

## CABINET MEMBER FOR REGENERATION AND DEVELOPMENT

Venue: Town Hall, Moorgate  
Street, Rotherham. S60  
2TH

Date: Monday, 3rd June, 2013

Time: 12.30 p.m.

### A G E N D A

1. To determine if the following matters are to be considered under the categories suggested in accordance with the Local Government Act 1972.
2. To determine any item which the Chairman is of the opinion should be considered as a matter of urgency.
3. Apologies for absence
4. Minutes of the previous meeting held on 17th May, 2013 (Pages 1 - 2)
5. Petition - Closure of Oak Tree Yard Public Footpath, Wath upon Dearne
6. Rotherham Local Plan housing target: Memorandum of Understanding with Sheffield City Council (Pages 3 - 15)
7. A6021 Broom Road, Rotherham - proposed accessibility improvements  
*This item has been withdrawn from the agenda*
8. Review of the experimental closure of Broom Avenue at its junction with Wickersley Road, Rotherham (Pages 16 - 22)
9. Existing Residents Parking Scheme at Wellgate, Rotherham - proposed changes to restrictions (Pages 23 - 34)
10. Date and time of next meeting  
Probable date is Friday 14 June, instead of Monday 17 June 2013

**CABINET MEMBER FOR REGENERATION AND DEVELOPMENT  
17th May, 2013**

Present:- Councillor Smith (in the Chair); Councillor Clark; together with The Mayor (Councillor Pickering)

Apologies for absence were received from Councillors Dodson and Godfrey.

**G141. MINUTES OF THE PREVIOUS MEETING HELD ON 8TH MAY 2013**

Resolved:- That the minutes of the meeting of the Cabinet Member and Advisers for Regeneration and Development, held on 8th May, 2013, be approved as a correct record for signature by the Chairman.

**G142. COMMUNITY INFRASTRUCTURE LEVY**

Consideration was given to a report presented by the Senior Planner requesting an exemption from Contract Standing Orders 47.6.2 and 47.6.3 to allow the appointment of consultants Peter Brett Associates LLP to assist with preparing and implementing a Rotherham Community Infrastructure Levy (CIL).

The report stated that the Planning Act 2008 introduced new powers for the Council to introduce a Community Infrastructure Levy (CIL) to raise money to support local infrastructure. The levy will apply to most new development.

Peter Brett Associates LLP were appointed by the Council in September 2011 and September 2012 to undertake an Infrastructure Delivery Study and Whole Plan Viability Study primarily to support the preparation of the Rotherham Local Plan, but also as early evidence for development of a Rotherham CIL. Further work is now required to progress to consultation on preliminary draft CIL proposals. The further assistance of Peter Brett Associates is required using their local experience and knowledge gained through the above two previous studies to work with the Council to introduce a Rotherham CIL. The timetable to prepare CIL was included in the submitted report.

Members noted that the initial cost of the contract was estimated to be £15,000 to £17,000, although additional expenditure of approximately £10,000 might be required for further stages of the CIL process.

Resolved:- (1) That the report be received and its contents noted.

(2) That the appointment of Peter Brett Associates LLP to assist with preparing and implementing a Rotherham Community Infrastructure Levy (CIL) shall be exempt from Contract Standing Orders 47.6.2 (requirement to invite at least two oral or written quotations for contracts with an estimated value of £5,000 but less than £20,000) and 47.6.3 (requirement to invite at least three written quotes for contracts with a value of between £20,000 and £50,000).

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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<b>1.</b>	<b>Meeting:</b>	<b>Cabinet Member and Advisers for Regeneration and Development</b>
<b>2.</b>	<b>Date:</b>	<b>Monday 3 June 2013</b>
<b>3.</b>	<b>Title:</b>	<b>Rotherham Local Plan housing target: Memorandum of Understanding with Sheffield City Council</b>
<b>4.</b>	<b>Directorate:</b>	<b>Environment and Development Services</b>

### **5. Summary**

This report seeks endorsement by Cabinet Member of a Memorandum of Understanding with Sheffield City Council with regard to Rotherham's approach to setting a local housing target as part of the Local Plan Core Strategy.

### **6. Recommendations**

- 1. That Cabinet Member endorses and signs the Memorandum of Understanding attached at Annex 1.**
- 2. That the Mayor be asked to exempt this item from call-in to expedite submission of the Core Strategy to government on 6 June 2013.**

## 7. Proposals and Details

### Background

The Localism Act 2011 placed a statutory “duty to co-operate” on local planning authorities in drawing up their local plans. The National Planning Policy Framework (NPPF) elaborates on this duty. We are expected to identify any strategic issues that need addressing in our Local Plan and to demonstrate a positive outcome to co-operation. To meet this duty, planning officers have held extensive discussions with all our neighbouring local authorities, both district and county. These discussions have identified the issues that required further work and agreement in order to do all we can to ensure the Core Strategy is found “sound” at the forthcoming Examination in Public. Advice from the Planning Inspectorate stresses that the duty to co-operate must have been met *before* the inspector will examine our Core Strategy at public inquiry. The duty cannot be resolved retrospectively.

One of the main issues to resolve under the duty to co-operate is around local plan housing targets. The Regional Strategy set a housing target for Rotherham of 23,880 net new dwellings between 2004 and 2026. The Regional Strategy has now been revoked by government. The Core Strategy proposes a local housing target of 12,750 net new homes between 2013 and 2028 (plus 1,600 homes to cover shortfall in delivery between 2008 and 2013).

We consulted on our Publication Core Strategy between 25 June and 6 August 2012 to allow for formal representations to be made on soundness and legal compliance only. In response to this consultation we received objections from Sheffield City Council expressing concern that the lower housing target would have implications for the wider Sheffield/Rotherham housing market area; and that clarification on the role of safeguarded land was required.

Where possible within our previously agreed strategic approach, we are keen to ensure that objections to the Core Strategy have been addressed prior to submission. Extensive discussions have been held with Sheffield City Council to fully understand their concerns and reach an agreed position regarding the objections raised. The outcome is the Memorandum of Understanding which is attached at Annex 1 for endorsement by Cabinet Member. Agreement of the Memorandum is key to enabling Sheffield to withdraw their objections prior to submission of the Core Strategy. The Memorandum will be agreed in tandem by the Cabinet Member for Business, Skills and Development at Sheffield City Council.

We have also consulted Barnsley and Doncaster councils in drawing up the Memorandum. Such cross boundary collaboration will help demonstrate to the inspector that we have fully met the duty to co-operate.

Our legal counsel has reviewed the Memorandum and is satisfied that it meets the needs of the duty to co-operate.

### 8. Finance

There are no direct financial implications arising from this report.

## 9. Risks and Uncertainties

The Council's Local Development Scheme envisages submission of the Core Strategy to Government in June 2013. **We aim to submit the Core Strategy on 6 June.** Failure to agree the Memorandum of Understanding would mean Sheffield's objections remain in place and would result in these objections being considered as part of the Examination in Public. As such, Sheffield would be called by the Inspector to present evidence regarding their objections at the examination hearings. It is considered expedient and desirable to avoid this situation wherever possible.

