How to use this document

Sections 1 to 6 explain where we’ve come from...

**Section 1** helps you to familiarise yourself with the **new planning system** that will guide all future development. It also explains how the Core Strategy fits into the new Local Development Framework and your role in its preparation.

**Section 2** explains how Rotherham’s Core Strategy fits into the **national and regional planning framework**.

**Section 3** highlights the **key issues** facing Rotherham and those that need to be tackled by the Core Strategy and other supporting policy documents. This section has been split along the same policy directions as in section 7.

**Section 4** summarises the current visions affecting Rotherham and puts forward a **new vision** to guide future development in the Borough while protecting our environment. We are consulting you on this draft vision found on page 37 and expanded in section 7.

**Section 5** outlines the work undertaken in preparing **alternative options** for the Core Strategy and their testing against sustainability aims.

**Section 6** includes a summary of the outcome of the **early consultation** we undertook during 2006 with key stakeholders and community representatives. Sections 5 and 6 will help you to understand where the policy directions in Section 7 have come from.

Sections 7 to 8 explain where we’re going...

**Section 7** puts forward **nine policy ‘directions’** that will be developed into final policies in the next round of Core Strategy preparation. This section concludes with a **Key Diagram** that shows how we see Rotherham developing in the future, but we need your ideas as well.

**Section 8** gives an idea of some of the **likely local effects** that could happen in different areas of the Borough by implementing the **Preferred Option**. It is important that you look at this section and think about how the policies could help to improve the area where you live, learn or work.

**Section 9** summarises the ongoing **Sustainability Appraisal** of the emerging Core Strategy. Throughout the document you will see that boxes have been inserted that relate the sustainability appraisal to that section or policy direction. A separate Sustainability Appraisal report has also been prepared.

**Section 10** contains a **glossary** that explains the key words and phrases used in the document. It is important to understand these terms before reading the document.

**To read about what we will do with your comments please turn to the inside back cover.**
A summary of this document can be made available in your language and in alternative formats such as Braille, large print, electronic and audio-tape versions. Please contact Forward Planning at:

Phone: 01709 823869
Fax: 01709 823865
Email: forward.planning@rotherham.gov.uk
Minicom: 01709 823536

French
Veuillez nous contacter si vous désirez un résumé de ce document dans votre langue et/ou dans d’autres formats.

This document is also available on the Council’s website at:

www.rotherham.gov.uk/forwardplanning

Further information about the Rotherham Local Development Framework is available from Forward Planning using the contact details above or by writing to us at:

Forward Planning
Planning and Transportation Service
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Bailey House
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Foreword

You may have heard that Government reforms to the planning system require the Council to prepare a series of new planning documents to create a Local Development Framework (LDF) for Rotherham which will gradually replace the current Unitary Development Plan. In March 2005 the intended timescales and details of the initial documents to be prepared were set out in a Local Development Scheme (LDS) updated in March 2006 and our progress is set out in the second Annual Monitoring Report (Dec 2006).

In June 2006, the Council adopted a Statement of Community Involvement (SCI) explaining how you and other interested parties can participate in the preparation of the new planning framework.

The first new planning document to be prepared is the Core Strategy. This is to be developed around a vision for the future development of Rotherham to 2021 and how it will be achieved through broad policies and a spatial framework. The Core Strategy will then be supported by additional planning documents containing more detailed policies and the allocation of sites for development initially dealing with housing, economic and transportation matters.

Our SCI reflects the new planning systems emphasis on the importance of interested parties getting involved at the early stages of LDF preparation. Some of you may have already become actively involved by joining our ‘front loaders club’ which has overseen earlier preparatory work in setting objectives, considering alternative options and sustainability appraisals for the Core Strategy. In June this earlier work culminated in informal discussions and a questionnaire presenting a range of choices arising from the likely effects of three broad options on the Core Strategy’s underlying objectives.

This document explains how these earlier discussions, questionnaire analysis and further sustainability appraisal have influenced the direction of a Preferred Option, the scope of nine supporting policies and an indication how future housing and economic development may be distributed within a hierarchy of sustainable settlements. Your response to this document will help us to shape and refine the Core Strategy prior to further formal consultations when it is submitted to the Secretary of State later in 2007. An independent Government inspector will then carry out an examination into the soundness of the Core Strategy, with its final adoption expected at the end of 2008 following receipt of the inspector’s report.

I am pleased to invite your views on how we intend to progress the Core Strategy and look forward to your continuing involvement in preparing Rotherham’s new planning framework.

Councillor Gerald Smith
Chair of the LDF Steering Group
Cabinet Member for Environment and Development Services
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1. Introduction

This section outlines the purpose of the Core Strategy as a strategic approach to the long term development of Rotherham and explains why we are doing this and how you can get involved.

What is a Core Strategy?

1.1 The Government has reformed the planning system to speed up the plan making process and be more transparent to members of the public. As part of this new system we are preparing a new development plan for Rotherham to be known as the Local Development Framework or 'LDF' for short.

1.2 The LDF will be a portfolio of local development documents; some may be prepared together, some in sequence over different timescales. The LDF will make a significant contribution to delivering Rotherham’s Community Strategy through its land use proposals and spatial strategy and by promoting sustainable development and addressing climate change. Under this new planning system the Unitary Development Plan (UDP) will continue as the Council's statutory development plan until it is replaced by the new Local Development Framework.

1.3 The starting point for producing a new LDF is to decide on the long-term vision needed to make sure that Rotherham develops in the most sustainable way while at the same time improving quality of life for all. This is where the Core Strategy comes in. The Core Strategy will be the cornerstone of Rotherham’s LDF and will provide a broad and long-term development strategy for the Borough that affects all our people as well as generations to come. It will help Rotherham to become more competitive, to meet our housing and employment needs and to address our environmental and transport pressures. The Core Strategy will also reflect the policies and objectives from other strategic documents including the Community Strategy, the Local Transport Plan and the Regional Spatial Strategy. In short, it will set out the overall vision, objectives and spatial strategy for Rotherham over the next 14 years to 2021.

1.4 The Core Strategy will not identify individual sites for development. It will set out a spatial strategy identifying the towns and settlements where development is required for new housing, employment, retail, leisure and community facilities. It will also set out the broad amount of new development to happen over the LDF period and the strategic policies to make all this happen. Other LDF documents will deal with the detail of which sites are to be developed and the detailed policies we will follow when considering planning applications.

1.5 In essence, the Core Strategy will seek to guide what development is needed, where it should go and how much is required.

1.6 To achieve the aims of this long term strategy, we will work with and help to steer the development decisions of other providers, for instance the local health authority, transport providers, the retail sector, house builders and others.
Why are we doing this?

1.7 In order to keep the development plan up to date, we started a review of the Unitary Development Plan in 2001 with a Review Scoping Report. We followed this with public consultation on an Issues Report in late 2002 and then published an Issues Debrief in autumn 2003. We also prepared background work to feed into the review by carrying out an Urban Potential Study, a Sustainable Settlements Study, a preliminary review of policies and housing and employment allocations. However, the reform of the planning system made it increasingly unlikely that a draft replacement UDP would be ready before the new system came into force. In the circumstances, we felt it would be better to prepare for the new style Local Development Framework which was to replace the UDP. This approach would also benefit from the significant amount of guidance published about the new arrangements.

1.8 In contrast to the Unitary Development Plan, the Local Development Framework will follow a ‘portfolio’ approach to enable parts to be updated without having to revise the whole plan. Some parts of the LDF will be Development Plan Documents and subject to independent examination and sustainability appraisal. Along with the Regional Spatial Strategy these will form the Borough’s statutory development plan. Eventually we will also prepare other supplementary documents to elaborate on the more complex parts of the LDF.

1.9 The Local Development Framework will cover the period to 2021. The Government has made what are called ‘transitional arrangements’ for the UDP to remain in force as the Council’s adopted development plan for three years (or longer if agreed by the Secretary of State) until it is gradually replaced by the LDF. We have set out the detailed arrangements for this process and the initial priorities for the LDF in a Local Development Scheme. This scheme is essentially a programme plan for the LDF and will help us to make sure the process is on track. We will publish an Annual Monitoring Report each year showing progress against targets in the Local Development Scheme and will revise the scheme if necessary.

1.10 The Core Strategy will be the first Development Plan Document to be prepared and, when adopted, will guide other parts of the LDF dealing with policies and land allocations.

Where do you fit in?

1.11 For the LDF to be a true reflection of your views, we want to ensure that the consultation process is legitimate, operates in a timely manner, and that the outcomes are in the interests of the wider public. The Council’s Statement of Community Involvement helps explain how we wish you to be involved in LDF preparation. This Statement has been subject to its own consultation and independent examination and is available on our website.

1.12 We want to improve the way we involve you in both plan-making and in making decisions on planning applications. We want to encourage more of you to become involved and make it as easy as possible for you to do so taking into account local circumstances. We recognise the importance of supporting initiatives of groups and partnerships that encourage local people and stakeholders to help develop a spatial planning framework for the Borough.

1.13 We have been working with a ‘front loaders club’, a group including interested people both within and beyond the Council and external organisations, to encourage early participation in drafting the Core Strategy. We circulated early drafts of objectives for the
Core Strategy to this group late in 2005 and the feedback helped us refine our thoughts. By doing this we hope to ensure that any issues are clearly understood by the time the Core Strategy is subject to independent examination.

1.14 We then held a front loaders workshop on 17 February 2006 to present and discuss our early work on the Core Strategy Options or ‘scenarios’ of how Rotherham might develop in the future. The feedback from this workshop helped us refine the Core Strategy Options and we published a ‘Choices’ leaflet, outlining 3 possible scenarios for Rotherham’s future development, and a detailed questionnaire for wider consultation during May and June 2006. The questionnaire was targeted at parish councils, community partnerships and other communities of interest and was placed on the Council’s web site.

1.15 The presentation and documents from the front loaders workshop and the previous consultation documents along with feedback on the outcomes of this earlier consultation are available on our website at:

www.rotherham.gov.uk/forwardplanning

1.16 The response to the consultation on Options helped us to refine our work still further and has resulted in this Core Strategy Preferred Options document that we are now asking you to comment on. This document is part of the process towards developing a Core Strategy. After consultation on these preferred options we will publish a further draft which we will also submit to Government. This final draft, or ‘Submission Draft’ will then be examined by an independent inspector appointed by Government and, subject to approval, will be adopted as the Core Strategy for Rotherham.

1.17 This is your chance to have your say about the development of Rotherham and about the strategic choices we need to make for the future. It is vital we know what you think about the future of Rotherham to make sure we have taken all views into account.

Where can you get more information?

1.18 All Rotherham LDF background and related documents referred to in this document are either available directly on our website or by contacting Forward Planning. Any publications of external organisations referred to are either linked from our LDF pages or available directly from the publishing organisation. Any documents too large for downloading from the internet are available from Forward Planning either on CD or as hard copy; an administration charge may apply to some documents. Please see our website for further information.

1.19 Further information on planning and national planning policy is available on the Department for Communities and Local Government and the Planning Portal websites at:

www.communities.gov.uk
www.planningportal.gov.uk

1.20 The Glossary at Section 10 provides definitions for some of the key terms and words used throughout this document.
Sustainability Appraisal and Strategic Environmental Assessment

A key requirement of the new planning system is that preparation of the LDF, including the Core Strategy, is guided and informed by Sustainability Appraisal (itself incorporating the requirements of the European Union’s Strategic Environmental Assessment Directive 2001/42/EC).

As an ongoing process, Sustainability Appraisal (SA) has been used to appraise the potential significant social, environmental and economic effects of the Core Strategy at each stage in its preparation - from initial draft objectives through spatial options to this Preferred Options document. The Council has retained Arup Consultants to advise on SA methodology, to carry out independent assessments and to verify other SA work carried out by us and how the Core Strategy can be improved. The way this has been achieved for the Core Strategy is summarised at various parts of the current document and set out in full in the accompanying Sustainability Appraisal Report.

We will include a Sustainability Appraisal report with the Core Strategy when it is submitted to the Secretary of State. Sustainability Appraisal will form an important part in demonstrating the soundness of the Core Strategy during the independent examination. A final report will also accompany the adoption stage.

The Sustainability Appraisal methodology itself is described in the LDF Sustainability Appraisal General Scoping Report (Dec 2005) available on our website.
2. The big picture

This section gives more detail on the context within which we are preparing the Core Strategy and the guidelines we have to work within.

Policy context

2.1 In developing the Core Strategy we need to be aware of the many strategies, plans, policies and programmes of central government, regional agencies, stakeholders and partner organisations. These are catalogued in full in an appendix to the LDF Sustainability Appraisal General Scoping Report available on our website. In the interests of brevity we have only been able to refer to a few of the more significant ones in this section to help demonstrate the broad context of setting the spatial planning framework for the LDF.

Sustainable development

2.2 The aim of achieving sustainable development sits above all policy guidance and as explained in the previous section we have undertaken Sustainability Appraisal to ensure each stage in the preparation of the Core Strategy has worked towards achieving more sustainable development.

2.3 The Core Strategy will be based on the principles of sustainable development set out in national and regional guidance. The LDF has a very important role in achieving sustainable development. The Government’s position on sustainable development is set out in ‘Securing the future’ (ODPM, 2005). This sets out a ‘framework goal for sustainable development’ which includes the following statement:

"The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life for future generations."

National policy

2.4 The Core Strategy has to reflect and help put into practice a large number of national, regional and local strategies, plans and guidance. By law, we must produce a development plan as set out in the Planning and Compulsory Purchase Act 2004.

2.5 The Government has prepared a wide range of guidance on how the LDF should be prepared, what it should deal with and the overall direction of policies. A lot of this guidance is set out in national Planning Policy Statements (PPS) which explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. We must take their contents into account when preparing our development plan.

2.6 PPS1 ‘Creating Sustainable Communities’ sets out the Government’s overall vision for planning. PPS12 ‘Local Development Frameworks’ sets out policy on preparing the documents that make up the LDF. Other PPS cover specific themes including housing,
employment, green belt, town centres, rural areas, transport, the historic environment, renewable energy and waste.

Regional policy and guidance

2.7 The Government also provides a Regional Spatial Strategy (RSS) which is prepared in draft by the Yorkshire and Humber Regional Assembly and finalised by the Government. Under the new system the RSS is now part of the development plan for Rotherham. In practice this means we must consider the Regional Spatial Strategy when preparing our LDF and also when determining applications for development that may have effects beyond our boundary.

2.8 The current Regional Spatial Strategy for Yorkshire and the Humber to 2016 was published in 2004. For South Yorkshire, current RSS seeks to focus economic and housing development in the main urban areas of Barnsley, Doncaster, Rotherham and Sheffield. Several smaller settlements in the sub-region are identified as the focus for smaller-scale economic and housing development to enhance their role as service/employment centres (e.g. Maltby and Wath-upon-Dearne). RSS identifies the Dearne Valley Development Zone as one of three regionally significant locations for an integrated approach to major investment in economic, housing, social and transport infrastructure. The Green Belt around Sheffield is viewed as a necessary constraint on further outward expansion of the city which is consistent with the strategic approach of strengthening the spatial relationship with Rotherham. On transport, RSS states that development plans and local transport plans need to give greater priority to improving access to existing development by public transport and ensuring that any new employment land allocations are well served, or could be well served, by public transport.

2.9 A new Regional Spatial Strategy to take us to 2021 is currently in draft form and is likely to be adopted late 2007. The draft RSS aims to transform the structure of South Yorkshire’s economy and increase the number and quality of new jobs. The focus is on strengthening the existing urban areas in order to improve their competitiveness and to address social disadvantage. The main urban areas will continue to be the focus of development and the engines for growth for the sub-region as a whole. This approach translates into policy guidance encouraging Rotherham to:

• develop the town’s role as a sub-regional centre
• focus most new development in the urban centre
• promote development at the main towns while allowing limited development in local service centres
• develop the town centre and the canal corridor with good cultural and leisure facilities and an affordable high quality environment for businesses and town centre and urban living
• support advanced manufacturing related development at Waverley Advanced Manufacturing Park
• encourage planting for biomass for renewable energy purposes
• increase and enhance urban planting, greenspace and biodiversity networks

2.10 In general terms for South Yorkshire, Draft RSS also encourages local authorities to:
• minimise development likely to worsen air quality in the A1/M1 corridor
• maintain the strategic extent of the Green Belt
• develop and implement the South Yorkshire Local Transport Plan
• manage the release of housing land to support housing market renewal

2.11 Our Core Strategy will be guided by the RSS; we also have to take account of other regional strategies, including the Regional Economic and Housing Strategies.

2.12 The Regional Economic Strategy (2006-2015) provides a framework of common priorities around which businesses, public agencies, voluntary groups and communities can focus their investment and effort. Its objectives cover developing competitive businesses and increasing business survival rates, connecting people to jobs and developing skills which employers value, developing sustainable transport links and making the best of the environment and infrastructure, and developing stronger cities towns and rural communities which are attractive places in which to live, work and invest.

2.13 The Regional Housing Strategy directs housing investment and focuses on the themes of creating better places, delivering better homes, choice and opportunity and ensuring fair access to quality housing.

2.14 The Regional Sustainable Development Framework interprets national guidance of sustainable development for the Yorkshire and Humber Region. It has influenced Rotherham's LDF and the ongoing sustainability appraisal of our plans.

2.15 We also have to take account of The Northern Way in drafting our Core Strategy. This is an initiative launched in 2004 which aims to plug the productivity gap between the economies of the North and South by combining the assets of the North to create a critical mass and generate a step change in the North's economic growth rate. In collaboration with Government and regional stakeholders a long-term strategy for economic growth will be developed based around a 'city region' concept. The Northern Way identifies Rotherham within the Sheffield City Region, and work is underway via the City Region Development Programme (CRDP) process. This sets out how the city region can make a contribution to the national agenda of improving competitiveness and closing the productivity gap. The CRDP identifies opportunities to accelerate economic growth over the medium to long term. Achieving this growth would:

• enable Sheffield City Region to raise its output by £3.8bn
• generate an additional 75,000 jobs
• achieve a GVA per head figure of £45,600
2.16 We have also been influenced by the South Yorkshire Spatial Strategy Vision prepared in 2004. The vision is intended to help prepare the parts of the Regional Spatial Strategy dealing with our county and also the LDFs prepared by the four South Yorkshire authorities.

2.17 We need to take into account the Local Transport Plan for South Yorkshire. This contains a strategy and action plan for transport to 2010/11 providing the foundation for longer term transformational economic growth in the sub-region in the context of the emerging Sheffield City Region Development Plan. The LTP2 strategy aims to address congestion; to improve accessibility, safety and air quality; and to manage and maintain transport assets.

2.18 The Government's Housing Market Renewal Pathfinder initiative is also significant for the Core Strategy. Transform South Yorkshire (TSY) aims to build and support sustainable communities and successful neighbourhoods where the quality and choice of housing underpins a buoyant economy and an improved quality of life. The TSY Prospectus seeks to:

- achieve a radical improvement in the character and diversity of neighbourhoods helping to create a more sustainable settlement pattern
- expand the range of housing options to increase choice and meet the aspirations of existing, emerging and in-coming households
- improve housing quality ensuring that all tenures benefit from opportunities created through innovations in design and efficiency

Local policy

2.19 Rotherham’s Community Strategy is prepared by the Rotherham Partnership. This Local Strategic Partnership takes a lead in the Borough to bring together the views of local partners (including representatives of the public, private, voluntary and community sectors). The Partnership seeks to establish agreed local priorities, key targets and joint actions for the improvement of the economic, social and environmental well-being of the Borough. In doing so, the Community Strategy also aims to demonstrate Rotherham’s response to delivering against national and regional policy designed to create ‘sustainable communities’.

2.20 The LDF must have regard to the Community Strategy, and the Government states that "the LDF should be a key component in the delivery of the community strategy, setting out its spatial aspects where appropriate and providing a long term spatial vision" (PPS12).

2.21 The Community Strategy’s vision is based upon 5 strategic themes (Achieving, Learning, Alive, Safe and Proud) and 2 cross-cutting themes (Fairness and Sustainable Development). Section 4 ‘Our vision for the future’ explains in more detail how the Core Strategy Vision seeks to deliver the Community Strategy aims.

2.22 The LDF also needs to take account of other important Council strategies:
• The Rotherham Housing Strategy – aims to ensure the improvement of standards of decency in the existing housing; renewal of the housing market; and to provide fair access and choice for all.

• The Municipal Waste Management Strategy - key changes are required to the way that waste is managed in Rotherham over the next 20 years. The Strategy aims to reduce the amount of waste produced, to increase recycling from 15% in 2003/4 up to 21% by 2005/6 and then to shift the emphasis to diversion of biodegradable municipal waste from landfill in the medium and long term.

• The Regeneration Plan - recognizes that all parts of the Council have a part to play in the Borough’s regeneration. It therefore embraces the relationships between Council services, setting a framework for unified regeneration activity and bringing elements together in a manageable central set of key actions. The current plan covers the period from April 2004 to March 2007 and was reviewed at the end of 2005 to align it with the new Community Strategy.

• The emerging Rural Strategy - seeks to address the challenges facing rural communities in Rotherham, to respond to the needs of the people who live in rural Rotherham, and to enhance and preserve the countryside for those who live in the Borough and further afield. It is structured around the key issues facing rural communities including: population change; the environment, biodiversity and landscape of rural Rotherham; the rural economy; rural deprivation; education and skills; community safety; housing; transport and travel; community involvement, inclusion and community cohesion; culture and leisure; funding.

Consistency

2.23 It is important that we make sure the inter-relationships between different LDF documents are clear and that the LDF as a whole is consistent with national policy and in general conformity with regional planning policy.

2.24 This consistency is commonly referred to as the ‘chain of conformity’; the main principles we have to follow to achieve this are:

• all local development documents should be consistent with national planning policy

• all local development documents should be in general conformity with the regional spatial strategy

• all development plan documents and supplementary planning documents should be in conformity with the Core Strategy

• later supplementary planning documents should state clearly which development plan document policies or saved policies they support

• the chain of conformity between local development documents should be set out clearly in the local development scheme
2.25 Establishing a clear chain of conformity will ensure internal consistency within the LDF. It will also help you to understand how the framework fits together. We will also need to consider the chain of conformity, and inter-relationships between different local development documents, when reviewing and updating the LDF.
3. Rotherham now

This section provides a profile of Rotherham to set the scene for where we are now. The key issues for the Core Strategy to address are also highlighted.

Introduction

3.1 Rotherham is an up and coming location which has transformed itself over the last two decades to play a major role in the forefront of regeneration in South Yorkshire. The Borough has a proud industrial heritage but is now establishing a growing modern economy. Rotherham has excellent transport links to the rest of the country, served by the M1 and M18 motorways and an extensive network of rail and bus services. There are five airports within a 50 mile radius, and the new Robin Hood airport recently opened less than 20 miles away near Doncaster.

3.2 The Rotherham Renaissance initiative aims to transform the Town Centre and waterfront over the next 20 years with new civic and mixed use developments including attractive areas of new housing. The Town Centre Heritage Initiative will improve key buildings and the public realm within the central Conservation Area.

3.3 More than half of the Borough is rural, characterised by attractive villages and rolling countryside. Most of the population of 253,200 live in urban areas, either in small towns such as Wath and Dinnington, or in the urban centre and suburbs of Rotherham. The Borough has a vibrant mix of people and cultures with minority ethnic groups making up 5.2% of the population (4.1% non-white). The Borough’s population is now growing again after falling in the 1980s and early 1990s and is back to the 1981 level (8.8 people per hectare).

Figure 1: Population trends

![Population Trends 1981 - 2005](image)

Source: ONS Mid-Year Population Estimates
3.4 The latest ONS 2004 based sub-national population projections predict that Rotherham’s population will continue to rise at a steady rate over the next 25 years (a 10.6% increase compared to 12.7% nationally). However in common with the whole of the country this increase is concentrated in the older (mainly retired) age groups with slight falls in some of the younger (working age) age groups.

**Figure 2: Population projections**

![Population projections graph](image)

3.5 Educational attainment is improving year by year, with 2005 a record year for both GCSE and A-level performance. The good reputation of Rotherham schools means that people living in neighbouring authorities often choose to send their children to school in Rotherham. However overall educational attainment levels remain below the national average and this improvement will need to be maintained in the future. Currently school buildings across the Borough are being transformed with the help of a £240m plus Private Finance Initiative. The proportion of people from Rotherham entering and graduating from higher education has risen at a faster rate then elsewhere in the UK in recent years, with more than 1,000 graduates each year from the Borough.

3.6 Map 1 below shows Rotherham in its sub-regional context.
Issues

3.7 Many issues have been raised during previous consultations in preparation for the UDP Review and more recently during informal front loading discussions and workshops concerning the LDF Core Strategy. Those issues involving specific sites will be considered in due course within the Site Allocations DPD.

3.8 An indication of the main issues are summarised at the end of each theme below. These have been condensed from views expressed during informal consultations over the earlier UDP Review Scoping and Issues Reports and the more recent Core Strategy Issues and Options stage. These issues helped to inform the Core Strategy objectives, the future vision of Rotherham, setting the choices under the four spatial Options and the Policy Directions and related evidence gathering in support of the Preferred Option. These are all explained further in subsequent sections of this document.

General issues

• Sustainability to be the cornerstone of the vision which should be clear, realistic and deliverable

• Four sustainability aims to be at the core of the Local Development Framework, the economic aim should not be over-riding to the detriment of other aims

• The LDF to be based on a balanced and integrated strategy with flexibility

Sustainable Communities

3.9 The main urban area centred on Rotherham Town Centre extends into Sheffield within the Don and Rother valleys and outwards along main radial roads to Kimberworth, Rawmarsh and Bramley. There is a dispersed pattern of former mining settlements like Maltby, Thurcroft and Dinnington beyond the urban centre and within the Dearne Valley.

3.10 Although many of these have outlived their original function now that all but one of Rotherham’s collieries have closed they have well established facilities, community infrastructure and transport links which can be readily improved to support further development. The distinct characteristics, housing markets and travel to work patterns of Rotherham’s main urban areas and outlying settlements have influenced the definition of specific planning zones which are explained in Section 8 together with broad spatial directions for future development.

Sustainable Communities issues

• Create sustainable locations and settlements; promote mixed use and greater self sufficiency of satellite towns such as Maltby, Wath and Dinnington. Focus new developments on sustainable settlements without prejudicing areas of deprivation

• Meeting the balance between homes and jobs and supporting the development of satellite towns to meet their own needs as working/living communities. There was both support and opposition to new mixed use communities at Waverley and Manvers Lakeside
Public concern over potential loss of green belt and preference for developing urban brownfield sites rather than eroding green belt. There is developer pressure for a fundamental review of the Green Belt or for safeguarded land to achieve a more sustainable development pattern.

Ensure there are new facilities and services for any new communities. Local centres improve sustainability, strengthen communities and enhance local character.

Support for a quality green environment and for new (and improved) sports facilities and green space within communities to a recognised standard and quality.

Improved education and training facilities, greater community use of schools and the provision of more childcare facilities.

Recognition that planning obligations and community gain could help to meet the needs of local communities.

Importance of quality design should be recognised and sought in all new developments.

The importance of multi-culturalism within our communities should be explored and supported.

**Housing**

3.11 The number of households in Rotherham is predicted to increase from 107,000 to 123,000 over the next 20 years. Rotherham is following the national trend with an increasing number of one person households, with a decreasing average household size (down from 2.31 to 2.09 at the regional level). This will have implications for future housing requirements in the Borough as average household sizes continue to fall, the types of property that will be required and the availability of suitable building land. Regional Spatial Strategy projections up to 2016 require Rotherham to achieve 800 additions per year to its housing stock, with a target of 68% of development to be on previously developed land (in 2005/06 - 51% of new dwellings in Rotherham were built on previously developed land). We currently have a rolling programme of improvements to achieve the decent homes standard in all local authority homes – in 2005/06 27% had reached this standard with our target to attain 100% by 2010.

3.12 There were over 102,000 (2001 Census) occupied households in Rotherham of which over a third were in rented accommodation (chiefly local authority housing – 23%). There are 46,000 homes in Rotherham which fall within the South Yorkshire Housing Market Renewal Pathfinder area predominantly in the built up areas of the north of the borough and within the Rotherham urban area, including the town centre.

3.13 A further source of pressure on housing requirements may come from increased migration into Rotherham to take advantage of increases in local job opportunities and/or to take advantage of relatively low house prices. Latest quarter data (Apr-Jun 2006) from the Land Registry shows that the average selling price for a house in Rotherham was £127,421,
significantly less (12.7%) than the average price in Sheffield (£146,037) or, for example, 19.4% less than in Leeds (£158,036).

Housing issues

- Provide sufficient housing to support economic growth and provide for the needs of local people
- Sustainability criteria should be used to assess possible sites for new housing growth. The spread of new housing should be based on patterns of demand and the relative ‘sustainability’ of locations. Assess the merits of supporting sustainable greenfield sites against less sustainable brownfield sites
- Promote more town centre housing and new housing around transport nodes that is built to a higher density. Less parking and higher densities can be achieved through good design. There is a need to provide a mixed housing offer within mixed use areas
- Consider cross boundary housing issues and to understand the implications of the Housing Market Renewal Pathfinder Initiative (particularly where these issues cross over to Sheffield). There are different housing markets in the Borough requiring the provision of different types of property
- Housing choice to provide dwellings of different size, type and tenure. Concern expressed over recent large housing schemes. There is a need for executive homes. Older housing areas need to be improved
- Affordable housing provision needs to be based on up to date local needs assessments. Affordable housing in rural areas needs to be considered.
- Housing to meet special needs and those of Black and Minority Ethnic groups, asylum seekers, gypsies and travellers, older and single persons will be required.
- Windfall developments will assist housing supply
- The availability of utility infrastructure should determine the selection of housing sites
- ‘Design for life’ and creation of sustainable housing.

Industry and Commerce

3.14 Rotherham developed from a small market town into a major industrial centre based on coal and steel. The population of the present Borough grew from 17,000 in 1801 to 120,000 in 1901. Most of the traditional industries of the 19th and 20th Centuries have now vanished although there is still a steelworks at Aldwarke and a coal mine at Maltby. After a period of decline, the local economy has grown rapidly in recent years, boosting the employment rate from 67 per cent in 1998 to almost 75 per cent in 2005. Employment growth in the same period was 29%, the highest increase in Yorkshire & the Humber. Rotherham’s unemployment rate has fallen to below the national average, and the Council has achieved Beacon status for Fostering Business Growth and Removing Barriers to Work.
3.15 Rotherham is an increasingly prosperous Borough, with inward investment running at a high level. In the period 1995 – 2000, £200m has been invested and more than 10,000 new jobs created, many of them in the information technology, finance and light engineering sectors. A number of leading international companies have made the town their home.

Figure 4 shows how the new local initiatives and investment are likely to impact on future jobs growth. The ‘policy-on’ projection shown below is from the modelling work undertaken for the Sheffield City Region Development Programme. This takes account of a number of projects and developments in Rotherham either under way or likely to come forward in the future and which may contribute towards future job creation. It includes a displacement factor of 30% to take account of existing jobs which may be replaced through the creation of new jobs.
3.16 The net total floor-space on Rotherham’s employment sites rose to over 2.56 million square metres in 2005. Between 2004 and 2005 it increased by 80,000 sq m. Almost 20% of current floorspace has been constructed in the last 10 years - between 1995 and 2005 there was an increase of 516,000 sq. m. Vacancy rates had remained close to 10% for the previous 3 years but increased to 12% in 2005 – although demand for premises remains strong and this is more a reflection of a large increase in new floorspace constructed during the year, some of which was speculative.

**Industry and Commerce issues**

- Self contained jobs market - graduate retention and local recruitment - sustainable jobs and pay
- Safeguarding the manufacturing base and existing employment sites
- Recognise the extent of economic growth and the demand for land and premises. There is a perception of an over supply of employment land. Flexibility is needed in the provision of employment land and the land requirements of modern industry in sustainable quality locations will need to be looked at. Encourage hi-tech business and support the development of new skills through appropriate training. There is a need for a variety of sites in the right locations of varying unit size and rentals. There is also a need for small scale workshops to help small businesses.
- Provision for business and conference based tourism. There is currently a shortage of hotels to meet this need
• Positive rural regeneration – support the development of small firms in rural and green belt locations and the provision of ICT and rural teleworking. Farm diversification could have potential conflicts with green belt

• Potential economic benefits of Robin Hood Airport

• Sensitive location of telecommunications apparatus

• Advertisement policy is needed to minimise the impact of bill boards and fly posting on the environment.

**Retail and Leisure**

3.17 Rotherham Town Centre and Parkgate Retail World are the main shopping centres in the Borough, supplemented by smaller, more local, retail centres across the Borough. The town centre has suffered over recent years due in part to the close proximity of Meadowhall and other out of town shopping centres. Much work has been carried out in the town centre through the Town Centre Initiative and Rotherham Renaissance, which aims to transform the town centre and waterfront areas over the next 20 years. The Rotherham Renaissance initiative should help to attract more specialist shops and more visitors to the town centre. There are already attractive pedestrianised areas and a redeveloped Centenary Market. Other projects include the Town Heritage Initiative, the Westgate Demonstrator project and Urban Design Code, and the Housing Market Renewal Initiative in the town centre.

3.18 Rotherham has a wide range of leisure facilities and activities. Some facilities are now showing signs of ageing (reflected in results from consultation exercises and the recent Best Value Customer Satisfaction Surveys which show the wish amongst Rotherham residents for improved culture and leisure facilities), but four new state-of-the-art swimming pools are in the pipeline at Aston, Wath, Maltby, and St Ann’s, on the edge of Rotherham town centre as well as a major revamp for its popular leisure centre at Herringthorpe. The science and adventure park Magna, set in a former steelworks, has won numerous awards and accolades for innovation, and attracts thousands of visitors. The Borough also has a Civic theatre, Arts Centre and Gallery, and Youth and Dance Theatres. The award-winning Clifton Park Museum which has recently re-opened after a multi-million pound refurbishment scheme contains the world famous Rockingham pottery collection.

**Retail and Leisure issues**

• Support for regeneration of Rotherham Town Centre - better shops vital for town centre regeneration – promote niche shops in Rotherham Town centre to combat competition from out of town centres - review of prime shopping streets - more leisure facilities

• The role of Retail World as a main centre for retail warehousing and how it might complement Rotherham Town Centre

• Planning for wholesale warehousing/warehouse clubs.
• A retail centre hierarchy (a classification for town, district and local or village centres and the different types of shops and services they contain) should be considered.

• Effects of large supermarkets and retail parks on existing centres. The need to retain small, local and specialist shops and provide support for district and local centres. There is a need for shops in new housing areas

**Waste Management**

3.19 Rotherham's 5-year recycling plan set out a commitment to developing a range of waste services on a phased basis between 2003 and 2008. These included kerbside collections of dry recyclables and green waste, progression to an alternate week collection of residual waste, the expansion of the network of recycling banks, the improvement of recycling centres and the development of a Sustainable Community Skip and Bulky Item service. From a rate of 6% recycled in 2003 we are committed to 28% being recycled by 2007/08 with 100% of residents covered by kerbside collection 2006/07. The Government’s national target (Waste Strategy 2000) is for recycling rates of 33% by 2015.

3.20 Rotherham currently has no municipal waste management facilities with all landfill sites situated outside the Borough. The amount of waste going to landfill has fallen over the last year (2005/06) and now represents 77.5% of all household waste produced – our long-term aim is to reduce amount going to landfill to 67%. We have 4 waste recycling sites in the Borough and a further 54 local recycling sites.

*Waste Management issues*

• Raise public awareness of sustainable waste management practice


• Use best available techniques to manage our waste

• A sustainable approach can be achieved through joint working

• Need for a variety of new waste sites – more accessible recycling, composting facilities. Promote more farm composting schemes, create more recycling points in new developments

• Look at the potential pollution and visual impacts of incinerators. There may be spare capacity at the Sheffield incinerator. Investigate ways of creating energy from waste

• Move waste by rail and canal rather than by HGVs.

• Waste management could create more jobs for local people.
Transportation

3.21 Sheffield is a major source of employment opportunities for Rotherham’s workforce with 21.5% commuting into Sheffield for work. Rotherham has by far the highest rate of commuting flows in South Yorkshire due to its central location and proximity to Sheffield:

- 38.7% commute outside the Borough for work (increase from 34.5% in 1991) – 21.5% to Sheffield, 4.5% to Doncaster, 3% to Barnsley and 10% elsewhere.
- 30.5% commute into the Borough for work (increase from 25% in 1991) – 10.5% from Sheffield, 7% from Doncaster, 5% from Barnsley and 8% from elsewhere.

3.22 The number of cars in the Borough have increased by 30% from 80,475 in 1991 to 104,845 in 2001 and over 69% of people in employment in Rotherham travel to work by car (higher than the national average of 61.5%). Not only has the level of commuting risen but the distances travelled have increased – the number travelling over 20km to their place of work has increased from 6% to 8% in the last 10 years. Bus patronage in South Yorkshire reduced from 128M passengers in 2001/02 to 112M in 2005/6 and less than two-thirds of residents expressed satisfaction with the local bus service.

3.23 Actions taken on the transport infrastructure into and out of Rotherham (e.g. Supertram, improved rail links, links to Robin Hood Airport) will impact on the numbers of people who continue to commute and on the decisions that companies make in relation to the site they choose for investment. Some developments may create jobs but may not necessarily be of benefit to local people if the only outcome is inward commuting from other areas.

Transportation issues

- There is a need for a better strategy that integrates different forms of transport
- Concerns about motorway widening and the potential impact of new development within motorway corridors. Air quality is of particular concern within the motorway corridor. There should be stricter criteria to develop new road schemes. Investment in roads can assist economic development
- Better co-ordination and improvements to public transport is required. There is support for a tram system, Quality Bus Corridors and improved strategic rail links, local services and stations. There is a need for public transport provision in new developments
- Cross boundary issues – transport corridors, parking standards, and providing park and ride sites (some may be in green belt)
- Access to Robin Hood and other airports. A policy for general aviation is required
- Aim to reduce the amount of traffic, widen travel choice and improve accessibility standards. Consider road space re-allocation, pedestrian/cyclist priority and the creation of Home Zones.
- Concerns about reduced parking provision. New parking standards are required
• Freight transfer to rail and canal (e.g. bulk commodities like minerals and waste). Consider provision for truck stops

• Respondents questioned the feasibility of alternatives to the car particularly in rural areas. Alternatives to public transport within these areas are often the only choice.

• Transport Assessments and Travel Plans need to be provided by developers.

**Local Heritage**

3.24 Over half of the Borough is rural in nature and whilst there are no nationally recognised areas of landscape value there are many distinctive landscapes within the Borough important for their local landscape character. The Borough falls within the Southern Magnesian Limestone and Coalfield landscape character areas as defined by Natural England. Specific sites, within both rural and urban areas, have been designated for their biodiversity importance: 7 areas have been designated as Sites of Special Scientific Interest (SSSI), 6 as Local Nature Reserves and there are nearly 300 local wildlife sites. The latest assessment of our SSSI shows that almost 89% by area are in a favourable, (or unfavourable but recovering), condition and it is intended to increase this to at least 95% by 2010. The Borough has an approved Biodiversity Action Plan which coordinates activity to protect and enhance the Borough’s biodiversity.

3.25 Almost 3,000 hectares (over 10%) of the Borough is covered by woodland, the majority of the Borough being within the South Yorkshire Forest area and a significant proportion of land is covered by environment stewardship schemes.

3.26 We have three country parks situated in the Borough (Rother Valley, Ulley and Thrybergh) the latter having just received Rotherham’s first Green Flag award. There are facilities for a wide range of sports and activities, and the area is a haven for walkers – one of the biggest walking festivals in the country is staged here each year. There are also numerous historical attractions, including the spectacular ruins of the Cistercian Monastery at Roche Abbey. The Borough also has 23 Regionally Important Geological Sites (RIGS).

3.27 Rotherham has 25 Conservation Areas designated for their historical importance as well as numerous historic buildings across the Borough including 16 Grade I, 35 Grade II* and 465 Grade II listed buildings – currently 4 (8%) of the grade I/II* are considered ‘at risk’ according to English Heritage. Additionally we have 37 Scheduled Ancient Monuments.

3.28 The Council has undertaken a Greenspace Audit and plans to develop this into a Greenspace Strategy. The 2003/04 Best Value customer satisfaction survey showed an increase in the percentage of residents who were satisfied with parks and open spaces to 70% (up from 62% three years earlier).

**Local Heritage issues**

• Biodiversity is a key sustainability objective. Concern raised regarding the imbalance between economic development over biodiversity
• Effectiveness of natural environment policies in the current Unitary Development Plan and the standards of provision for greenspace and nature reserves

• Safeguard greenspace/wildlife corridors. Wildlife value of canals and the biodiversity value of brownfield sites need to be recognised

• A Landscape Character Assessment is required. Concern at the loss of landscape features, trees, hedgerows and ancient woodlands and the need to protect Historic Parks and Gardens

• Stricter controls for historic environment, neglected historic buildings and the design of new development in the historic environment. Traffic management is a key issue in the historic environment

• Countryside recreation and quality of life - maintenance of country parks and greenspaces, improvements to and creation of new rights of way network; safeguard canal routes

• Contribution of heritage to tourism/economic development but needs to be balanced against the careful management of sensitive sites

Efficient Use of Resources

3.29 The Council is committed to the prudent use of natural resources. 97% of the floorspace developed for employment in Rotherham during 2004/05 was on previously developed land. The last year saw an improvement on the percentage of housing built on previously developed land; up from 46.8% to 51%. The first two quarters from April 2006 show a further improvement to 74%, although it remains to be seen if this is the start of a longer term trend. This trend needs to be maintained as there remains a significant gap to the regional long-term target of achieving 68% (averaged over the entire RSS plan period). Regional guidance also suggests that future housing should be built at greater density, avoiding developments of less than 30 dwellings per hectare (in 2004/05 only 25% of new dwellings were at or above this density).

3.30 Local authority owned housing in Rotherham has achieved an average Standard Assessment Procedure (SAP – energy efficiency) rating of 60, up from 59 the previous year, and it is hoped to reach a score of 65 by 2010. Renewable energy capacity installed in the Borough remains limited with Rotherham Town Hall’s biomass boiler (pellet trial – 0.178 Mw) and Moorgate Crofts business centre ground source heat pumps (0.6Mw geo-thermal) contributing towards a target of 10.6 Mw by 2010. The Council is implementing an Environmental Management System (EMS) and several buildings have received EMAS accreditation.

Efficient Use of Resources issues

• More renewables should be promoted using solar, water and wind energy

• Energy efficiency, renewables, water recycling and sustainable construction should be included in new development
• Co-ordination of new development and infrastructure provision

• Support for brownfield (development on land that has been used before) and mixed use developments. Some concern over high density housing (the number of new dwellings on a given piece of land) and apartments

• Regional Aggregates Working Party suggest that there is no need for additional minerals areas of search. There is a need to balance production of aggregates against environmental objectives. Promote the use of secondary aggregates (e.g. steel slag and demolition waste) instead of quarrying new aggregates. Consider both the positive and negative effects of mineral workings on nature conservation. Concerns over the flood risk to mineral workings. Coal production could affect climate change by increasing CO2 emissions (gasses produced when burning fossil fuels)

• The need for integrated management of water catchments in line with EU Water Framework Directive

**Community Safety and Well Being**

3.31 Rotherham is a comparatively safe place to live - the number of domestic burglaries has been falling rapidly. In fact, burglary figures are lower than in any of the last 10 years, and the lowest in South Yorkshire. Robbery has also fallen and violent crime is less than half the national average. Much of this success is due to successful initiatives by South Yorkshire Police’s Burglary Reduction Unit and the Safer Rotherham Partnership – a multi-agency group which aims to reduce crime and the fear of crime.

3.32 Due to its past reliance on the coal and steel industries Rotherham has historically suffered from relatively poor levels of health and below average life expectancy, particularly for men. However, recent improvements have seen overall health in Rotherham improving and life expectancy rising close to the national average. The Primary Care Trust (PCT) and District General Hospital are amongst the highest performing trusts in being both three star rated.

3.33 Despite this there remain pockets of deprivation within the Borough with some areas experiencing high levels of unemployment, with large numbers of working age people depending on sickness related benefits. These areas, which are being targeted through Rotherham’s Neighbourhood Renewal Strategy, also suffer from a low average household income and poor health.

3.34 Automatic air quality monitoring has been in place since 1995 in Rotherham Centre, and the network has gradually expanded since this time to eight monitoring stations situated at identified ‘hot-spots’ at Brampton in the north of the Borough, around the town centre area and along the M1 corridor. Two Air Quality Management Areas (AQMA) have been designated for Brampton and the M1 corridor (including the settlements of Catcliffe, Brinsworth, Blackburn and Wales). The air quality data is used to inform the Review and Assessment of air quality of the Borough which has been undertaken. Monitoring in the Rotherham stations largely concentrates on nitrogen dioxide, fine particles (PM10) and sulphur dioxide which are the main pollutants in the area.
3.35 The water quality in Rotherham’s rivers has improved greatly in recent years, due to environmental improvement in water systems and industry, and the change in industrial patterns in the area resulting in less pollution entering the river systems. In 1990 44% of Rotherham’s river water was classified as fair or good, compared to 83.5% in England as a whole, in 2002 Rotherham’s figure was 92.6%, compared to 93.8% in England. The major water courses within Rotherham are the River Rother and River Don and there are 1,020 properties and 587 commercial properties classified as ‘at risk’ from flooding according to the Environment Agency. During the last two years there have been no planning permissions granted in Rotherham which were contrary to advice of the Environment Agency on flood defence or water quality grounds. A Strategic Flood Risk Assessment of the Borough has been undertaken on behalf of the Council. This study will inform future land use allocation work in order to minimise the danger to people and property from future flooding events.

**Community Safety and Well Being issues**

- Control of pollution risk; consider the implications of Air Quality Management Areas; re-use of contaminated land; safeguarding water/groundwater quality. The EU Noise Mapping Directive should be taken into account
- Hazardous installations need to be considered
- Amenity impacts of sewage works
- Flood risk and sustainable drainage systems
- Combating the risk of skin cancer
- Designing for community safety - crime and personal safety considerations

**Sustainability Appraisal (RMBC in-house)**

The Sustainability Appraisal General Scoping Report also identified 19 'Key Sustainability Issues': investment; employment; unemployment and economic activity; commuting and travel; deprivation; ill health; education; skills; housing; image of Rotherham; community cohesion and equality; town centres; built environment and historic heritage; sustainable land use; waste and recycling; climate change and flood risk; landscape; biodiversity; and waterways. Further details are given in the Scoping Report available on our website.
4. Our vision for the future

This section outlines our vision for Rotherham's future role in South Yorkshire and the wider region.

4.1 Various visions have been discussed for Rotherham and its future role in South Yorkshire and the Region. These can be drawn from the Draft Regional Spatial Strategy (The Yorkshire and Humber Plan Dec 2005), the Sub-Regional Spatial Strategy Vision 2004, the Sheffield City Region Development Programme 2006, the Rotherham Strategic Development Framework 2005, and the Rotherham Community Strategy 2005-10 as follows:

Draft Regional Spatial Strategy

4.2 The Yorkshire and Humber Plan (Draft RSS) is expected to be issued by Government in 2007. Our Core Strategy must be in ‘general conformity’ with RSS. In its current form the RSS vision is that:

"The Regional Spatial Strategy will achieve a more sustainable pattern and form of development, investment and activity in the Yorkshire and Humber Region – putting a greater emphasis on matching needs across the Region with opportunities and managing the environment as a key resource.”

South Yorkshire Vision

4.3 In 2004 the Council Leaders of each South Yorkshire local authority agreed a Sub-Regional Spatial Strategy Vision as a basis for the future spatial development of South Yorkshire. The Vision as it relates to Rotherham is given below:

"Rotherham’s economy will benefit from the planned growth in both Sheffield and Doncaster, but Rotherham will maintain and enhance its distinct identity through the creative regeneration of its centre and the economic activity generated at Waverley, which will be the flagship site for Advanced Manufacturing in the sub-region. Quality modern transport connections will enable residents of Rotherham and Sheffield to travel more easily in both directions to benefit from the distinct advantages offered by each. Rotherham’s atmosphere will contrast sharply with the more intensely urban Sheffield offer. Its accessibility and amenities will make Rotherham an ideal central location for living, working and leisure.”

Sheffield City Region Vision

4.4 Sheffield City Region occupies a pivotal position located at the cross-point of the North-South and East-West axes. For many decades Sheffield City Region was a major economic force in the north of England, based on two of the country’s most important industries – coal and steel. The key stakeholders believe that the city region can again play a pre-eminent role in the national economy, in particular as part of a Leeds-Manchester-Sheffield economic core. This new economic geography is a key goal of the City Region Development Programme.
4.5 The Vision of the Development Programme is that by 2025, Sheffield City Region will be:

“A pivotal international business location, one part of a dynamic connected Leeds-Manchester-Sheffield economy, recognised as one of the most successful city regions in Europe, sustained through the strengths of its urban and rural economies.”

4.6 The City Region Development Programme considers the need to identify medium and long term investments which will accelerate economic growth as well as addressing the long-term factors that have inhibited growth in recent years. There are four key objectives for the city region:

- Developing the Leeds-Manchester-Sheffield economic core as the engine of the northern economy.
- Accelerating sustainable growth through a number of key economic drivers.
- Re-establishing the main cities and towns as retail, commercial and business centres.
- Addressing factors which support higher growth rates – enterprise, skills, participation and inclusion, connectivity and quality of place.

Rotherham Strategic Development Framework

4.7 The Strategic Development Framework was prepared under Yorkshire Forward's Renaissance Towns programme. It sets out a comprehensive 25 year vision for Rotherham and provides a framework for future development and key projects that will lead to transformational change to Rotherham's urban centre. The framework has ten aspirational goals:

1. The River and Canal corridor to form a key part of the town's future with development of extraordinary quality and public spaces and walkways.
2. Populate the centre through town centre living based on greater choice and accessibility to quality housing.
3. Place Rotherham within a sustainable landscape setting of parks and greenspaces linked to surrounding countryside.
4. Place Rotherham at the centre of a public transport network connecting to satellite towns and the rest of the sub-region and Robin Hood Doncaster-Sheffield Airport.
5. Remove and downgrade parts of the major road infrastructure encircling the town centre to reduce severance.
6. Make Forge Island a new piece of townscape surrounded by water and connected to the rest of town by new bridges.
7 Establish a new civic focus for the town promoting accessible governance, culture and the arts.

8 Encourage the best in architecture, urban design and public spaces - no longer accepting the mediocre and banal.

9 Improve community access to health and education and promote well-being with improved opportunities for the young and disadvantaged.

10 Make the town centre, with a new riverside and public spaces, a vibrant place, with shops, offices, workshops and cultural facilities at the centre of a broad based and dynamic local economy.

Rotherham Community Strategy

4.8 The purpose of the Community Strategy is to:

1 Deliver the vision for Rotherham through the action plans and programmes of partner organisations and networks that make up the Rotherham Partnership.

2 Improve quality of life for citizens and businesses in Rotherham, and create opportunities for all citizens to benefit from the vision.

3 Demonstrate Rotherham’s response to delivering against national and regional policy designed to create sustainable communities.

4.9 The broad aims of the Community Strategy are to:

A Deliver the vision for Rotherham by providing a widely-owned strategic framework focusing action on five strategic and two cross-cutting themes.

B Bring coherence to plans relating to specific needs and challenges, and establish effective links between these plans and the wide range of activity across partner organisations and networks at different strategic levels.

C Harness the resources from public, private, voluntary and community sector organisations to deliver the vision and secure more efficient, effective services which provide better value for money for Rotherham’s citizens.

D Support local people in expressing their aspirations and ideas for improving their lives, and working with communities – citizens and businesses – to translate these aspirations and ideas into practical action.

4.10 The 5 strategic and 2 cross-cutting themes that will be the focus of action under Aim A above are:

Rotherham Achieving

Rotherham will be a prosperous place, with a vibrant, mixed and diverse economy, and flourishing businesses. Inequalities between parts of the borough and social groups will
be minimised. There will be an excellent town centre known for the high quality design of its public spaces and buildings, specialist and quality shops, markets, and cultural life for all age groups. Rotherham will be accessible from other areas and will have a wide choice of integrated transport options available. Villages and rural areas will be revitalised and provide high quality of life among Rotherham's beautiful countryside.

**Rotherham Learning**

Rotherham people will be recognised as being informed, skilled and creative, innovative and constructively challenging. They will be self-confident and have a sense of purpose. They will aspire to develop and achieve their full potential in their chosen careers, work, leisure and contributions to local life. Learning and development opportunities will be available and accessible to all. Through this enabling, learning environment, involvement and entrepreneurship will be encouraged.

**Rotherham Alive**

Rotherham will be a place where people feel good, are healthy and active, and enjoy life to the full. Health services will be accessible and of a high quality for those who require them. Rotherham will celebrate its history and heritage – building on the past, and creating and welcoming the new. People will be able to express themselves and have opportunities to be involved in a wide range of high quality cultural, social and sporting activities. The media, arts, literature and sport will flourish. As a society, we will invest in the next generation by focusing on children and young people.

**Rotherham Safe**

Rotherham will be a place where neighbourhoods are safe, clean, green and well maintained, with well-designed, good quality homes and accessible local facilities and services for all. There will be attractive buildings and public spaces. Communities will be peaceful but thriving, relatively free from crime and the fear of crime, drugs and anti-social behaviour. Environments, people and businesses will be protected and nurtured. Children will be safe from harm and neglect. A preventative approach will be taken to minimise crime, accidents and hazards; and to further strengthen resilience and thus safeguard all Rotherham citizens.

**Rotherham Proud**

Rotherham people, businesses and pride in the borough are at the heart of our vision. Rotherham will have a positive external image and its people will be renowned for their welcome, friendliness and commitment to the values of social justice. Active citizenship and democracy will underpin how Rotherham works. Achievements and diversity will be celebrated. Rotherham will be a caring place, where the most vulnerable are supported. It will be made up of strong, sustainable and cohesive communities, both of place and interest and there will be many opportunities for people to be involved in civic life and local decision making. The means to do this will be clear, well known and accessible.

**Fairness (cross-cutting theme)**
All individuals in Rotherham will have equality of opportunity and choice. Rotherham will provide open and accessible services. We will treat each other with fairness and respect, and our diverse needs and strengths will be understood and valued. Rotherham will actively challenge all forms of prejudice and discrimination and ensure that all the priorities encompass an equalities approach.

*Sustainable Development (cross-cutting theme)*

Rotherham will be a place where the conditions are right to sustain economic growth, the well-being of its citizen’s is prioritised and there is a high quality living environment sustained through minimising harm from development. Rotherham will be recognised locally, nationally and internationally for the positive impact of all organisations being excellent in sustainable development best practice.

**Rotherham Core Strategy Vision**

4.11 All the above collectively contribute to a future vision for Rotherham and provide the basis for the consideration of the preferred spatial delivery option(s) and the broad direction of high level policies in the LDF Core Strategy with the ultimate aim of achieving sustainable development and creating sustainable communities. With this in mind our selected vision is that:

"Rotherham will provide a high quality of life and sense of place. It will be prosperous, with a vibrant, diverse, innovative and enterprising economy and have the best in architecture, urban design and public spaces. Regeneration of the Town Centre will offer urban living and a new civic focus. Rotherham will promote biodiversity and a high quality environment where neighbourhoods are safe, clean, green and well maintained, with good quality homes and accessible local facilities and services. It will aspire to minimise inequalities and create strong, cohesive and sustainable communities."

"
5. Alternative options

This section gives details of the evolution of our alternative options guided by sustainability appraisal.

Core Strategy objectives

5.1 Sustainable development is the fundamental principle underpinning planning and we therefore devised 30 objectives for the Core Strategy based upon sustainable development principles (see Appendix 1). These objectives are aligned with the themes of Rotherham's Community Strategy and grouped under the four aims taken from the previous and current UK Government's Sustainable Development Strategy, namely:

- Protecting and enhancing the natural and built environment
- Building a prosperous, diverse and enduring economy
- The prudent management of natural resources and minimising climate change (using science wisely)
- Creating cohesive and inclusive communities (and promoting effective governance)

5.2 These objectives were derived from a variety of sources including planning policy guidance and statements issued by Central Government, the draft Regional Spatial Strategy, Rotherham's Community Strategy and other partners' strategies, plans, policies and programmes reviewed for the Sustainability Appraisal General Scoping Report.

5.3 The Core Strategy objectives were tested against the 22 Sustainability Appraisal objectives set out in Appendix 2. We undertook the objectives appraisal which was then independently verified by Arup Consultants. The appraisal results were broadly favourable as illustrated and explained in Appendix 3.

Alternative scenarios

5.4 We decided to use three scenarios, similar to those used in earlier work on the Yorkshire and Humber Plan (RSS), to encourage discussion about options for developing Rotherham's Core Strategy. A fourth baseline scenario broadly illustrating the spatial effects of the current Unitary Development Plan position was also included for comparison. The scenarios are outlined below:

Baseline: Current UDP position.

Option A: Responding to Market Forces (assumed the minimum public sector intervention required to harness the best development while constraining any excesses of the market in the wider public interest).

Option B: Matching Needs with Opportunities (balanced economic, social and environmental aims through public and private partnerships mindful of local needs and opportunities).
**Option C:** Managing the Environment as a Key Resource (sought to deliver sustainable development with greater emphasis on safeguarding the natural environment, natural resources, addressing climate change and contributing to global well-being).

5.5 Options were developed by considering the likely spatial and policy directions of each of the core strategy objectives under the three scenarios. The range of options was considered to be broadly achievable within the context of the current planning policy regime.

5.6 Background papers entitled ‘Core Strategy 1: Proposed Spatial Options’ and ‘Core Strategy 2: Draft Objectives, Feedback and Initial Sustainability Appraisal’ explaining the option preparation process are available on our website at:

www.rotherham.gov.uk/forwardplanning

5.7 The Baseline and three Options are broadly illustrated below on spatial diagrams with supporting notes of their main spatial and policy characteristics and Sustainability Appraisal commentary.

5.8 It is emphasised that none of the options were Council Policy and were merely put forward as devices to assist discussion and debate about how the Core Strategy could be developed.
Baseline position: Unitary Development Plan

5.9 The characteristics of this option are set out below along with a Sustainability Appraisal commentary.

Role of Settlements – new housing and industrial development has been spread throughout the Borough but often on the edge of settlements. Some shops have been developed away from the main town centres for example at Bramley, Cortonwood, Catcliffe and Retail World. Major improvements have happened in the town centres of Rotherham, Wath, Dinnington, Thurcroft, and Maltby.

Housing – major housing built at Bramley, Swallownest, Maltby, Dinnington and at the Cortonwood and Treeton former colliery sites. These have been mainly larger family houses with ample car parking. A lot of greenfield sites (those sites that have not been used before) have been built on.

New industrial development – has been spread around the Borough at Manvers (including the former Cortonwood Colliery site), Dinnington and Templeborough. Nearly all industrial development is on reclaimed ‘brownfield’ land (that has been used before). Waste disposal relies on landfill sites. Sites at Waverley and Aldwarke also identified.

Shopping – some of the big name shops have moved away from Rotherham to Retail World and Meadowhall. Rotherham town centre has suffered because of this but new shops have been built at the Rotherham Interchange and Effingham Street.

Travel and Transport – there has been a growth in car use and rail continues to be popular, however despite improvements to buses (including quality bus corridors) less people are using them. Some new road schemes have been developed namely, the A57 Aston to Sheffield, the Dinnington bypass and the Manvers Spine Road. The UDP does not promote traffic and parking controls to any great extent.

Environment – Protection of the Green Belt, landscape, and wildlife habitats.

Sustainability Appraisal (RMBC in-house)

Appraisal of the Unitary Development Plan baseline confirmed opinion that UDP policy has largely been over-taken by more recent changes in Policy affecting sustainability scores. The appraisal revealed mixed long-term performance with deterioration in policy areas such as ‘transport’, ‘biodiversity’ and ‘natural resource consumption/renewable energy’. Overall long term scores returned an overall ‘neutral’ performance. Certain aspects of the UDP baseline could be developed to beneficial sustainability effects, either in isolation or in combination with aspects of other Options, particularly in the longer term.
Map 2: UDP baseline position

This map is intended to illustrate the main spatial effects of UDP policy and proposals. It is not intended to show every UDP allocation.
Option A: Responding to Market Forces

5.10 The characteristics of this option are set out below along with a Sustainability Appraisal commentary.

Role of settlements – major new development likely at Manvers, Retail World, Waverley and Dinnington.

Housing – spread throughout the Borough. Possible use of Green Belt sites for new housing. Largely build on greenfield sites (those sites that have not been used before). Small number of affordable houses provided.

Public funding needed to encourage private sector to get involved in areas such as town centres and the housing market renewal areas – where people haven't traditionally lived or where house prices are falling. New housing at Waverley is highly likely.

New industrial development – develop out-of-town centre sites, near to motorway junctions and close to major transport routes that are attractive to industry. New high technology industries may be encouraged through public funding. Some employment land may be used for housing. Quarries likely to be extended.

Shopping and Leisure – Retail World, Meadowhall and other retail parks with plenty of parking continue to be attractive to the big name stores. Major leisure activities will not necessarily be in town centres.

Travel and Transport – goods will continue to be carried by heavy goods vehicles. Support for the most profitable bus services. Rising congestion may lead to motorway widening and tolls, longer journey times are likely. Rely on the car to get to work and to be used for most other purposes.

Environment – some Green Belt sites may be built on in the most desirable areas. Protection of the environment is not a priority. There is little commercial value in protecting wildlife for its own sake. Renewable energy schemes funded by grants.

Sustainability Appraisal (RMBC in-house)

This option performed significantly worse than the others revealing significant long term negative sustainability effects. Furthermore effects worsened with time. Certain aspects of this Option (primarily those with an economic focus such as the ‘promotion of creativity, innovation and sound science’) performed better which indicated that certain aspects of this Option had potential to contribute to a hybrid Preferred Option.
Map 3: Responding to market forces

Responding to market forces: main spatial effects

None of these possibilities are Council policy. They are intended to facilitate discussion about alternative options.

- Town Centre Renaissance
- New Mixed Use Communities
- Economic Development
- Housing
- Retail
- Leisure
- Major Housing Developments
- Economic Development Sites
- Leisure Developments
- Greenfield Housing Sites

Motorway Widening / Air Quality Issues

Supertram Extension

Main Public Transport Routes

Main Passenger Rail Service

Green Belt Exclusions

Quarry Extension

Waste Processing Site
Option B: Matching Needs with Opportunities

5.11 The characteristics of this option are set out below along with a Sustainability Appraisal commentary.

Role of Settlements – the South Yorkshire Settlement Study identifies the most sustainable communities – those that are viable (supporting a range of activities: schools, shops and public services) and accessible (close to major transport interchanges) but it is unlikely that all settlements will grow. The priority is to develop in the main urban areas.

Housing – new housing in main centres, such as Rotherham urban area, where vacant or under used sites could be built on. Also some new housing is expected in Dinnington, Maltby and Wath. Development of a new community at Waverley but the number of new houses built will be carefully managed over a number of years. Deliver housing market renewal schemes in the most suitable areas.

New industrial development – industry, shops and offices will be in the most sustainable communities. New high technology industries will be targeted, such as at the Advanced Manufacturing Park at Waverley. Waste recycling rather than landfill sites will be encouraged. Limited extensions to quarries may be considered.

Shopping and leisure – Rotherham town centre and other key town centres such as Wath, Swinton, Maltby and Dinnington will include shopping and leisure activities. Leisure facilities will be supported in the most sustainable communities. Local shops to meet daily needs will also be encouraged.

Travel and Transport – provide park and ride sites on the edge of centres and other suitable places, along with traffic management schemes in central areas. Funding for public transport and the development of other rapid public transport solutions such as guided buses.

Environment – some Green Belt sites may be built on but only to support sustainable communities. Protection of valuable wildlife sites and habitats. Land that has been used before will be a priority but the most important aim is to support sustainable communities. Renewable energy schemes will be supported to meet local need.

Sustainability Appraisal (RMBC in-house)

Appraisal of this Option did not reveal any significant negative effects. Overall the Option performed well with some improvement in the longer term once the policy regime had time to work. For example, the Option’s focus on providing for the needs of modern industry and business is more likely, when compared to the other Options, to be supportive of education and skills enhancement and of creativity, innovation and the effective use of sound science, particularly with the passage of time.
Map 4: Matching needs with opportunities

None of these possibilities are Council policy. They are intended to facilitate discussion about alternative options.
Option C: Managing the Environment as a Key Resource

5.12 The characteristics of this option are set out below along with a Sustainability Appraisal commentary.

Role of Settlements – focus new development in all urban centres and most local communities. No clear focus on specific communities as proposed in Option B.

Housing – new houses will be built to high density (the number of houses on a given piece of land) within the main urban centres and near to good public transport facilities. New communities (such as Waverley), sites in the Green Belt or greenfield sites will not be developed. Housing renewal schemes will be considered in all areas.

New industrial development – this option will provide local jobs for people and reduce the need to travel to work. All brownfield sites to be used. New industries reusing waste and recycling rubbish will be promoted. Quarries will not be extended.

Shopping and leisure – will be supported in all town and local centres close to transport interchanges. No more retail parks or their expansion.

Travel and Transport – major investment in public transport and managing traffic to reduce car use. Possibly introduce road tolls and provide fewer parking spaces to encourage less car use and more travel by public transport. Encourage use of the car for a number of different tasks in one journey.

Environment – no development on Green Belt or greenfield sites, look at expanding the Green Belt. Protection of Green Belt, the countryside and wildlife for its own sake. Try to reduce pollution by having less development. Have more renewable energy schemes.

Sustainability Appraisal (RMBC in-house)

This Option performed well when appraised with the majority of effects being positive and with a significantly noticeable trend towards further improvement in the longer term. Benefits ranged from the increased protection and enhancement given to biodiversity resources through to, for example, the maintenance of local health and social service infrastructure. However, care should be taken to avoid certain aspects of this Option as, unlike Option B, appraisal revealed some noticeable significant adverse effects in the longer term. For example, the Option’s primary focus on encouraging local indigenous economic growth, rather than larger scale inward investment, is unlikely to be capable of supporting the longer term economic growth needed to sustain the step change required in Rotherham’s economy.
Map 5: Managing the environment as a key resource

Managing the environment as a key resource: main spatial effects

None of these possibilities are Council policy. They are intended to facilitate discussion about alternative options.

Legend:
- Major Urban Centre Renaissance
- District / Local Service Centre
- Economic Development Sites
- CRI - Canal Related Industries
- IEI - Innovative and Environmental Industries
- Housing Market Renewal Area
- Optimise Existing Motorway Capacity
- Rapid Transit Public Transport
- Main Public Transport Routes
- Main Passenger Rail Service / Improved Stations
- Canal Corridors
- River Corridors
- AHLV / Positive Land Management Areas
- Country Parks
- Sites of Special Scientific Interest
- Local Nature Reserves
- Potential Green / Leisure Uses
- Renewable Energy Schemes
- Waste Processing Site

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**Sustainability Appraisal (RMBC in-house)**

Selection of the Preferred Option has been guided by Sustainability Appraisal which has appraised the relative sustainability of each of the three Options and Unitary Development Plan baseline in the short, medium and long terms. The results of this appraisal are summarised in Figure 5 below.

The table reveals that Option A performed significantly worse than the other Options and that effects of this Option worsened with time. Both Option B and Option C performed well but it is noticeable that Option C further improved with time. Sustainability Appraisal indicated that a hybrid Preferred Option should be developed focusing more on aspects of Option B and C. However, not all aspects of Option A should be dismissed as some (primarily those with an economic focus) have merit in the medium to long term. Without the involvement of the private sector in developing and supporting the local economy many new build proposals cannot be delivered. New job creation proposals are instigated by the private sector. It is essential that the needs of the development industry are accommodated without detriment to the environment and global warming. Conversely, it is noted that some aspects of Option C performed significantly worse in the longer term primarily due to the Option's concentration upon encouraging 'small scale' new business development and the focus on growth of indigenous industries which, at the expense of inward investment, is unlikely, in the longer term, to be capable of achieving the step change required in Rotherham's economy. The Sustainability Appraisal also confirmed that while the Unitary Development Plan baseline may continue to fair relatively well in the short term to medium term, but longer term reliance on its approach in certain policy areas such as transport, education and skills, natural resource consumption and renewable energy would lead to significant adverse effects.

A fuller interpretation of these appraisal results, and the earlier stage of appraisal which evaluated the Core Strategy Objectives, is given in the accompanying Sustainability Appraisal Report available on our website. The full appraisal sheets used to derive the scores, which also included analysis of spatial effects of, and mitigation opportunities for each Option, are given in a background paper also on our website.
### Figure 5: Sustainability Appraisal of Core Strategy Options

<table>
<thead>
<tr>
<th>Sustainability Appraisal Objectives (see Appendix 2 for full text)</th>
<th>Baseline: Unitary Development Plan</th>
<th>Option A: Responding to Market Forces</th>
<th>Option B: Matching Needs with Opportunities</th>
<th>Option C: Managing the Environment as a Key Resource</th>
<th>Assessment of Effect</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>ST</td>
<td>MT</td>
<td>LT</td>
<td>ST</td>
<td>MT</td>
</tr>
<tr>
<td>1. Employment opportunities</td>
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<td>1</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>2. Economic growth</td>
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<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
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<tr>
<td>3. Transport</td>
<td>0</td>
<td>-1</td>
<td>-2</td>
<td>-1</td>
<td>-2</td>
</tr>
<tr>
<td>4. Education and skills</td>
<td>?</td>
<td>?</td>
<td>?</td>
<td>1</td>
<td>?</td>
</tr>
<tr>
<td>5. Creativity, innovation, sound science</td>
<td>1</td>
<td>?</td>
<td>?</td>
<td>?</td>
<td>1</td>
</tr>
<tr>
<td>6. Awareness / encouragement of sustainability</td>
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<td>-1</td>
<td>-1</td>
<td>-1</td>
<td>?</td>
</tr>
<tr>
<td>7. Health</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>-1</td>
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<tr>
<td>8. Culture and recreation</td>
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<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>9. Town/ district centre function and vibrancy</td>
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<td>-1</td>
<td>-1</td>
<td>0</td>
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<td>10. Safety and crime</td>
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<td>0</td>
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<tr>
<td>11. Biodiversity and geodiversity</td>
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<td>-1</td>
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<tr>
<td>12. Natural resource consumption / renewable energy</td>
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<td>-1</td>
<td>-2</td>
<td>1</td>
<td>-1</td>
</tr>
<tr>
<td>13. Pollution</td>
<td>0</td>
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<td>?</td>
<td>-1</td>
<td>-2</td>
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<td>14. Flooding and climate change</td>
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<td>0</td>
<td>-1</td>
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<td>15. Waste</td>
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<td>0</td>
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<td>0</td>
<td>-1</td>
</tr>
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<td>16. Settlement / neighbourhood built quality</td>
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<td>1</td>
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<td>17. Integrated / efficient land use</td>
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<td>1</td>
<td>0</td>
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<td>18. Affordable housing</td>
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<td>0</td>
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<td>19. Landscape quality / historic assets</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>-1</td>
</tr>
<tr>
<td>20. Community cohesion / involvement / pride</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>21. Rotherham external image and perceptions</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>?</td>
<td>?</td>
</tr>
<tr>
<td>22. Equality</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>-1</td>
</tr>
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</table>

**Quantitative Assessment (Sum of all impacts added together)**

| | 9 | 3 | 0 | -1 | -13 | -24 | 6 | 20 | 26 | 8 | 23 | 22 |

**Frequency of Rating (Count of occurrence)**

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<thead>
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<th></th>
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<th>3</th>
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<th>0</th>
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<tbody>
<tr>
<td>-2 (Major Negative)</td>
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<td>0</td>
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<td>0</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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</tr>
<tr>
<td>-1 (Minor Negative)</td>
<td>1</td>
<td>6</td>
<td>3</td>
<td>5</td>
<td>10</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>0 (Neutral)</td>
<td>11</td>
<td>6</td>
<td>6</td>
<td>11</td>
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<td>12</td>
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<td>1</td>
</tr>
<tr>
<td>1 (Minor Positive)</td>
<td>8</td>
<td>9</td>
<td>7</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>4</td>
<td>16</td>
<td>12</td>
<td>6</td>
<td>11</td>
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<td>2</td>
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<td>6</td>
<td>10</td>
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<tr>
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<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
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<td>2</td>
<td>4</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>2</td>
</tr>
</tbody>
</table>

**ST** = Short Term (0-4 years)  **MT** = Medium Term (5-9 years)  **LT** = Long Term (10+ years)
6. Developing a Preferred Option

This section sets out the outcome of consultation and the selection of a hybrid Preferred Option.

Consultation

Front loaders workshops

6.1 In November 2005 we sent the draft Core Strategy objectives to the front loaders inviting comment.

6.2 In February 2006 we held a workshop with this group to discuss the emerging options and their sustainability appraisal. We then held 14 workshops in May and June to attract input from local communities and our partners in Rotherham. These workshops were based around a questionnaire along with an accompanying leaflet that outlined the main ideas and illustrated the spatial options.

Choices questionnaire

6.3 The questionnaire represented the culmination of the Regulation 25 Issues and Options stage in Core Strategy preparation inviting consultees to make a series of choices to assist selection of a Preferred Option. The questionnaire was divided into four sections – Environment, Economy, Natural Resources and Social. Under the particular issue(s) associated with each of the 30 Core Strategy objectives the questionnaire set out a choice of planning policy or spatial directions for each of the 3 Option scenarios. Respondents also had the opportunity to put forward their own alternative options. The few respondents favouring none of the set choices generally put forward additional points of detail or emphasis concerning the 3 options rather than promoting completely new strategic options. These points of detail and emphasis are recorded as key messages and other feedback under the relevant issues in the Regulation 25 ‘Have Your Say’ Consultation Statement (July 2006) available on our website.

6.4 Overall 6% of respondents supported choices under Option A (Responding to market forces). Although this represents limited support for this option, the importance of suitably harnessed market forces in the delivery of the Core Strategy is emphasised and acknowledged. Figure 6 below shows support for the other options were closely matched with 30% of respondents supporting choices under Option B (Matching needs with opportunities) and 37% supporting Option C (Managing the environment as a key resource).
Figure 6: Summary of Options consultation response

Overall Summary of Responses

- Not provided: 22%
- Options B and C: 67%
- Option B: 30%
- Option C: 37%
- Option A: 6%
- None of these: 5%
- Not provided: 22%

6.5 Figure 7 below illustrates that choices were not made exclusively from any single option. Respondents’ choices were generally made from Options B and C depending on the issue concerned.

Figure 7: Summary of Preferred Option by Core Strategy objective

6.6 The pattern of these choices gives rise to a ‘hybrid’ Preferred Option. Figures 8 to 11 below are a convenient means of summarising the process of arriving at this Preferred Option:

The ‘Issue’ column - sets out the issues associated with the 30 Core Strategy objectives (set out in full in Appendix 1) and their respective linkage to the various Community Strategy themes (see Section 4).
The 'Respondents Preferred Option' column - sets out the respondents' preferred choice of option between Option A, B and C under each issue/objective.

The 'Implications of Preferred Option' column - sets out the likely policy stance and, where evident, the spatial implications of the selected option.

The 'Strategic Policy Directions' column - sets out the resultant supporting strategic policy direction(s) (see Section 7).

6.7 As mentioned above it is not appropriate to justify exclusively the selection or rejection of the 3 Options but a general commentary explaining how preferences within the four issues/objective groupings relate to sustainability and national planning policy considerations follows each Table.
Figure 8: Options consultation results - Environment

<table>
<thead>
<tr>
<th>Core Strategy Regulation 25 Consultation Response</th>
<th>Implications of preferred option</th>
<th>Strategic Policy Directions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Respondents preferred option</td>
<td>Spatial/policy implications of the majority preferred option</td>
<td>1. Sustainable Communities</td>
</tr>
<tr>
<td>Issue</td>
<td>(If significant percentage chose other than majority option then a 'hybrid' option also considered)</td>
<td>2. Housing</td>
</tr>
<tr>
<td>(Community Strategy theme in brackets)</td>
<td></td>
<td>3. Industry &amp; Commerce</td>
</tr>
<tr>
<td>See Appendix 1 for full text of objectives</td>
<td></td>
<td>4. Retail &amp; Leisure</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5. Waste Management</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6. Transportation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>7. Local Heritage</td>
</tr>
<tr>
<td></td>
<td></td>
<td>8. Efficient Use of Resource</td>
</tr>
<tr>
<td></td>
<td></td>
<td>9. Community Safety &amp; Well Being</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Issue</th>
<th>Option A</th>
<th>Option B</th>
<th>Option C</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Environment</td>
<td>6.8</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

It is not surprising that the majority (34%) of respondents favoured Option C (Managing the environment as a key resource) in the furtherance of environmental issues and objectives. Primary environmental matters like biodiversity, landscape, historic environment and control of pollution were considered to be promoted best under Option C and this concurred with the findings of sustainability appraisal (see Table 5.1 above). This also generally aligned with national and regional policy although the Local Heritage and Community Safety and Well Being Policy Directions recognise the need for the eventual updating and detailed expansion of such policies in a future Policies DPD.

A significant proportion (31%) of respondents also chose Option B (Matching needs with opportunities) in support of urban renaissance, green belt and promoting countryside/heritage assets issues and objectives. In these matters there was seen to be flexibility in the application of policy in pursuing urban renaissance across the Borough’s main urban centres and support for some minor adjustments to the green belt in the...
interests of achieving more sustainable settlements. The wider educational and tourism value of promoting countryside and heritage whilst safeguarding the most environmentally sensitive assets was also recognised. This approach does not conflict with existing policy guidance or the findings of sustainability appraisal.

6.10 Overall there was only very limited support (7%) for Option A (Responding to market forces) which in general terms is unlikely to be perceived as supportive of environmental objectives, particularly concerning biodiversity, landscape and heritage. The only notable incidences of support for this option related to selective urban renaissance initiatives throughout the Borough, avoiding undue constraints on development except where the historic environment is most sensitive and development of some green belt sites. These views would best serve commercial interests but are likely to conflict with policy guidance and create adverse impacts under sustainability appraisal.

6.11 The selection of Option B and C in support of environmental objectives is mainly taken forward into developing the strategic policy direction for Local Heritage but with some influence on the content of policy directions for Sustainable Communities and Community Safety and Well Being.
### Figure 9: Options consultation results - Economic

<table>
<thead>
<tr>
<th>Core Strategy Regulation 25 Consultation Response</th>
<th>ImPLICATIONS OF PREFERRED OPTION</th>
<th>Strategic Policy Directions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Options consultation results - Economic</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Issue (Community Strategy theme in brackets)</td>
<td>Respondents preferred option</td>
<td></td>
</tr>
<tr>
<td>Section 2 - ECONOMIC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1: Population and migration (Rotherham Proud &amp; Alive)</td>
<td>20 14.3%</td>
<td>91 65.0%</td>
</tr>
<tr>
<td>2.2: Modern Economy (Rotherham Achieving)</td>
<td>21 15.1%</td>
<td>45 32.4%</td>
</tr>
<tr>
<td>2.3: Employment land (Rotherham Learning &amp; Achieving)</td>
<td>13 9.2%</td>
<td>52 36.9%</td>
</tr>
<tr>
<td>2.4: Local Businesses (Rotherham Achieving &amp; Safe)</td>
<td>14 9.4%</td>
<td>73 49.0%</td>
</tr>
<tr>
<td>2.5: Transport and access to jobs (Rotherham Achieving)</td>
<td>27 18.6%</td>
<td>66 45.5%</td>
</tr>
<tr>
<td>2.6: Town and Local Centres (Rotherham Achieving &amp; Safe)</td>
<td>16 10.8%</td>
<td>85 57.4%</td>
</tr>
<tr>
<td>2.7: Land for new housing (Rotherham Safe)</td>
<td>9 6.4%</td>
<td>53 37.9%</td>
</tr>
<tr>
<td>2.8: Tourism (Rotherham Proud &amp; Alive)</td>
<td>33 23.4%</td>
<td>38 27.0%</td>
</tr>
<tr>
<td>2.9: Rural Economy (Rotherham Achieving &amp; Safe)</td>
<td>9 6.9%</td>
<td>39 29.8%</td>
</tr>
<tr>
<td>2.10: Utility infrastructure (Rotherham Safe)</td>
<td>18 13.0%</td>
<td>60 43.5%</td>
</tr>
<tr>
<td>2.11: Mining and Quarrying (Rotherham Achieving &amp; Safe)</td>
<td>8 5.9%</td>
<td>65 47.8%</td>
</tr>
<tr>
<td>2.12: Waste Management (Rotherham Achieving &amp; Safe)</td>
<td>13 9.6%</td>
<td>42 31.1%</td>
</tr>
</tbody>
</table>
Economic

6.12 Contrary to expectations only 9% of respondents favoured choices under Option A (Responding to market forces) in support of economic objectives although there was some notable support for planning for a large increase in population; catering for the most viable economic sectors; major strategic road and rail transport links; continuing recognition of out of town retail, office and leisure opportunities, major tourist developments; and extending utility networks to serve new development. Most of these are likely to give rise to conflicts with national and regional policy and the creation of adverse impacts under sustainability appraisal.

6.13 Most respondents (33%) favoured choices under Option C (Managing the environment as a key resource) closely followed (30%) by Option B (Matching needs with opportunities).

6.14 Under Option C there was significant support for promoting rural diversification including the safeguarding of rural service facilities; promoting sustainable waste management solutions of potential benefit to the local economy; and promoting sustainable tourism. Option C was favoured in providing employment land for modern industry with the protection and creation of local job opportunities and providing for a choice of better designed housing on brownfield land at higher densities.

6.15 There were similar levels of support for choices under Options B and C concerning new development being related to existing utility infrastructure capacity whilst ensuring equipment had no adverse amenity impacts; degrees of qualified support for limited new mineral workings; and the importance of providing for local businesses in sustainable communities and areas of greatest job need.

6.16 Option B was favoured in support of planning for a small population increase; sustainable integrated transport solutions (with a public transport emphasis); and re-invigorating Rotherham Town Centre as well as improved retail facilities in the main outlying towns.

6.17 Most agreement between all three options occurred over transport, the creation of a modern economy and tourism. None of the favoured choices from Options B and C present any particular conflicts with national policy or adverse impacts under the sustainability appraisal of the options. The favoured choices are reflected in the development of the strategic policy directions.
Figure 10: Options consultation results - Natural Resources

<table>
<thead>
<tr>
<th>Issue</th>
<th>Respondents preferred option</th>
<th>Spatial/policy implications of the majority preferred option (If significant percentage chose other than majority option then a ‘hybrid’ option also considered)</th>
</tr>
</thead>
</table>
| 3.1: Efficient use of land (Rotherham Safe) | Option A: 7 5.2%  
Option B: 65 48.1%  
Option C: 63 46.7% | B: More emphasis on supporting sustainable communities rather than all brownfield sites, new developments in centre, parking reduced and density increased - also option C with stricter compliance with building on brownfield sites |
| 3.2: Reducing harmful greenhouse gases (Rotherham Safe) | Option A: 6 3.9%  
Option B: 38 25.0%  
Option C: 108 71.1% | C: Substantial increase in renewables with stricter requirements for more energy efficient buildings, sustainable design and construction |
| 3.3: Sustainable locations (Rotherham Safe) | Option A: 5 3.4%  
Option B: 74 50.7%  
Option C: 67 45.9% | B: Concentration of development in main urban areas and most sustainable communities - also option C with development adjacent to public transport interchanges |
| 3.4: Sustainable travel (Rotherham Achieving & Safe) | Option A: 11 7.1%  
Option B: 91 59.1%  
Option C: 52 33.8% | B: Best use of existing roads, park & ride, new public transport systems, bus service improvements/concessions, rail/canal freight also some support for option C with road pricing and parking reductions |
| 3.5: Water Management (Rotherham Safe) | Option A: 3 2.2%  
Option B: 35 25.5%  
Option C: 99 72.3% | C: New approach to management of water catchments, natural drainage schemes, sewage disposal and stricter control of development to avoid flood risks |
| 3.6: Safeguarding natural raw materials (Rotherham Safe) | Option A: 1 0.7%  
Option B: 54 38.6%  
Option C: 85 60.7% | C: Exceed waste minimisation and recycling targets and provide new waste processing sites in appropriate locations - option B also supported, meeting targets and improving existing waste processing facilities |

Natural Resources

6.18 A similar but slightly more marked pattern of support was evident for issues and objectives associated with the prudent use of natural resources i.e. 40% of respondents favoured choices under Option C (Managing the environment as a key resource), 30% under Option B (Matching needs with opportunities) and 3% under Option A (Responding to market forces).

6.19 By far the greatest degree of support under Option C was for sustainable use of energy to reduce greenhouse gas emissions; a comprehensive approach to integrated water management; and sustainable waste management and use of natural raw materials.

6.20 Although there was most support for choices under Option B, concerning the more efficient use of land and sustainable locations helping to reduce the need to travel, this was not significantly greater than the level of support for these matters under Option C.

6.21 The favoured choices under Options B and C are in close alignment with national and regional policy and the natural resource aspects of both options performed well under sustainability appraisal. Respondents’ preferences are mainly reflected in the strategic policy
direction for Efficient Use of Resources but will also relate to parts of the policy directions for Sustainable Communities, Transportation, Waste Management and Community Safety and Well Being.

**Figure 11: Options consultation results - Social**

<table>
<thead>
<tr>
<th>Core Strategy Regulation 25 Consultation Response</th>
<th>Implications of preferred option</th>
<th>Strategic Policy Directions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issue (Community Strategy theme in brackets)</td>
<td>Respondents preferred option</td>
<td></td>
</tr>
<tr>
<td>4.1: Creating a strong community identity</td>
<td>1 0.6%</td>
<td>56 34.8%</td>
</tr>
<tr>
<td>(Rotherham Safe &amp; Proud)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.2: Local Service infrastructure</td>
<td>3 2.1%</td>
<td>38 26.2%</td>
</tr>
<tr>
<td>(Rotherham Learning, Alive &amp; Safe)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3: Local transport links</td>
<td>5 3.4%</td>
<td>49 32.9%</td>
</tr>
<tr>
<td>(Rotherham Achieving)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.4: Housing choice</td>
<td>6 4.1%</td>
<td>72 49.7%</td>
</tr>
<tr>
<td>(Rotherham Safe)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.5: Areas of low housing demand</td>
<td>3 1.9%</td>
<td>57 36.5%</td>
</tr>
<tr>
<td>(Rotherham Safe)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Social**

6.22 The same general pattern of support is again evident for social matters, although support of 46% is more significant for choices under Option C (Managing the environment as a key resource, followed by 28% for Option B (Matching needs with opportunities) and tailing off to 2% for Option A (Responding to market forces).

6.23 By far the greatest level of support under Option C were choices for maintaining local community service infrastructure; improved community identity through quality design of buildings and public spaces; better public transport services, walking and cycling links within and between communities; and comprehensive housing renewal within sustainable communities.

6.24 The level of support for providing for housing choice was closely spread between both Options B and C. Both options promote varied housing choice with mixed tenure, affordable homes and community facilities but Option C has a strict brownfield emphasis compared with Option B (favoured by a small majority of respondents) which emphasises sustainable locations on either green or brownfield sites.
6.25 The social aspects of both Options B and C performed well under sustainability appraisal. Respondents’ preferred choices are broadly compatible with national and regional policy and are reflected in the strategic policy directions for Sustainable Communities, Housing, Transportation, Community Safety and Well Being.

A 'hybrid' Preferred Option

6.26 The hybrid Preferred Option, chiefly developed around respondents' choices from both Options B and C, is further developed in Section 7 under nine strategic policy directions. Primary policy direction PD1 sets out a suggested sustainable settlements hierarchy. This guides the broad spatial distribution of retail provision and amount of housing and employment land together with connecting transportation corridors (under policy directions PD2, PD3, PD4 and PD6) as illustrated on the core strategy key diagram. Further development of policy direction PD5 is dependent on a decision of the South Yorkshire planning authorities concerning a Joint Waste Management DPD. This will require amendments to Local Development Schemes and endorsement by the Government Office for Yorkshire and the Humber.

6.27 Strategic policy directions PD7, PD8 and PD9 will be dependent on their spatial dimensions being developed in future Policies and Allocations DPDs, yet to be programmed in the Local Development Scheme, and from additional surveys and studies to be undertaken in expanding the LDF evidence base.
7. Achieving the vision – policy directions

This section sets out how we might develop policies in support of a sustainable development framework for Rotherham. The Key Diagram at the end of the section illustrates the main spatial elements of the Preferred Option.

**Strategic policy directions**

7.1 The Core Strategy must contain broad strategic policies in support of sustainable development and provide a spatial planning framework for Rotherham. The Core Strategy will in turn be supported by other LDF documents containing more detailed policies for development control purposes (Policies DPD) and the allocation of specific sites for development (Allocations DPD). In future there will be a number of other Area Action Plans and Supplementary Planning Documents prepared that will guide the future development of an area or provide additional guidance around a particular issue such as affordable housing. The retail and waste management policy directions will be enhanced and further policies drafted after specialist studies in these areas have been completed.

7.2 The new planning regulations make provision for a transition between the old and new development plan system. This allows for the current UDP to be saved for a period of three years (or longer at the discretion of the Secretary of State). In the short term all of the UDP will be 'saved'. Parts of the UDP, including the Proposals Map, will be replaced each time a new local development document is adopted until eventually the new LDF entirely replaces the old UDP.

7.3 The Regional Spatial Strategy now forms part of the statutory development plan and RSS policies, together with national planning guidance, also contribute to Rotherham's planning framework. LDFs are also required to avoid repeating RSS and national guidance. This all serves to make interpretation of the development planning framework, particularly in the short term, potentially complex to both the layperson and professional.

7.4 In developing strategic policies to support the Core Strategy we face the challenge of avoiding duplication while assisting clear and easy interpretation. In attempting a balanced approach, we have indicated the broad direction of how we might develop nine high level strategic policies. These will provide a complete and up to date policy ‘umbrella’ in general conformity with national guidance and RSS but they will also contain the scope of all current UDP policies. They will reflect the sustainability objectives and links to the Community Strategy themes underpinning the Core Strategy.

7.5 Five broad policies for housing, industry and commerce, retail and leisure, waste management and transportation will cover the priority topics agreed with the Government Office in the Local Development Scheme. We consider these topics to be the basic components of an integrated plan. They also reflect both important national policy matters and some of the concerns that arose during previous Issues consultation we undertook for the review of the UDP. These will become more spatially specific and detailed in the forthcoming Policies DPD to entirely replace corresponding policies in the current UDP.

7.6 The remaining 'saved’ policies in the UDP will be enhanced by the other four Core Strategy policy directions (addressing up to date concepts of Sustainable Communities,
Public Safety and Well Being, Heritage and Natural Resources) pending their detailed updating and replacement in a future Development Plan Document that has yet to be programmed in the Local Development Scheme. All current Supplementary Planning Guidance will be ‘saved’ pending replacement as corresponding parts of the LDF are brought forward and adopted. Figure 12 below illustrates this policy transition. (This is subject to agreement with Government Office for Yorkshire and the Humber under the ‘saved policies protocol’.)

Figure 12: UDP to LDF policy transition

7.7 We have scoped out the direction of strategic policy development mindful of consultation responses. We then illustrate possible policy components with supporting explanation of delivery, conformity, evidence base, and monitoring. A detailed monitoring framework will continue to be developed within LDF Annual Monitoring Reports.

7.8 The policy directions are intended to provide a complete topic umbrella but they are in varying stages of development. This depends on whether they are priority topics to be included in the first round of Documents in the LDS agreed with the Government Office or if they are intended for further development in future Documents which have yet to be programmed. With this in mind the nine policy directions are classified as follows:

**Primary Policy Direction** - containing a settlement hierarchy providing the spatial framework underpinning the Preferred Option of the Core Strategy:

- PD1: Sustainable Communities
**Priority Policy Directions** - (as indicated in the LDS) which are subject to ongoing evidence gathering to establish detailed spatial implications as the Preferred Option is developed to the Submission stage with subsequent further detailing in the supporting Allocations and Policies DPDs:

- PD2: Housing; PD3: Industry and Commerce; PD4: Retail and Leisure; PD5: Waste Management; and PD6: Transportation

**Other Policy Directions** - which are subject to future evidence gathering to establish detailed spatial directions in future Allocations and Policies DPDs (yet to be programmed in the LDS):

- PD7: Local Heritage; PD8: Efficient use of Resources; and PD9: Community Safety and Well Being

**Monitoring framework**

7.9 The Government's monitoring guidance states that it "is essential to see what is happening now, what might happen in the future and then to compare these trends against existing planning policies and targets to determine what needs to be done". Monitoring will help us to understand the wider social, environmental and economic issues affecting Rotherham and how these will influence change. Monitoring is an important part of the planning process and will be crucial to the effectiveness of the new Local Development Framework.

7.10 The LDF will need to be continually reviewed and revised and successive annual monitoring reports, with their evolving monitoring mechanisms, will be the main way of assessing performance and effects. LDFs are required to promote sustainable development with due regard to environmental, economic, natural resource and social matters. Development Frameworks are also about the spatial effects of development and how this can be harnessed by the plans and aspirations of stakeholders and communities, including those within the Community Strategy. However, it should be recognised that it will take considerable time and resources to establish a proficient ‘sustainable spatial planning’ monitoring framework.

7.11 The separate requirement to undertake Sustainability Appraisal also requires us to monitor the significant environmental (including climate change implications), social and economic effects of our LDF. For sake of efficiency and to maximise mutual benefits we will undertake this monitoring together with LDF monitoring.

7.12 We submitted an initial Annual Monitoring Report (AMR) to the Secretary of State in December 2005. The report covered the 2004/5 financial year but effectively related to the period since the introduction of the Planning and Compulsory Purchase Act from September 2004 to March 2005. This means that the report can only be regarded as a starting point for developing an LDF monitoring framework and the annual process of:

- reviewing progress in preparing LDF documents against the timetables in the Local Development Scheme
• assessing the extent to which LDF policies are being implemented

• looking at what action needs to be taken when policies are not being implemented successfully

• examining whether policies are having their intended effects, particularly in achieving sustainable development

• identifying policies that need to be changed or replaced

• reporting the findings of Sustainability Appraisal Monitoring

7.13 Future annual monitoring reports will improve on our first report and aim to better meet the above points. The second AMR was submitted in December 2006. This includes a monitoring framework that will evolve in support of the policy directions of the Core Strategy and subsequent policy documents.
**Sustainable Communities**

*Introduction*

7.14 The South Yorkshire Settlement Study (Jacobs Babtie, 2005) has had a fundamental influence on the Core Strategy.

7.15 This Study assessed the relative sustainability of South Yorkshire’s towns, urban areas and neighbourhoods and compared their strengths, weaknesses, opportunities and threats to identify their relative potential to provide sustainable change.

7.16 The Study identified not only the settlements that would derive the greatest sustainability benefit from new development but also those aspects of each settlement which would need to be improved to facilitate increased sustainable patterns of development.

7.17 The Study also noted those settlements that would benefit more from ‘qualitative’ change through regeneration and restructuring rather than from additional development through plan led change. Many of these are within Rotherham’s Housing Market Renewal Pathfinder areas.

7.18 The Study helped to:

- establish the existing sustainability (or ‘capital’) of settlements/neighbourhoods in terms of the range of services provided, accessibility, housing opportunities and evidence of social decline.

- establish functional links between settlements and a notional hierarchy in terms of the current role/function of settlements and the relationships between settlements.

- identify any planned improvements that could enhance the sustainability, quality, accessibility or function of the settlement. For example, this could include investment in existing or new physical infrastructure (e.g. schools, public transport, new district centres), neighbourhood renewal initiatives and other qualitative improvements or environmental enhancements.

- identify potential benefits of new development in terms of the opportunities it provides to enhance the existing sustainability of the settlement/neighbourhood through improved infrastructure or environmental, economic and social regeneration.

- identify the capacity for a settlement/neighbourhood to accept new development in terms of the need for qualitative change, diversification of existing land use patterns, land availability/redevelopment opportunities, physical capacity, environmental constraints and the viability of functional change in order to support sustainable patterns of future development.

7.19 The Study concludes by providing a comparative assessment and classification of each settlement/ neighbourhood to identify where functional change and new development provides the greatest opportunities for enhancing existing sustainability. This classified Rotherham’s settlements within one of four ‘categories of change’:
**Key Focus for Change:** Potential for significant development and step change (which could include qualitative change), in terms of increasing existing population size and through enhancing the function and role of the settlement. Potential to provide a major benefit in terms of improved sustainability by, for example, increasing the viability of additional infrastructure and service provision. This could also assist in the regeneration of the settlement, for example through improving housing choice and quality, contributing towards increasing the vitality of the local housing market and improving the quality of the urban environment. The settlement may also benefit from a significant increase in employment development as it could improve access to jobs and create more sustainable patterns of development through reducing the potential for out-commuting.

**High Potential for Change:** Potential for additional development to either provide a positive contribution towards improving existing sustainability or to be planned in a way which may give rise to sustainable patterns of development. However, significant development and change may have less potential to benefit the settlement than those in the above category. For example, the settlement may already have a higher order role or have good public transport access and therefore it would be difficult to improve its existing sustainability. Development may not provide the same level of regeneration benefits as for other settlements.

**Limited Change:** Not considered suitable for substantial change. Settlement has either a limited service role, because it would be difficult to plan development that would give rise to sustainable pattern of development, or is already functioning at a higher level and is in need of little change. Settlement may not require significant regeneration. However, a more limited level of development and change may give rise to a positive benefit such as reinforcing and maintaining the existing role of the settlement, maintaining or increasing the viability of services (for example through helping to fill existing surplus schools provision) or contributing towards housing market renewal.

**Minor Change:** The existing service role of the settlement is limited and there is little opportunity to improve this situation without changing its existing character. Therefore, the settlement is not suitable for additional change, as this would not provide a sustainable pattern of development. However, minor development in the form of small sites or infill may be appropriate.

7.20 We have used the Study’s recommendations to influence the proposed spatial strategy for Rotherham and its settlement hierarchy under Policy Direction PD1 (Sustainable Communities) and the Key Diagram.
Map 6: Sustainable settlement hierarchy
Scope of policy

7.21 A key new policy direction looking at spatial principles for guiding future development to the most sustainable settlements and communities which need to be built around proper community infrastructure and locally distinctive places assisted by quality design and developer contributions.

Consultation

7.22 From Section 3 (‘Rotherham Now’), there is recognition that satellite towns need to be more self-contained with better homes/jobs balance and that this may need to be facilitated by localised changes to the green belt. There were also concerns that this approach should not lead to general erosion of green belt or prejudice areas of deprivation. General support for better design and improved local facilities and services utilising planning obligations for community gain where appropriate. The needs of multi-cultural communities were emphasised.

7.23 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option B for urban renaissance and re-invigorating Rotherham Centre and other town centres in the main outlying settlements. Option C was favoured for promoting high quality design of buildings and public spaces and maintaining local service infrastructure in all communities. A mix of Options B and C was supported for concentrating development in main urban areas, the most sustainable communities and adjacent to public transport interchanges.

PD1: Sustainable Communities

The Council with its partners and stakeholders will make provision for development which best serves the continuing or future sustainability of settlements and communities by:

1. Green Belt

Maintaining the general extent of the Green Belt, although localised boundary reviews may be necessary, where justified as exceptional circumstances, to reconcile minor technical mapping inconsistencies and to meet employment and housing requirements in support of sustainable communities. Localised boundary views may also be required in exceptional circumstances to include additional land within the Green Belt to curtail unsustainable development.

2. Settlement hierarchy

Supporting new development opportunities to bring about growth and qualitative change in accordance with the following settlement hierarchy:

Settlements as a Key Focus for Change:

- Parts of Rotherham Urban Area comprising the Town Centre, Herringthorpe, East Herringthorpe/Dalton, Canklow, Masbrough, East Dene and St Ann’s
- Dinnington/North Anston
• Brampton/West Melton

Settlements with High Potential for Change:

• Parts of Rotherham Urban Area comprising Blackburn, Kimberworth, Kimberworth Park, Greasbrough/Wingfield

• Maltby, Swinton/Kilnhurst, Wath, Rawmarsh/Parkgate, Wales/Kivetton Park, Laughton Common, Thrybergh, Catcliffe

Settlements with potential for Limited Change:

• Parts of Rotherham Urban Area comprising Moorgate and Broom, Brinsworth

• Thurcroft, Aughton/Aston/Swallownest, South Anston, Treeton, Thorpe Hesley, Bramley/Wickersley

Settlements with potential for Minor Change

• Whiston within Rotherham Urban Area

• Woodsetts, Harthill, Todwick, Orgreave, Hesley Grange

3. Safeguarding and improving community infrastructure

Safeguarding and providing a range of quality services and social infrastructure including emergency service, health, child care, education, retail, greenspace (parks and sports pitches) and leisure (sports halls and pools) facilities with the encouragement of joint provision and dual use where appropriate. Provision to be commensurate with the requirements and scale of new development in settlements within the above hierarchy.

4. Developer contributions

Section 106 planning obligations supporting new or enhanced community infrastructure as justified by local needs, policy objectives and the scale, type and characteristics of the development involved.

(Developers may be required to contribute to affordable housing, public transport services, highway improvements and pedestrian/cycleway links, utility infrastructure, provision and maintenance of public spaces, local service centres and other community infrastructure including education/training, health, child care and leisure facilities).

5. Locally distinctive design

Promoting urban renaissance and requiring good design and inclusive accessible environments to be incorporated in all developments with developers submitting Design and Access Statements (including demonstration of how proposals can reduce carbon emissions) and ensuring community participation in design matters at the pre-application stage in line with the requirements in the Adopted Statement of Community Involvement.)
Delivery

7.24 Core Strategy to promote a sustainable settlements hierarchy supported by the Policies DPD channelling commensurate levels of development related to local needs, opportunities and constraints with specific sites identified in the Allocations DPD. (Some Unitary Development Plan Environment and Community Recreation policies to be saved in support of sustainable settlements).

7.25 Future documents (yet to be programmed in Local Development Scheme) include Action Area Plans for Rotherham Town Centre and selective HMR Pathfinder areas. Future Supplementary Planning Documents to include guidance over Planning Obligations and Design.

7.26 Relevant agencies/stakeholders include RMBC (all corporate services), Rotherham Partnership, developers, Health Authority/PCT, SYPTE, Chamber of Commerce, local retailers, community/local resident groups.

Conformity

• PPS1 Delivering Sustainable Development
• Regional Spatial Strategy for Yorkshire and the Humber to 2016
• The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH1, YH5, YH6 & YH8, SY1a & SY1e, ENV11)
• Rotherham Community Strategy 2005 – 2010 (aspects of all themes)
• Core Strategy Objectives (1.1 Urban Renaissance, 2.6 Town/Local Centres, 3.3 Sustainable Locations, 4.1 Creating community identity, 4.2 Local service infrastructure)

Evidence base

South Yorkshire Settlement Assessment Study (Jacobs Babtie Consultants, 2005)

Provisional Monitoring Indicators

• Amount of eligible open spaces managed to Green Flag award standard
• Percentage of residents satisfied with parks and open spaces
• Percentage of people who agree that people of different backgrounds get on well together in their local neighbourhood
• Percentage of people satisfied with their area as a place to live
• Number of visits to museums per 1,000 population and swimming pools/leisure centres per 1,000 population

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

Sustainability Appraisal (Arup Consultants)

Strengths

Matching the needs of communities with the appropriate type and scale of social infrastructure is a key strength of this Policy Direction. This ensures that local centres
provide local services, e.g. GPs surgeries located in local centres. Whereas the town centres provide high-level services e.g. clinics and hospitals. Another key strength of this Policy Direction is the way that it promotes accessibility to transport infrastructure and communities and reduces exclusion and poor access. The Policy Direction also cuts across all types of development ensuring that they do not conflict with the concept of Sustainable Communities and the Settlement Hierarchy.

**Weaknesses**

The main weakness of this Policy Direction is the fact that it only focuses on sustainability in terms of the hierarchy and relationship of settlements and how they can be accessed. It does not highlight the importance of having settlements that are designed using sustainable principles in order to create the basis for sustainable communities. Some of the aspects of sustainable design are covered under other Policy Directions, such as PD5 Economy – Waste and PD8 Efficient Use of Resources; however it is not clear how these contribute towards the creation of sustainable communities.

**Enhancement opportunities**

There is a major opportunity, under this Policy Direction, to include a reference to Sustainable Development and how that this is vital to delivering communities that are sustainable in every aspect over the long term. This would send a clear and unambiguous message to potential developers that RMBC expect high quality development. It would also be possible to add further enhancements by introducing the concept of integrated design, which considers the wider environmental, social and economic effects of a development during the design process. This could be facilitated by a sustainable design SPD and DPD policies at some stage in the future.

In addition to these enhancements the scope of the Policy Direction could be enhanced so that developer contributions could be used to fund biodiversity, heritage, greenspace or landscape enhancements. The idea of creating ‘places for people’ could also be included within the Policy Direction to ensure that the sustainable communities really do meet the needs of residents.
Housing

Introduction

7.27 Planning Policy Guidance Note 3 Housing (PPG3) required that 5 years of housing land is allocated in the development plan. However, Planning Policy statement 3 (PPS3) has recently replaced PPG3; this requires that 15 years worth of land is shown to be available in the LDF. The 15 year period runs from the adoption of the relevant DPD. To accommodate this and the emerging Regional Spatial Strategy (see below), a supply of land to meet need up to 2026 will have to be identified. The full implications of PPS3, and forthcoming companion guides, will be addressed in the Submission Core Strategy.

7.28 The number of dwellings required is set by the Regional Planning Body (the Yorkshire and Humber Assembly). The Assembly sets out the requirement in the Regional Spatial Strategy (RSS), it also sets the proportion of new dwellings that should be built on previously developed or brownfield land.

7.29 This section details the number of dwellings that need to be provided for during the LDF plan period and looks at where land potentially exists to meet this need. It also looks at what proportion of this land is brownfield.

7.30 Some elements that contribute to the figures below are estimates derived from various sources, this means that the figures as a whole are estimates and should be treated with a degree of caution. The estimates are however useful in allowing an assessment of how future patterns of new development might be achieved.

Current Regional Spatial Strategy

7.31 The current RSS sets Rotherham’s gross housing requirement at 800 dwellings per annum or 14,400 over the RSS plan period 1998-2016 (18 years).

7.32 The current RSS expresses the housing requirement as a gross figure, based on an assumption that demolition rates will continue at a steady rate, similar to rates in the past. Therefore, by setting the gross requirement at 800 per annum, and assuming a demolition rate of 30 dwellings per annum, the requirement equates to a net increase in the housing stock of 770 dwellings per annum. (The gross figure is the total number of new dwellings built in any given year. The net figure is the number of new dwellings built minus the number of dwellings demolished in the same year.)

7.33 The requirement for the period from 1998 to June 2006 (8.25 years) equates to 6,600. Completions for that period were 6,352 i.e. within 3.75% of the requirement.

7.34 The RSS also sets provisional targets for the percentage of new dwellings built on previously developed or brownfield land. The provisional target for Rotherham is 68%. The remaining requirement to 2016 taking account of completions, commitments and the brownfield/greenfield target are set out in Table 1 below.
Section 7 | Achieving the vision

Table 1: Existing housing supply and requirement 1998 to 2016

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<thead>
<tr>
<th></th>
<th>Total</th>
<th>Brownfield</th>
<th>%</th>
<th>Greenfield</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Requirement 1998 to 2016</td>
<td>14,400</td>
<td>9,792</td>
<td>68</td>
<td>4,608</td>
<td>32</td>
</tr>
<tr>
<td>Completions*</td>
<td>6,352</td>
<td>3,712</td>
<td>58</td>
<td>2,640</td>
<td>42</td>
</tr>
<tr>
<td>Commitments**</td>
<td>4,841</td>
<td>3,667</td>
<td>76</td>
<td>1,174</td>
<td>24</td>
</tr>
<tr>
<td>Completions + Commitments</td>
<td>11,193</td>
<td>7,379</td>
<td>66</td>
<td>3,814</td>
<td>34</td>
</tr>
<tr>
<td>Remaining Requirement***</td>
<td>3,207</td>
<td>2,413</td>
<td>75</td>
<td>794</td>
<td>25</td>
</tr>
</tbody>
</table>

* The number of dwellings built in this period (as at June 2006).

** Commitments are the number of dwellings that have planning permission, including those that are still under construction.

*** This is the number of dwellings that would need to be built, and the proportion of brownfield/greenfield required to meet the target, assuming that existing commitments are actually built.

Draft Regional Spatial Strategy

7.35 We should also have regard to the emerging replacement for the current RSS. The Draft RSS (The Yorkshire and Humber Plan) is due for adoption in late 2007.

7.36 The Draft RSS (Dec 2005) sets the requirement for the period 2004 to 2021. The requirement is set out in three time periods, with the requirement for the later period higher than the earlier two; this is intended to reflect the effects of expected increased economic growth.

7.37 Although the requirement figure in the existing RSS is quoted as a gross figure, the requirement in the Draft RSS is expressed as a net figure i.e. the total increase in the housing stock after demolitions have been taken into account (see Table 2). This is because, historically, demolition rates have stayed at a relatively predictable level and were easily factored into the requirement figure. However, the activities taking place under the HMR Pathfinder mean that demolition rates may increase and decrease much less predictably and demolition rates may be higher than previously.

7.38 Expressing the requirement as a net figure, allows local planning authorities to account for the actual number of demolitions in any given year, by taking this figure away from the total number of new dwellings built, to arrive at the net figure for comparison with the RSS requirement.
Table 2: Draft RSS housing requirement 2004 to 2021

<table>
<thead>
<tr>
<th>Period</th>
<th>2004 to 2011</th>
<th>2011 to 2016</th>
<th>2016 to 2021</th>
<th>Total Req.</th>
<th>Average 2004 to 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual Requirement</td>
<td>750</td>
<td>750</td>
<td>950</td>
<td></td>
<td>809</td>
</tr>
<tr>
<td>Total for Period</td>
<td>5,250</td>
<td>3,750</td>
<td>4,750</td>
<td>13,750</td>
<td></td>
</tr>
</tbody>
</table>

7.39 The average net requirement over the Draft RSS period is 809 per annum, compared to the existing net requirement of 770; this is an average increase of 39 dwellings per annum higher than the current requirement. The Draft RSS requires that 65% of the requirement be developed on Brownfield land.

Likely changes to the Draft RSS

7.40 As stated earlier, PPS3 requires that LDFs demonstrate a fifteen year supply of housing land, from the envisaged date of the adoption of the Core Strategy in 2009. To accommodate this it is likely that the RSS will require the period over which the requirement is set to be extended to 2026. In addition, representations have been made which are likely to result in an increased annual requirement. The effect of these changes is laid out in Table 3 below.

Table 3: Draft RSS housing requirement 2004 to 2026

<table>
<thead>
<tr>
<th>Period</th>
<th>2004 to 2011</th>
<th>2011 to 2016</th>
<th>2016 to 2021</th>
<th>2021 to 2026</th>
<th>Total Req.</th>
<th>Average 2004 to 2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual Requirement*</td>
<td>700</td>
<td>910</td>
<td>1,110</td>
<td>870</td>
<td></td>
<td>880</td>
</tr>
<tr>
<td>Total for Period</td>
<td>4,900</td>
<td>4,550</td>
<td>5,550</td>
<td>4,350</td>
<td>19,350</td>
<td></td>
</tr>
</tbody>
</table>

* These annual requirement figures reflect representations made to the RSS examination in public by the South Yorkshire Local Planning Authorities.

7.41 The average net requirement over the Draft RSS period is 880 per annum, compared to the existing net requirement of 770; this is an average increase of 110 dwellings per annum. The Draft RSS requires that 65% of the requirement be developed on brownfield land.

Potential future supply

7.42 An estimate of the supply of land available for housing and where it might be has been produced. This gives us an idea of the potential distribution of housing land and where potential shortfalls may exist. It can also assist us in determining whether the target for new dwellings built on previously developed land is likely to be met.
7.43 Table 4 below indicates the potential supply of land from several sources including existing commitments (planning permissions not yet completed) and the remaining residential allocations in the existing UDP.

7.44 Other sources are derived from the Urban Potential Study (UPS). The UPS estimated the amount of land potentially available for residential development in urban areas, covering the period 2001 to 2016. The yield was estimated for various sources of potential some of which were looked at on a site by site basis and some of which were arrived at through various desktop exercises and the use of sampling techniques. The parts of the yield derived from identified sites were market tested by members of the house building industry to ensure that there was a realistic chance of the sites being developable.

7.45 Those elements of the UPS yield that were derived from particular sites have been included in the estimates below, unless planning permissions has already been granted on the site. Existing employment land has only been included where the Employment Land Review has indicated that these sites may be suitable for housing.

7.46 Some elements of the UPS yield could not be compared to planning records and, to accommodate the fact that some of this yield may have been used up; only two thirds of those elements of the yield have been included (as we are around two thirds of the way through the period covered by the UPS).

7.47 An assumption for windfalls of 100 dwellings per annum has also been included. Caution has to be taken in producing a windfall figure due to the fact that many future windfalls are accounted for in the Urban Potential Study yield. However, since the production of the Urban Potential study it is considered that things have changed in terms of the developability of brownfield sites, due to increased land values and continued constraints on the release of greenfield sites. The windfalls are assumed to come from unforeseen closure of businesses the promotion of town centre living and some of the sites discounted from the UPS, as being unrealistic, now potentially being financially viable.

### Table 4: Potential housing supply at June 2006

<table>
<thead>
<tr>
<th>Source</th>
<th>No. of Dwellings</th>
<th>B/field</th>
<th>G/field</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commitments</td>
<td>4,841</td>
<td>3,667</td>
<td>1,174</td>
</tr>
<tr>
<td>Residential Allocations</td>
<td>2,656</td>
<td>341</td>
<td>2,315</td>
</tr>
<tr>
<td>Other Sources*</td>
<td>4,714</td>
<td>3,817</td>
<td>897</td>
</tr>
<tr>
<td>Windfalls</td>
<td>1,700</td>
<td>1,700</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>13,911</strong></td>
<td><strong>9,525</strong></td>
<td><strong>4,386</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>68.5%</strong></td>
<td><strong>31.5%</strong></td>
</tr>
</tbody>
</table>

*Derived from the Urban Potential Study. In contrast with windfalls some of these sites could be included in the Allocations DPD.

**Waverley**

7.48 The former open-cast mining site at Waverley has potential as a possible mixed use development, with master-planning work indicating a capacity of 3,500 dwellings. Table 5 below shows the effect of including these dwellings in the supply figures.
### Table 5: Potential housing supply at June 2006 with Waverley

<table>
<thead>
<tr>
<th>Source</th>
<th>No. of Dwellings</th>
<th>B/field</th>
<th>G/field</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commitments</td>
<td>4,841</td>
<td>3,667</td>
<td>1,174</td>
</tr>
<tr>
<td>Residential Allocations</td>
<td>2,656</td>
<td>341</td>
<td>2,315</td>
</tr>
<tr>
<td>Other Sources*</td>
<td>4,714</td>
<td>3,817</td>
<td>897</td>
</tr>
<tr>
<td>Waverley</td>
<td>3,500</td>
<td>3,500</td>
<td></td>
</tr>
<tr>
<td>Windfalls</td>
<td>1,700</td>
<td>1,700</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>17,411</strong></td>
<td><strong>13,025</strong></td>
<td><strong>4,386</strong></td>
</tr>
</tbody>
</table>

*Derived from the Urban Potential Study. In contrast with windfalls some of these sites could be included in the Allocations DPD.

### Implications

7.49 The potential land available as outlined above is an estimate, and further site identification work will need to be undertaken in line with PPS3 and the forthcoming companion guides. There is, therefore, a possibility that not all the land will prove to be available in the plan period. The figures should, therefore be treated with some caution.

7.50 *If Waverley is not included* – the figures indicate that the draft RSS requirement, and the target for brownfield development to 2021, can be met. However some brownfield land, that is assumed to come forward, may not become available. If this is the case the release of some additional greenfield land will becomes necessary towards the end of the plan period, this could affect our ability to meet our brownfield target. This raises issues about where the new greenfield sites would be located, if they were required.

7.51 In terms of meeting the highest likely final RSS requirement to 2026, this could only be met by releasing a large amount of greenfield land; enough for around 5,500 dwellings. This would result in around a 50 – 50 split, in terms of the brownfield to greenfield proportion, missing the target by some margin and requiring the release of what is currently Green Belt land.

7.52 *If Waverley is included* – the draft RSS requirement and brownfield target to 2021 could be met, with some margin to allow for other brownfield sites that may or may not come forward.

7.53 When the supply is compared to the highest likely final RSS requirement to 2026, it is around 1600 dwellings short, even if all the estimated land were to become available. The additional dwellings would have to be accommodated by the release of what is currently Green Belt land. The addition of 1,900 dwellings accommodated on Green Belt and, therefore, greenfield land to the supply would result in around 69% of dwellings being accommodated on brownfield sites. Given the uncertainty over some elements of the supply figures, there is a danger that the brownfield target of 65% will not be achievable in the later parts of the plan period. In any case the release of Green Belt land would only be considered if no alternative suitable brownfield sites were available towards the end of the plan period.
**Housing distribution issues**

7.54 The amount of potential land currently available, along with the proportions of brownfield and greenfield and whether the land comes from existing commitments or other sources, has been split into settlements as shown in Table 6 below. Map 7 below illustrates this spatially.

**Table 6: Potential housing supply by area**

<table>
<thead>
<tr>
<th>Area</th>
<th>B/f Com.</th>
<th>G/f Com.</th>
<th>B/f Other</th>
<th>G/f Other</th>
<th>Total</th>
<th>Total B/f</th>
<th>Total G/f</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aston/Swallownest</td>
<td>288</td>
<td>39</td>
<td>127</td>
<td>191</td>
<td>645</td>
<td>415</td>
<td>230</td>
</tr>
<tr>
<td>Bramley/Wickersley</td>
<td>122</td>
<td>268</td>
<td>200</td>
<td>50</td>
<td>640</td>
<td>322</td>
<td>318</td>
</tr>
<tr>
<td>Brinsworth/Catcliffe</td>
<td>172</td>
<td>24</td>
<td>247</td>
<td>114</td>
<td>557</td>
<td>419</td>
<td>138</td>
</tr>
<tr>
<td>Maltby/Hellaby</td>
<td>113</td>
<td>302</td>
<td>170</td>
<td>68</td>
<td>653</td>
<td>283</td>
<td>370</td>
</tr>
<tr>
<td>Anston/Dinnington</td>
<td>490</td>
<td>147</td>
<td>773</td>
<td>301</td>
<td>1711</td>
<td>1263</td>
<td>448</td>
</tr>
<tr>
<td>Thurcroft</td>
<td>26</td>
<td>15</td>
<td>74</td>
<td>399</td>
<td>514</td>
<td>100</td>
<td>414</td>
</tr>
<tr>
<td>Wales/Kiveton</td>
<td>407</td>
<td>8</td>
<td>97</td>
<td>654</td>
<td>1166</td>
<td>504</td>
<td>662</td>
</tr>
<tr>
<td>Rawmarsh/Parkgate</td>
<td>153</td>
<td>18</td>
<td>239</td>
<td>439</td>
<td>849</td>
<td>392</td>
<td>457</td>
</tr>
<tr>
<td>Brampton/W. Melton</td>
<td>48</td>
<td>1</td>
<td>89</td>
<td>251</td>
<td>389</td>
<td>137</td>
<td>252</td>
</tr>
<tr>
<td>Swinton/Kilnhurst</td>
<td>231</td>
<td>11</td>
<td>485</td>
<td>47</td>
<td>774</td>
<td>811</td>
<td>58</td>
</tr>
<tr>
<td>Wath-Upon-Deame</td>
<td>364</td>
<td>288</td>
<td>295</td>
<td>55</td>
<td>1002</td>
<td>659</td>
<td>343</td>
</tr>
<tr>
<td>Rotherham Urban Area</td>
<td>887</td>
<td>34</td>
<td>1544</td>
<td>622</td>
<td>3087</td>
<td>2431</td>
<td>656</td>
</tr>
<tr>
<td>Thorpe Hesley</td>
<td>23</td>
<td>1</td>
<td>36</td>
<td>7</td>
<td>67</td>
<td>59</td>
<td>8</td>
</tr>
<tr>
<td>Todwick</td>
<td>9</td>
<td>12</td>
<td>23</td>
<td>5</td>
<td>49</td>
<td>32</td>
<td>17</td>
</tr>
<tr>
<td>Harthill</td>
<td>14</td>
<td>5</td>
<td>50</td>
<td>5</td>
<td>74</td>
<td>64</td>
<td>10</td>
</tr>
<tr>
<td>Woodsetts</td>
<td>8</td>
<td>1</td>
<td>22</td>
<td>5</td>
<td>35</td>
<td>30</td>
<td>5</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>3355</strong></td>
<td><strong>1174</strong></td>
<td><strong>4471</strong></td>
<td><strong>3213</strong></td>
<td><strong>12213</strong></td>
<td><strong>7826</strong></td>
<td><strong>4387</strong></td>
</tr>
</tbody>
</table>

* This figure excludes windfalls and Waverley. Figures are subject to rounding.

7.55 Spatial issues arising from the potential distribution of housing and employment land, retail facilities and transportation corridors related to the sustainable settlements hierarchy are considered further in Section 8.

**Housing Trajectory**

7.56 Local Development Frameworks are required to include information on housing policy and performance, particularly in terms of net additional dwellings. Housing trajectories support the Plan Monitor and Manage approach to housing delivery by showing past and estimated future performance. The housing trajectory considers past rates of housing completions and conversions and projected to the end of the framework period. The Housing Trajectory shows:
1. past dwelling completion rates;
2. projected completion rates until the end of the Local Development Framework plan period, based on contributions of the various components of housing supply that make up the total requirement. This includes allocated sites as well as the results of Rotherham Urban Potential Study and other known potential sites;
3. the annual RSS requirement; and
4. the average annual target (calculated as the total number of dwellings remaining divided by the number of years covered by the relevant strategic plan).

Figure 13: Housing Trajectory
Map 7: Potential housing land available at June 2006
Scope of policy

7.57 This policy direction considers a range of housing provision and 15 year supply trajectory together with issues concerning housing choice (including affordable homes), sequential locational criteria, windfalls and possible urban extensions and localised green belt amendments if these should prove necessary to secure long term continuity of supply.

Consultation

7.58 There should be provision for sufficient housing to support economic growth distributed in relation to patterns of demand taking account of cross boundary factors and the relative sustainability of locations. Support for greater housing choice including more town centre housing and the regeneration of older housing areas. Better design and provision for affordable, special needs and lifetime housing were also significant issues.

7.59 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option C for promoting housing on brownfield land at higher densities with better design and affordability as well as comprehensive interventions in older housing areas throughout the Borough. Continuing to plan for a small increase in population and accepting some out-migration was supported under Option B. A mix of Options B and C was favoured in promoting wide housing choice on both green and brownfield sites within sustainable communities.

PD2: Housing

The Council, in partnership with local communities and stakeholders, will ensure that:

1. Housing requirement and managing supply

Housing sites of varied scale and distribution are made available to meet the RSS requirement of around 15,000 new dwellings and brownfield target of 65% to 2021 (and up to around 19,500 to 2026).

Sufficient land for the first 5 years supply informed by the forthcoming Strategic Housing Land Availability Assessment is to be identified in the Site Allocations DPD. Continuity of supply over the whole period is broadly demonstrated by the housing trajectory. A supporting framework for the phasing and managed release of new housing sites together with measures to support the reduction of vacancy rates and the re-invigoration of housing within HMR Pathfinder and other established housing areas is to be detailed in the Policies DPD.

2. Housing Choice

Provision of housing will be informed by an up to date Strategic Housing Market Assessment and mindful of the need to create a choice of decent homes in terms of type, tenure and affordability within sustainable, inclusive, safe and well designed communities.

Provision is made for affordable and special needs housing (including the specific requirements of gypsies and travellers) to meet identified need along with other factors including the availability and viability of suitable sites. The site threshold at which affordable
housing shall be required together with the level and type of provision shall be determined in
the Policies DPD. Affordable housing will be provided in particular rural communities, subject
to need being established, as an exception to Green Belt policy.

3. Location of housing development

New housing development is broadly distributed in accordance with the settlement hierarchy
contained in the Sustainable Communities Policy. Criteria for assessing new housing sites
(contained in the supporting Allocations DPD) incorporate the following search sequence:

- Use of previously developed land and conversion of existing buildings within urban areas
- Other infill within urban areas
- Extensions to main urban areas (including Rotherham, Maltby, Dinnington and Wath)
  accessible to jobs and services by public transport and non-car modes with priority to
  previously developed land – see below.
- Other sustainable locations, including appropriate greenfield sites, with adequate
  infrastructure and good public transport and non-car mode links to a wide range of
  employment and services
- Provision of housing in rural communities to meet identified local need and/or, to support
  local services with priority to previously developed land and buildings where local village
  character can be conserved and enhanced

4. Windfalls

Policies for assessing windfall development (contained in the supporting Policies DPD)
contain criteria incorporating the above search sequence as well as consideration of the need
to safeguard existing uses, where appropriate, and for layout, design and density to take
account of local context.

5. Urban extensions

Maltby and Dinnington - there may be a requirement for localised amendments to the green
belt to ensure the long term continuity of housing supply and continuing sustainability of
these settlements.

Wath - recent planning permissions for housing at Fitzwilliam Fields and Lakeside at Manvers
will make significant contributions to housing supply and the sustainability of this settlement.

Rotherham (Waverley) - the potential for an exemplar sustainable mixed use community
with significant housing provision at this major previously developed site is recognised. It is
likely that major housing provision will be required at this location in the long term to ensure
continuity of housing supply in the Rotherham/Sheffield market area. This will be subject to
the achievement of significant improvements to public transport and mitigation of congestion
on the Parkway and M1J33 and the managed release of housing land so as not to prejudice
interventions within the Sheffield and Rotherham HMR Pathfinder areas and to manage the
impact of new residential development on the surrounding communities.
Delivery

7.60 The Core Strategy DPD to set the quantum of new housing provision and its broad distribution focused on existing sustainable communities or where they can be created by localised changes to green belt or urban extensions. The supporting Policies DPD will contain criteria for new housing sites and windfalls; the threshold, scale and type of affordable housing provision; measures to support housing market renewal; and the phasing and managed release of sites. Sufficient land for the first 5 years supply will be identified in the Site Allocations DPD along with sites for special needs housing and provision for gypsies and travellers. (The above DPDs to replace all UDP Housing Policies).

7.61 Future documents (yet to be programmed in Local Development Scheme) include Action Area Plans for housing market renewal areas. Future SPDs to include guidance over Planning Obligations for affordable housing and updated residential layout and design (including mitigation and adaptation to climate change).

7.62 Relevant agencies/stakeholders include RMBC (Neighbourhoods and Adult Services, Environment and Development Services), Rotherham 2010, Rotherham Housing Partnership, Home Builders, Housing Associations, gypsy and traveller groups, agents, landowners and developers.

Conformity

- PPS1 Delivering Sustainable Development, PPG3 Housing
- Regional Spatial Strategy for Yorkshire and the Humber to 2016
- The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH4, YH5, YH8 & YH9, SY1e, H1 to H5)
- Rotherham Community Strategy 2005 – 2010 (contribution to Safe, Proud and Alive themes)
- Core Strategy objectives (2.1 Population and housing, 2.7 Land for new housing, 4.4 Housing choice, 4.5 Areas of low housing demand)

Evidence base

Rotherham Urban Potential Study (being updated)
Housing Market Assessment (under preparation)
Housing Land Assessment (under preparation)
HMR Masterplans

Provisional Monitoring Indicators

- Number of affordable housing completions
- Net additional dwellings since start of RSS period and net additional dwellings for the current year
- Annual and annual average net additional dwelling requirement
- Percentage of dwellings completed at: <30, 30 to 50, >50 dwellings per hectare
- Percentage of new and converted dwellings on previously developed land
- Housing vacancy rates - Borough and HMR Pathfinder areas
- Percentage of local authority homes achieving the decent homes standard
- Amount of new residential development within 30 minutes public transport time of GP, hospital, primary and secondary schools, areas of employment and major retail centre (These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

Sustainability Appraisal (Arup Consultants)

**Strengths**

This Policy Direction clearly sets out the need to provide housing within the Borough that is affordable and decent. It also considers the issues that are particularly relevant to some areas of the borough, such as low demand. The spatial distribution of housing complements the sustainable communities hierarchy ensuring that residential developments can access social facilities, amenities and transport infrastructure.

**Weaknesses**

As with PD1: Sustainable Communities, the Policy Direction does not recognise the importance of sustainable design for delivering good quality residential developments that can create sustainable communities that want to live in that location. Furthermore the Policy Direction does not reflect the importance of giving residential developments access to gardens, green spaces, allotments and good quality public realm to create desirable and usable housing. It also does not highlight the importance of ensuring there is a mix of housing type to meet lifelong housing needs in the Borough.

**Enhancement opportunities**

Including references to sustainable design and access to gardens and green space would significantly enhance the Policy Direction and would help to highlight the importance of these issues to potential developers. DPDs or SPDs could also be used to set out these requirements in more detail, for example requiring EcoHomes standards for large scale residential developments, and specifying the need for certain types of housing in specific areas i.e. housing for the elderly or large families.

There is a further opportunity, within this Policy Direction, to encourage innovative approaches to working and employment by providing IT infrastructure or communal workspaces close to residential areas, avoiding the need for people to commute long distances and indirectly improving their quality of life.
Industry and Commerce

Introduction

7.63 Approximately 237 hectares of employment land allocated in the UDP remain undeveloped, on 52 sites of 0.25 hectares of land or more. 58 hectares of this land is available for development in the short term. The remaining 179 hectares require reclamation or further infrastructure improvements and therefore may only be available in the medium to long term.

7.64 Including undeveloped UDP employment allocations and other sites such as plots within existing industrial estates there are 368.8 hectares of land available for economic development. A number of sites either allocated or currently in employment use have planning permission for non-employment uses; these comprise around 31.39 hectares of employment land which could be lost. Taking this into account there are around 337.41 hectares of land available for new economic development.

Future requirements

7.65 Rotherham’s LDF will cover the period to 2021; however the nature of economic forecasting is such that accuracy over long timescales is limited. Modelling work undertaken by the Yorkshire and Humber Assembly considers the period to 2016 and draft RSS Policy E3 looks for districts to critically review employment land on a three year rolling basis.

7.66 A range of methodologies have been utilised to assess the amount of new employment land required to 2016: Regional Econometric Modelling (REM), historic take-up rates, and a ‘local jobs need’ assessment (based on a methodology developed by Prof Steve Fothergill of Sheffield Hallam University). Table 7 below compares employment land requirements derived from these various approaches. Further information is available in the Employment Land Review and accompanying background papers which can be viewed or downloaded from the Forward Planning website.

Table 7: Employment land requirements to 2016

<table>
<thead>
<tr>
<th>Projections</th>
<th>Additional full time equivalent jobs (2005-16)</th>
<th>Land required (Hectares)*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Jobs need</td>
<td>+12500 to +15500</td>
<td>212 to 245</td>
</tr>
<tr>
<td>REM draft RSS**</td>
<td>-4500 to +3000</td>
<td>0 to 108</td>
</tr>
<tr>
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<td>109 to 275</td>
</tr>
<tr>
<td>Historic take up</td>
<td>-</td>
<td>153 to 287***</td>
</tr>
</tbody>
</table>

* All figures include an additional 75ha of land to replace employment land losses to 2016.
** The REM land requirements have been derived by applying the conversion to land requirement element of the ‘jobs need’ methodology to the identified number of additional jobs to 2016.
*** The lower part of this range assumes a fall-back to mid-90’s level of 6.5ha per year take up, the higher part assumes the rate remains at the average of the last 5 years of 17.7ha per year. A mid range figure of 139ha is derived assuming the rate remains at average for the last 3 years of 11.6ha per year.
7.67 The ‘jobs need’ approach identifies land requirements based on an aspiration to raise the employment rate in Rotherham to 80% by 2016. There are two parts to calculating the economic land requirement – quantifying the additional number of jobs required and converting this requirement into employment land using various assumptions and calculations. On this basis the Borough is likely to require between 212 and 245 hectares of land to 2016. The RSS forecasts identified no additional employment land requirement; although applying the conversion to land requirement element of the jobs need approach indicated a need for 108 hectares of land at the highest growth levels. However the RSS forecasts have been superseded by the Sheffield City Region econometric modelling which uses the most up to date data available. The employment forecasts equate to a need for between 109 and 275 hectares to 2016; with a mid range forecast (likely to be most realistic) equating to around 222 hectares. In comparison, forecasting based on the historic employment land take up rates would lead to a requirement to 2016 of between 153 and 287 hectares of land, with a mid range forecast of around 214 hectares (equivalent to the take up rates for the last five years).

7.68 Having regard to the above it is considered prudent to provide for around 230 hectares of land for new economic development to 2016. However this does leave a five year gap until the LDF end date of 2021. If it is considered appropriate to plan until 2021 then additional employment land will be required. Based on a 13ha per year take up this could lead to a requirement for around 328ha of employment land.

How will future requirements be met?

7.69 Following site surveys to assess their quality, of the 237 hectares of remaining undeveloped employment allocation, around 184 hectares are favoured for retention. Therefore there is a shortfall against identified need to 2016 and to 2021 of around 46 ha and 146 ha respectively. Further work will be required to determine whether additional sites are required to address this shortfall. The following section identifies some key findings from the Employment Land Review. Analysis has been presented in relation to the settlement hierarchy suggested by the South Yorkshire Settlement Study. The distribution of employment sites favoured for allocation is illustrated on Map 8 below.

7.70 Settlements as a Key Focus for Change:

- In quantitative terms Dinnington/North Anston and Brampton/West Melton are generally well provided for in the short term with fewer opportunities available in the longer term.

- Within the Rotherham urban area there is a general lack of land available for development in the short term, and Masbrough, East Dene and Herringthorpe have no provision at all.

7.71 Settlements with High Potential for Change:

- Within the Blackburn/ Kimberworth/ Kimberworth Park and Greasbrough/ Wingfield parts of the Rotherham urban area only a limited amount of land is available in the long term (at Meadowbank Road) and no land available short term.
• Maltby has a severe lack of land available for development, with only 2.08ha of land available in the longer term (located within Hellaby industrial estate).

• Swinton/Kilnhurst also has a severe lack of land provision, with only 1.45ha of land available in the short term. However the area is reasonably well connected to the Wath-Manvers area and therefore the lack of land may not be a critical issue. Wath itself has over 14ha of land favoured for allocation, much of which is available in the short term.

• Rawmarsh/Parkgate has significant amounts of land available longer term centred upon land at Aldwarke. Similarly Wales/Kiveton Park and Laughton Common all have reasonable longer term provision.

• Thrybergh is a notable exception, with no existing land allocated; however it is well served by existing employment areas. Catcliffe has a large amount of land available including land being developed as the Waverley Advanced Manufacturing Park. A significant area of allocated land adjoining this may be included as a development site depending upon the decision regarding the proposed mixed use community at Waverley.

7.72 Settlements with Potential for Limited Change:

• The largest site available is the London Scandinavia site which could serve Brinsworth and nearby areas in the longer term. The Aston/Aughton and Swallownest area has some limited land available in the short and long term. The remaining settlements within this category have little or no land available for development: Moorgate and Broom, Thurcroft, South Anston, Treeton, Thorpe Hesley, and Bramley/Wickersley.

7.73 Settlements with Potential for Minor Change:

• None of the settlements within this category have any land available for development. It is not envisaged that provision of sites in these areas will be required.

Existing site sizes

7.74 The LDF will need to ensure that employment land allocations provide for a range of site sizes and quality. Due to the changing economy over the period of the current UDP the Borough has had a number of large sites available for development. These have tended to be former colliery or similar sites which have come forward for redevelopment. The remaining allocated employment development sites tend to be a smaller size and the need to provide for some larger sites is an issue which will need further consideration in the site allocations development plan document.

Key conclusions

• In quantitative terms there is a shortfall between the amount of land favoured for retention as employment development sites and identified land requirements to 2016 and 2021.

• Further employment land is likely to be required in Maltby.
• The Rotherham Urban Area has limited land for new development, however is served by significant amounts of land currently in use for employment purposes. Consideration needs to be given to whether there is a need for additional land to serve the urban area.

• Enabling communities to access to employment opportunities through adequate transport links is a key issue, as is the development of mixed use and innovative employment solutions to ensure development of sustainable communities.

• Further consideration will need to be given to the provision of some larger employment allocations dependent on future market requirements.

7.75 Spatial issues arising from the potential distribution of employment and housing land, retail facilities and transportation corridors related to the sustainable settlements hierarchy are considered further in Section 8.
Map 8: Employment land potential to 2021
Scope of policy

7.76 This policy direction considers the future employment land requirement related to the future needs of a modern economy, the principal role of Rotherham Town Centre and other strategic employment sites and the need to safeguard businesses in sustainable communities. The location of distribution centres, tourism and strengthening the rural economy are also covered.

Consultation

7.77 From Section 3 ('Rotherham Now'), there is concern about achieving a self-contained jobs market and to safeguard the manufacturing base and existing employment sites.

7.78 However, there is some perception of oversupply of employment land with a need to establish the extent of future quantitative and qualitative needs for a modern economy with an emphasis on hi-tech business and skills and provision of a variety of sites/premises in the right locations. There is a need for small workshops and provision for small firms and encouragement of teleworking in rural locations. Additional scope for business and conference based tourism and additional hotels was raised. The positive economic benefits of Robin Hood Airport were recognised.

7.79 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option C for creating accessible local jobs, new businesses and new environmental industries. Using employment land for other uses was not ruled out. Under this option there was also support for promoting tourism on the least sensitive sites and promoting rural facilities and services as well as farm diversification projects where there were no adverse environmental effects. Option B was favoured to re-invigorate Rotherham Centre and other town centres in the main outlying settlements. A mix of Options B and C was supported for protecting local jobs and employment sites within sustainable communities but without prejudicing action elsewhere in areas of greatest employment need.

PD3: Industry and Commerce

The Council, its partners and stakeholders will ensure that:

1. Employment Requirements

Provision is made for the allocation of up to 330 hectares of employment land to 2021, within a range of sites to accommodate buildings and infrastructure to meet the future employment needs of the Borough in line with requirements of existing and new businesses in a modern, innovative and competitive economy. The development of a skilled workforce to meet the needs of Rotherham’s changing economy will also be supported.

2. Town Centre Employment

The principal focus for employment in retail, offices, public/business services, culture and entertainment, sport, health and higher education facilities and other high public movement
generators continues to be within Rotherham Town Centre and other outlying town centres defined in the Retail/Leisure Policy creating opportunities for accessible mixed use development.

3. Strategic Employment Sites

Primary strategic locations for new industrial and business development (including new innovative target sectors including advanced manufacturing and metals, creative and digital industries, low carbon and environmental technologies and food and drink manufacturing) are within the Rotherham urban area (including Town Centre periphery, Templeborough and Aldwarke), Wath (Manvers), Dinnington, Maltby/Hellaby and Waverley.

4. Distribution Centres

Major distribution/logistics centres are located on the periphery of urban areas well related to the primary road network and where possible taking advantage of safeguarding opportunities for access to rail and the Sheffield and South Yorkshire Navigation.

5. Local Businesses

The creation of new small scale businesses in the settlements defined in the Sustainable Communities Policy Direction and within disadvantaged local communities. The development of ICT networks and live/work facilities are encouraged subject to local amenity considerations. The loss of local employment facilities to other uses needing to be justified in not prejudicing the continuing sustainability of communities by maintaining local employment opportunities.

6. Tourism

Opportunities for business and leisure based tourism and hotel development are to be promoted within the main town centres and adjacent to Magna and YES/Rother Valley Country Park. Provision for roadside services (including motorway service areas) and facilities for visitors to the Borough's country parks and historic attractions are supported and developed subject to environmental, amenity and transportation considerations.

7. Advertisements

Appropriate advertisement consents are supported to assist business and commerce subject to the avoidance of adverse visual amenity impacts, proliferation and distractions to motorists, particularly in sensitive locations.

8. Telecommunications and IT Networks

The development of telecommunications and IT networks and associated equipment is supported, as an essential requirement of a modern economy and in helping to reducing the need to travel, subject to the avoidance of equipment proliferation and adverse visual amenity impacts, particularly in sensitive locations.
9. **Rural Economy**

Economic development in rural areas is to be encouraged subject to environmental, amenity and transportation considerations, including new farming enterprises related to tourism, the re-use of redundant buildings for small businesses, composting facilities and the cultivation and processing of energy crops and organic produce. Provision for local housing needs, improved transport links and safeguarding local community service infrastructure will continue to be of importance to the rural economy.

**Delivery**

7.80 The Core Strategy DPD is to set the quantum of employment land together with broad distributional principles. The supporting Policies DPD will contain criteria for assessing proposals for tourist development, rural employment, alternative use of employment land, mixed use developments, advertisements and telecoms/ITC apparatus. Specific sites for employment and mixed use development will be identified in the Site Allocations DPD. (The above DPDs to replace all UDP Economic Development policies).

7.81 Future SPDs (yet to be programmed in Local Development Scheme) could include updated design guidance for employment sites and buildings (including mitigation and adaptation to climate change), and local employment and training requirements.

7.82 Relevant agencies/stakeholders include RMBC (RIDO), Rotherham Economic Partnership, Rotherham Chamber of Commerce, local firms and businesses, Yorkshire Forward and commercial agents.

**Conformity**

- PPS1 Delivering Sustainable Development, PPG4 Industrial, Commercial Development and Small Firms
- Regional Economic Strategy 2006-15
- Regional Spatial Strategy for Yorkshire and the Humber to 2016
  The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies E1 to E6, ENV7)
- Rotherham Community Strategy 2005 – 2010 (contribution to all themes particularly Achieving and Learning)
- Core Strategy objectives (2.2 Modern Economy, 2.3 Employment Land, 2.4 Local Businesses, 2.6 Town and local centres, 2.8 Tourism, 2.9 Rural economy)

**Evidence base**

Draft Employment Land Review 2006
Rotherham in Focus 2006

**Provisional Monitoring Indicators**

- Amount of floorspace developed for employment by type (B1, B2 & B8)
- Employment land available by type
- Employment land lost to residential development
- Amount of floorspace developed for employment by type on previously developed land
- Amount of floorspace developed for employment by type in RSS regeneration area (Dearne Valley)
- Increased employment rate relative to national average
- Reduced gap in average earnings between Rotherham and UK
- Reduction in economic inactivity rate
- Vacancy rate for industrial and commercial property
- Increase annually the net stock of VAT registered businesses
- Improved survival rate of new businesses

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

Sustainability Appraisal (Arup Consultants)

Strengths

This Policy Direction has clear benefits for the economy by supporting growth and directing to the most appropriate locations i.e. distribution developments to the urban fringe, close to strategic transport links or in the centre of the key towns in the Borough. By directing development towards the town centres the Policy Direction enhances the function and vibrancy of town and district centres, which should also contribute to economic growth. Focussing industrial and commercial development towards the key centres could also help to encourage a shift in transport usage away from cars towards public transport.

Weaknesses

As with some of the other Policy Directions, this one does not promote the principles of sustainable commercial and industrial development. As a result it could result in developments that are designed in such a way that use more material and consume more energy and water than if they had been designed with sustainability as a consideration throughout the design and construction process.

Enhancement opportunities

There is an opportunity, within this Policy Direction, to set out a requirement for commercial and industrial developments to take greater account of sustainable design principles. The Policy Direction could also identify partnerships that will be required to ensure that commercial and industrial development meets the needs of industry, employees and customers.

The Policy Direction could also be enhanced by making references to innovative or novel working practices, such as the provision of Wireless networks, communal workspaces and mixed use developments. This type of approach may also help to attract a wider variety of business sectors not currently present in the Borough.
Retail and Leisure

Scope of policy

7.83 This policy direction considers the role of Rotherham Town Centre as a principal retail/leisure centre with a supporting hierarchy of other retail centres together with the containment of existing out of town centres and the continuing importance of small neighbourhood shopping and service facilities. Map 9 below illustrates this hierarchy of centres. (NB: A broad existing floorspace range for each hierarchy category has been provided in PD4 below pending further consideration of each centre in a Retail/leisure Study. This will provide the indicative future floorspace potential for each centre within the Submitted Core Strategy DPD in line with its status within the Sustainable Settlements hierarchy and related to the future scale of development within the settlement concerned.)

Consultation

7.84 From Section 3 (‘Rotherham Now’), there is support for the regeneration of Rotherham Town Centre with better shops and more leisure facilities. Concern was expressed about the effects of supermarkets and retail parks on existing centres. Retail World having a complementary role to Rotherham Town Centre is mentioned. There is support for district and local centres and the retention of local shops.

7.85 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option B to re-invigorate Rotherham Centre as well as the other town centres in main outlying settlements. Maintaining local service infrastructure in all communities was favoured under Option C.
Map 9: Retail centre hierarchy

- Principal Town Centre
- Town Centres
- District Centres
- Local Centres

Urban Area
Motorway Network
Main Passenger Rail Service
Borough Boundary
PD4: Retail and Leisure

The Council and its partners will ensure that:

1. **Rotherham Town Centre (circa 60,000 sq m floorspace)**

   The economic viability and vitality of Rotherham Town Centre as a sub-regional centre and the Borough's Principal Town Centre for shopping, commerce, culture and leisure is sustained and enhanced.

2. **Retail Centre Hierarchy**

   Additional retail, leisure and service facilities will be provided at a scale commensurate with need in the following hierarchy of outlying town, district and local centres:

   - **Town Centres (usually 10,000-20,000 sq m floorspace)**
     - Dinnington, Maltby, Parkgate (Broad Street), Wath

   - **District Centres (usually 5,000-10,000 sq m floorspace)**
     - Rawmarsh, Swallownest, Swinton, Thurcroft, Wickersley

   - **Local Centres (usually less than 5,000 sq m floorspace)**
     - Bramley, Kiveton

3. **Out of Centre developments**

   Retail and leisure development outside of the designated centres will need to demonstrate compliance with PPS6.

4. **Neighbourhood Facilities**

   Throughout the Borough there are a number of smaller neighbourhood shopping parades that provide for local retail and service needs. These will be safeguarded and improved to help reduce the need to travel and to maintain accessibility and inclusive communities.

**Delivery**

7.86 The Core Strategy DPD is to set broad future retail floorspace levels and scope for leisure provision for Rotherham Town Centre and for each of the outlying centres related to its status within the retail and sustainable settlements hierarchy. The supporting Policies DPD will contain a retail/leisure policy regime for Rotherham Town Centre and for each category of the supporting retail hierarchy together with criteria for assessing out of centre proposals and alternative uses within neighbourhood parades. Specific sites for retail and leisure will be identified in the Site Allocations DPD. (The above DPDs to replace all UDP Retail and certain Community and Recreation and Environment policies covering commercial leisure provision).
7.87 Future documents (yet to be programmed in Local Development Scheme) include an Action Area Plan for Rotherham town centre, public realm, urban design code and shop front design.

7.88 Relevant agencies/stakeholders include RMBC (Town Centre Management), Rotherham Partnership, Rotherham Chamber of Commerce, major retailers, local traders, commercial leisure operators and developers.

**Conformity**

- PPS1 Delivering Sustainable Development, PPS6 Planning for Town Centres
- Regional Spatial Strategy for Yorkshire and the Humber to 2016
- The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH1, YH5, YH6, YH8a, SY1, E2a & b, ENV11a & b)
- Rotherham Community Strategy 2005 – 2010 (contribution to Achieving and Safe themes)
- Core Strategy objectives (2.6 Town and Local Centres)

**Evidence base**

Rotherham Retail and Leisure Study (White Young Green Consultants, 2004)
Rotherham Town Centre Retail Strategy (Donaldsons Consultants, Dec 2006)
Retail/Leisure Study (yet to be commissioned)

**Provisional Monitoring Indicators**

- Amount of completed retail, office and leisure development and percentage of each developed in town centres
- Vacancy rate for Rotherham Town Centre
- Vacancy rate for all borough town centres
- Increase foot flow in primary shopping streets in Rotherham Town Centre
- Satisfaction with Rotherham Town Centre
(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

**Sustainability Appraisal (Arup Consultants)**

**Strengths**

As with PD3 (Economy – Industry and Commerce) this Policy Direction contributes to economic growth and the vibrancy and function of town and district centres. In particular, it is the latter that the Policy Direction is likely to have a significant effect on. By using a clear hierarchy to focus the appropriate level type of retail and leisure developments towards either town or district centres the Policy Direction helps to support their function. It also provides an opportunity to increase the amount of activity that occurs in town centres and areas within town centres that are currently rundown and performing poorly.
Weaknesses

The Policy Direction does not address issues relating to the quality of design which could result in development that hinders the economic growth of town and district centres and makes them more vulnerable to crime. Likewise, without having any reference to sustainable design or standards for the quality of public realm the long term viability of the district and town centres could adversely affected. Although the Policy Direction makes linkages with PD3 Economy – Industry and Commerce, it does not address the linkages with the provision of accessible public transport in town and district centres which can enable access between the network of centres in the Borough.

Enhancement opportunities

There is a significant opportunity, as part of this Policy Direction, to ensure that developments adopt the principles of ‘secured by design’ as set out in PD9. Creation of DPDs SPDs and design guides for sustainable development and public realm would also help to significantly enhance the development of town and district centres to that they are accessible and attractive places to visit and shop in.
Waste Management

Scope of policy

7.89 This policy direction considers the need for more sustainable waste management and related principles.

Consultation

7.90 From Section 3 ('Rotherham Now'), there is a need for greater public awareness about waste management and to utilise the best available techniques and to provide for a variety of new waste sites and recycling points in new development. A more sustainable approach was considered likely through joint working. Energy from waste possibilities and transporting waste via rail and canal need to be investigated. The potential employment benefits of innovations in waste management were also mentioned.

7.91 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option C in discouraging landfill in favour of recycling and energy from waste alternatives which could assist the formation of new industries of benefit to the local economy. Exceeding waste minimisation and recycling targets and the provision of new waste management sites in appropriate locations was also supported under this option.

PD5: Waste Management

The Council with its partners and stakeholders will pursue more sustainable waste management that:

- safeguards the local environment, amenity, public health and reduces harmful emissions to assist in combating climate change
- reduces landfill in moving waste management further up the waste hierarchy
- minimises consumption of natural raw materials through waste reduction, re-use and recycling
- improves on statutory waste management targets
- supports a range of facilities dealing with waste management in proximity to source and aiming for self-sufficiency at the lowest practical level in the waste stream
- encourages the extension of existing waste management facilities, the use of previously developed sites and redundant buildings including sites in the Green Belt where appropriate and subject to environmental, amenity, transportation and public health considerations
- enables innovation within the waste industry, the development of waste clusters and the sustainable transport of waste utilising rail and canal
• prompts contributions from developers and the construction industry to integrate recycling and collection facilities and proposals for sustainable construction and waste management within the development process.

Delivery

7.92 The Core Strategy DPD is to promote the reduction of landfill in moving waste management further up the waste hierarchy; waste reduction and recycling; improving on statutory waste management targets and provision of a range of facilities dealing with waste management in proximity to source and aiming for self sufficiency at the lowest practical level in the waste stream. The Policies DPD will contain detailed criteria based policies for assessing proposals for new and the extension of existing waste management facilities. Additional policies will cover provision for handling recyclable waste within significant housing and retail developments and requirements for ‘audits’ of sustainable construction, waste minimisation and management measures on significant demolition and construction sites. Specific sites for waste management facilities (including those with scope for utilising rail or canal) will be identified in the Allocations DPD. (The above DPDs are to replace all UDP Waste Management policies).

7.93 Future SPDs could include design guidance for construction, screening and landscaping of waste management facilities and local recycling sites in addition to guidance for sustainable construction and waste management audits. (NB: Delivery arrangements could change as the South Yorkshire authorities are currently considering the preparation of a Joint South Yorkshire Waste DPD which would be subject to amendments to Local Development Schemes and endorsement by the Government Office.)

7.94 Relevant agencies/stakeholders include RMBC (Neighbourhoods), Rotherham Partnership, adjacent local authorities (in particular over the delivery of Municipal Waste Management Strategies), the waste management industry, developers and the construction industry.

Conformity

• PPS10 Planning for Sustainable Waste Management, PPS23 Planning and Pollution Control
• Regional Spatial Strategy for Yorkshire and the Humber to 2016
• The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies ENV12, ENV13 & ENV14)
• Rotherham Community Strategy 2005 – 2010 (contribution to Achieving and Safe themes)
• Core Strategy objectives (2.12 Waste Management, 3.6 Safeguarding natural raw materials)

Evidence base

Regional Waste Management Strategy
Rotherham Municipal Waste Strategy
**Provisional Monitoring Indicators**

- Capacity of new waste management facilities by type
- Amount of municipal waste arising and managed by type with percentage of total waste managed
- Number of kilograms of household waste collected per head
- Percentage of households served by kerbside collection of recyclables
- Number of recycling sites in Rotherham

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

**Sustainability Appraisal (Arup Consultants)**

**Strengths**

This Policy Direction complements the proposals for the creation of sustainable communities by using proximity to waste sources as key criteria for locating waste management facilities. It also promotes the minimisation of material consumption through waste reduction, re-use and recycling.

**Weaknesses**

Although this Policy Direction refers to sustainable waste management measures, such as re-use and recycling, it does not promote the wider concept of sustainable waste management. As a result, the Policy Direction is missing out on a key opportunity to raise awareness of the principles of sustainable waste management; namely avoid, reduce, re-use, recycle/treat and then as a last resort disposal. This is particularly applicable to the construction of new buildings whereby waste can be minimised and managed on site or locally.

**Enhancement opportunities**

Text setting out the principles of sustainable waste management will address the weaknesses described above. The Policy Direction also provides an opportunity to promote alternative and innovative approaches to waste management that can bring additional benefits, for example, composting of waste to create fertiliser and soil improvers and the use of waste to generate biogas using anaerobic digesters.
Transportation

Scope of policy

7.95 This policy direction considers the means to achieve more sustainable transport solutions, new and abandoned road schemes and the use of Transport Assessments and Travel Plans.

Consultation

7.96 Key issues raised in Section 3 call for the better integration of transport, particularly the co-ordination and improvement of public transport and cross boundary issues. There were also concerns about motorway widening and the potential impact of development and air quality within motorway corridors. The need for traffic reduction, the widening of travel choice, accessibility standards and greater priority for pedestrians and cyclists was acknowledged. There were concerns about reduced parking provision and the feasibility of alternatives to the car was questioned. There was support for more use of rail and canals for freight and the need for truck stops was mentioned.

7.97 Respondents to the recent Options Choices consultation expressed preference for Core Strategy Option B in making the best use of road and rail capacity, building fewer roads, investing more in public transport systems and service improvements as well as encouraging greater use of rail and canal for freight. Option C was supported in promoting more extensive local public transport services and better pedestrian and cycling links within and between local communities. A mix of Options B and C was supported for concentrating development in main urban areas, the most sustainable communities and adjacent to public transport interchanges.

PD6: Transportation

The Council with its partners and stakeholders will provide for safe, convenient and efficient journeys for economic, social and welfare purposes within Rotherham and beyond with minimal impact on the local and wider environment by promoting:

1. Sustainable transport solutions

Reducing the need to travel and more sustainable transport solutions can be achieved by locating new development in accessible urban areas and sustainable settlements linked by principal corridors containing more integrated modal management (as illustrated on the key diagram). More specifically this will involve:

   In urban areas and sustainable settlements

   • Provision for mixed use developments, improved public transport interchange and efficient management of existing car parking capacity with increased priority to short stay facilities and maximum parking standards for new development

   • Urban Traffic Control systems for improving the management of available roadspace and reducing congestion
• Continuing improvements to the accessible environment and pedestrian and cycling facilities and links within and between neighbourhoods and local service centres

*Within Transportation Management Corridors*

• Improving Rotherham’s strategic road, rail and air transport connectivity to sub-regional, regional, national and international destinations

• Improved local rail services and interchange with associated parking and cycle storage facilities

• Efficient management of existing roadspace with continuing emphasis on bus, cycle and pedestrian priorities

• Future development of rapid transit systems with park and ride facilities related to town centre parking pricing and management

• Optimum use of rail and canal for the movement of freight and bulk raw materials (including waste)

2. *Road Schemes*

• Undertaking some new road schemes to assist road safety, regeneration, environmental improvements and better utilisation of existing road space capacity including:

  *Already programmed*
  A57 (M1 J31 to Todwick crossroads) Improvement
  A631 (West Bawtry Road) Improvement
  Waverley Link Road

  *Potential Schemes*
  M18 - Maltby Bypass/Dearne Link

• Abandoning long standing road schemes that are no longer considered to assist sustainable transport solutions in so far as they increase road capacity and encourage car use. Such schemes include:
  A630 (Dualling of Fitzwilliam Road)
  A631 (Dualling - Hellaby to Addison Road, Maltby)
  A633 (Dualling of Rotherham Road, Parkgate)

  These schemes are now likely to be substituted by bus priority measures as part of the Quality Bus programme.

3. *Transport Assessments, Air Quality Assessments and Travel Plans*

Developers will be required to submit with certain planning applications:

• Transport Assessments and Air Quality Assessments to demonstrate how the potential adverse transport impacts of new developments can be mitigated.
• Travel Plans setting out how new developments can be serviced by sustainable transport solutions.

**Delivery**

7.98 The Core Strategy DPD will promote reducing the need to travel and achieving more sustainable transport solutions by locating new development in accessible urban areas and sustainable settlements linked by principal corridors containing more integrated modal management. Detailed policies for accessible locations, developer contributions, Transport Assessments, Air Quality Assessments, Travel Plans, highway safety/design, roadspace management, parking standards and new/abandoned road schemes will be included in the supporting Policies DPD. Specific transportation proposals including public transport/roadspace management corridors, safeguarded routes, park and ride sites, new interchanges, rail/canal freight sites are to be included in the supporting Allocations DPD. Both these DPDs will be accompanied by the Proposals Map showing specific transportation policy areas, corridors and proposals. (The above DPDs will replace all UDP Transportation policies). Future SPDs will include detailed requirements for Transport Assessments, Air Quality Assessments, Travel Plans, and S106 Agreements.

7.99 Relevant agencies/stakeholders include RMBC (Planning and Transportation Unit, Neighbourhoods – Environmental Health, Streetpride), Rotherham Partnership, SYPTE, Highways Agency, Rail Franchise Operators, Bus Operators, South Yorkshire Police, Freight distribution industry, developers, and airport operators.

**Conformity**

• PPS1 Delivering Sustainable Development, PPG13 Transport, PPS23 Planning and Pollution Control
• Regional Spatial Strategy for Yorkshire and the Humber to 2016
• The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies T1 to T9, S1 to S4)
• Rotherham Community Strategy 2005 – 2010 (contribution to Achieving and Safe themes)
• Core Strategy Objectives (2.5 Transport and access to jobs, 3.3 Sustainable locations, 3.4 Sustainable travel, 4.3 Local transport links)

**Evidence base**

South Yorkshire Local Transport Plan
Rotherham Integrated Transport Strategy, Arup, Dec 2006
Rotherham Air Quality Action Plans

**Provisional Monitoring Indicators**

• Percentage of completed non-residential development complying with car parking standards set out in the LDF
• Amount of new residential development within 30 minutes public transport time of a GP; hospital, primary/secondary school; area of employment; major retail centre.
• Percentage of residents satisfied with the local bus service
• Delivering an integrated transport system which is accessible and sustainable (average LTP score)
• Congestion (average vehicle delay morning peak period) - seconds lost per vehicle kilometre

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

**Sustainability Appraisal (Arup Consultants)**

*Strengths*

The Policy Direction’s main strength is the way that it supports accessibility between town and district centres and residential areas by the provision of strategic transport corridors. It also helps to promote sustainable development by encouraging the use of non-car modes of transport and reducing the need to travel by placing services close to the people that need to use them. This is fundamental to the creation of sustainable communities.

*Weaknesses*

Although this Policy Direction enhances movement between district centres, neighbourhoods and town centres it does not address movement within developments, district and town centres. Restrictions to movement in town and district centres, such as difficult road crossings, can have significant adverse effects on movement and can result in some areas function poorly within these centres. Likewise, poorly designed public realm can have significant adverse effects on people with mobility difficulties.

The Policy Direction does not address sustainable design and construction issues associated with transportation developments. This could for example include use of recycled aggregates and materials for road and transport infrastructure.

*Enhancement opportunities*

The Policy Direction would benefit by extending its scope so that it also addresses the issues surrounding movement within developments, district centres and town centres. There is a major opportunity for habitat creation and biodiversity enhancement during the development of or improvement to transport infrastructure. This is particularly relevant to linear developments, such as roads, cycle-routes, railway lines and canals that can also provide valuable wildlife corridors that help to link habitats across the Borough that would otherwise be isolated. The Policy Direction could also be enhanced by highlighting the potential dual role of transport corridors as recreational facilities, e.g. cycle paths, footpaths and canal towpaths.
Local Heritage

Scope of policy

7.100 Although the Borough’s natural, historic and cultural environment is not a priority topic for review within the first round of DPDs, set out in the Local Development Scheme agreed with the Government Office, continuing commitment to its protection, enhancement and management is seen as an essential part of the Core Strategy in determining the future spatial framework for sustainable development in the Borough.

Consultation

7.101 From Section 3 (‘Rotherham Now’), biodiversity was seen as a key sustainability objective and there is currently an imbalance between economic development and biodiversity. The effectiveness of existing UDP natural environment policies was questioned with a need to safeguard wildlife corridors and for standards of provision for greenspace and nature reserves. Landscape assessment needs to consider key features including historic parks and gardens. There needs to be stricter control over development in the historic environment. Countryside and heritage assets can contribute to quality of life and tourism.

7.102 Respondents to the recent Option Choices consultation expressed preference for Core Strategy Option C for local heritage issues although Option B was slightly more prominent in seeking to promote access and interpretive information at all but the most sensitive countryside and heritage sites.

PD7: Local Heritage

The Council in partnership with national agencies and local stakeholders will ensure the safeguarding and enhancement of the special quality and character of the Borough’s natural, historic and cultural heritage by promoting initiatives and requiring development to:

- Protect and, where appropriate, enhance and manage greenspaces, buildings, habitats, species or other assets of acknowledged heritage importance commensurate with their statutory status and their relative national, regional, sub-regional or local value. Appropriate mitigation measures will be required to combat any potential direct and/or indirect adverse impacts of development recognising there may be limits to particular heritage assets accepting further development without irreversible damage.

More specifically, development proposals, taking account of the latest and most up-to-date information, will be required to safeguard, maintain and enhance:

Biodiversity/geodiversity

Biodiversity, habitat networks and geological features within designated sites as well as within areas of recognised local importance (including naturally regenerated brownfield sites) in the wider environment. Future biodiversity policy and management regimes will need to take account of the potential effects of climate change. (Criteria for the identification and surveying sites of local importance to inform future biodiversity policies are to be included in
a future Policies DPD, with designations on the Proposals Map, yet to be programmed in the Local Development Scheme).

**Historic built environment**

Historic architectural and archaeological assets, including conservation areas, listed buildings, ancient monuments and historic parks and gardens. (Updated conservation policies will be included in a future policies DPD. Conservation Area assessments and reviews will inform scope for Conservation Area Management Plans and townscape enhancement initiatives in future Supplementary Planning Documents yet to be programmed in the Local Development Scheme).

**Landscape character**

Landscape character and distinctiveness derived from the intrinsic qualities of the countryside related to geology and geomorphology, biodiversity, ancient woodlands and hedgerows, settlement and field patterns, historic buildings, ancient monuments and archaeology. (A Borough wide Landscape Character Assessment is to be undertaken to identify locally distinct landscape areas to inform specific detailed policies in a future Policies DPD (with designations on the Proposals Map) yet to be programmed in the Local Development Scheme).

**Greenspace networks**

Greenspace networks for a variety of purposes including informal recreation, children’s play and pitch sports as well as for their general amenity, biodiversity, habitat value and contribution to ‘urban cooling’. A Greenspace Audit has been carried out to inform the Council’s Corporate Greenspace Strategy providing the basis for the creation, maintenance, rationalisation and management of greenspaces related to local need. Related policies for safeguarding existing greenspaces and the application of standards of provision within new development are to be included in a future Policies DPD (with appropriate designations on the Proposals Map) yet to be programmed in the Local Development Scheme.

**Countryside resources**

The quality, character and amenity value of the countryside whilst acknowledging the sensitive promotion of its heritage assets, as part of an integrated and sustainable approach to land management, can bring cultural and leisure benefits to the Borough’s residents and visitors.

**Delivery**

7.103 The Core Strategy DPD will generally promote the protection, management and enhancement of biodiversity, geodiversity, historic architectural and archaeological assets, landscape distinctiveness, greenspace networks and countryside resources pending the drawing up of more detailed policies and specific site designations in future Policies and Allocations DPDs and supported by appropriate guidance and standards in future SPDs (which have yet to be programmed in the Local Development Scheme). In the meantime
appropriate existing UDP policies will be saved alongside the finalised Core Strategy heritage policy.


Conformity

- PPS1 Delivering Sustainable Development, PPS7 Sustainable Development in Rural Areas, PPS9 Biodiversity and Geological Conservation, PPG15 Planning and the Historic Environment, PPG16 Archaeology and Planning
- Regional Spatial Strategy for Yorkshire and the Humber to 2016 – Dec 2004 (Policies S3, S4, P1, E2, E6, N1, N3, N4, N5 and R3).
- The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH1 to YH7, SY1, ENV6 to ENV8, ENV9c and ENV10)
- Rotherham Community Strategy 2005 – 2010 (aspects of all Themes)
- Core Strategy objectives (1.3 Biodiversity, 1.4 Countryside and Landscape, Historic Built Environment, 1.6 Countryside and Heritage Assets, 4.2 Local Service Infrastructure)

Evidence base

Landscape Character Assessment Study (to be commissioned)
Local Biodiversity Action Plan
Development of Local Wildlife Sites System (under preparation)
Conservation Area Review (under preparation)
Greenspace Audit
Greenspace Strategy and Standards (yet to be commissioned)

Provisional Monitoring Indicators

- Changes in areas and populations of biodiversity importance - priority habitats and species by type
- Quality of Nationally Important Wildlife Sites
- Amount of land covered by environment stewardship schemes
- Area / percentage of the borough covered by woodland
- Number of listed buildings and percentage at risk (Grade i and ii*)
- Number of conservation areas and percentage with an up to-date character appraisal
- Condition of SSSIs in the Borough
(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)
Sustainability Appraisal (Arup Consultants)

**Strengths**

The main strength of this Policy Direction is the fact that it recognises the importance of all habitats and wildlife, whether they are nationally important Sites of Special Scientific Interest or a small area of brownfield containing species of local interest. It also sets out a framework to protect sites where appropriate or allows development with suitable mitigation measures. It also protects heritage, landscape and green space assets.

**Weaknesses**

One area of weakness within this Policy Direction is the lack of recognition of the contribution that biodiversity, in its broadest sense, can make towards sustainable development. For example the provision of allotments, gardens and green spaces within developments can also provide biodiversity benefits. The Policy Direction does not reflect the importance of heritage features that are not designated, but may still have some local significance or contribute to the character and setting of a town or village.

**Enhancement opportunities**

The Policy Direction would benefit by including references to the importance of non-designated heritage assets and role of biodiversity within sustainable development. These enhancements could be expanded to promote the creation of habitats within developments by creating gardens, allotments, parks and landscaping within the public realm of town and district centres. These measures can also enhance people’s quality of life and can also provide additional recreational and amenity facilities. The policy could also be enhanced by acknowledging the importance of connectivity between green spaces and habitats.

The Policy Direction could also be used to promote the use of biodiversity and the wider environment to respond to the effects of climate change. For example, planting can help to reduce soil erosion, improve natural drainage, retain water resources and provide shading which could all be affected by the changing climate.
Efficient Use of Resources

Scope of policy

7.105 Although the efficient and prudent use of natural resources and infrastructure is not a priority topic for review within the first round of DPDs, set out in the Local Development Scheme agreed with the Government Office, continuing commitment to its promotion is seen as an essential part of the Core Strategy in determining the future spatial framework for sustainable development and helping to mitigate and adapt to climate change.

Consultation

7.106 From Section 3 (‘Rotherham Now’), there were calls for energy efficiency, more renewable energy, water recycling and sustainable construction in new developments. There was recognition of the importance of co-ordinating development and infrastructure. Support for brownfield mixed use development but concern over higher densities was expressed. There was a need to balance mineral production and environmental objectives. The Regional Aggregates Working Party saw no need for additional areas of search for minerals but the use of secondary aggregates needs to be optimised. There was concern about coal production and increased CO2 emissions and climate change. The need for integrated water catchment management under the EU Water Framework Directive was mentioned.

7.107 Respondents to the recent Options Choices consultation expressed support for a mix of Option B and C for infrastructure, mineral working and brownfield land/higher density issues. Option C was preferred for renewable energy, water management and secondary aggregates/sustainable construction issues.

PD8: Efficient Use of Resources

The Council supports the efficient and prudent use of natural resources and infrastructure by working with partners and stakeholders to:

- Secure the treatment and mitigation of ground instability and contamination and to give priority to developing previously developed land and the conversion of existing buildings within sustainable settlements and locations.

- Achieve a minimum net density of 30 dwellings per hectare (with an indicative range of densities for urban, suburban and rural locations to be defined in the Policies DPD), mixed use development and live/work residential units subject to consideration of local context, amenity, layout, design and prospects for the future adaptability and conversion of buildings.

- Promote biomass crops and local organic food production with development for non agricultural use taking place on lower quality agricultural land.

- Manage mineral reserves with production regulated to the needs of the construction industry reflected in regional production targets and the promotion of utilising secondary aggregates and sustainable construction and materials as well as promoting opportunities for integrated waste management.
• Safeguard utility infrastructure whilst protecting the environment and the continuing well-being of communities. Extend utility infrastructure networks to serve new development within sustainable settlements and to optimise connections to future decentralised renewable or low carbon energy supplies.

• Achieve more integrated management of water catchments (in furtherance of the EU Water Framework Directive) by safeguarding water resources; promoting water efficiency and water recycling in new development; regulating development to the availability of water supplies and sewerage capacity; avoiding areas of flood risk; and by encouraging sustainable drainage systems, biodiversity and appropriate opportunities for recreational access.

• Promote the sustainable design and construction of new buildings (including the Code for Sustainable Homes) together with their layout, orientation, massing, density and mix to minimise energy consumption and to reduce carbon emissions.

• Promote improved energy efficiency in new developments and to increase installed renewable energy capacity to meet Rotherham's indicative energy potential target of 10.6 MW by 2010, and to achieve on-site provision within new developments to be specified in the Policies DPD.

**Delivery**

7.108 The Core Strategy DPD will generally promote treatment of unstable and contaminated land with priority to the development of brownfield land; higher densities subject to local context; use of lower grade agricultural land for development; mineral production related to regional targets and optimum use of secondary aggregates and sustainable construction; extending utility networks (including decentralised renewable energy sites) serving development in the most sustainable locations; more integrated water management; and achievement of renewable energy targets and increasing on site provision for microgeneration. More detailed supporting policies together with policy areas and specific sites will be set out in future Policies and Allocations DPDs and supported by SPDs as appropriate (these have yet to be programmed in the Local Development Scheme). In the meantime appropriate existing UDP policies will be saved alongside the finalised Core Strategy policy.

7.109 Relevant agencies/stakeholders include RMBC, utility companies, renewable energy companies, public sector property owners, minerals industry and developers.

**Conformity**

• PPS1 Delivering Sustainable Development, PPG14 Development on Unstable Land
• PPS22 Renewable Energy (and Companion Guide), MPS2 Controlling and Mitigating the Environmental Effects of Mineral Extraction in England, MPG1 to 15 as applicable
• Regional Spatial Strategy for Yorkshire and the Humber to 2016
• The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH2 and YH8, ENV2 to ENV5 & ENV7)
• Rotherham Community Strategy 2005 – 2010 (particular contribution to Achieving and Safe themes)
• Core Strategy objectives (2.10 Utility Infrastructure, 2.11 Mining and Quarrying, 3.1 Efficient use of land, 3.2 Reducing greenhouse gas emissions, 3.5 Water Management, 3.6 Safeguarding raw materials)

Evidence base

National Land Use Database (NLUD)
Urban Potential Study (updated 2006)
Rotherham Strategic Flood Risk Assessment (Jacobs Babtie Consultants 2006)

Provisional Monitoring Indicators

• Percentage of new and converted dwellings on previously developed land
• Percentage of dwellings completed at: <30, 30 to 50, >50 dwellings per hectare
• Percentage of employment floorspace on previously developed land
• No. of planning permissions granted contrary to the advice of the Environment Agency on (flood defence or) water quality grounds
• Reduced level of CO2 emissions/annum for Council buildings and Council housing stock
• Renewable energy capacity installed by type
• Production of primary land won aggregates and secondary / recycled aggregates.
• Average Standard Assessment Procedure (SAP) rating for LA owned dwellings - energy efficiency

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)

Sustainability Appraisal (Arup Consultants)

Strengths

This Policy Direction provides a very clear and robust framework that promotes the efficient use of land by setting minimum standards for building densities for residential developments. It also promotes the re-use and refurbishment of buildings instead of demolition and prioritises the use of brownfield sites before greenfield sites. It also directs developments towards urban centres that have good access to public transport and other infrastructure.

Renewable energy production and the consumption of water resources also feature within this Policy Direction, setting targets for the amount of renewable energy to be produced within the Borough by 2010.

Weaknesses

Although this Policy Direction addresses sustainable materials and construction it is lost within the text of the Policy Direction and would benefit by being stated in more explicit terms. The Policy Direction could also be enhanced by showing the links between the use of sustainable materials, sustainable design and the creation of sustainable communities.
**Enhancement opportunities**

There is an opportunity, within this Policy Direction, to reflect the role that biodiversity can have as a resource. For example straw bales can be used as building material; coppiced trees can be used as renewable fuel source. The Policy Direction could also encourage the use of locally sourced materials which can reduce pollution and traffic congestion.
Community Safety and Well Being

Scope of policy

7.110 Although community safety and well being is not a priority topic for review within the first round of DPDs, set out in the Local Development Scheme agreed with the Government Office, continuing commitment to its promotion is seen as an essential part of the Core Strategy in contributing to sustainable communities.

Consultation

7.111 From Section 3 ('Rotherham Now'), there were concerns about air quality management, contaminated land, water/groundwater quality, EU Noise Mapping Directive, hazardous installations, amenity impacts of sewage works, flood risk, combating skin cancer and designing for community safety.

7.112 Respondents to recent Options Choices consultation had a preference for Core Strategy Option C concerning stricter control of development to prevent pollution, treating contamination when developing brownfield land and reducing flood risk in managing water catchments.

PD9: Community Safety and Well Being

The Council with its Agency partners and stakeholders will ensure community safety and well-being by requiring development to:

- Mitigate and adapt to the likely impacts of climate change particularly in areas of potential flooding identified in the Rotherham Flood Risk Assessment Study. Where appropriate, development will need to be supported by Flood Risk Assessments and proposals for suitable mitigation measures. Incorporating sustainable drainage systems (SUDS) into new development is likely to achieve positive benefits for both the management of surface water run-off helping to reduce localised flash flooding and for wider environmental and biodiversity enhancement.

- Avoid or suitably mitigate potential air, soil, noise, light, surface and ground water pollution or public safety and health risks directly arising from in-situ operations and/or from potential indirect or cumulative impacts on surrounding areas and sensitive land uses. Particular regard should be taken of potential adverse effects of additional development within or which impact upon Air Quality Management Areas, locating development near to hazardous installations and in developing contaminated sites. Development may not be appropriate where pollution and public safety risks are considered to be unacceptable.

- Incorporate measures to combat crime and public disorder based on the principles of 'Secured by Design'. The design and layout of development should aim to make crime more difficult to commit, increase the risk of detection and achieve a safer and more secure environment by considering issues of natural surveillance; defensible space; lighting; landscaping; and pedestrian, cycling and vehicular movement routes. Solutions
need to be sensitive to local circumstances and achieve a balanced approach to both the visual quality of development and crime prevention.

**Delivery**

7.113 The Core Strategy DPD will generally promote the need to safeguard communities against risks from flooding, all types of pollution, hazardous installations, crime and public disorder. More detailed supporting policies, policy areas and specific sites will be set out in future Policies and Allocations DPDs and supported by SPDs as appropriate (these have yet to be programmed in the Local Development Scheme). In the meantime appropriate existing UDP policies will be saved alongside the finalised Core Strategy policy.

7.114 Relevant agencies/stakeholders include RMBC (Emergency Planning, Neighbourhoods – Environmental Health), Rotherham Partnership, Health and Safety Executive, Environment Agency, South Yorkshire Police, South Yorkshire Fire and Rescue Service, Health Authority, Rotherham PCT, Highways Agency.

**Conformity**

- PPS1 Delivering Sustainable Development, PPS12 Local Development Frameworks, PPS23 Planning and Pollution Control, PPG24 Planning and Noise, PPG25 Development and Flood Risk
- Regional Spatial Strategy for Yorkshire and the Humber to 2016 – Dec 2004 (Policies S3, S5, N5, R2 and R3)
- The Yorkshire and Humber Plan Draft for Public Consultation – Dec 2005 (Policies YH1, YH2 & YH7, SY1, ENV1, ENV3 & ENV7)
- Rotherham Community Strategy 2005 – 2010 (contribution to Safe theme)
- Core Strategy objectives (1.7 Control of Pollution, 3.5 Water Management, 4.1 Creating a strong community identity)

**Evidence base**

Rotherham Strategic Flood Risk Assessment (Jacobs Babtie Consultants 2006)
Rotherham Air Quality Action Plans

**Provisional Monitoring Indicators**

- Number of planning permission granted contrary to advice of Environment Agency on flood defence or water quality grounds
- Number of sites of potential concern with respect to land contamination
- Reduce level of CO2 emissions per annum from council buildings and council housing stock
- Air Quality - levels of national Air Quality Strategy pollutants including nitrogen dioxide and particles
- Water / river quality - percentage of river water classified as fair or good
- Reduce domestic burglary rate for the Borough

(These are provisional indicators drawn from existing sources and there may be a need to substitute more pertinent local indicators, via the Annual Monitoring Report, related to more detailed policies and site allocations in the supporting DPDs.)
Sustainability Appraisal (Arup Consultants)

**Strengths**

A key strength of this Policy Direction is the way that it addresses public safety through design, by using the principles of ‘secured by design’ to ensure that developments do not create areas that encourage crime. It also addresses human safety issues such as flood risk and provides safeguards for people from pollution and nuisances that can occur during the construction or operation of developments.

**Weaknesses**

One key weakness of this Policy Direction is the lack of recognition that climate change could have on safety or health issues for people in the future. As a result developments could occur that could exacerbate these effects, particularly over the long term as the effects of the changing climate become more apparent.

**Enhancement opportunities**

The Policy Direction should include some recognition of the potential health and safety issues that could occur due to climate change and propose measures that could be used to ensure that developments consider the potential effects within their designs. This should mean that developments are designed to be resilient to potential changes or can easily be adapted to mitigate the effects of climate change. This could be assisted by sustainable design guidance SPD and DPD policies.
Key Diagram

7.115 Map 10 below, the Key Diagram, draws together the main spatial effects of the Core Strategy Preferred Option to represent how we wish to see Rotherham develop over the next 14 years. The principal spatial influences on the Borough’s future sustainability are shown in shaded text below and illustrated on the key diagram – others will be determined in supporting or future Policies and Allocations DPDs:

Sustainable Communities

- Urban Renaissance in main urban areas – Rotherham Urban Centre, Wath, Dinnington and Maltby
- Protection of Green Belt with some additions/deletions to achieve sustainable developments and continuity of long term housing supply
- A hierarchy of settlements with development opportunities and adequate service infrastructure to support sustainable communities
- Distinctive communities through better urban design and developer contributions to enhance local facilities

Housing

- Distribution and scale of new housing development in keeping with the sustainable settlements hierarchy
- Improved housing choice and affordability
- Sustainable housing development and design in accessible locations
- Regeneration of older housing areas within sustainable communities and Housing Market Renewal Pathfinder areas
- Possible major housing development within a new mixed use community at Waverley helping to secure housing supply in the longer term

Industry and Commerce

- Rotherham Town Centre and the larger outlying centres as the principal focus for retail, office, leisure and public service employment
- Strategic locations for modern innovative industries and businesses at Waverley, Manvers, Templeborough, Dinnington, Aldwarke and Maltby/Hellaby
- Logistic/distribution centres in locations on the primary road, rail and canal network
- Safeguarding existing firms and encouraging new business formation in sustainable communities and areas of greatest job need
- Providing for business and leisure based tourism
• Encouraging diversification of the rural economy and maintaining rural service infrastructure

Retail and Leisure

• Enhance Rotherham Town Centre as a sub-regional centre for shopping, commerce, culture and leisure

• Further retail, leisure and service facilities to be provided in keeping with a hierarchy of outlying town, district and local centres

• Containment of retail and leisure development outside designated centres

• Retention of neighbourhood retail and service facilities

Waste Management

• Promotion of sustainable waste management and innovation with potential benefits to the local economy

• Provision for new waste management sites and operations

Transportation

• Reducing the need to travel and more sustainable transport solutions by locating new development in accessible urban areas and sustainable settlements with mixed use development

• Improved public transport services, interchanges and parking management

• Better pedestrian and cycling facilities

• Connecting sustainable locations by corridors containing better integration and management of transport choice with improved links to strategic locations

• Better local bus and rail services, roadspace management, park and ride facilities, rapid transit systems and more rail and canal freight movements

Local Heritage

• Promotion of biodiversity and geodiversity in the designation of new local wildlife sites and habitats

• Conservation Area assessments and management plans

• Landscape character assessment and new area designations

• Continued safeguarding of greenspace networks and setting new local standards

• Sustainable management of countryside resources
Efficient use of Resources

- Treatment of unstable and contaminated land to assist development
- Higher density development (subject to local context)
- Promote biomass crops and local organic food production with development for non-agricultural use taking place on lower quality agricultural land
- Minerals production regulated to environmental considerations and regional production targets whilst promoting the use of secondary aggregates
- Direct development to utilise existing utility network capacity
- Promote integrated management of water catchments
- Sustainable building construction and design
- Encourage energy efficiency and increased use of renewable energy in new developments

Community Safety and Well Being

- Mitigate flood risk in new development
- Reduce potential pollution from new development
- Incorporate crime reduction measures in the layout and design of new development
8. Spatial directions

This section looks at the relationship between the spatial aspects of the LDF priorities of housing, industry and commerce, retail and transportation.

8.1 Previous sections have outlined a sustainable settlements hierarchy, retail/service centres hierarchy and integrated transport management corridors providing the basis to consider the broad distribution and location of potential future housing and economic development in support of the Preferred Option. The dynamics of this process can be further explored by looking at spatial planning zones which have been defined by considering various characteristics including housing markets and travel to work factors.

8.2 The pursuit of sustainable settlements requires a greater degree of self-containment to help reduce the need to travel. This means looking to achieve a better balance of housing and employment provision consistent with the capacity of local retail and community service infrastructure and where this is not possible to improve transport connectivity to facilities within higher order settlements.

8.3 The potential level of housing and employment land which might be achieved within settlements and planning zones provides the basis for identifying instances where there is a possible imbalance of provision or where transportation linkages might need to be improved. This raises further issues and questions for discussion during consultations and will help in identifying settlements where additional development land will be required in the future. This could prompt the need to restructure urban uses or amend the green belt in particular areas.

8.4 The scale of provision for additional development within particular settlements will be put forward in the Submission Core Strategy and will assist the future discussion of options for specific site allocations in the supporting Allocations DPD and policies for the managed release of land in line with local requirements and continuity of supply in the Policies DPD.

8.5 Early work on the development of this Core Strategy identified five distinct spatial ‘sub-regions’ or zones within the Borough, using the distinct differences in travel to work patterns as an evidence base:

Dearne Settlements – Brampton, Dearne, Swinton Town, Kilnhurst

- Characteristics: Ex mining communities within Dearne Valley. Extensive areas of reclamation being developed as Manvers regeneration area. Significant out commuting to Barnsley and Doncaster with some movements into West Yorkshire via MI Link Road. Less close relationship with Sheffield.


- Characteristics: Main urban centre, inner area neighbourhoods and suburban communities. Less out commuting and close association with Town Centre.

- Characteristics: Popular housing area in attractive rural fringe. