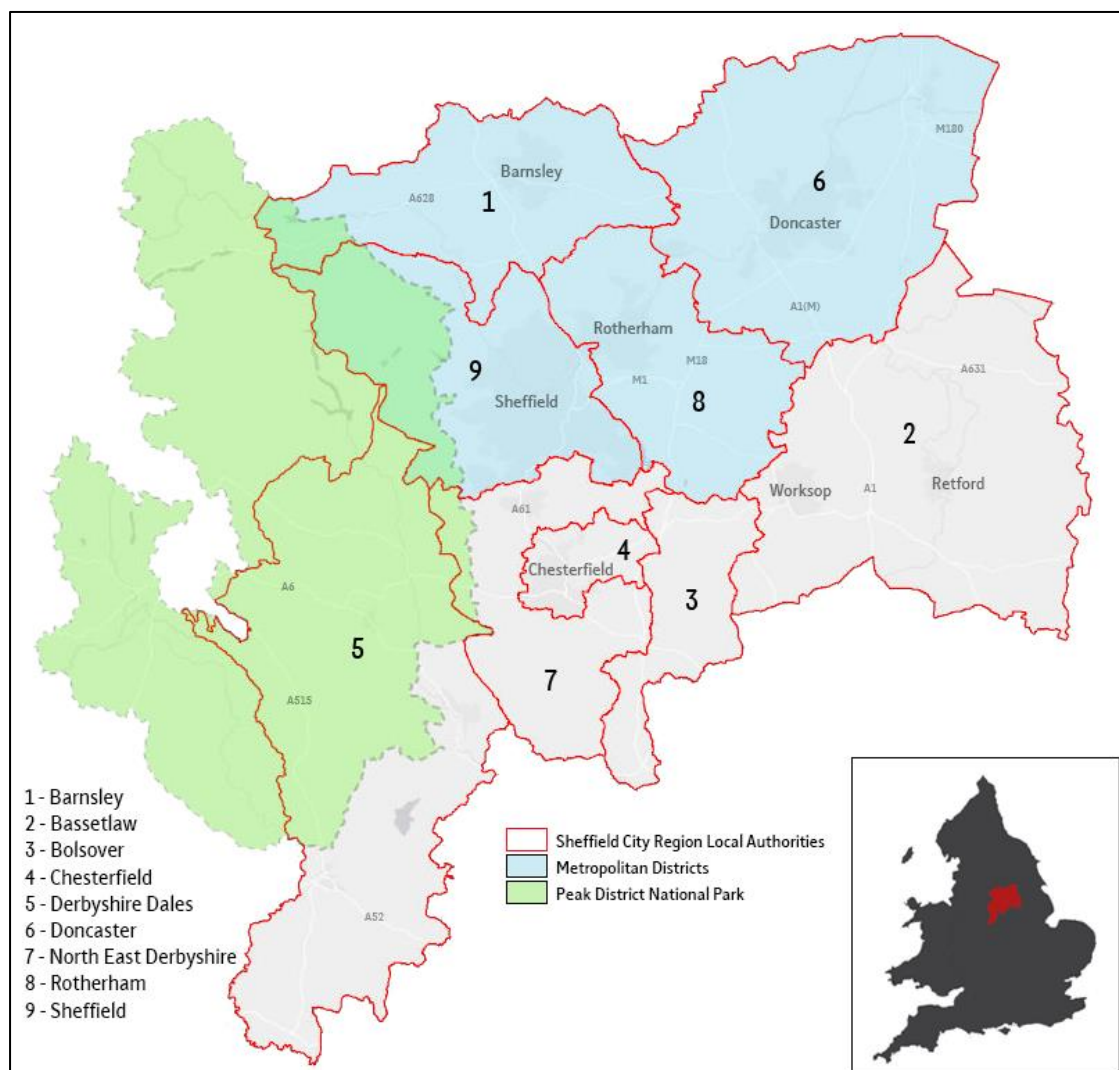


Figure 1: The Sheffield City Region area

- 3.3 The National Park plays a key role in the City Region, but also much more widely with special qualities that reflect the importance of its landscapes, wildlife and cultural heritage.
- 3.4 Research conducted by the OECD<sup>1</sup> in 2012 (updated 2019) into functional urban areas highlights the limitations of existing administrative boundaries and strong relationships among several urban cores within the UK. The work concludes that most of SCR is a functional urban area, with a rural fringe which is also important to the economic, social, cultural and environmental functioning of SCR. This is further supported by the ONS<sup>2</sup> which highlights five main travel-to-work areas within SCR as well as overlaps with five others.
- 3.5 These relationships are backed up by evidence relating to the retail, housing, transport and cultural linkages across SCR<sup>3</sup>. For example:
- There is overlap between retail catchments in SCR with joint working on retail important in ensuring appropriate land/property provision and retail/leisure demand relative to transport networks.
  - Housing markets across SCR share some commonalities with most areas being more affordable than the national average, although this can mask areas of real need, especially for households with the lowest incomes.
  - The proximity of major urban areas and the relative ease of commuting between them for work (as demonstrated by travel-to-work flows and journey times) demonstrate strong linkages within SCR.
  - Administrative boundaries that cover the City Region demonstrate the complexity of geography but also the commonalities within SCR. The NHS has several Clinical Commissioning Groups within SCR demonstrating historical but also demographic commonalities. Other Government Agencies work across a broader geography (e.g. Homes England covers the North East, Yorkshire and The Humber as well the East Midlands).
  - The City Region's cultural geography and green and blue infrastructure has never been assessed in its totality but there are clear linkages. These include the Peak District National Park, the West and South Yorkshire Green Belt and the canal and river networks as well as several historic and cultural assets.
- 3.6 However, relationships between areas don't stop at the SCR boundary and we are committed to working with all neighbouring areas. For example, the SCR area is closely related to the Leeds City Region (particularly in Barnsley) and also overlaps with the D2N2 LEP (in Bassetlaw, Bolsover, Chesterfield, NE Derbyshire and Derbyshire Dales). These relationships have fostered close partnership working, producing some innovative projects on shared priorities as well as wider collaboration with other areas through the initiatives like the Northern Powerhouse<sup>4</sup>.

<sup>1</sup> See OECD's Functional Urban Area Definitions here: <http://www.oecd.org/cfe/regional-policy/functionalurbanareasbycountry.htm>

<sup>2</sup> See ONS's Travel-to-Work Areas:

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/traveltoworkareanalysisingreatbritain/2016>

<sup>3</sup> Further evidence available through SCR LEP Review Geography Proposal see <https://sheffieldcityregion.org.uk/wp-content/uploads/2019/02/SCR-LEP-Review-Geography-Proposal-Submission.pdf>

<sup>4</sup> For example, through the Department for International Trade's Northern Powerhouse trade missions



## 4. Key Strategic Matters

- 4.1 The local authorities of Bassetlaw; Barnsley; Bolsover; Chesterfield; Derbyshire Dales; Doncaster; North East Derbyshire; Rotherham and Sheffield work together at the city region scale on matters of shared strategic significance.
- 4.2 Together, we have agreed that this Statement of Common Ground should focus primarily on the following strategic matters:
1. Housing;
  2. Employment;
  3. Transport; and
  4. Digital connectivity
- 4.3 In addition, current working arrangements on several other strategic matters are summarised in this statement in order to illustrate the range of shared interests being progressed. These are developing and will continue to be reviewed in future updates of this statement. They include:
- Green Belt
  - Energy and climate change
  - Flood risk
  - Minerals Planning
  - Waste Planning
  - Natural Environment
  - Peak District National Park
  - Health

## 4.1 Planning for Housing in Sheffield City Region

### The Collective Housing Needs of SCR

- 4.1.1 All Local Planning Authorities in SCR are planning to ensure that their own housing need is met within their Local Authority boundaries. Based on adopted Local Plan targets, emerging Local Plan targets and local housing need figures, there is no housing shortfall or re-distribution of unmet need required in SCR.
- 4.1.2 Using the Government's standard methodology, the assessment of Local Housing Need in SCR would be 5,389 (net) new homes per annum<sup>5</sup>, which informs developing Local Plans or plans being reviewed. However, housing requirement targets in our adopted and emerging Local Plans currently total 6,659 new homes per year. This means we are currently planning for more than 1,200 homes per year above the standard housing need figure, helping to enable the economic growth being delivered through Local Plans and supporting the SCR Strategic Economic Plan.
- 4.1.3 Table 1 in the Annex provides a local authority breakdown of local housing need figures and Local Plan requirement targets.
- 4.1.4 The combined Local Plan housing requirements of 6,659 homes per year is also within the range of new housing calculated to meet the growth in jobs expected from the SEP, as defined by consultants Edge Analytics in 2015<sup>6</sup>.