## 10. Policy and Performance Agenda Implications

The implementation of the Local Plan will make a positive contribution to all of Rotherham's Regeneration priorities. When adopted, the Core Strategy and supporting documents will further the objectives of the Corporate Plan and support the delivery of the Rotherham Sustainable Community Strategy by:

- providing sufficient good quality homes
- ensuring well designed, decent affordable housing
- providing employment land to meet the needs of the modern economy and support sustainable communities through access to employment opportunities
- promoting the "town centre first" policy approach to help the regeneration and renaissance of Rotherham Town Centre

It will contribute towards achieving the Corporate Plan priorities: Providing quality education; ensuring people have opportunities to improve skills, learn and get a job; Helping to create safe and healthy communities; Improving the environment.

## 11. Background Papers and Consultation

Annex 1: Rotherham Local Plan Housing Target: Memorandum of Understanding between Rotherham Metropolitan Borough Council and Sheffield City Council.

Publication Core Strategy (June 2012):

[http://rotherham.limehouse.co.uk/portal/planning/cs/publication\\_cs/publication\\_core\\_strategy](http://rotherham.limehouse.co.uk/portal/planning/cs/publication_cs/publication_core_strategy)

Core Strategy Focused Changes (Jan 2013):

[http://rotherham.limehouse.co.uk/portal/planning/cs/cs\\_focused\\_changes](http://rotherham.limehouse.co.uk/portal/planning/cs/cs_focused_changes)

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Annex 1



## **Memorandum of Understanding between Rotherham Metropolitan Borough Council and Sheffield City Council**

### **Rotherham Local Plan Housing Target**

#### **Overview**

##### ***Duty to co-operate***

- 1.1 The Localism Act 2011 placed a “duty to co-operate” on local planning authorities in drawing up their local plans. The National Planning Policy Framework (NPPF) (paragraphs 178-181) elaborates on this duty. Rotherham Metropolitan Borough Council (RMBC) and Sheffield City Council (SCC) have engaged in a continuing dialogue on the approach for determining the scale and distribution of future housing growth across the Sheffield and Rotherham Strategic Housing Market Area.
- 1.2 The NPPF states “*each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area*” and “*should meet objectively assessed needs*”. Development plans should also be based on evidence that is proportionate.
- 1.3 This Memorandum of Understanding between the two Councils has been prepared to endorse the joint working on the Rotherham Local Plan housing target undertaken by Rotherham and Sheffield. A separate Technical Note provides explanation of the housing requirement and supply figures and also explains the relationship between the targets and the various Government household growth projections.

##### ***The Sheffield/ Rotherham Strategic Housing Market Area (SHMA)***

- 1.4 The Regional Spatial Strategy for Yorkshire and Humber (RSS) recognised Rotherham and Sheffield as a joint housing market area for the purposes of strategic planning. This was reflected in the RSS housing requirements for the two districts. The joint market area also extends into southern Barnsley and northern parts of North East Derbyshire District towards Chesterfield but, for practical reasons, the authorities agree that the administrative areas of Sheffield and Rotherham may be regarded as a reasonable proxy. Rotherham and Sheffield Councils as planning authorities for their administrative areas have

produced and maintained a joint Strategic Housing Land Availability Assessment to enable provision of housing land to be monitored comprehensively across the single area.

- 1.5 The Rotherham Strategic Housing Market Assessment (SHMA) was originally produced in 2007 and included an assessment of overall housing need, affordable housing need and housing mix and tenure requirements. The 2010 update to the SHMA used secondary national and local data to update the assessment of affordable housing need and housing mix and tenure requirements, the figures for the mix requirements being expressed as proportions of the latest ONS household projections at that time (2006 base date). The update did not seek to re-assess overall housing need, but merely reflect the latest household projections available at that time.

### ***The Regional Strategy and DCLG Household Projections***

- 1.6 The Regional Spatial Strategy (RSS) for Yorkshire and the Humber (2008) set housing targets for each district for the period 2004 to 2026.
- 1.7 Sheffield's housing requirement figure was set at a level below that which would be needed to accommodate the DCLG projected level of household growth (using either the 2003-based or 2004-based household projections). The RSS, paragraph 12.11, stated that this *'takes advantage of economic growth whilst managing the environmental impacts arising from development'*. The net housing requirement in the adopted Sheffield Local Plan (formerly Sheffield Development Framework) Core Strategy (2009) is the same as that set by the RSS.
- 1.8 In the RSS, Rotherham's figure was, however, set at a level substantially higher than the trend-based figure. This implied that, over the plan period (2004-2026), a higher proportion of household growth would be accommodated in Rotherham than had been the case over the period immediately before 2004. The RSS, paragraph 12.11 stated that this *'recognises... Rotherham's regeneration opportunities and the relationship with Sheffield'*.

### ***RSS revocation***

- 1.9 On 22 February 2013 the Secretary of State formally revoked the Regional Spatial Strategy for Yorkshire and the Humber (2008). The regional strategy is therefore no longer part of the development plan for those local planning authorities in the Yorkshire and Humber region, including Rotherham and Sheffield. It may, however, remain a material consideration in so far as Sheffield's adopted housing target was set by the RSS and it remains the most recent comprehensive consulted on and publicly scrutinised evidence on requirements across the wider area. SCC and RMBC therefore agree that it should provide at least the *starting point* for considering whether the housing requirement and land supply are appropriately 'balanced' across the Sheffield/Rotherham SHMA. It is agreed, however, that account must also be taken of up to date projections and the significant changes in housing market conditions since the RSS was adopted.



## Setting the Rotherham Local Plan Housing Target

The Rotherham Local Plan Publication Core Strategy sets a local housing target of 850 new homes per year. This equates to 12,750 additional new homes over the 15 year plan period of 2013 to 2028. The target is for *net* new dwellings not gross completions (i.e. any demolitions or changes of use away from residential would be taken into account when monitoring performance against the target). The shortfall from the plan's base date of 2008 of 1,600 new homes will also be added to the target to create a total requirement of 14,350 new homes.

- 2.1 Preparation of the Rotherham Local Plan has been taking place in the knowledge of the Government's stated intention to revoke regional strategies and the targets they contained. Having regard to the NPPF, key factors taken into account when setting the local housing target for Rotherham therefore include:
- population and household projections
  - past completion rates and the need to cater for latent demand
  - current and forecast economic and housing market conditions
- 2.2 The requirement determines the amount of land that needs to be allocated for housing and account has been taken of the need to:
- provide flexibility to cater for unforeseen circumstances
  - balance housing requirements and land supply within the strategic housing market area

### ***Population and household projections***

- 2.3 The 2004-based projections on which the RSS figures were based have been shown to exceed actual population increases in Rotherham and are no longer a reliable basis for planning for future housing needs. Even in the "boom years" the RSS target was never achieved and there is no evidence that this could be changed in the foreseeable future.
- 2.4 This is reflected in the net migration flows between Sheffield and Rotherham with the consistent downward trend over the past decade. The economic downturn may have contributed to reduced flows into Rotherham, though this also coincides with a period when levels of house building in Sheffield were relatively high (meaning that the city may have retained more of its population than had been the case during the 1990s).
- 2.5 This changing situation has now started to be reflected in the 2008-based projections which Rotherham consider to be a more credible and robust projection and reflect both the current and likely future levels of population growth.
- 2.6 The most recent population projections, released by the ONS (2010-based sub-national population projections) prior to the 2011 Census data, incorporated revisions to the method by which they calculate international migration and the

distribution to local authorities. These 2010-based population projections show a fall in population growth compared to the 2008-based projections in both Sheffield and Rotherham and this is likely to be reflected in the next 2010-based household projections. However, household growth across the two districts as a whole is still expected to be higher than the 2004-based projections and Rotherham is therefore continuing to base its local target on 2008-based projections to allow for flexibility within the joint housing market area. SCC has also stated its intention to undertake an early review of its Local Plan Core Strategy in order to review housing requirements and land supply.

### ***2013 Sheffield City Region housing growth work***

- 2.7 In April 2012, the Local Enterprise Partnership (LEP) Housing and Regeneration Board approved the use of Government Transition Funding to enable a revised set of population and household growth forecasts to be produced for the Sheffield City Region (SCR). The objective was to create a consistent evidence base across the SCR by expanding work already undertaken in Derbyshire and Nottinghamshire to cover South Yorkshire. The output was intended to help inform the appropriate level of new housing that needs to be planned for in emerging Local Plans and future Local Plan reviews.
- 2.8 The forecasting work was undertaken by the Knowledge and Research Team at SCC on behalf of all the districts. A Steering Group, involving officers from each SCR district, has overseen the project. The final report, *Forecasts of Populations and Households for the Sheffield City Region*, was completed in January 2013 and has been circulated to all the SCR local authorities.
- 2.9 This forecasting work has considered a number of scenarios which aim to illustrate the roles and interrelationships of population drivers and constraints, including employment, dwelling completions, migration, commuting patterns, household headship rates, economic activity rates, mortality, births and household formation. One of the scenarios examined as part of this work used the ONS 2010 mid-year population estimates as its starting point but applied the assumptions on birth and death rates, migration and household formation that were used in the 2008-based sub-national population and household projections. This scenario shows annual household growth averaging just under 700 per year in Rotherham over the period 2010-2028. Growth in Sheffield over the same period is projected to average 2,305 households per year.

### ***Catering for latent demand***

- 2.10 Rotherham acknowledge that there has been a low level of completions within the Borough in the last few years due to housing market conditions which may have resulted in some element of “latent demand”. The Council is therefore making an allowance for this by adjusting the overall housing requirement during the plan period to take into account this under supply – using the shortfall of actual completions from the local housing target of 850 new homes per year target from April 2008 to March 2013. An allowance for this is therefore made by adjusting the overall requirement to take account of any shortfall in the delivery against that annual target. The total additional provision would be for 1,600 dwellings.

***Future housing market prospects***

- 2.11 The effect of the economic downturn on housing requirements and completions has a significant bearing on future market requirements. Net housing completions in Sheffield and Rotherham are currently well below the adopted and proposed housing targets respectively. In both districts this reflects:
- reduced access to credit for housing developers
  - reduced access to mortgages for potential buyers
  - reductions in demand because of lower real incomes and uncertainty about job prospects
  - the lack of funding for making new housing genuinely affordable (whether as public or private subsidy)
  - the relative insensitivity of land and property prices to reduced market demand.
- 2.12 It is possible that the proposed increased supply of land in Rotherham Borough under policies CS1 and CS6 could stimulate new demand from developers, so helping to realise the projections. However, this is by no means to be assumed, as a significant amount of greenfield land remained undeveloped even during the boom years.
- 2.13 Both SCC and RMBC agree that the recovery over the next five years will be modest and the 2008 projections for the Sheffield/Rotherham area as a whole exceed what the market is expected to be able to deliver. This aligns with market commentators who also predict modest recovery prospects. A requirement figure that is too far in excess of what the market can deliver would undermine the regeneration objectives of both Core Strategies, leaving the more problematic brownfield sites disused. For this reason SCC is not pressing an objection to the requirement figure of 850 per annum in policy CS6.

***Housing Land Supply - flexibility to cater for unforeseen circumstances***

- 2.14 The most recent household and population projections suggest that it may be necessary to revisit requirements and land supply in a future review of the Rotherham Local Plan. The capacity to meet longer-term needs will also be an issue when the Sheffield Core Strategy is reviewed. The question is, therefore, how flexibility can be built into the Rotherham Core Strategy to cater for an eventual recovery of the market and for other unforeseen needs, reflecting improved economic conditions in Rotherham or increased demand arising from the Sheffield part of the housing market area.
- 2.15 Both authorities agree that Rotherham's Local Plan should provide flexibility at two levels:
- A margin of allocated land to provide for unforeseen constraints on availability
  - Safeguarded land to be left out of the Green Belt though not allocated.

*Margin of Allocated Land*

- 2.16 The Strategic Housing Land Availability Assessment takes account of the availability of housing land as assessed at present but new constraints could arise and it is good practice to allow some margin.
- 2.17 The total requirement for the period 2013-2028 is 14,350 dwellings (see paragraph 2.10 above). Proposed commitments and allocations total 15,470 dwellings which provides a margin of 1,120 dwellings. This equates to a margin of around 8% or 10% if commitments and allocations at Bassingthorpe Farm are excluded (as a major strategic site for housing more certainty can be attached to delivery at Bassingthorpe Farm). Windfalls would provide further flexibility, with past trends suggesting that an average of 100 dwellings per year can be expected to come forward on small windfall sites.
- 2.18 Yet further flexibility after 2027/28 would also be provided by the major allocations at Waverley and Bassingthorpe Farm. These would not be fully complete by the plan end date and provide capacity for around 1,800 dwellings after 2027/28.

*Safeguarded Land*

- 2.19 The NPPF requires planning authorities carrying out Green Belt reviews to be satisfied that Green Belt boundaries will not need to be altered at the end of the development plan period and, where necessary, to identify “safeguarded land” to meet longer-term development needs stretching well beyond the plan period.
- 2.20 Given Rotherham’s tight Green Belt boundaries and the need to release land from the Green Belt to meet the 15 year plan period’s housing and employment land targets, it is considered necessary for the Rotherham Local Plan Core Strategy to include a safeguarded land policy.
- 2.21 SCC considers that the safeguarded land will also provide potential flexibility up to 2028 (the end of the Core Strategy plan period) should it be needed. However, safeguarded land, like Green Belt, should only be released as part of a Local Plan review. This might be to meet unforeseen needs arising before 2028 and could include need arising from neighbouring areas that could not reasonably or sustainably be met within their boundaries. In accordance with the duty to co-operate, such decisions can only reasonably be made following an appropriate assessment of options in conjunction with other authorities within the housing market area and wider City Region.
- 2.22 Consequently, Core Strategy Policy CS5 sets out that:
- the Sites and Policies document will identify safeguarded land to meet possible longer term development needs equivalent to 5 years beyond the Core Strategy plan period
  - safeguarded land will only be considered for development following a review of the Core Strategy, and a review of the suitability of safeguarded land to meet requirements
  - within this plan period protection equivalent to green belt policy will apply to safeguarded land

- 2.23 Rotherham will therefore identify sufficient safeguarded land to ensure that land is available within the borough to provide a 5 year supply of land to meet development needs beyond the 15 year plan period of the Core Strategy. This would be equivalent to 4,250 dwellings.
- 2.24 Implementation of the Core Strategy will be monitored via the Annual Monitoring Report. If this monitoring shows that development land is being used up at a faster rate than anticipated then Rotherham will consider an early review of the Local Plan. This review would consider the areas of safeguarded land as potential allocations. Any Local Plan review would utilise joint working with neighbouring authorities in the wider city region in acknowledgement of the duty to co-operate.

