

**Rotherham Local Plan:  
Sites & Policies Plan 2018**

**FIVE YEAR REVIEW**

**November 2023**

## Section 1: Background

1. The Rotherham Sites and Policies Plan (RSPP) supports the delivery of the Core Strategy and Joint Waste Plan by allocating development sites to meet Core Strategy targets for new housing, retail, and employment land and by providing development management policies to guide the determination of planning applications and the implementation of the site allocations. The RSPP Policies Map includes all designations that influence spatial decision-making, including allocations.
2. Local Planning Authorities (LPAs) are required by Government to review their Local Plans and policies at least every 5 years from the date of adoption, and decide either:
  - that their policies do not need updating and publish their reasons for this decision; and/ or
  - that one or more policies do need updating and update their Local Development Scheme to set out the timetable for this revision.
3. This is the first review of the RSPP which was adopted in June 2018. It was examined by an Inspector appointed by the Secretary of State and the Report on the Examination of the RSPP was issued on 4 April 2018.
4. The Report on the Examination sets out the Inspector's assessment that *"the RSPP sits comfortably with the overall direction of the NPPF and is consistent with it. As the plan is based on a clear strategy that seeks to meet objectively assessed development and infrastructure requirements it has been positively prepared. I conclude, therefore, that the RSPP has been positively prepared, and is consistent with the overall direction of the CS and national policy."* This provides the starting point for this Review. Much of the current 2023 NPPF has been carried forward from 2012.
5. The National Planning Policy Framework (NPPF) has been updated in 2018, 2019, 2021 and 2023. These updates to national planning policy are summarised in this Review. Key issues identified in an emerging five year review refresh of the Core Strategy are also set out. Both these considerations provide the basis for identifying relevant RSPP policies, as the focus for this five year Review. An assessment of housing completions and housing land supply in the borough of Rotherham has also been undertaken and this informs the review of site allocations, along with other land supply and completion information.
6. This **RSPP five year Review report is structured** as follows:
  - Section 2 identifies changes to the NPPF since 2012.
  - Section 3 considers the emerging Core Strategy review refresh.
  - Section 4 assesses relevant development management policies.
  - Section 5 assesses the approach to site allocations.
  - Section 6 draws out overall conclusions.

## Section 2: Changes to the NPPF

7. The NPPF was first published in March 2012 and the RSPP was produced and examined against this version of national planning policy. The first revision to the NPPF was published in July 2018. Table 1 below assesses key changes introduced in the NPPF in 2018, whilst relevant RSPP policies are identified in the right column.

TABLE 1: ASSESSMENT OF 2018 NPPF CHANGES	
KEY CHANGES INTRODUCED	RELATED RSPP POLICIES
<p><b>A strengthened focus on design policies, through</b> Chapter 12 ‘Achieving well-designed places.’ Clarity is required about ‘design expectations, and how these will be tested, is essential’ for achieving sustainable development. Effective engagement, the use of ‘local design standards or style guides,’ and the refusal of permissions for developments of poor design are all part of the approach. The quality of approved developments should not materially diminish ‘between permission and completion.’</p>	<p><b>Policy SP 55</b> Design Principles</p>
<p><b>Viability assessment</b> to be frontloaded at the plan-making stage (rather than when determining applications), with the burden placed on applicants ‘to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage.’ The decision maker should decide about the weight to be given to the viability assessment.</p>	<p>No RSPP policies are directly applicable. (SPD9 provides guidance on development viability).</p>
<p>New <b>standardised methodology to assess housing needs</b> and the <b>Housing Delivery Test</b> were introduced, also an expectation for LPAs to accommodate at least 10% of their housing requirement on ‘small and medium sized sites’ (up to one hectare) through their development plans and brownfield land registers.</p>	<p>Housing need is addressed by the Core Strategy. Site allocation requirements were met by the adopted 2018 RSPP. The Housing Supply Assessment 2023 does not identify a need for further site allocations.</p>
<p>Distinguishes <b>strategic policies</b> (which should look over a minimum of a 15-year period) and <b>non-strategic policies</b> (included in local plans, when these are not considered strategic policies, and in neighbourhood plans).</p>	<p>General principle.</p>
<p>Recognises that diversification is key to the long-term vitality and viability of town centres and that planning policies should clarify ‘the range of uses permitted in such</p>	<p><b>Policy SP 19</b> Development Within Town, District and Local Centres <b>Policy SP 20</b></p>

locations, as part of a positive strategy for the future of each centre.'	Primary Shopping Frontages <b>Policy SP 21</b> Secondary Shopping Frontages <b>Policy SP 24</b> Rotherham Town Centre Regeneration <b>Policy SP 25</b> Rotherham Town Centre Evening Economy
Outlines the powers that LPAs should use to facilitate land assembly and use compulsory powers to help meet development needs and secure better development outcomes.	No RSPP policies are directly applicable; there is clear national guidance which will be used as appropriate.
Exceptional circumstances for amending Green Belt boundaries should be 'fully evidenced and justified.' A LPA should demonstrate that it has examined fully all other reasonable options for meeting its identified need for development.	<b>Policy SP 2</b> Development in the Green Belt
Changes the way the impact of proposed development on <b>the significance of designated heritage asset(s)</b> is assessed where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, with the harm weighed against the public benefits.	<b>Policy SP 40</b> Listed Buildings <b>Policy SP 41</b> Conservation Areas <b>Policy SP 42</b> Archaeology and Scheduled Ancient Monuments <b>Policy SP 43</b> Conserving and Recording the Historic Environment <b>Policy SP 44</b> Historic Parks, Gardens and Landscapes <b>Policy SP 45</b> Locally Listed Buildings

8. The February 2019 NPPF incorporates all the changes to national planning policy implemented by the 2018 NPPF and makes several minor additional amendments, which are set out in Table 2 below. This assessment does not bring any RSPP policies into the scope of this Review.

<b>TABLE 2: ASSESSMENT OF 2019 NPPF CHANGES</b>	
<b>KEY CHANGES INTRODUCED</b>	<b>RELATED RSPP POLICIES</b>
Footnote 37, in relation to housing supply is clarified to state that the standard method should be used where local housing need is used to assess whether there is a 5 year supply of housing.	Not applicable to RSPP policies.
Annex 2 definition of "deliverable" amended so that non-major development sites with outline permission should be treated in the same way as all sites with	This clarification of national policy is not directly applicable to RSPP policies.

detailed planning permission they should be considered deliverable unless permission expires, or there is clear evidence they will not be delivered within 5 years.	
The presumption in favour of sustainable development will not apply where there are effects on a habitats site unless an appropriate assessment concludes that negative impacts will not occur.	This clarification of national policy is not directly applicable to RSPD policies.

9. The July 2021 NPPF incorporates all the previous changes to national planning policy, the further amendments introduced are considered in Table 3 below.

<b>TABLE 3 – ASSESSMENT OF 2021 NPPF CHANGES</b>	
<b>KEY CHANGES INTRODUCED</b>	<b>RELATED RSPD POLICIES</b>
17 Global Goals for Sustainable Development	<b>Policy SP 1</b> Sites Allocated for Development
Greater emphasis on achieving “well-designed, <u>beautiful</u> , and safe places and reference to the National Design Guide & Code.	<b>Policy SP 55</b> Design Principles
Tree lined roads.	<b>Policy SP 55</b> Design Principles
Strategic policies should look ahead over a minimum 15 year period	<b>Policy SP 14</b> SPA1 Waverley New Community
Planning and flood risk improvements in green and other infrastructure	<b>Policy SP32</b> Green Infrastructure and Landscape  <b>Policy SP 47</b> Understanding and Managing Flood Risk and Drainage
Improving biodiversity, integral part of development design & improving public access	<b>Policy SP 33</b> Conserving and Enhancing the Natural Environment  <b>Policy SP 34</b> Sites Protected for Nature Conservation  <b>Policy SP 35</b> Protected and Priority Species

10. The NPPF was recently updated in September 2023. The update incorporates all the previous changes to national planning policy and makes one additional change, which is set out in Table 4 below.

**TABLE 4 – ASSESSMENT OF 2023 NPPF CHANGES**

<b>KEY CHANGES INTRODUCED</b>	<b>RELATED RSPP POLICIES</b>
Clarifies that onshore wind development involving one or more turbines can also be permitted through Local Development Orders, Neighbourhood Development Orders and Community Right to Build Orders.	<b>Policy SP 58</b> Wind Energy

## Section 3: Emerging Core Strategy Review Refresh

11. Table 5 below identifies RSP policies that relate to key issues arising from work being undertaken on the emerging Core Strategy Review Refresh.

<b>TABLE 5: EMERGING CORE STRATEGY REVIEW REFRESH</b>	
<b>EMERGING CORE STRATEGY REVIEW REFRESH KEY ISSUES</b>	<b>RELATED RSP POLICIES</b>
<p><b>ENVIRONMENT ACT REQUIREMENTS</b></p> <ul style="list-style-type: none"> <li>Biodiversity Net Gain requirement</li> <li>Production of Local Nature Recovery Strategies</li> </ul>	<p><b>Policy SP 33</b> Conserving and Enhancing the Natural Environment</p> <p><b>Policy SP 34</b> Sites Protected for Nature Conservation</p> <p><b>Policy SP 35</b> Protected and Priority Species</p>
<p><b>CLIMATE CHANGE EMERGENCY AND EMISSIONS TARGETS</b></p> <ul style="list-style-type: none"> <li>Targets to reduce UK greenhouse gas emissions/contribute to Paris agreement.</li> <li>'Rotherham Council Responding to the Climate Emergency' - Borough-wide carbon emissions to be at net zero by 2040.</li> </ul>	<p>See RSP policies below.</p> <p><b>Policy SP36</b> Soil Resources</p>
<p><b>ENERGY EFFICIENCY AND GENERATION</b></p> <ul style="list-style-type: none"> <li>Updated Building Regulations - securing better energy efficiency.</li> <li>Future Homes Standard - delivering zero-carbon homes and reducing emissions.</li> <li>Increasing the amount of energy (electricity &amp; heat) generated from renewable and low-carbon sources.</li> <li>Diversify, decarbonise, and domesticate energy production.</li> <li>Consider identifying suitable areas for renewable and low carbon energy sources.</li> </ul>	<p><b>Policy SP 50</b> Exploration and Appraisal of Hydrocarbons</p> <p><b>Policy SP 51</b> Hydrocarbon Production Facilities and Ancillary Development</p> <p><b>Policy SP55</b> Design Principles</p> <p><b>Policy SP 57</b> Sustainable Construction</p> <p><b>Policy SP 58</b> Wind Energy</p>
<p><b>FLOOD AND WATER MANAGEMENT</b></p> <ul style="list-style-type: none"> <li>Role of green infrastructure and natural flood management techniques.</li> <li>Manage flood risk from 'local sources', making best use of resources.</li> <li>Further evidence available on implications of climate change and surface water flood risk.</li> <li>Hierarchy of drainage options, preference for multi-functional sustainable drainage systems.</li> </ul>	<p><b>Policy SP31</b> Canals</p> <p><b>Policy SP32</b> Green Infrastructure and Landscape</p> <p><b>Policy SP 47</b> Understanding and Managing Flood Risk and Drainage</p>

<p><b>HOUSING REQUIREMENTS</b></p> <ul style="list-style-type: none"> <li>• Standard Method for determining the minimum number of homes needed.</li> <li>• Local Housing need figure derived by using the Standard Method.</li> <li>• Take account of unmet need within neighbouring areas.</li> <li>• No capacity to meet additional housing needs from elsewhere.</li> <li>• Housing Delivery Test, measurement of net homes delivered against homes required.</li> <li>• Housing Delivery Test passed for 2021.</li> <li>• 11.4 year supply of housing.</li> <li>• Consider housing requirement for designated neighbourhood areas.</li> </ul>	<p><b>Policy SP 1</b> Sites Allocated for Development</p>
<p><b>HOUSING NEEDS OF DIFFERENT GROUPS</b></p> <ul style="list-style-type: none"> <li>• Housing Mix and Affordability to reflect latest national policy and the Council's latest evidence on affordable housing, viability, and developer contributions through Supplementary Planning Documents.</li> <li>• Gypsy and Traveller Accommodation Assessment 2021 provides updated evidence on pitch, plot &amp; mooring needs.</li> </ul>	<p><b>Policy SP 13</b> Gypsy and Traveller Sites</p>
<p><b>SPATIAL DISTRIBUTION OF HOUSING LAND</b></p> <ul style="list-style-type: none"> <li>• Projected supply and housing need requirements assessed for the current plan period (to 2028) and for a potential extension period to 2040.</li> </ul>	<p><b>Policy SP 1</b> Sites Allocated for Development</p> <p><b>Policy SP14</b> SPA1 Waverley New Community</p> <p><b>Policy SP65</b> Development within Mixed Use Areas</p> <p><b>Policy SP67</b> Mixed Use Area 21: Highfield Commercial Waverley</p> <p><b>Policy SP68</b> Mixed Use Area 22: Land at Aston Common, Aston</p>
<p><b>ECONOMIC RECOVERY AND GROWTH</b></p> <ul style="list-style-type: none"> <li>• The Rotherham Council Plan 2022-25 sets out a vision for a "fair and prosperous economy".</li> <li>• Delivering regeneration schemes in Rotherham town centre and in towns and villages is a key focus for the Council.</li> <li>• The South Yorkshire Strategic Economic Plan (SEP) and the Sheffield City Region Renewal Action Plan aim to transform the South Yorkshire economy.</li> <li>• The Advanced Manufacturing Innovation District (AMID) extends between Sheffield and Rotherham</li> </ul>	<p><b>Policy SP 1</b> Sites Allocated for Development</p> <p><b>Policy SP 15</b> Land Identified for Business Use</p> <p><b>Policy SP 16</b> Land Identified for Industrial and Business Use</p>



<p>- the Advanced Manufacturing Park (AMP) in Rotherham, is a nationally important critical mass of advanced manufacturing, engineering &amp; R&amp;D activities.</p> <ul style="list-style-type: none"> <li>• The Levelling Up Fund bid for Leisure Economy and Skills aims to build a new leisure industry for Rotherham including improvements to rural tourism through enhancement works to Rother Valley Country Park and Thrybergh Country Park.</li> <li>• Levelling Up Fund investment projects will take place in Dinnington and Wath.</li> </ul>	<p><b>Policy SP 24</b> Rotherham Town Centre Regeneration</p> <p><b>Policy SP 25</b> Rotherham Town Centre Evening Economy</p> <p><b>Policy SP 17</b> Other Uses Within Business, and Industrial and Business Areas</p> <p><b>Policy SP65</b> Development within Mixed Use Areas</p>
<p><b>SCALE AND LOCATION OF EMPLOYMENT LAND</b></p> <ul style="list-style-type: none"> <li>• Indicative overall provision of 230 hectares of employment land was included in the Core Strategy</li> <li>• More provision was made in the Sites and Policies document than was indicated in the Core Strategy - site allocations were made for 263.89 hectares.</li> <li>• 194 hectares of employment land remains at the main settlements/areas identified for growth and development.</li> <li>• Sheffield City Region commissioned a Strategic Employment Land Appraisal, it concluded that there is an oversupply of employment land in Rotherham of around 30ha (to 2031).</li> <li>• The overall remaining level of employment land provision in Policies CS9 and CS1 does not point to a need to change or update the Core Strategy.</li> <li>• The employment land supply picture does not point to a need for additional land.</li> <li>• In extending the plan period to 2025-2040 further consideration would need to be given to the need for employment land (and interlinkages with the need for housing)</li> <li>• The spatial distribution of employment land by the settlements/groupings identified in Policy CS1 largely follows the core strategy indicative distribution.</li> <li>• More land was allocated at (a) Maltby and Hellaby as a Special Policy Area, reflecting the closure of Maltby colliery and at (b) Kiveton Park and Wales.</li> </ul>	<p><b>Policy SP 1</b> Sites Allocated for Development</p> <p><b>Policy SP 16</b> Land Identified for Industrial and Business Uses</p> <p><b>Policy SP14</b> SPA1 Waverley New Community</p> <p><b>Policy SP 18</b> SPA2 Former Maltby Colliery</p> <p><b>Policy SP65</b> Development within Mixed Use Areas</p> <p><b>Policy SP66</b> Mixed Use Are 20: Land between Aldwarke Lane and Parkgate Shopping Centre</p> <p><b>Policy SP67</b> Mixed Use Area 21: Highfield Commercial Waverley</p> <p><b>Policy SP68</b> Mixed Use Area 22: Land at Aston Common, Aston</p>
<p><b>INFRASTRUCTURE REQUIREMENTS &amp; DELIVERY</b></p> <ul style="list-style-type: none"> <li>• Growth should be aligned with infrastructure to promote a sustainable pattern of development.</li> <li>• A new Infrastructure Delivery Study was produced in 2021 to identify and cost the infrastructure required to support growth over a revised plan period (updating the 2012 Study).</li> <li>• The Infrastructure Delivery Schedule in the Core Strategy should be updated based on the 2021 study.</li> </ul>	<p>The <b>Infrastructure Delivery Schedule</b> is included in the Core Strategy. There are no relevant RSPP policies.</p>

<ul style="list-style-type: none"> <li>• The Government has undertaken a technical consultation on a proposed new Infrastructure Levy between March and June 2023.</li> <li>• Rotherham’s Cycling Strategy sets out plans for a high-quality cycle network.</li> <li>• A scheme is being proposed for a new Rotherham Integrated Mainline and Tram Train Station.</li> <li>• Core Strategy Policy CS32 should be updated to make appropriate cross references to the Developer Contributions, Development Viability and Affordable Housing Supplementary Planning Documents.</li> </ul>	
<p><b>CENSUS RESULTS</b></p> <ul style="list-style-type: none"> <li>• 2021 Census results and the 2022 Joint Strategic Needs Assessment do not identify a need to update the Core Strategy policies.</li> </ul>	No specific RSPP policies are directly applicable.
<p><b>ANNUAL MONITORING RESULTS</b></p> <ul style="list-style-type: none"> <li>• Indicators in the Annual Monitoring Report (AMR) do not identify a need for updates to Core Strategy policies.</li> <li>• The results reinforce the importance of the Core Strategy economic policies.</li> </ul>	No specific RSPP policies are directly applicable.
<p><b>DUTY TO CO-OPERATE FINDINGS</b></p> <ul style="list-style-type: none"> <li>• No updates to Core Strategy policies are required because of recent Duty to Cooperate Activity.</li> <li>• Policy CS34 should be deleted given the production of the SHMA by the Council and Sheffield City Council and the national introduction of the Housing Delivery Test.</li> </ul>	No specific RSPP policies are directly applicable.
<p><b>APPEALS PERFORMANCE</b></p> <ul style="list-style-type: none"> <li>• Analysis of planning appeal decisions over a nine year period has not identified any significant concerns about Core Strategy policies and that warrant any updates to policies.</li> </ul>	No specific RSPP policies are directly applicable.

## Section 4: Policies Assessment

12. Based on Sections 2 and 3 of this Review, including the identification of related RSPF policies, a series of policy review themes have been established drawing on the changes to the NPPF and the key policy developments/matters being considered in the emerging Core Strategy Review Refresh. These policy review themes are set out below and under each theme an assessment is provided on the need to update RSPF policies.

### Design

13. RSPF Policy SP55 covers 'design principles' which require that a site and its context has been sufficiently analysed and understood during the design process and that this knowledge has been used in the proposed development design. Community engagement is strongly encouraged in policy SP55. Further advice is available within the South Yorkshire Residential Design Guide (January 2011) and Supplementary Planning document no. 4, Householder Design Guide (adopted June 2020) which sets out detailed advice and guidance on domestic household extensions. Policy SP55 is consistent with the Core Strategy and the NPPF and no update is proposed.

### Town Centres

14. RSPF Policies SP19, 20, 21, 24 & 25 collectively support a positive approach to the growth, management, and adaptation of town centres in Rotherham and support economic recovery and growth.
15. In line with the hierarchy established in Core Strategy Policy CS 12 'Managing Change in Rotherham's Retail and Service Centres' principal town centres, town centres, district centres and local centres are defined on the Policies Map. Policy SP19 sets out acceptable uses within Town, District and Local shopping centres with reference to different uses based on the Town and Country Planning (Use Classes) Order. In 2020 a new use class E, "commercial, business and service," was introduced and encompasses most of the previous Class A, B1 and part of D1/D2. The remaining Class A uses and uses within old Class D1/D2 which are not absorbed into class E will either fall within the new F1/ F2 class or become a 'sui generis' use not falling within the Use Classes Order. The new classes F1 and F2 are for "learning and non-residential institutions" and "local community" uses, respectively. The types of uses set out in Policy SP25, Rotherham Town Centre Evening Economy, can be related to the revised Use Class Order and in particular Class E which is a broad class incorporating many of the uses set out in Policy SP25.
16. The town centre related policies are effective and consistent with the NPPF. A Supplementary Planning Document (SPD) could be prepared to explain how the policy can be applied taking in to account the Use Classes Order in decision making. An SPD could also set out how policies SP20 & SP21 could be applied given that there is reference to the application of a specific concentration % for A1 uses. The SPD could explain that *proposals for retail development will be encouraged within Primary Shopping Areas in the first instance and that proposals for non-retail main town centre uses within Primary Shopping Areas will be supported where they will enhance the vitality and vibrancy of the Centre as a whole,*
17. Policy SP22, hot food takeaways, is consistent with the national policy emphasis on enabling and supporting healthy lifestyles. Policies SP23, 24 & 25 help to ensure the vitality of town centres and the latter two policies specifically support the regeneration of

Rotherham Town Centre. Policy SP24 Rotherham Town Centre Regeneration, provides further details to guide future development of the three retail allocations within Rotherham Town Centre. These policy approaches are consistent with the Core Strategy and NPPF and no update is proposed.

### **Green Belt**

18. RSP Policy SP2 addresses 'Development in the Green Belt' and Green Belt Boundaries are defined on the Policies Map. The Housing Land Supply Assessment Report 2023 analyses housing completions and housing land supply in the borough of Rotherham. It draws on the evidence set out in the Rotherham Housing Land Position Statement 31 03 2022. The assessment is focused on whether the core spatial strategy for Rotherham is being delivered. Enough housing land is projected to be delivered to both 2028 and 2040, relative to the number of homes needed. No amendment to Green Belt boundaries is therefore required to address housing need. Policy SP2 also requires that the relevant requirements of national guidance are satisfied. No update is required to Policy SP2.

### **Heritage**

19. RSP Policies SP40, 41, 42, 43, 44 & 45 are related to heritage assets. The NPPF requirement (see section 3) as to how harm should be weighed against public benefits is a matter that the decision maker can consider. No updates to policies are required.

### **Natural Environment/Biodiversity**

20. RSP Policies SP33, 34 & 35 relate to the natural environment. The 2021 Environment Act introduced Local Nature Recovery Strategies and a Biodiversity Net Gain (BNG) requirement, with an obligation for developers to ensure all new proposals feature at least a 10% improvement to biodiversity (due to become mandatory from January 2024). There is reference to Biodiversity Net Gain and the minimum 10% improvement in the Rotherham Local Plan Supplementary Planning Document No. 11 Natural Environment, adopted in June 2021 (SPD 11). The Dearne Valley Green Heart 'Nature Improvement Area' (NIA), which includes parts of Rotherham, Barnsley, and Doncaster boroughs, is also referred to in SPD 11 and its designation is included on the Policies Map. NIAs were established to help address ecological restoration at a landscape-scale to improve biodiversity, ecosystems and our connections with the natural environment identified by the Natural Environment White Paper (2011) and taking forward recommendations identified in the Lawton Review: Making Space for Nature (2010).
21. Supplementary Planning Documents (SPDs) on Developer Contributions, Biodiversity Net Gain, Trees, Preparing a Soils Strategy and Development in the Green Belt (Revised) were adopted in June 2023. The Biodiversity Net Gain SPD sets out the Council's approach to seeking Biodiversity Net Gain (BNG) in line with the requirements introduced by the Environment Act. This reflects Objective 10 of the Core Strategy which aims to manage the Borough's biodiversity through planning policies and supports the Council's Climate Change Action.
22. Policies SP33, 34 & 35 are consistent with the Core Strategy and NPPF and no changes are proposed.

### **Flood and Water Management**

23. RSP Policy SP47 supports Sustainable Urban Drainage (SuDS) and natural solutions which are both emphasised in the NPPF. This policy does not need updating and remains an effective policy approach. Further consideration is being given to the need

to update Core Strategy Policies CS24 and CS25 which should be read alongside Policy SP47.

### **Energy Efficiency and Generation**

24. RSPP Policies SP50, 51, 57 & 58 all provide a policy approach related to energy use and energy generation. Updates are proposed to Core Strategy Policy CS30, which will update and strengthen the Local Plan strategic policy approach. No updates are proposed to RSPP policies which as development management policies support and further guide the implementation of the strategic approach. Further consideration is being given to the need to update Core Strategy Policy CS30 to strengthen the Local Plan strategic policy approach.

### **Economy and Employment**

25. RSPP Policies SP15, 16, 17, & 18 identify appropriate development on sites allocated for business use (SP15) and on sites allocated for industrial and business use (SP16), set criteria for development within areas allocated for business, or industrial and business use on the Policies Map (SP17) and for Special Policy Areas.
26. A significant reform of the Town and Country Planning (Use Classes) Order 1987 (as amended) became effective from 1 September 2020. A new class E is the “commercial, business and service” use class and encompasses most of the previous Class A, B1 and part of D1/D2. Class B2 remains as general industrial and class B8 as storage or distribution. RSPP policies SP 15 and 16 remain consistent with the NPPF and can be applied with reference to /use of Classes E, B2 and B8. Policy SP17 enables other uses within business, and industrial and business areas to be ‘considered positively’ and criteria are set out for this to happen in practice. Policy SP18 in setting out an approach for SPA2 Former Maltby Colliery also remains consistent with the NPPF and refers to the B2 use class. An SPD could help explain the application of policies in light of the changes to Use Classes, otherwise no updates are proposed to RSPP policies.

### **Gypsy and Traveller Sites**

27. RSPP Policy SP13 sets out how proposals for Gypsy and Traveller sites will be considered. The Policy criteria were formulated with regard to "Planning Policy for Traveller Sites" (PPTS, DCLG, August 2015). The policy does not address need or associated requirement. The policy does not need updating, it remains consistent with the 2015 PPTS.

### **Special Policy Areas**

28. RSPP Policy SP14 sets out the principle to ensure the creation of a sustainable community at the Waverley New Community (SPA1) and Policy SP18 relates to the Former Maltby Colliery Site. Both support the achievement of sustainable development. It is recognised that masterplan approaches are required to steer the implementation of large scale and significant development over a substantial period. The policies do not need updating, they are consistent with the Core Strategy and NPPF.

### **Mixed Use Area Policies**

29. Policy SP65, Development within mixed used areas, and the policies for mixed use areas (SP66, SP67 & SP68) reference ‘old’ use classes. As set out at paragraph 26 above a Supplementary Planning Document (SPD) could helpfully be prepared to explain how the policies can be applied taking in to account the current Use Classes Order in decision making, otherwise no updates are proposed to RSPP policies.

## Section 5: Site Allocations Assessment

30. The RSPP allocates sites for development through Policy SP1. Specific key development principles which should be considered in any proposed development are also set out in the RSPP in the form of 'site development guidelines' (RSPP Chapter 5). Sites allocated for development are set out in five tables in the RSPP which follow Policy SP1, these set out allocations for:
- Residential use (Table 2 'Sites allocated for residential use')
  - Gypsy and Traveller use (Table 3 'Sites allocated for Gypsy and Traveller use')
  - Business use (Table 4 'Sites allocated for business use')
  - Industrial and business use (Table 5 'Sites allocated for industrial and business use')
  - Retail use (Table 6 'Sites allocated for retail use')

### Residential Use Allocations

31. The *Rotherham Local Plan Housing Supply Assessment 2023 report* provides an assessment of housing completions and housing land supply in the borough of Rotherham. It draws on the evidence set out in the *Rotherham Housing Land Position Statement* (31 March 2022). The assessment report considers the projected supply and housing need requirements for the current plan period (to 2028) and for a potential extension period to 2040.
32. The indicative distribution of housing set out in Core Strategy Policy CS1 was examined in the Housing Supply Assessment in the context of
- updated need requirements (the current standard method need is 554 dwellings per annum, compared to 850 per annum in the Core Strategy, plus an additional 108 per annum to address backlog),
  - development activity to date (based on the monitoring of completions to 2021/22),
  - the projected housing supply during the current Core Strategy plan period (to 2028), and
  - the need for an extended plan period to 2040 (given the NPPF requirement that strategic policies should look ahead over a minimum 15 year period from adoption).
33. The Standard Method has had a significant impact on requirements for housing delivery in Rotherham. The Housing Supply Assessment Report 2023 reflects and considers the implications of the lower annual requirement. The Report identifies that a sufficient overall amount of land is projected to be delivered to both 2028 and to 2040 relative to the number of homes needed. This is the case for all tiers in the settlement hierarchy. In the top tier the delivery emphasis is on the Rotherham Urban Area with some but relatively limited provision at Bassingthorpe Farm to 2028.
34. The indicative Core Strategy CS1 spatial distribution of new homes by settlement would not be achieved by 2028, with more development projected to take place in settlements that are 'lower down' the settlement hierarchy than originally indicated in CS1. However, by 2040 a spatial distribution of housing development that is very close to the distribution indicated in CS1, would result for all tiers and settlements. This includes at Bassingthorpe Farm and the new community at Waverley.

35. On this basis the Housing Supply Assessment Report 2023 establishes that no change is required to the indicative distribution of housing development set out in Core Strategy Policy CS1, as this provides a sustainable and appropriate long term strategy and indicative distribution of housing development. No new allocations for residential use are therefore required in the RSPP.

### **Gypsy and Traveller Use Allocations**

36. RSPP Policy SP1 Table 3 includes site allocation GT1 at Kiveton Park Council Depot at Wales and Kiveton Park for 6-8 pitches. This reflects the requirements of Core Strategy Policy CS8 “Gypsy and Traveller Accommodation” which sets out that *“Sufficient land will be allocated in the Sites and Policies document to provide for eight Gypsy and Traveller pitches, taking into account any sites that have already been granted planning permission or developed”*.
37. The updated Gypsy and Traveller, Travelling Showpeople and Boat Dwellers Accommodation Assessment 2021 (2021 Assessment) confirms that the Gypsy and Traveller allocated site in the Local Plan at the Council Depot at Dog Kennels Lane, Kiveton Bridge remains available for its intended purpose, and is protected for such uses in the future, meeting the projected need for Gypsy and Traveller provision. The 2021 Assessment identifies a need for Travelling Showpeople that is not currently met for 1 plot arising from family units currently overcrowded (or hidden family members) on plots seeking residential plots in the area. A further five plots are identified from new family formations expected to arise from within existing family units on sites between 2020 and 2025 (table 6.1 of the Accommodation Assessment refers). Between 2020 and 2040 there is a likely need for a further 12 plots (table 6.6) to meet the needs of the existing Travelling Showpeople community.
38. The immediate current need for Travelling Showpeople’s plots is relatively small, in terms of all land use allocations of the Sites and Policies Document. To meet the Travelling Showpeople’s accommodation needs, sites currently in other land uses/ land use allocations and including mixed use allocations, are being considered for their suitability to meet the immediate needs arising, within the built up areas of the Borough. Relevant Local Plan policies include:
- CS3 Location of New Development
  - SP13 Gypsy and Traveller Sites
  - CS8 Gypsy and Traveller Accommodation
39. The 2021 Assessment also recommends that the Council work closely with yard owners to determine how the proposed land that they have already identified, and other potential land could meet the current and future accommodation needs of Travelling Showpeople.
40. The policies of the adopted Local Plan contain appropriate mechanisms to enable consideration of all potential alternative sites to meet locally identified needs. Decision making on any submitted planning application will have regard to all policy criteria in the Local Plan and the policy guidance in the National Planning Policy Framework 2023, and in the light of all evidence submitted to support a site for Travelling Showpeople.

### **Business and Industrial & Business Use Allocations.**

41. RSPP Policy SP1 Tables 4 and 5 set out business and industrial and business use allocations, reflecting Policy CS 9, Transforming Rotherham’s Economy. This Core

Strategy policy states that “*Rotherham’s economic performance and transformation will be supported by:*

1. *Allocating sufficient land in the Sites and Policies document to meet Rotherham’s employment land requirement of 230 hectares of land for business and industrial development and 5 hectares of land for office floorspace for the Plan period in accordance with the Spatial Strategy set out in Policy CS1 Delivering Rotherham’s Spatial Strategy”.*

42. Information on employment land completions and supply is set out in the Rotherham Employment Land Position Statement (ELPS) March 2023. In terms of the overall quantum of employment land, more provision was made in the Sites and Policies document than was indicated in the Core Strategy. The ELPS demonstrates that a healthy 68 hectares of land has been developed and 194 hectares of employment land remains at the main settlements/areas identified for growth and development in Policy CS1 of the Core Strategy.
43. The overall remaining level of employment land provision does not point to a need for further land to be allocated. The employment land supply picture does not support a need for additional employment land allocations. In extending the plan period to 2025-2040 for the Core Strategy further consideration would need to be given to the need for different types of employment land (and interlinkages with the need for housing).

#### **Retail Use Allocations**

44. RSP Policy SP1 Tables 6 sets out retail use allocations - 4 sites are allocated for retail use in the Rotherham Urban Area and 1 site at Dinnington, Anston and Laughton Common. These allocations reflect the requirements of Core Strategy Policy CS 12 'Managing Change in Rotherham's Retail and Service Centres' which states that to meet forecast need “*we will plan to accommodate 9,000 sqm gross of convenience goods floorspace, and 11,000 sqm gross of comparison goods floorspace (comprising 3,000 sqm gross of non-bulky goods floorspace and 8,000 sqm of bulky goods floorspace). As set out in Policy CS1 Delivering Rotherham's Spatial Strategy, Rotherham town centre will be the focus for the majority of new comparison and convenience floorspace proposed to be accommodated in the borough. However subject to satisfying other requirements of this policy, convenience goods floorspace proposals will be supported at Wickersley / Bramley (up to 1,500 sqm gross).*”
45. COVID-19 has had a significant impact on the function of high streets and town centres. The pandemic has altered the roles and dynamics of these areas due to the acceleration of e-commerce, flexible working locations and business closures creating high vacancy rates. The latest Rotherham Town Centre survey was carried out in October 2023. Rotherham town centre has a higher vacancy rate (24% in October 2023) than the overall UK and Yorkshire & Humber Region. This accelerated during the pandemic, and the town centre is taking longer to recover. Rotherham town centre continues to face competition from Sheffield, Doncaster, Meadowhall and out of centre retail parks such as at Parkgate, approximately one mile northeast of the edge of Rotherham town centre.
46. To aid its recovery Rotherham has received various Government funding packages towards a range of large scale regeneration projects which involve various buildings and land being acquired and/or being demolished to enable future regeneration. These actions have contributed to the reduction in the vacancy levels in the last two years, as less space is available for re-use by retailers or the hospitality and leisure sector. The



number of units and floorspace will gradually increase when new projects are completed:

- Forge Island - Arc Cinema, a 69-roomed hotel, and a range of restaurants and bars (practical completion end of March 2024. Opening to the public Summer 2024).
- Riverside Gardens - a mixed landscaping public space along the river Don with a pedestrianised walk through between Forge Island and the town centre.
- Rotherham Markets – major refurbishment of the markets, relocation of the central library from its current home on the edge of the Town Centre at Riverside House, and a new community hub; enabling works commenced on site in September 2023, practical completion of the project is programmed for March 2026.
- Restoration of derelict buildings and redevelopment of derelict sites; this work is ongoing within the town centre.

47. Unit vacancy rates in district and local centres are lower and range from 2% to 15%. In these centres the October 2023 survey indicates a gradual increase in change of use from retail to other services such as hot food takeaways, micro-pubs, betting offices and beauty salons. As works to revitalise and improve Rotherham Town Centre progress, investment into district and local centres (in particular Swinton and Maltby) are also ongoing through the Council's Towns and Villages Fund, which seeks to deliver visual improvement of public places and local centres and deliver the priorities of wards and/or masterplans/ neighbourhood plans. Major re-structuring is underway in Swinton town centre, including the development of new homes within and immediately on the edge of, the town centre. Dinnington and Wath regeneration projects have also recently received funding from the Government's Levelling Up Fund.
48. None of the retail allocations set out in Policy SP1 have yet been completed. Major restructuring and regeneration projects are currently underway within Rotherham Town Centre and many of the district centres; these regeneration projects are providing new opportunities for further retail and other community services and facilities within the town and district centres, including new hospitality, other community, and leisure facilities. The vacancy rate in Rotherham town centre is relatively high. All these factors do not support a need for additional site allocations relating to retail, leisure and other main town centre uses within the plan period.

## Section 6: Review Conclusions

49. This review of the Rotherham (Local Plan) Sites and Policies Plan (RSPP) examines whether a partial or complete update of this part of the Local Plan is needed. A review does not automatically mean that a full or partial update of the Local Plan needs to be carried out. The purpose of the review process is to ensure that a plan and the policies within remains effective and to establish whether any changes are needed. National Planning Practice Guidance on Plan-making (Paragraph: 064 Reference ID: 61-064-20190315) states that *“The review process is a method to ensure that a plan and the policies within remains effective”*. It also reinforces that the weight to be given to relevant policies in existing plans will be based on their consistency with the National Planning Policy Framework.

50. **No updates are required to the development management policies relating to design, town centres, Green Belt, heritage, natural environment/biodiversity, flood & water management, energy efficiency and generation, economy & employment, gypsy & traveller sites, special policy areas and mixed use/areas.**

**Reason:** The policies remain consistent with the NPPF and the Core Strategy. As set out in Section 3 and Table 5 of this Review ongoing work on the emerging Core Strategy Review Refresh has been taken into account, including emerging core strategy policy changes. For example, policy updates are being considered for the Core Strategy Policies relating to Flood and Water Management and Low Carbon & Renewable Energy Generation.

51. **No new allocations for residential use are required in the RSPP.**

**Reason:** A sufficient overall amount of land is projected to be delivered to both 2028 and to 2040 relative to the number of homes needed. This is the case for all tiers in the settlement hierarchy. The indicative Core Strategy CS1 spatial distribution of new homes by settlement would not be achieved by 2028, with more development projected to take place in settlements that are ‘lower down’ the settlement hierarchy than originally indicated in CS1. However, by 2040 a spatial distribution of housing development that is very close to the distribution indicated in CS1, would result for all tiers and settlements. This includes at Bassingthorpe Farm and the new community at Waverley. On this basis no change is required to the indicative distribution of housing development set out in Core Strategy Policy CS1, as this provides a sustainable and appropriate long term strategy and indicative distribution of housing development.

52. **No new allocations for business and industrial uses are required in the RSPP.**

**Reason:** The Core Strategy established an employment land requirement of 230 hectares of land for business and industrial development and 5 hectares of land for office floorspace. The Rotherham Employment Land Position Statement March 2023 identifies that 68 hectares of employment land has been developed and 194 hectares of employment land remains at the main settlements/areas identified for growth and development in Policy CS1 of the Core Strategy. There remains a sufficient supply of employment land.

53. **No further sites for retail, leisure and other main town centre uses need to be allocated in the RSPP.**

**Reason:** There is a high vacancy rate in Rotherham town centre. Major restructuring and regeneration projects in Rotherham Town Centre and other district centres are

providing new development opportunities for town centre uses. The sites allocated in Policy SP1 remain to be completed. The changes to Uses Classes, including the new Class E, could helpfully be explained in a Supplementary Planning Document (SPD) in relation to Policies SP15, SP16, SP20 and SP21.

**54. No new allocations to meet Gypsy and Traveller, Travelling Showpeople and Boat Dwellers needs are required.**

**Reason:** The immediate current need for Travelling Showpeople's plots is relatively small. Sites currently in other land uses/ land use allocations, including mixed use allocations, are being considered for their suitability to meet the immediate needs arising, within the built up areas of the Borough. The policies of the adopted Local Plan contain appropriate mechanisms to enable consideration of all potential alternative sites to meet locally identified needs, alongside national planning policy.

**55. The Policies and Allocations in the Rotherham Sites and Policies Plan remain effective do not need to be updated, neither a full nor partial update of the plan is required to be carried out.**