### Housing Delivery

- 4.1.5 All SCR Local Planning Authorities are currently working to maximise the delivery of new homes in their area and across the city region.
- 4.1.6 The number of new homes completed in SCR has risen steadily over recent years, rising from 5,323 in 2015/16 to 6,557 in 2017/18. Table 2 in the Annex provides a local authority breakdown of net housing completions, which represents the total of all new homes added to the housing stock in the city region, including conversions and change of use. For accuracy and consistency, this is based on figures provided annually by local authorities to Government through the Housing Flows Reconciliation returns<sup>7</sup>, which are used to calculate performance against the Housing Delivery Test (HDT) - a key feature of the Government's push to increase housing delivery.
- 4.1.7 Overall, annual housing delivery in SCR is now almost in line with Local Plan targets and we will provide an annual report on the rate of new housing completions within SCR to ensure that progress continues to be monitored.

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<sup>5</sup> Correct as at 1. April 2019. Based on increase household projections for 2019-2029 and affordability ratio for 2018. Full guidance at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

<sup>6</sup> Work by consultants Edge Analytics (2015) for the city region suggested that between 5,035 and 7,424 new homes would be required per year to take account of the overall scale of jobs growth, in line with SEP ambitions. See:

<https://www.sheffield.gov.uk/content/dam/sheffield/docs/planning-and-development/sheffield-plan/Sheffield%20City%20Region%20Demographic%20Forecasts%202014-2034.pdf>

<sup>7</sup> See fuller explanation at <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

4.1.8 Monitoring of completions by house type and size is not available consistently across all Sheffield City Region authorities and is therefore not included in this Statement of Common Ground. Similarly, other housing issues such as tenure and provision for specific groups like Gypsies and Travellers, students or armed forces personnel are better addressed at the local planning authority level and so are not covered within this Statement.

### **Housing Land Supply**

4.1.9 All SCR Local Planning Authorities are currently working to ensure that a housing land supply of at least five years is available within each local authority area, which in turn will result in a 5-year supply across the city region as a whole. The most recent monitoring suggests that there is in excess of a 5-year deliverable housing land supply across SCR, rising to a supply in excess of 8 years if compared to the combined local housing need figure.

4.1.10 Table 3 in the Annex provides the full local authority published 5-year housing land supply and publication dates of data. Due to the variation in publication dates, some positions will have since changed. Further work is being undertaken where needed to check deliverability of sites in the light of the revised NPPF definition and we will continue to monitor land supply in relation to Local Plan requirements.

4.1.11 Major strategic transport investment such as HS2 and Northern Powerhouse Rail is likely to be delivered towards the end of current plan periods, or immediately after. We will work collaboratively to anticipate and respond to long term requirements and opportunities, including exploring sustainable housing growth opportunities arising from proposed major improvements to strategic transport infrastructure.

### **Housing Market Areas**

4.1.12 Figure 2 below shows the extent of different Housing Market Areas defined across SCR and used to understand housing needs and demands at a local level. It illustrates the complexity of our housing market geography as well as the close relationships between areas, particularly in the south of the city region. It is recognised that Housing Market Areas can operate differently for different groups, and that there is some overlap. These more complex relationships will be addressed through local assessments and discussions between neighbouring districts wherever necessary.

4.1.13 In some cases, where Local Plans are adopted with housing requirements above the Local Housing Need assessment figure, this may provide additional flexibility to meet SCR wide growth ambitions. This would only apply in situations where new homes and areas of jobs growth do not result in unsustainable commuting patterns and would need to be subject to separate agreements between individual authorities.

## Sheffield City Region - Housing Market Areas

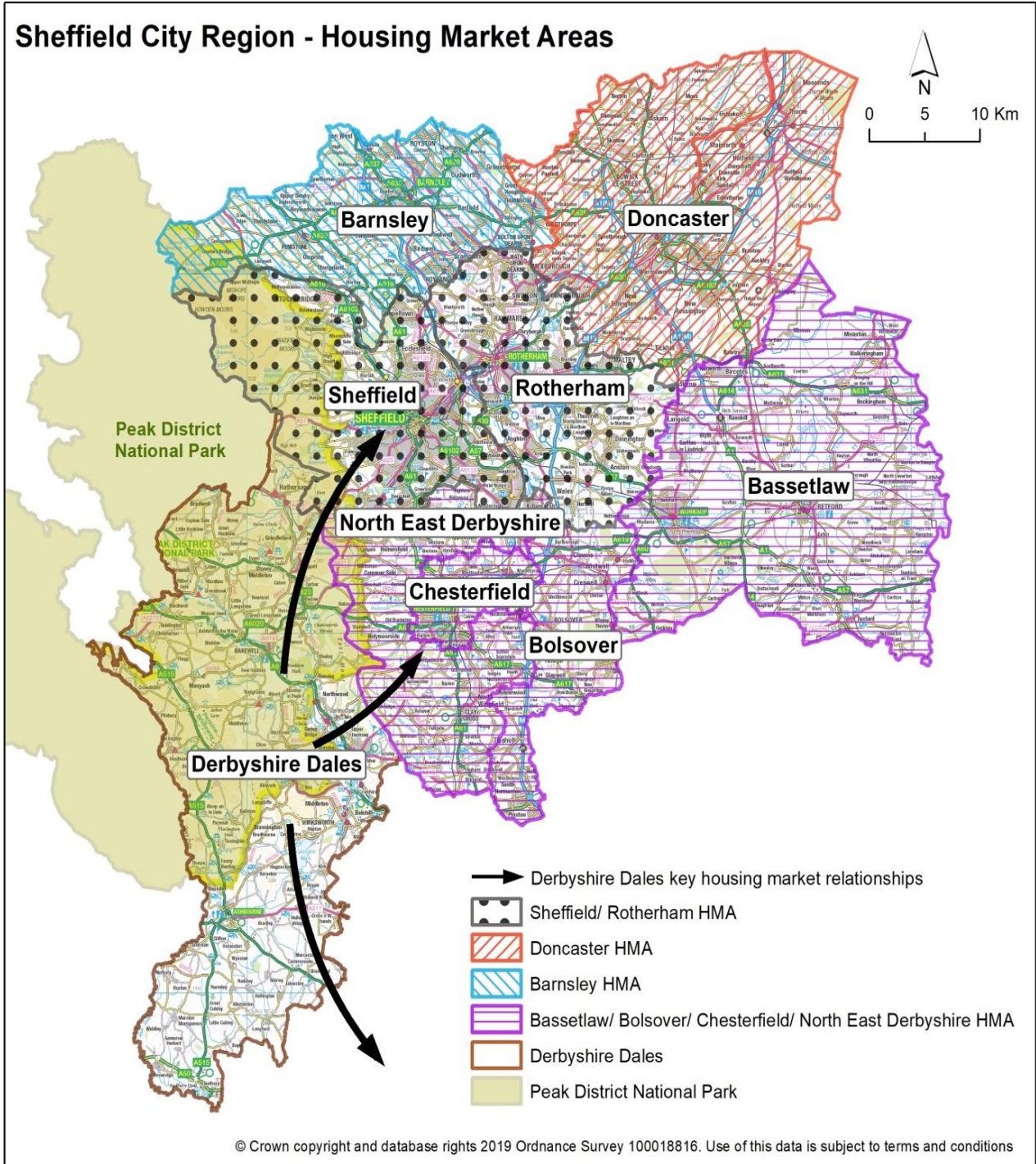


Figure 2: Housing Market Areas

*Based on the above, the current position is that we:*

- Plan for our own housing need within our own Local Authority boundaries, taking account of housing market geographies and agreements between individual authorities as necessary.

- Through Local Plans, ensure that the housing required to deliver the growth ambitions of the current SCR Strategic Economic Plan<sup>8</sup> (SEP) are being met.
- Through Local Plans, agree Housing Market Areas in the city region and understand the relationships between these.
- Use the plan making system to maximise delivery of sustainable housing development.
- Monitor housing delivery on an annual basis, as a minimum, to ensure that housing growth continues to meet identified local need and support the economic aspirations of the SEP.

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<sup>8</sup> Available at <https://sheffieldcityregion.org.uk/explore/our-strategic-economic-plan/>



## 4.2 Planning for Employment in Sheffield City Region

### Employment Targets

- 4.2.1 The SCR Strategic Economic Plan (SEP) was agreed in 2014. It sets out the economic ambitions for Sheffield City Region and authorities are currently working to ensure that Local Plans help to deliver the SEP and its growth ambitions.

The current SEP seeks to create **70,000 new jobs and 6,000 new businesses across the City Region (between 2015 and 2025)**. Subsequent work by Ekosgen<sup>9</sup> to inform the development of the SCR Integrated Infrastructure Plan apportioned these 70,000 new jobs to each authority area, identifying where the new jobs were likely to be created and in which economic sectors they are likely to be created.

- 4.2.2 Although Local Plans in SCR are at different stages of preparation and have established job figures relating to different time periods, together they ensure that the overall quantum of jobs being provided for across the City Region meets the 70,000 jobs target set in the SEP.

- 4.2.3 Table 4 in the Annex sets out the headline jobs figures being planned for in the adopted or emerging Local plans. These are the figures that are currently being worked to, and are based on more up to date evidence than the Ekosgen work.

- 4.2.4 Table 5 shows the potential distribution of the 70,000 jobs estimated by the consultants Ekosgen in 2014. Economic assumptions and evidence available at the time informed the distribution of the jobs by sector, which were then distributed across the nine Local Authorities on the basis of existing employment adjusted to take into account local intelligence and priorities at the time. It is a useful historical reference from which more up to date evidence is developed for current and emerging Local Plans.

### Employment Land Supply and Major Growth Areas

- 4.2.5 Each place within the city region plays an important role in the economy and contributes to the economic ambitions of the SEP. The roles of different places and their contribution to the city region economy are defined in each Local Plan. Key points from these plans are summarised in the Annex to this Statement.

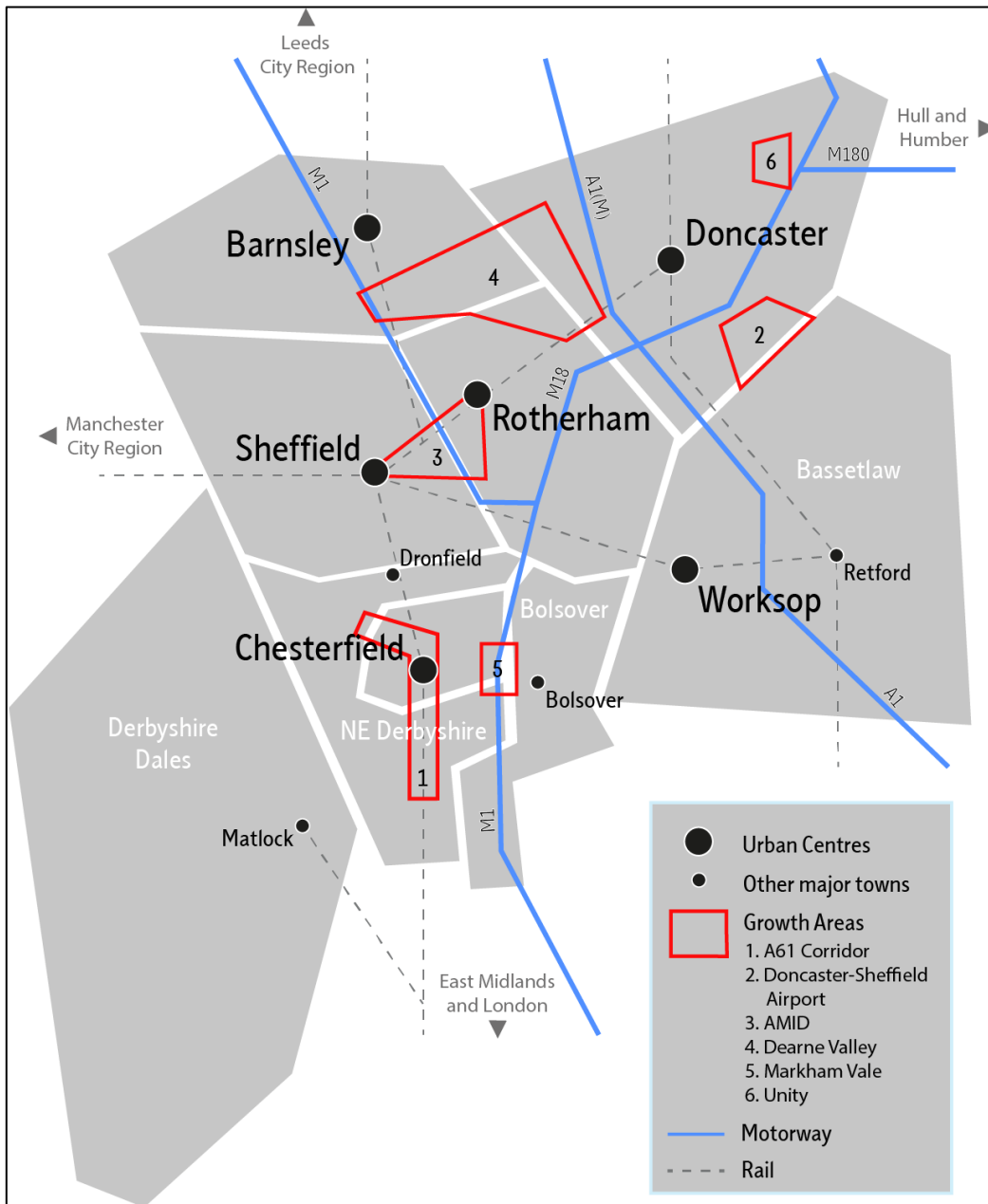
- 4.2.6 Working across these places and the different roles they fulfil, SCR has also identified some Key Urban Centres and Major Growth Areas in the city region. Defined in detail through the SCR Integrated Infrastructure Plan<sup>10</sup>, these are places where growth will be supported through investment and a package of different infrastructure measures. They are set out in Figure 3 as:

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<sup>9</sup> See Ekosgen (2014) *Sheffield City Region Integrated Infrastructure Plan Sectoral and Local Authority Distribution of SCR 70,000 Jobs Target – Assumptions Report*

<sup>10</sup> See [https://sheffieldcityregion.org.uk/wp-content/uploads/2018/01/Integrated-Infrastructure-Plan\\_Executive-Summary.pdf](https://sheffieldcityregion.org.uk/wp-content/uploads/2018/01/Integrated-Infrastructure-Plan_Executive-Summary.pdf)

- A61 Corridor
- Doncaster/Sheffield Airport
- Advanced Manufacturing Innovation District (AMID)
- Dearne Valley and J36 of M1
- Markham Vale
- Unity (formerly the DN7 Project)
- Sheffield city centre and the town centres of Barnsley, Doncaster, Rotherham, Chesterfield and Worksop



**Figure 3: Key Urban Centres and Major Growth Areas**

4.2.7 Local Plans will help to drive employment in these Key Urban Centres and Major Growth Areas, ensuring that an appropriate supply of employment land

is available for economic growth and that the infrastructure needed to deliver this is recognised and capable of being funded.

- 4.2.8 Table 6 in the Annex summarises the employment land requirements from each of the Local Plans in SCR.
- 4.2.9 The City Region has also commissioned an Employment Land and Premises Study from consultants Lichfield. This will provide a more coherent, joined up understanding of current employment land across all nine districts in the SCR. It will play a key role in helping to shape the emerging Local Industrial Strategy (LIS) as well as informing the decisions of individual planning authorities.

### **Functional Economic Market Areas and Travel to Work Areas**

- 4.2.10 The geography of commercial and industrial property markets needs to be understood in terms of the requirements of the market, location of premises, and the spatial factors used in analysing demand and supply – often referred to as the Functional Economic Market Area (FEMA).
- 4.2.11 However, patterns of economic activity vary from place to place and there is no standard approach to defining a FEMA. Instead, the extent of a FEMA needs to be defined on the basis of a number of factors such as travel to work pattern; flows of goods, services and information; service markets for consumers; administrative boundaries; catchment areas for cultural facilities; and the transport network. Where evidence indicates, a FEMA could also be defined around the extent of a LEP area.
- 4.2.12 Based on this approach, Local Planning Authorities across SCR define a FEMA for their own local plans, which are summarised in the Annex. Each Local Planning Authority is individually responsible for identifying employment needs and employment land supply in their local plans to meet their District's economic needs and growth priorities.
- 4.2.13 The definition of the FEMAs is not always straightforward and there can often be overlaps. At the SCR scale, therefore, there are also strong links between the different market areas and current travel to work patterns 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. Considering the SCR as a strategic FEMA will ensure that together we 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. This approach will provide further assistance to work already undertaken to plan infrastructure and help support closer integration between policy areas such as planning and transport. It would not prejudice the work done by any individual district in developing their Local Plans.
- 4.2.14 In total, 88% of the working people who live in SCR also work within SCR; looking at this pattern from the other perspective, 90% of the people whose



job is in SCR also live here<sup>11</sup>. In short, the great majority of residents work locally or commute between districts within SCR for work. These internal commuting flows are set out in Figure 4.

4.2.15 At the same time, there are also important links between SCR and employment opportunities in Leeds, Wakefield, Derby and the Amber Valley-Ashfield-Mansfield corridor. The extent of these external commuting flows is illustrated in Figure 5.

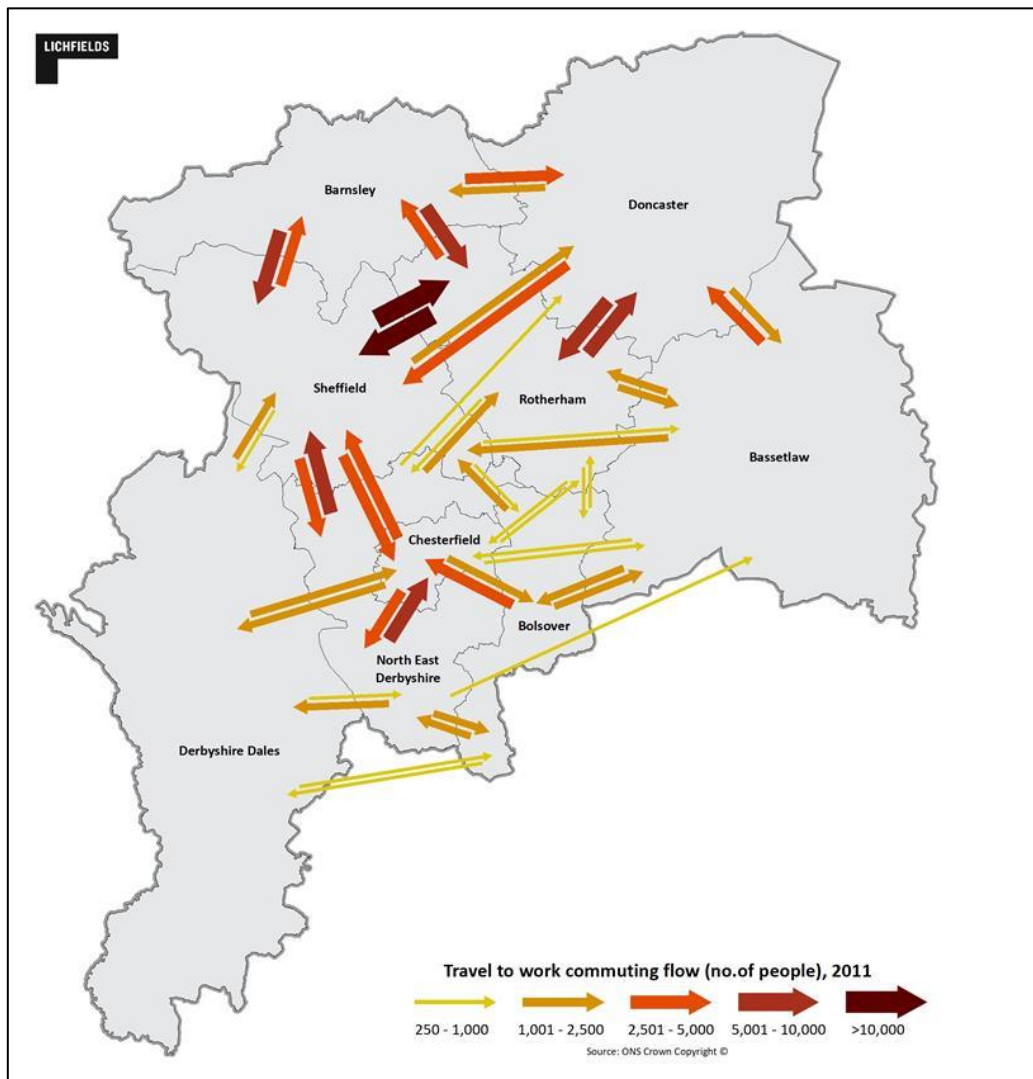
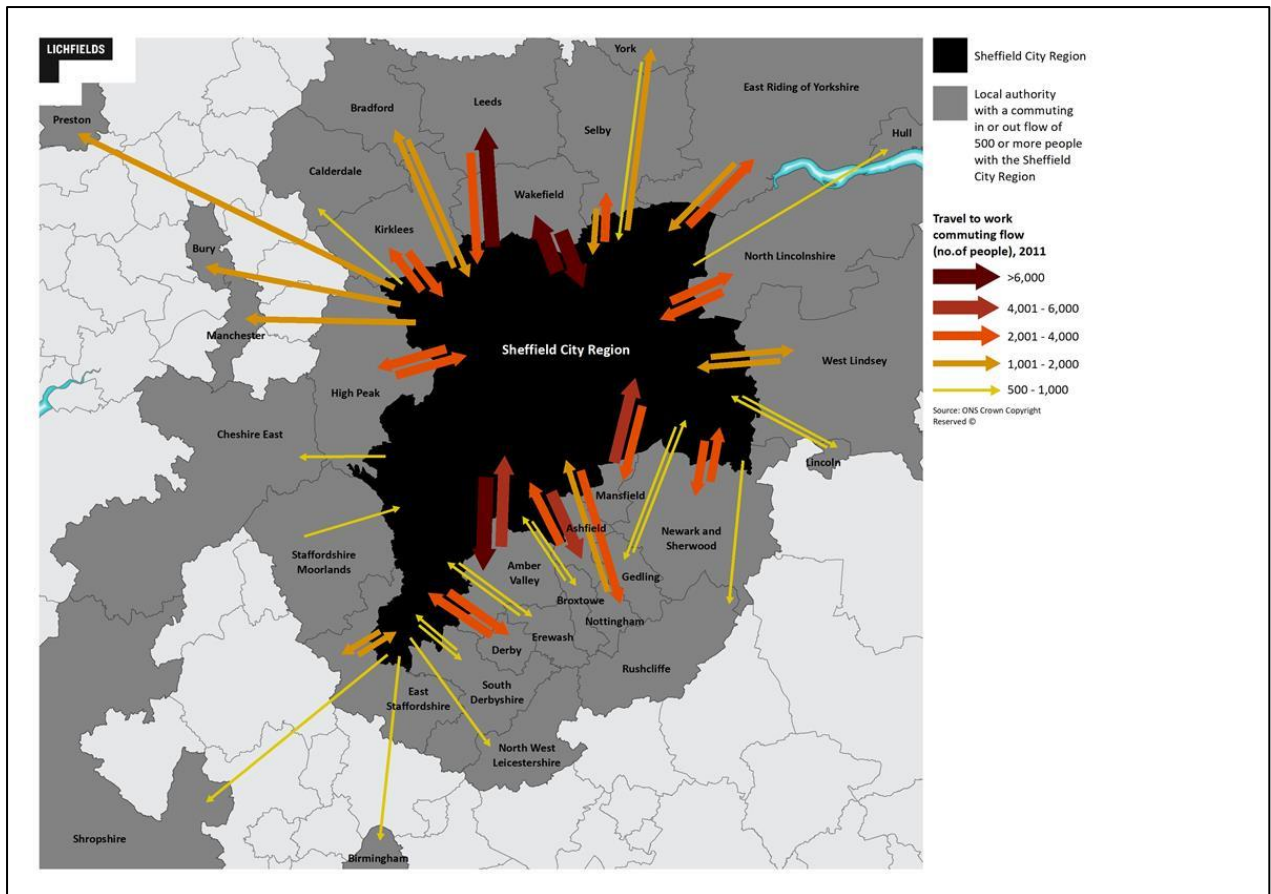


Figure 4: Travel to work commuting flows within SCR<sup>12</sup>

<sup>11</sup> Based on 2011 TTWA data (published by ONS in 2015), analysed for SCR by Lichfields (2019)

<sup>12</sup> Based on 2011 TTWA data (published by ONS in 2015), analysed for SCR by Lichfields (2019)



**Figure 5: Travel to work commuting flows between SCR and neighbouring areas**

***Based on the above, the current position is that we:***

- Cumulatively, create the conditions in which at least 70,000 new jobs can be delivered through Local Plans
- Support employment growth in Key Urban Centres and Major Growth Areas
- Monitor delivery of employment land and ensure an appropriate supply of land in line with the SEP ambitions
- Monitor the loss of employment land to other uses, in particular residential use
- Share local evidence as appropriate and strengthen our collective evidence base
- Continue to work collaboratively to achieve the economic ambitions of the SEP, developing our evidence and giving further consideration to formalising a strategic FEMA at the SCR scale, and understanding the operation of it.

## 4.3 Planning for Transport in Sheffield City Region

### Transport Strategy

4.3.1 The SCR Transport Strategy<sup>13</sup> sets goals and policies for South Yorkshire but recognises the importance of the wider SCR economic geography. It was adopted by the Mayoral Combined Authority in January 2019 as a basis supporting the economic aspirations of the city region. Importantly, the strategy also looks beyond the immediate boundaries of SCR to include interventions that benefit the wider Northern Powerhouse and Midlands Connect sub-national areas, as well as the rest of the UK.

4.3.2 The Transport Strategy sets three specific goals for the SCR area:

- Residents and businesses connected to economic opportunity
- A cleaner and greener Sheffield City Region
- Safe, reliable and accessible transport network.

4.3.3 Taken together, the Strategy is intended to ensure all parts of the City Region are well-connected, with journey times that connect every neighbourhood to a regional hub in 15 minutes; a regional hub to another regional hub in 30 minutes; and all regional hubs to a major centre in 75 minutes<sup>14</sup>.

4.3.4 We will work closely together on all relevant aspects of the SCR Transport Strategy, with Local Plans and planning decisions particularly helping to deliver priorities around economic growth, housing, health and air quality:

- Growth: improved transport network connectivity and greater capacity are vital in enabling economic growth, both in the SCR area and across the wider North of England.
- Housing: transport contributes to meeting our housing targets by helping to unlock new development sites and provide more sustainable modes of travel for residents.
- Health and Air Quality: provision for more active travel like walking and cycling as well as public transport alongside development enables more sustainable choices to be made, benefitting health and air quality.

### National and pan-northern interventions

4.3.5 The SCR Transport Strategy defines a number of transport interventions that will have a national and pan-northern impact as they are progressed by SCR and partners such as Transport for the North, neighbouring authorities, the Highways Agency, public transport operators, businesses and Government.

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<sup>13</sup> See full strategy on the SCR website at [https://d2xf5riab8wu0.cloudfront.net/wp-content/uploads/2019/03/SCR\\_Transport\\_Strategy\\_11.04.2019.pdf](https://d2xf5riab8wu0.cloudfront.net/wp-content/uploads/2019/03/SCR_Transport_Strategy_11.04.2019.pdf)

<sup>14</sup> The Transport Strategy defines a neighbourhood as the closest built up area to your home; it defines 11 regional hubs in SCR which are economic centres that people need to access quickly and easily for work, health services, education, shopping and leisure.

4.3.6 Local Plans in the SCR Transport Strategy area will seek to support the following:

- Major Rail Improvements: nine separate improvements including new infrastructure like HS2 and improvements to existing capacity;
- Integrated and smart travel programme: with multi-modal, integrated ticketing and real time information; and
- Strategic Road Network Improvements: seven improvements which will increase connectivity between SCR and neighbouring regions as well as movements within SCR itself.

4.3.7 Information in the annex lists these national and pan-northern interventions. Together they will improve SCR's links with other Northern towns and cities as well as with the East Midlands region. It will, therefore, be particularly important to work closely with bodies such as Transport for the North and East Midlands Connect so that people can commute between city regions more quickly and easily, ensuring the right people have access to the right jobs.

#### **Local Interventions**

4.3.8 Each part of the city region will have its own transport priorities and several local authorities have (or are developing) their own transport strategy, which are also used to inform Local Plans. At the city region scale, the SCR Transport Strategy identifies 11 key regional economic centres that need reinforcing with transport infrastructure and 20 priority transport corridors. These are set out in Figure 6.

4.3.9 We will work together and with other SCR partners to seek to deliver improvements to transport corridors and enhance the strategic transport network with a combination of bus, tram, bus rapid transit, heavy rail and tram-train.

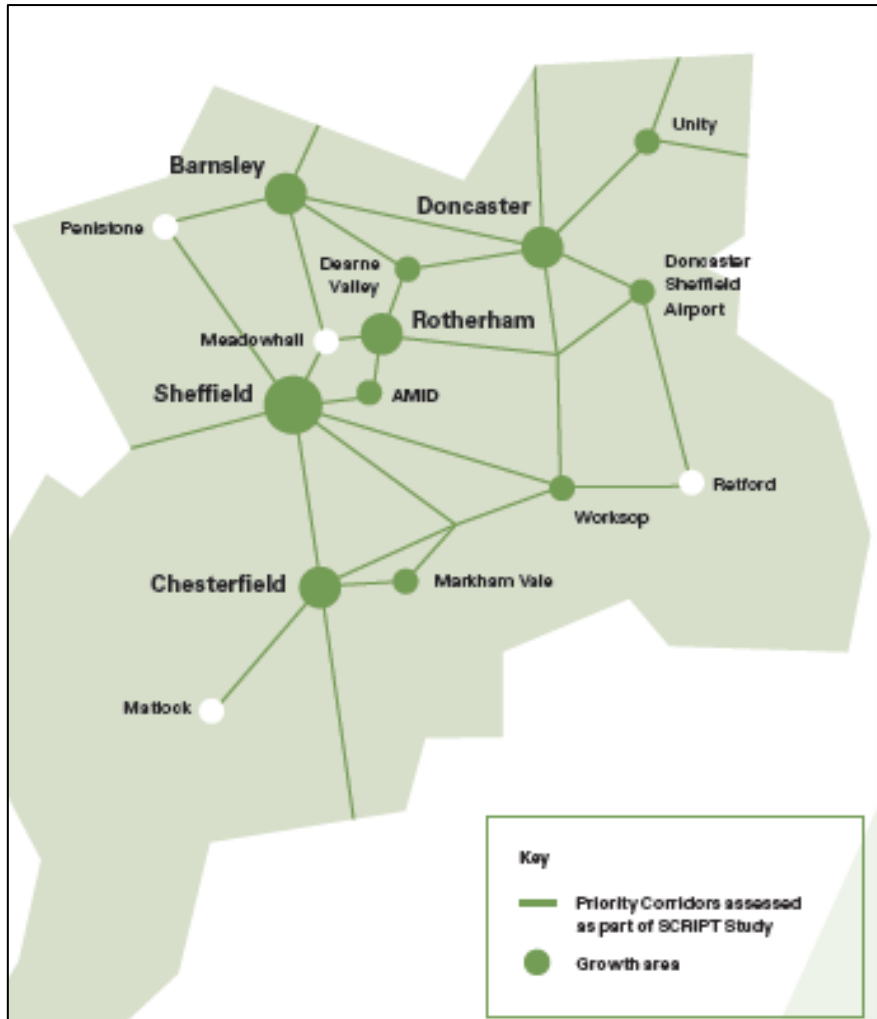


Figure 6: Transport Strategy Programme Corridors

### Strategic Testing Tools

4.3.10 Since 2016, authorities across SCR have been working with the MCA to produce a region-wide computerised model of transport networks and demand (SCRTM1). Utilising the latest trip data, this will provide the evidence required to justify external and internal funding for improvements to the city region's transport infrastructure. In addition, work is also underway to update the existing model of land use, transport and the economy (FLUTE) to allow all schemes seeking funding, from local or national sources, to be justified in accordance with the Government's standards for assessing value for money.

4.3.11 We will use these city region wide models alongside local transport models, including in Nottinghamshire and Derbyshire, to ensure a complementary hierarchy of modelling is applied. Working at different scales, from strategic interventions of major schemes to micro-simulation of individual sites or junctions, this will ensure the impacts and value for money of projects are understood in a clear, consistent way.

***Based on the above, the current position is that we:***

- Support the implementation of policies in the SCR Transport Strategy
- Help to bring forward the national and pan-northern interventions agreed through the SCR Transport Strategy
- Work together to improve connectivity, particularly within and around the 20 regional transport corridors defined in the Transport Strategy.
- Support the safeguarding and delivery of critical transport routes (both existing and new) and collaborate across boundaries to make the best use of inter-regional rail, road and water transport networks.
- Secure financial contributions (through S106 obligations and Community Infrastructure Levy) wherever appropriate to help leverage funding for relevant transport interventions.
- Apply a complementary hierarchy of transport models to understand and assess the impact of projects and proposals on the transport network at appropriate scales

## 4.4 Planning for Digital Connectivity in Sheffield City Region

4.4.1 A Digital Action Plan for Sheffield City Region<sup>15</sup> has been developed and implemented by a number of Local Bodies since the launch of the Government's Superfast Broadband Programme in 2013<sup>16</sup>. At that time, Broadband Delivery UK (BDUK) asked Local Authorities to group together and form local bodies to develop Local Broadband Plans and to bid for funding from the Superfast Broadband Programme in order to increase coverage from c80% to 95% of premises in their areas.

4.4.2 The Local Bodies in Sheffield City Region are:

- *'Superfast South Yorkshire' which covers the majority of the city region, that is, Barnsley, Doncaster, Rotherham and Sheffield;*
- *'Digital Derbyshire' which includes Chesterfield, North East Derbyshire, Bolsover, Derbyshire Dales; and,*
- *'Better Broadband For Nottinghamshire' which includes Bassetlaw.*

4.4.3 Overall, large parts of the city region are well served by current generation digital connectivity technology such as Superfast Broadband (fixed line broadband that is capable of download speeds of 30Mbps) and 4G (cellular broadband with average download speeds from 16 to 33Mbps), although this is not the case in more rural parts of SCR.

4.4.4 Coverage of superfast broadband in South Yorkshire has increased from 80% to over 95% and will reach around 99% by 2021.<sup>17</sup> The take-up of superfast broadband in areas where the Superfast South Yorkshire programme has invested has increased from 18% to 45%, Enterprise Zones and business parks in South Yorkshire were amongst the first in the country to access gigabit full fibre broadband; and business development programmes have helped local SMEs understand how digital can sustain and grow their business as well as enabling them to access support for connection charges and innovation projects. At the same time, Sheffield City Centre now benefits from one of the best public access Wi-Fi networks.

4.4.5 However, both Superfast Broadband and 4G technologies are incapable of meeting future demands for speed, capacity, reliability, and responsiveness; and are fast approaching end of life.

4.4.6 The next generation of digital connectivity technology is full fibre networks and 5G cellular networks. Full fibre networks dispense with copper wire and traditional street cabinets, providing direct connection from a property to exchange using glass fibre with download speeds in excess of 1,000Mbps. 5G uses a new radio interface that enables much higher radio frequencies to

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<sup>15</sup> See full Action Plan at <https://d2xif5riab8wu0.cloudfront.net/wp-content/uploads/2018/09/SCR-Digital-Action-Plan-Strategic-Framework-and-Action-Plan.pdf>

<sup>16</sup> See details at <https://www.gov.uk/guidance/building-digital-uk>

<sup>17</sup> See current coverage at <https://labs.thinkbroadband.com/local/south-yorkshire> and future at <https://news.openreach.co.uk/pressreleases/ps10m-broadband-boost-for-south-yorkshire-2815397>



be used and significantly more data to be carried over the air for faster speeds.

- 4.4.7 The city region is not well served by this next generation of digital connectivity technology, although plans have been announced by mobile operator EE to start to roll out 5G in Sheffield from 2019. As SCR develops and grows over the next 3 years, there will be an increased demand for high speed, ubiquitous connectivity, especially in more rural areas.

***Based on the above, the current position is that we:***

- Support the implementation of policies in Local Broadband Plans.
- Help to bring forward a range of local and city region interventions to improve digital connectivity, improving speeds and addressing gaps in provision across the whole of SCR.
- Create a supportive planning framework for digital connectivity, including consistent planning conditions.



## 4.5 Planning for other Strategic Matters in Sheffield City Region

4.5.1 All nine Local Planning Authorities in SCR commit to work together at an SCR scale on other issues where we have a common interest and cross boundary work is required. These are defined around the following areas, with further information and evidence highlighted where this is available:

- Green Belt: Local Planning Authorities in SCR have agreed a common assessment method for reviewing Green Belt and will adopt this where appropriate to ensure a consistent approach across SCR<sup>18</sup>
- Energy and climate change: Local Planning Authorities in SCR have agreed to work together to develop and support the implementation of the SCR Energy Strategy and Delivery Plan
- Flood risk: Local Planning Authorities have agreed to work together on a catchment wide basis to reflect the natural geography of the city region and seek consistency in respect of permitted run off rates for greenfield and brownfield developments.
- Minerals: Local Planning Authorities in SCR have agreed to share evidence on minerals planning, working closely together and with Derbyshire and Nottinghamshire County Councils who are currently updating their own Minerals Plans. This includes evidence from Local Aggregates Assessments, exploring the benefits of undertaking joint assessments.
- Waste: Local Planning Authorities in SCR have agreed to share evidence on waste planning, with the four South Yorkshire authorities working together to develop a single evidence base before commencing a South Yorkshire wide waste plan. Districts in Nottinghamshire and Derbyshire are working with their respective County Councils to prepare or update county wide waste plans, ensuring these coordinate with the South Yorkshire plan.
- Natural Environment: Local Planning Authorities in SCR have agreed to share evidence and data on a city regional basis, particularly in areas where the local environment is sensitive or critical to the wider ambitions of the city region.
- Peak District National Park: Local Planning Authorities recognise the statutory purposes of the Peak District National Park and the special qualities which make it unique. The Park's Management Plan<sup>19</sup> sets out these qualities, alongside areas of focus for management, so that they can be properly respected in decision making.

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<sup>18</sup> See detailed explanation at <https://www.barnsley.gov.uk/media/5273/sheffieldcityregiongreenbeltreviewacommonapproachaugust2014.pdf>

<sup>19</sup> See <https://www.peakdistrict.gov.uk/looking-after/national-park-management-plan>

- Local Planning Authorities recognise the health and wellbeing challenges facing many areas of the city region and agree to share evidence to ensure that Local Plans are effective in addressing those challenges. This will be in terms of the provision of health services as well as tackling the wider determinants of health such as sub-standard housing, air pollution, social isolation and lack of access to green space. There will be an emphasis on creating environments that are conducive to people being able to be physically active as part of their daily life.

## 5. Governance Arrangements

- 5.1 This Statement of Common Ground has been prepared by the SCR Heads of Planning Group, which brings together senior planning managers across all nine local planning authorities as well as from Nottinghamshire and Derbyshire County Councils.
- 5.2 The Group meets on a 6-8 week basis and has responsibility for the Statement of Common Ground alongside other pieces of collaborative work including the preparation of new evidence and developing a shared planning approach on some service issues. The Heads of Planning Group will ensure that the Statement is consistent with local planning practice and is updated on an annual basis<sup>20</sup> in order to reflect any changes to local practice or arrangements at the city regional scale
- 5.3 Progress and oversight for the Statement and other joint planning work is the responsibility of the city region’s Infrastructure Board, which includes Cabinet Portfolio Holders from local districts as well as representatives from the LEP. The Infrastructure Board is accountable to the MCA and LEP through wider governance arrangements established for the city region<sup>21</sup> (see Figure 7).

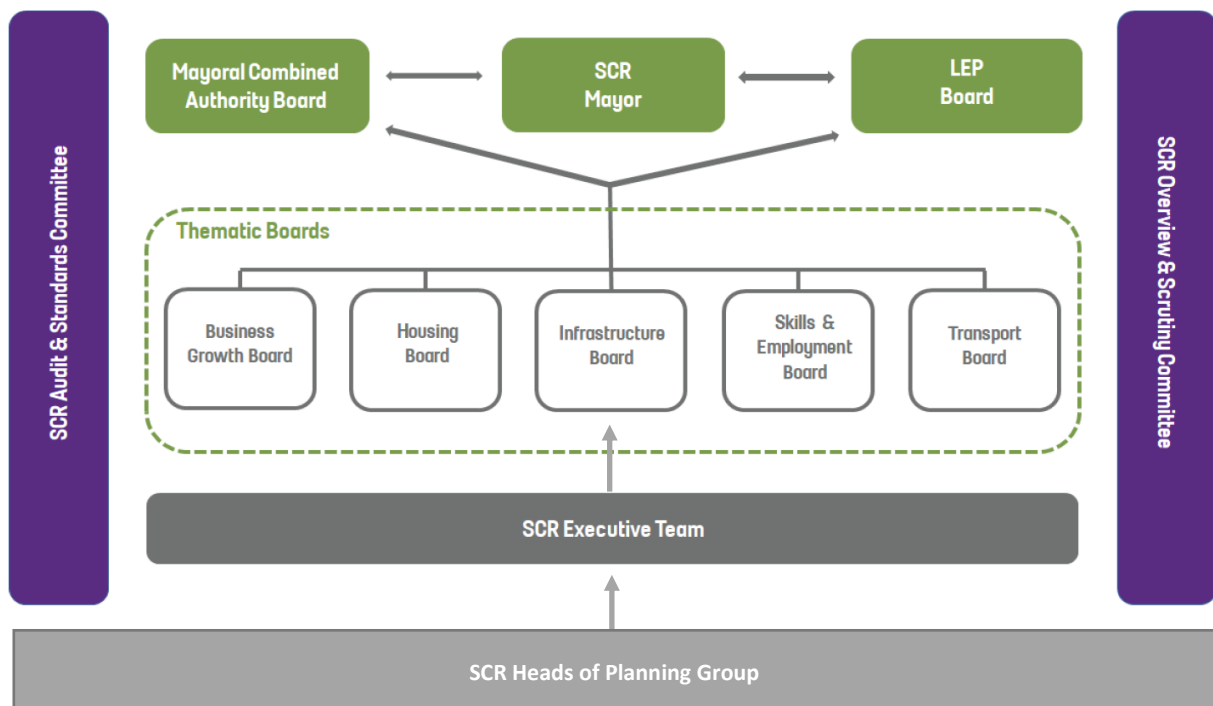


Figure 7: governance arrangements

<sup>20</sup> The next update of the Statement of Common Ground will be October 2020, or earlier should the Heads of Planning group identify the need for this.

<sup>21</sup> A full account of SCR Governance arrangements is available in the SCR Assurance Framework at <https://d2xjf5riab8wu0.cloudfront.net/wp-content/uploads/2019/05/SCR-Assurance-Framework-2019-FINAL.pdf>

# Annex

**Table 1: Sheffield City Region – housing needs**

	2019 Local Housing Need assessment	Local Plan target	Difference	Local Plan Status
Barnsley	890	1,134	244	Adopted January 2019
Bassetlaw	297	390	93	Reg. 18 stage
Bolsover	230	272	42	Reg. 25 stage
Chesterfield	240	247	7	Reg. 22 stage
Derbyshire Dales	229	284	55	Adopted December 2017
Doncaster	550	920*	370	Reg. 19 stage
North East Derbyshire	248	330	82	Awaiting Inspector's report
Rotherham	581	958	377	Adopted 2014/2018**
Sheffield	2,124	2,124***	0	Reg 18 stage
<b>SCR</b>	<b>5,389</b>	<b>6,311 - 6,659</b>	<b>922 - 1,270</b>	

\*The emerging Local Plan presents the housing requirement as a range, the bottom of the range representing a Local Housing Need figure (as reviewed and updated) but with allocations for the top of the range in line with economic growth aspirations and planned infrastructure

\*\* The Rotherham Local Plan is made up of a Core Strategy (adopted in 2014) and a Sites and Policies document (adopted 2018).

\*\*\* The local housing need assessment figure is within the range (2,000-2,300 per year) suggested by the City Council as the local plan target in the Reg 18 consultation in 2015.'

**Table 2: Sheffield City Region – net completions\***

	2015/16	2016/17	2017/18	Total
Barnsley	706	850	1,009	2,565
Bassetlaw	338	462	551	1,351
Bolsover	325	290	248	863
Chesterfield	206	123	110	439
Derbyshire Dales**	130	173	295	598
Doncaster	1,170	1,057	1,173	3,400
North East Derbyshire	431	282	396	1,109
Rotherham	585	599	471	1,655
Sheffield	1,432	2,248	2,304	5,984
<b>SCR</b>	<b>5,323</b>	<b>6,084</b>	<b>6,557</b>	

\*All data collected directly from local authorities (other than Derbyshire Dales), and in some cases varies slightly (1%) from the Housing Flows Reconciliation figure used to calculate the Housing Delivery Test<sup>22</sup>. Includes new build completions, change of use from non-residential to residential and conversions from one to multiple dwellings.

<sup>22</sup> See <https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

\*\* Note discussions with MHCLG concluded that an additional 76 completions should be included in the Derbyshire Dales Housing Delivery Test for 2015/16 and 2017/18, representing completions within the Peak District National Park area. This takes the three year total for the district to 674.

**Table 3: Sheffield City Region - housing land supply\***

	<b>Annualised (net) requirement</b>	<b>Total (net) 5-year supply</b>	<b>Supply in years</b>	<b>Date of publication</b>
Barnsley	1,469	7,522	5.12	Jan-19
Bassetlaw	324	2,681	7.90	Oct-18
Bolsover	272	2,274	8.49	Feb-19
Chesterfield	298	1,775	5.96	Apr-18
Derbyshire Dales	357	2,056	5.75	Jul-19
Doncaster	889	8,300	9.34	Aug-17
North East Derbyshire	283	2,178	7.33	May-18
Rotherham	958	6,655	5.80	Apr-18
Sheffield	2,231	9,970	4.47	Nov-17
<b>SCR</b>	<b>7,081</b>	<b>43,411</b>		

\* Figures taken from the most recently published 5-year supply statements, which allow for any backlog in delivery over recent years. As such annualised requirement figures may vary from Local Plan requirements set out in Table 1.

**Table 4: Job Figures being planned for in Local Plans**

<b>Local authority</b>	<b>Job target</b>
Barnsley	28,840 (2014-2033)
Bassetlaw	3400 (2018-2035)
Bolsover	A baseline jobs growth of 3,000 used in SHMA for OAN. No specific target set in Local Plan (2014-2033)
Chesterfield	3,175 (2011-2036)
Derbyshire Dales	A need for 1,700 additional jobs calculated in employment land availability assessment. No specific target set in Local Plan (2013-2033)
Doncaster	Growth of 27,100 jobs being planned for. No specific targets set in Local Plan (2015-2032)
North East Derbyshire	3,000 (2014-2034)
Sheffield	25,550 (2015-2024, covering SEP period only)
Rotherham	12,000 – 15,000 (2013-2028)

**Table 5: Distribution of additional jobs (Ekosgen 2014)\***

Sector Distribution (see Section 3)			Spatial Distribution (see Section 4)		
	Increase	% change		Increase	% change
Logistics	13,000	47%	Sheffield	25,550	10.7%
Financial & Professional	10,000	28%	Doncaster	11,825	10.7%
Business Services	10,000	31%	Rotherham	9,125	9.8%
Adv. Manufacturing	8,000	39%	Bamsley	7,500	10.2%
CDI	8,000	27%	Chesterfield	4,900	9.9%
Tourism, Leisure, Sport	8,500	16%	Bolsover	4,100	13.6%
Retail	8,000	11%	Bassetlaw	3,700	8.3%
Health	8,000	7%	NE Derbys	1,900	7.5%
Construction	4,000	13%	D Dales	1,400	4.6%
Other	4,000	4%	<b>SCR Total</b>	<b>70,000</b>	<b>10.0%</b>
Education	2,000	3%			
Low Carbon	2,000	18%			
Med - Low Tech Manufacturing	-6,500	-11%			
Public Admin	-9,000	-23%			
<b>SCR Total</b>	<b>70,000</b>	<b>10%</b>			

\* these figures show the increase in additional jobs anticipated by the SEP between 2015 and 2025, with a percentage change figure based on the job totals in 2015.

**Table 6: Employment Land requirements in Local Plans**

<b>Local authority</b>	<b>Employment Land</b>
Barnsley	297 ha (2014-2033)
Bassetlaw	63 ha minimum (2018-2035)
Bolsover	Allocating 92ha in the Local Plan (2014-2033)
Chesterfield	Emerging Local Plan target = minimum 44ha employment land in B1, B2, B8 uses (2011-2026). Supply over emerging Local Plan period = 51.63ha Also approximately 20-30ha land at Staveley Works that can come forward dependent on final form of HS2 phase 2b IMD
Derbyshire Dales	At least 24 ha (2013 – 2033)
Doncaster	481 ha (2015-2035)
North East Derbyshire	25.3 – 38.3 ha (2014-2034)
Rotherham	235 ha (2013-2028)
Sheffield	152 ha (2015-2035)

## Summary of economic role of places in SCR

Local Plans across SCR describe the economic role of each area.

### **Barnsley**

Barnsley has a growing economy, creating an M1 economic corridor, thriving town centre and some outstanding cultural heritage. In terms of current sectors, evidence from Mott Macdonald (2016) identified a higher proportion of employees in manufacturing and construction than comparator areas including the national average. In contrast, Barnsley has lower proportions of IT and finance professionals and a higher proportion of jobs in public administration, health and education (29% compared to a national average of 26%).

### **Bassetlaw**

Bassetlaw's accessibility is the basis for an expanding economy, with a growing economic corridor stretching along the A1, direct access to the East Coast Main Line and close proximity to the M1 attracting business and investment to the main towns of Worksop and Harworth & Bircotes. The District's third main town of Retford has a quality urban core and opportunities for further growth as part of new development along its northern edge. In terms of current economic sectors, evidence from GL Hearn (2019) identifies a high proportion of jobs in manufacturing, transport distribution/logistics and storage. Looking forward, Bassetlaw's priority is to create quality jobs, support supply chains and promote growth in the construction industries, environmental and energy technologies, advanced manufacturing and technology.

### **Doncaster**

Doncaster has a high quality urban centre with attractive retail opportunities within an expanding mixed-use offer. Doncaster's multi-modal connectivity offers access to major conurbations and coastal ports whilst the Doncaster-Sheffield Airport and iport areas provide an international gateway with growing engineering and logistics business base. A new National College for High Speed Rail and University Technical College are part of a growing vocational education offer.

Doncaster's Inclusive Growth Strategy identifies four broad industry specialisms with the potential to grow, create quality jobs and support supply chains: engineering and technology; digital and creative; future mobility (rail, road, air); and advanced materials. In addition a fifth, non-specialist platform is identified from growth: supporting Services.

### **Rotherham**

Rotherham has developing strengths in new economic sectors, as part of SCR's wider regeneration agenda, with a particular specialism in manufacturing. The adopted Core Strategy identifies the priority of safeguarding this manufacturing base and targeting several priority sectors including Creative and Digital Industries; Advanced Manufacturing and Materials; Environmental and Energy Technologies; Construction Industries; Business, Professional and Financial Services; and Low Carbon Industries.

## **Bolsover**

Bolsover is a rural area, with the need and ability to accommodate significant economic growth in key settlements, taking advantage of access to the M1. In the Bolsover Economic Development Needs Assessment (EDNA) (2015) competitive sectors identified were: Wholesale and Retail; Manufacturing; Transport & Storage; Construction; Information & Communication (knowledge-based activity); and Energy & Water.

## **North East Derbyshire**

North East Derbyshire is a predominately rural area with the population concentrated in four towns, and the potential for growth along the A61. It has close links with Sheffield and Chesterfield. Key sectors are Digital and Creative Industries; Advanced Manufacturing; Food and Drink; Construction and Environmental Industries; and Health and Care.

## **Derbyshire Dales**

The Derbyshire Dales economy is based on thriving micro businesses and SMEs with manufacturing the largest employment sector. Pay in the Derbyshire Dales is amongst the lowest in Sheffield City Region and England. Businesses in the Dales want to grow but can't find the space locally, and provision of new employment space in the district is the highest priority.

## **Chesterfield**

Chesterfield is a key market town and the sub-regional economic centre for Northern Derbyshire, with a high quality urban core and opportunities for further growth in the Staveley and A61 corridors. Along the M1, Markham Vale is an area recently developed with plans to establish itself as a major employment hub, supporting activity elsewhere in the City Region. The area includes Enterprise Zone sites.

Chesterfield's key sectors are Public administration ; Wholesale/retail; Financial and business services and Manufacturing.

## **Sheffield**

Sheffield is the fourth largest city in England and a major centre of engineering, creative and digital industries, with a wide range of culture and retail facilities. Sheffield City Centre will be the primary office location in the City Region, providing a high proportion of the City Region's jobs in business, financial and professional services, higher education and health and wellbeing services. The retail and leisure offer in the City Centre is expected to grow through the Heart of the City 2 development but will be complemented by that provided at Meadowhall and by other built leisure facilities in the Lower Don Valley.

The Lower Don Valley and Advanced Manufacturing Research Centre (in the Advanced Manufacturing Innovation District) are important employment areas, focused on advanced manufacturing. The area includes an Enterprise Zone at Sheffield Business Park.

Sheffield's key sectors are Advanced Manufacturing and Health.



## Summary of Functional Economic Market Areas within SCR

Local Plans across the SCR define their Functional Economic Market Areas in line with national planning guidelines.

- Barnsley: part of a wider area of a single Sheffield and Leeds City Region FEMA.
- Bassetlaw: sits between several larger, dominant centres and takes a pragmatic approach which considers multiple linkages and influences on the district's economy from these centres.
- Bolsover: a wide FEMA made up of Amber Valley; Ashfield; Bassetlaw; Chesterfield; Mansfield; and North East Derbyshire DC authority areas.
- Doncaster: defines a standalone FEMA along its own administrative boundary.
- Derbyshire Dales: is divided between surrounding areas, with the southern part of the District in a wider Derby focused FEMA; the Northern area in a Sheffield focused FEMA; and the central part of the district falling in an overlap with influences from Sheffield, Chesterfield and Derby.
- NE Derbyshire and Chesterfield: share an employment market and FEMA
- Sheffield and Rotherham: share a single FEMA, consistent with a single travel to work area.

## **SCR Transport Strategy: national and pan-northern interventions**

The following schemes are being progressed by our partners or are included in Transport for the North's initial investment programme for a start by 2027. As such they form a baseline for the City Region's interventions.

### **MAJOR RAIL IMPROVEMENTS**

- HS2 – SCR supports the principles of high speed rail services across the North to the rest of the UK, radically reducing journey times and providing enhanced connectivity beyond the HS2 network. We need to maximise the benefit of HS2, exploring all options for a parkway in South Yorkshire and minimise the impact on local communities and the environment
- Hope Valley line capacity improvements – initial capacity improvements to allow a frequency of three fast trains in addition to one stopping train per hour and freight trains
- Sheffield to Hull – journey time improvements to achieve a frequency of two trains per hour and capacity enhancements at Doncaster station to accommodate Northern Powerhouse Rail services
- Sheffield to Leeds – improvements to the Northern Loop from Sheffield station to HS2, including new stations in South Yorkshire, along with journey time and reliability improvements via Barnsley
- Doncaster to Leeds – capacity, journey time and reliability enhancements
- South Trans Pennine Line – capacity and journey time improvements between Doncaster and Cleethorpes
- East Coast Main Line power upgrade
- Improvements to allow wider/higher freight trains on the Doncaster to Immingham route
- Electrification works in the Sheffield area to support other major rail investment programmes

### **INTEGRATED AND SMART TRAVEL PROGRAMME**

- Multi-modal, integrated, contactless ticketing across the North
- Enhanced real time customer information
- Smart ticketing on rail

### **STRATEGIC ROAD NETWORK IMPROVEMENTS**

- Trans Pennine upgrade programme – a package of improvements including Mottram Moor link road and the A616/A61 Westwood roundabout
- Trans Pennine Tunnel and wider connectivity package – a feasibility study into a new route to improve the resilience of Trans Pennine road links, including a new or upgraded route from the M1 to M18 and A1(M)
- M1 Junctions 35A to 39 – upgrade to smart motorway
- A1 Redhouse to Darrington – upgrade to motorway standard
- A1(M) Doncaster bypass – widening to a three-lane motorway
- Hollingworth to Tintwistle bypass and M56 capacity improvements, which are both outside of SCR but included due to the benefits they can bring SCR.
- A1 junction improvements with A46 in Bassetlaw.

# Glossary of abbreviations

BDUK – Broadband Delivery UK, now called Building Delivery UK, the Government programme to deliver superfast broadband and local full fibre networks.

D2N2 – the Local Enterprise Partnership for the Derby, Derbyshire, Nottingham and Nottinghamshire area.

FEMA – Functional Economic Market Area, the spatial level at which economies and markets operate.

FLUTE – Forecasting Land Use, Transport and Economy, a forecasting model used across South Yorkshire.

HDT – Housing Delivery Test, an annual measurement of housing delivery across relevant plan making authorities.

HS2 – High Speed 2, the new rail line proposed between the south and north of England.

LEP – Local Enterprise Partnership, a partnership between local authorities and businesses to set economic priorities for an area and negotiate growth deals with Government.

LIS – Local Industrial Strategy, strategy to promote the coordination of local economic policy and national funding streams and establish new ways of working between national and local government, the public and private sectors.

MCA – Mayoral Combined Authority, a corporate body enabling two or more local councils to collaborate and take collective decisions, established with a directly elected Mayor.

NPPF – National Planning Policy Framework, sets out the Government's planning policies and how these are expected to be applied.

OECD – Organisation for Economic Collaboration and Development, an international organisation set up to promote world trade and stimulate economic progress.

ONS – Office for National Statistics, executive office of the UK Statistical Authority responsible for collecting and publishing statistics related to the economy, population and society of the UK

SCR – Sheffield City Region

SEP – Strategic Economic Plan, setting out the city-region's plan to transform the economy, create jobs and encourage new businesses.

SCRTM1 – Sheffield City Region Transport Model version 1, a model of transport networks and demand across for the SCR area.

TTWA – Travel to Work Area, a geography created by the ONS to approximate labour market areas.