***Balancing housing targets and land supply within the strategic housing market area***

- 2.25 A central issue of principle is how far provision within the strategic housing market area should be for projected need and how far it should take account of expectations of the future housing market. Both SCC and RMBC agree that meeting the Rotherham Local Plan housing target, let alone the higher RSS target, will be extremely challenging in the current market. The lack of effective demand for housing, rather than land supply remains the single biggest factor holding back housing delivery in both districts.
- 2.26 Planned housing provision in the emerging Rotherham Local Plan exceeds projected household growth under both the 2008-based projections and the growth forecasts produced jointly by the SCR local authorities via the LEP Housing and Regeneration Board (see paragraphs 2.6 and 2.9 above). This higher planned provision therefore shows flexibility in meeting a significant proportion of the wider City Region need and also factors in flexibility for a high level of employment growth. Barnsley and Doncaster are similarly planning for more than their projected needs. In contrast, to the other South Yorkshire districts, Sheffield's target in its adopted Core Strategy is significantly below the level needed to accommodate all the projected household growth.
- 2.27 Despite revocation of the RSS and depressed market conditions, SCC considers that it would be premature to plan for less than RSS requirement for the strategic housing market area.
- 2.28 It is therefore proposed to meet the overall requirement through:
- i. a reduced Rotherham requirement with flexibility to meet the shortfall if the market recovers
  - ii. the Sheffield Core Strategy requirement, which will be reviewed in the near future
- 2.29 Given the potential capacity provided by commitments, allocations, windfalls on small sites and use of some safeguarded land, SCC agrees there is enough land to meet the contingency of higher requirements should monitoring suggest an early review of the Rotherham Local Plan is required.

2.30 SCC intends to progress towards adoption of the Local Plan City Sites and Policies document (expected in late summer 2014). However, the report to the Council's Cabinet on 27 February 2013 seeking approval for the Pre-Submission Draft City Sites and Policies document drew attention to the need for early review of the Sheffield Core Strategy (including Green Belt review). This is in response to the latest assessments of land supply by SCC which suggest that, due to the concentrated nature of the supply and market conditions, not all commitments and allocations will be deliverable by 2026. The Local Plan review is currently expected to start immediately following adoption of the City Sites and Policies document. The review will take into account new research into changes in nationally produced projections, assessment of local housing markets in the City Region, appraisals of the sustainability of additional site options and negotiations with neighbouring authorities (including Rotherham).

### 3. **Amendments to the Rotherham Core Strategy**

3.1 Acknowledging the concerns of SCC, RMBC proposes to clarify the flexibility in its approach by the following changes which are set out in the Council's Core Strategy Focused Changes (2013), on which it has consulted and which it intends to submit with the Core Strategy for independent examination:

- Focused Change 29: Amend Policy CS1 to include a note after the table to read: *"The figures above are not ceilings. Windfalls on small sites will provide additional flexibility"*
- Focused Change 147: Introduce a new section on key risks and contingencies, including the following paragraphs:

*"The Council is committed to joint working with other authorities within the Sheffield City Region on future development provision. If future joint working indicate a need for further development then the Council will undertake an early review of the Plan."*

*"The Council recognises the current fragile nature of the economy and that recovery over the short to medium term is expected to be modest. However the Council considers that the Local Plan contains sufficient flexibility to adapt to changing economic circumstances, and acknowledges that if market recovery takes place faster than expected and monitoring indicates a need for additional land for development purposes, then an early review of the Local Plan will be required."*

- Focused Change 55: Amend Policy CS5, first paragraph, to read: *"Safeguarded Land will be identified, in areas between the Green Belt and Settlements, in the Sites and Policies document to meet possible longer term development needs equivalent to 5 years beyond the current Core Strategy Plan period."*
- Focused Change 58: Amend paragraph 5.2.81 to read: *"Safeguarded Land will be identified in the Sites and Policies document. On review of the Local Plan*

*consideration will be given to the need for Safeguarded Land to be allocated for development to meet future needs. At that time technical assessment of the suitability of sites, including consideration of their sustainability credentials, will be undertaken.”*

3.2 RMBC considers that these amendments would improve the clarity of the Core Strategy and not fundamentally alter the thrust of either the overall strategy or individual policies. SCC considers them to be sufficient to address its concerns and is therefore prepared to withdraw its objections to Rotherham’s Publication Core Strategy subject to the amendments above.

#### **4. Future co-operation**

4.1 RMBC will continue to engage with SCC and other partners in the City Region on strategic planning and the technical work required to underpin such decisions. The Sheffield City Region local authorities, having completed initial work on population and household growth forecasting intend to:

- review the housing projections in light of 2011 Census and any effects of changes in the housing market
- collectively review housing requirements across the City Region in light of the forthcoming SCR Growth Plan

4.2 Both RMBC and SCC are committed to co-operating with other districts within the SCR with regard to the development of consistent criteria for evaluating the purposes and value of land within Green Belts. Where appropriate this may involve independent external consultancy support.

**Agreement**

**It is agreed that:**

- 1. The approach followed by Rotherham MBC in setting a housing target for the Rotherham Local Plan is an appropriate one.**
- 2. The Rotherham Local Plan housing target with the flexibility set out above is an appropriate target for both Rotherham Borough and its contribution to the wider Rotherham and Sheffield housing market area.**
- 3. Existing housing commitments, proposed new allocations, windfalls and safeguarded land in the Rotherham Local Plan provide sufficient long-term flexibility for Rotherham to fulfil its own housing needs and contribute to possible increases in those of the wider Rotherham and Sheffield housing market area.**
- 4. In order to make this flexibility clear, the amendments outlined above will be made to the Rotherham Core Strategy prior to submission to government. On this basis, Sheffield will withdraw the objections made to the Rotherham Publication Core Strategy.**

Dated 20 May 2013

Signed for Rotherham MBC:

Signed for Sheffield CC:



**Cllr Gerald Smith**  
Cabinet Member for Regeneration and  
Development

**Cllr Leigh Bramall**  
Cabinet Member for Business, Skills and  
Development



<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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1.	<b>Meeting:</b>	<b>Cabinet Member and Advisers for Regeneration and Development</b>
2.	<b>Date:</b>	<b>Monday 3<sup>rd</sup> June 2013</b>
3.	<b>Title:</b>	<b>Review of the experimental closure of Broom Avenue at its junction with Wickersley Road</b>
4.	<b>Directorate:</b>	<b>Environment and Development Services</b>

**5. Summary**

To inform Cabinet Member of the outcome of the review of the experimental closure of Broom Avenue at its junction with the A6021 Wickersley Road

**6. Recommendations**

**Cabinet Member is asked to resolve that**

- i. that the experimental closure be rescinded, and the existing barriers be removed upon completion of the improvement of the junction of Broom Avenue with the A6021 Wickersley Road**
  - ii. a pedestrian refuge and realignment of the junction of Broom Avenue with Wickersley Road as shown on drawing No 126/17/TT232, be implemented on the week commencing 17<sup>th</sup> June 2013 subject to “call in” and no objections being received**
  - iii. All residents who have previously been consulted be informed accordingly**
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## 7. Proposals and Details

Cabinet Member will recall that Minute No 20 of 16<sup>th</sup> July 2012 refers to a resolution to experimentally close Broom Avenue at its junction with Wickersley Road. This was considered necessary to address

- historical concerns about injury accidents on A6021 Wickersley Road between Middle Lane South and Broom Avenue
- residents concerns about road safety by removing “rat running” traffic on Broom Avenue
- pedestrian accessibility due to the poor location of a pedestrian refuge and the bus stop on the west side of Wickersley Road (Key bus route).

It was also resolved that the experimental closure be reviewed after three months and that a further report be submitted to Cabinet Member

The experimental closure was implemented on 29<sup>th</sup> October 2012. During the three month review period of the experimental closure, 35 comments were received of which

- Three residents agreed with the closure
  - Nine residents objected to the closure. Five of these lived on Ledsham Road and additionally a 21 signature petition was received from Ledsham Residents (attached as Appendix A) objecting to the closure. A delegation of 16 residents from Ledsham Road representing the petitioners also attended a Wentworth South Area Assembly meeting on 17<sup>th</sup> January 2013. Their main comments were
    - There has been a substantial increase in the amount of traffic using Ledsham Road
    - There has been a change to the type of vehicles using the road, i.e. a increase in large vehicles, mini buses, vans and emergency services.
    - Ledsham road is narrow, steep road and has a bend half way down which limits visibility.
    - Broom Avenue is a wide road that can accommodate more traffic
    - The condition of the road surface is very poor now due to increase in traffic.
    - The road has become very dangerous for both drivers and pedestrians.
    - Vehicles are using the pavements to pass each other as the road is not wide enough when there are parked cars on the street.
    - The new surface (paved area) at the top of the road is allegedly very slippery in the winter weather; this has resulted in a moving vehicle crashing into a stationary vehicle and a number of near misses. A boundary fence was also damaged on two occasions during wintery weather
    - The road is not on the gritting route and is on a steep hill.
-

- The new bollards at the bottom of the road are causing an issue with cars turning left onto Ledsham from Wickersley Road, many vehicles swing wide when turning resulting in the entering Ledsham on the wrong side of the Road.
  - The new surface at the bottom of the road is the same as the pavement giving pedestrians the impression that it is a quiet road and safe to cross.
  - Cars using the Homestead Pub car park to cut through.
  - Large number of cars queuing on the street at peak times.
  - Residents unable to enter and exit their drives safely
  - Suggestions were made to install traffic lights or a roundabout on Wickersley Road and the junction from Broom Avenue to address issues there
  - The problem has not been addressed just moved to Ledsham Road
  - Residents asked that Broom Avenue be opened again
- 23 non-resident objections were received including one supported by 15 health visitors and 9 school nurses. In summary their comments were
    - Longer journey times
    - Difficult and dangerous right turn from Middle Lane South and longer queues and delays
    - Difficult right turn from Broom Lane with longer queues and delays
    - Traffic cutting through the Homestead car park
    - Delays and queuing on Ledsham Road
    - Ledsham Road is too narrow with parked vehicles
    - Ledsham Road is in very poor condition
    - Traffic volumes have increased on Stag Lane as a result of the experimental closure

Councillors Currie, Lakin and Pickering who represent the Valley Ward have indicated they do not support the proposals.

After the closure had been in place for approximately three months a questionnaire was sent out to the 221 residents originally consulted to get their views on the experimental closure. 134 replies were received, giving a 60% response rate of which 63 (47%) supported the closure and 71 (53%) objected.

#### The effect of the experimental closure on traffic flows on the adjacent highway Network

Prior to the experimental closure Broom Avenue carried an average combined daily traffic flow of 4024 vehicles, during the experimental closure some of these vehicles have had to seek alternative routes.

A major impact of this was on traffic levels on Ledsham Road. An interim traffic count was carried out on Ledsham Road following complaints from residents about a severe increase in traffic shortly after the closure was implemented. This indicated a threefold increase in traffic volumes with the combined daily average increasing from 679 vehicles per day to 2017 vehicles per day, some 1300 additional vehicles. A

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further survey carried out in March 2013 showed combined daily average flow had increased to 2353 per day. The table overleaf shows how traffic flow has changed on Ledsham Road following the experimental closure.

	Ave 24hr 2way week day flow	AM peak 8am-9am	PM peak 4pm-5pm
Pre Broom Ave Closure	679	84	76
During Broom Ave Closure	2017	223	165
% Change	+197.05%	+165.48%	+117.11%

Traffic flow on Middle Lane South

The figures indicate a significant reduction of 17% in the 24 hour average daily traffic flow on Middle Lane South from 9018 to 7453 vehicles. The table below shows how traffic flow has changed on Middle Lane South following the experimental closure.

Traffic flow changes on Middle Lane South			
	24hour average weekday flow		Total
	N	S	
Manual Traffic Count - June 2009	4458	4823	9281
Automatic Traffic Count – Feb 2010	4387	4631	9018
Manual Traffic Count - March 2013	3700	3753	7453

This is a major benefit for residents of Middle Lane and Middle Lane South area with a reduction in traffic using this as a route between the town centre and the south west of the Borough. Concerns about the levels of traffic on this road have been previously raised by the Clifton Community Partnership.

However whilst there has been a 17% reduction in traffic flow out of Middle Lane South, the number of vehicles turning right on to Wickersley Road has increased by 267% from 342 vehicles per day to 1255 vehicles per day.

Broom Lane/ Broom Road/Wickersley Road junction

The daily 12 hour traffic flow on Broom Lane has increased by 17% from 6524 vehicles per day to 7681 vehicles per day.

In the same 12 hour period the number of vehicles turning right out of Broom Lane into Wickersley Road has increased by 25% from 696 to 873. 12 hour flows of vehicles travelling west along Wickersley Road turning left into Broom Lane have also increased by 85% from 535 to 990. The number of vehicles travelling out of town via Broom Road, then turning right into Broom Lane has increased by

approximately 12% from 2469 to 2771. The number of vehicles continuing into Wickersley Road has decreased slightly by 421 to 3970 (10%).

### Conclusion

In summary the experimental closure of Broom Avenue has

- removed non residential traffic from Broom Avenue, Beachwood Road Oakwood Drive and Vernon Road, thereby addressing residents concerns about traffic speeds
- simplified Broom Avenue/Wickersley Road/Middle Lane South junction with an implied reduction in the risk of accidents
- reduced traffic flows on the Middle Lane South

However this has led to

- a major increase in traffic on Ledsham Road which residents consider unsuitable for such large volumes of traffic
- an increase in the number of vehicles turning right out of Middle Lane South and Broom Lane. A number of residents who contacted us were concerned that this would increase the risk of an accident occurring
- residents have reported an increase in traffic on Stag Crescent
- reports of increased delays on Middle Lane South and Broom Lane

Whilst a large amount of traffic which previously used Broom Avenue has migrated to routes away from the locus, a significant amount of traffic has diverted to Ledsham Road. Despite the narrow feel of Ledsham Road and the presence of parked vehicles this traffic flow has remained resistant to the alternative routes.

It should be noted that during the period of the experimental closure there have been no reports from the Police of accidents resulting in personal injury at the junction of Wickersley Road and Broom Avenue, but it is difficult to assess accident trends over such a short period. It should also be noted that in the period leading into the experimental closure that the accident history at this junction showed a declining trend. We will however continue to monitor this junction when the experimental closure is removed.

In view of the detrimental affects on Ledsham Road it is proposed that the experimental closure should be removed.

In order to address some of the concerns originally identified it is proposed to reduce the speed of traffic entering the Broom Avenue from Wickersley Road, and improve pedestrian accessibility, by realigning the junction and provide an additional pedestrian refuge here. This is shown on the attached drawing No 126/17/TT228.

Subject to Cabinet Member agreeing to the recommendations in this report and no "call in" being received, it is proposed that construction of this refuge will commence on Monday 17<sup>th</sup> June. The experimental closure will then be removed on completion of the works.

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## **8. Finance**

The proposals shown on drawing No 126/17/TT228 will cost approximately £30,000 funded from the Local Transport Plan Integrated Transport Block grant for 2013/14.

## **9. Risks and Uncertainties**

Residents in favour of the closure may object to the junction improvements at Broom Avenue/Wickersley Road as this does not fully address their own concerns about traffic using Broom Avenue.

## **10. Policy and Performance Agenda Implications**

The proposals are in line with objectives set out in the Sheffield City Region Transport Strategy / Local Transport Plan 3.

## **11. Background Papers and Consultation**

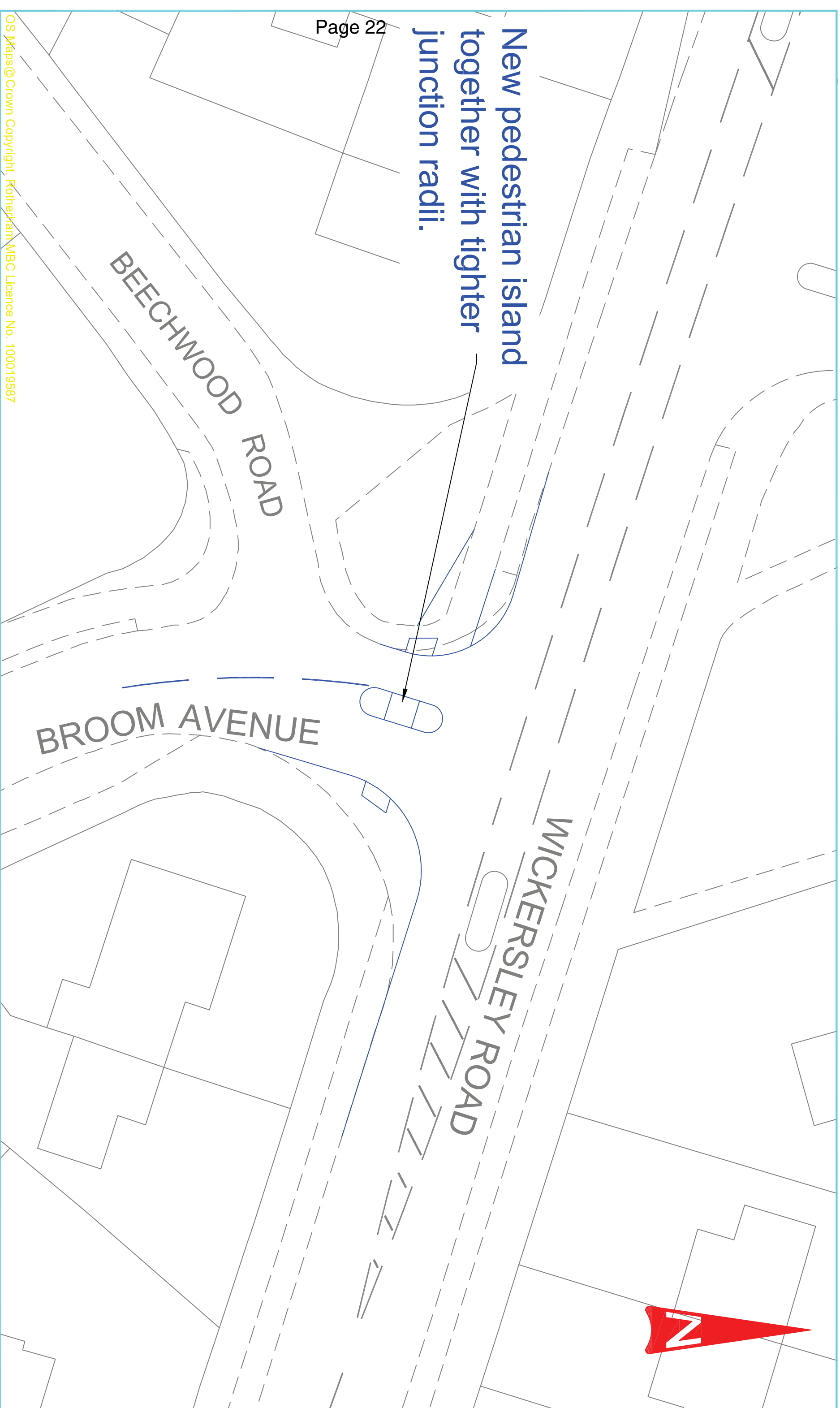
The results of the review were discussed with Members from the Valley Ward.

Appendix A - Petition from Ledsham Road residents  
Minute 20 of DPM 16/7/2012

**Contact Name :** *Simon Quarta, Assistant Engineer, Ext 54491*  
[Simon.Quarta@rotherham.gov.uk](mailto:Simon.Quarta@rotherham.gov.uk)

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New pedestrian island  
together with tighter  
junction radii.



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Strategic Director:  
Karl Battersby Bsc (Hons) MTP, MTRPI

Rotherham Metropolitan Borough Council  
Environment & Development Services  
Bailey House, Rawmarsh Road,  
Rotherham S60 1TD

Client:

Rev.	Description

Title		Proposed pedestrian refuge Broom Avenue, Broom	
Dwg. No.	126/17/TT232	Rev.	
Drawn	ML	Date	May 13
		Scales (if A3)	NTS
		Chd. by	ASB

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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<b>1.</b>	<b>Meeting:</b>	<b>Cabinet Member and Advisers for Regeneration and Development</b>
<b>2.</b>	<b>Date:</b>	<b>Monday 3<sup>rd</sup> June 2013</b>
<b>3.</b>	<b>Title:</b>	<b>Existing Wellgate Residents parking Scheme – Proposed changes to restrictions Ward 2 Boston Castle.</b>
<b>4.</b>	<b>Programme Area:</b>	<b>Environment and Development Services</b>

**5. Summary**

To report the receipt of objections with regards to proposed changes to the hours of operation of existing parking restrictions on Wellgate Mount and Clifton Bank; to the proposed reduction of a controlled parking bay on Wellgate Mount and to seek approval to proceed with an amended version of the proposal as specified below..

**6. Recommendations**

**Cabinet Member is asked to resolve that:**

- i) The objections to the proposed change in hours of operation is not be acceded to and the objectors are informed of this decision.**
- ii) The objections to the proposed waiting restrictions together with the revocation of a section of existing permit holder bay on Wellgate mount, as shown on drawing 126/18/TT522, be acceded to and the proposed restriction is not implemented, the parking bay to remain unaltered and the objectors be informed of this decision.**
- iii) The Head of Legal Services to make the Traffic Regulation Order.**

**7. Proposals and Details**

Residents of Wellgate Mount and Clifton Bank contacted the Council to express concerns they had about non residents parking in these streets, a site meeting was organised with them and officers to discuss their concerns and a way forward was discussed. Officers presented a package of Traffic Regulation Orders (TROs) to address their concerns, there were no objections raised at this time. The discussions can be summarised as:

**i. Hours of Operation**

That non-residents are parking on Wellgate Mount and Clifton Bank after the current restrictions end, thus restricting parking opportunities for residents.



It was therefore proposed to extend the existing hours of operation in the evening from Monday to Saturday 9pm – 4pm to Monday to Saturday 9pm – 7pm

**ii. Removal of a small section of parking bay**

A request was also received to remove a small section of parking bay on Wellgate Mount to assist an access issue.

It was proposed to replace the section of bay opposite the access with a double yellow line, No Waiting At Any Time restriction.

Following this meeting a formal TRO consultation was then carried out and letters and plans were sent to all residents of Wellgate Mount and Clifton Grove on 8<sup>th</sup> January 2013, a copy of the plan is attached as Appendix E. The two other roads within the zone, Albion Road and Sherwood Crescent were not consulted as no representation had been received from these roads regarding parking issues.

In response to this consultation four objections were received. These can be summarised as:

**i. Hours of Operation**

Two objections were received, requesting that the hours of operation should not be extended. See appendix A & B

One objection from a resident of Clifton Bank raised concern that all streets should be receiving the same amount of enforcement and additional enforcement for Clifton Bank and Wellgate Mount was unfair to adjacent streets as they would be subsidising the extra cover and not receiving any benefit.

It should be noted that parking bay restrictions on Albion Road, which falls within the zone, already operates as a permit holder only street, at all times, therefore already has longer hours of operation than other streets in the area.

The other objection was received from the Rotherham Installed Masters' Association located on Wellgate Mount, they stated they hold around nine meetings a year that will start before 6pm with the rest not starting until 6.30 or later and asked that the hours be revised to finish at 6pm in line with town centre parking.

The request for extending the hours that the residents permit holder parking restrictions operates has come from residents in these roads due to the problems they currently experience. It is felt that extending the hours of operation will assist residents wanting to use the bays near their homes when returning from work in the evening. Visitors who wish to park in the area have adequate pay and display or off street car parking provision in the vicinity, such as Wellgate or Mansfield Road and could park elsewhere within the Town Centre Controlled Parking Zone after 6pm for free.

**ii. Removal of a small section of parking bay**

Two objections were also received regarding the removal of the parking bay on Wellgate mount. See appendix C & D.

Their primary concern was the reduction in parking spaces on Wellgate Mount and the precedent this might set for other accesses on the road which may result in a reduction in the number of on street bays.

After further consideration it is felt that although the access is tight, access can still be achieved albeit with some manoeuvring.

**8. Finance**

The traffic regulation order and associated works to introduce the restrictions is estimated to cost approximately £3,000.

**9. Risks and Uncertainties**

None

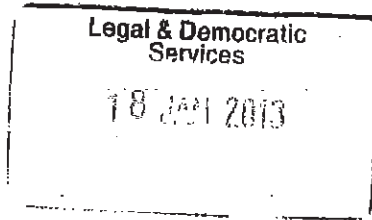
**10. Policy and Performance Agenda Implication**

The proposals are in line with objectives set out in the South Yorkshire Local Transport Plan, particularly in terms of demand management and congestion.

**11. Background Papers and Consultation**

A copy the Objectors letters are attached as Appendix A, B, C, D  
Scheme drawing 126/18/TT559 is attached as Appendix E

**Contact Name:** *Richard Pardy, Assistant Engineer, Ext. 22959,  
Richard.pardy@rotherham.gov.uk*



12 CLIFTON BANK,  
ROTTERHAM,  
S. YORKS.,  
S60 2NA  
16/3/2013

Dear Sir,

Regarding the intended changes to parking times on Wellgate Mount and Clifton Bank, this means that the residents of these two streets will be receiving 18 hours per week more warden cover, effectively subsidised by the rest of the permit holders in the Wellgate parking scheme, have they agreed to this? If the plans are implemented they should cover the whole of the Wellgate parking scheme, it is inconceivable that these two streets are the only ones experiencing illegal parking, the plan is unfair and probably breaches the rules governing the parking scheme. The ~~so~~ plans also fly in the face of the council's policy of no parking

charges after six anywhere in central  
Rotheskeron.

Incidentally if the visitors permit was  
priced the same as the resident permit  
you would probably sell more, I have  
never understood why it costs double

Yours sincerely

S. Rippen

STEWART RIPPEN

## Rotherham Installed Masters' Association

MASONIC HALL, WELLGATE MOUNT, ROTHERHAM S60 2LY

Telephone: (01709) 363409

Please reply to:-

32 Churchfield Drive  
Wickersley  
Rotherham  
S66 1DS  
Tel: (01709) 531325

J. Collins  
Director  
Legal and Democratic Services  
Riverside House  
Main Street  
Rotherham  
S60 1AE

Date:- 19<sup>th</sup> January 2013

Dear Sir

### Proposed Changes to Residents Parking Scheme – Wellgate Mount, Rotherham

The members of our organisation who meet at our premises on Wellgate Mount have the greatest respect, and sympathy, for the residents of the local area, and do not wish to inconvenience them in any way.

At present our members do obviously utilise the availability of parking spaces on Wellgate Mount, after 4.00 pm, when attending meetings at the Masonic Hall. However, we are aware that most of the houses with access from Wellgate Mount do have their own off-street parking facilities available to them (drives, garages, etc.).

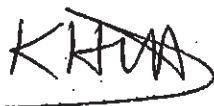
We have a maximum of 9 meetings a year which may start before 6.00 pm, but the remainder of our meetings don't start until 6.30 pm or later.

Would it be possible to consider a compromise situation, whereby the Permit Parking restrictions on Wellgate Mount are lifted at 6.00 pm, by which time the local residents have had chance to return home from work and park near their properties, or within their own off-street parking areas, and would still allow some of our members to have the chance to park near our premises.

This would also bring the area into line with the other nearby roads, Wellgate and Mansfield Road, and surface car parks at the Hare & Hounds and Douglas Street, where parking restrictions also end at 6.00 pm

We look forward to your response on this matter.

Yours faithfully



Keith Hill  
Secretary RIMA  
Secretary RIMA Management Committee



Glencoe

Wellgate Mount, Rotherham. S60 2LY.

J.Collins

Legal and Electoral Services

RMBC.

14 January 2013

**RMBC Letter - Proposed changes to Wellgate residents Parking Scheme Wellgate Mount.**

Dear Sir

With reference to your recent correspondence to residents relating to proposed changes to the residents parking arrangements on Wellgate Mount. In respect of revoking existing parking bay/s to be replaced with No Waiting restriction adjacent to No. 9 Wellgate Mount I would add the following.

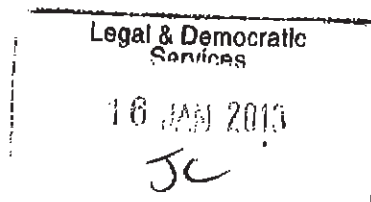
At the present time there is considerable and ample scope for turning vehicles around between No's 9 and 25-27 Wellgate Mount which currently have No Waiting restrictions on the opposite side of the road for this reason. As a resident of over 35 years I can say that there are no issues with regard to this vehicle's turning comfortably there. Any further revocations of on street parking would simply lead to more congestion in the existing parking bays. Given the extensive No Waiting restrictions already in existence it is therefore imperative to keep all current designated parking bays for use. Having scrutinised the attached drawing additionally it is difficult to see how the proposal would add anything not currently available near to the area outlined.

I speak for several other residents with this regard.

Yours sincerely.



A.Qaiyum







PERSONAL LEGAL SERVICES  
 ENVIRONMENT & DEVELOPMENT SERVICES.  
 RIVERHILL HOUSE -

24 JANUARY 2013

PROPOSAL CHALLENGED TO PARKING BAYS  
 WELLSATE MOUNT, ROTHERHAM.

Dear Sir,

WANT REGARDS TO YOUR PROPOSAL TO REDUCE  
 PARKING BAYS ON WELLSATE MOUNT.

I STRONGLY CHALLENGE THIS SUGGESTION

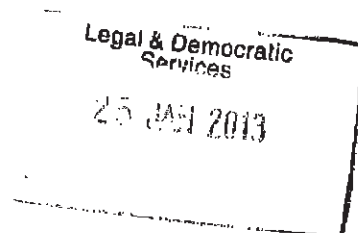
AS WE NEED MORE PARKING NOW LESS

AT THIS TIME.

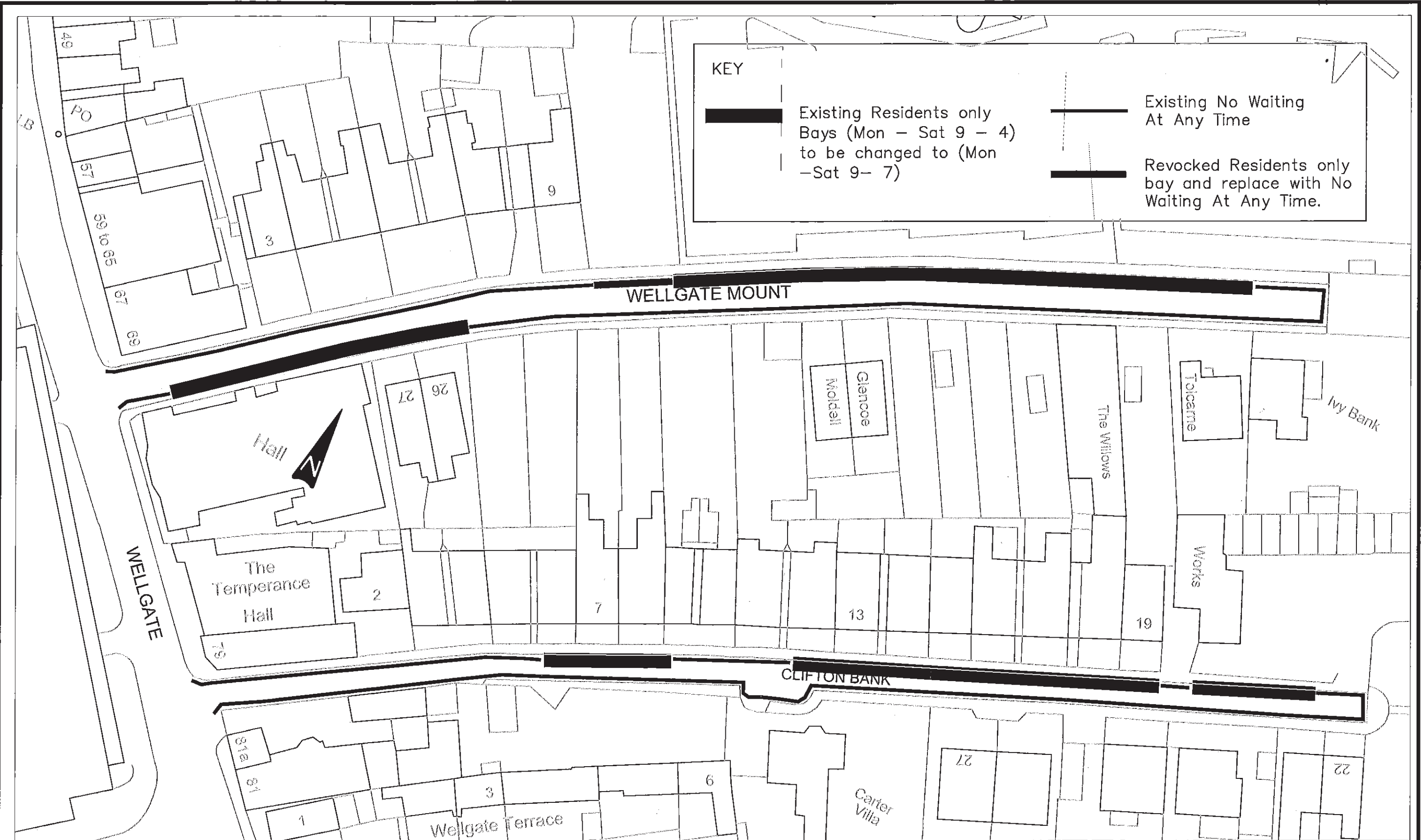
J HOWARTH

9, WELLSATE MOUNT

ROTHERHAM







<p><b>Rotherham Metropolitan Borough Council</b> Environment &amp; Development Services Bailey House, Rawmarsh Road, Rotherham S60 1TD</p> <p>Strategic Director: Karl Battersby Bsc (Hons) MYP L MRTPI</p>	<p>Client:</p>	<p>Title Existing Wellgate Mount and Clifton Bank Resident Parking Scheme Amended existing hours of operation and parking bay length</p>		
		<p>Dwg. No. 126/18/TT559</p>	<p>Rev.</p>	<p>Scales (If A3) 1:500</p>
<p>Rev.</p>	<p>Description</p>	<p>Drawn RP</p>	<p>Date Oct 2011</p>	<p>Chd. by AB</p>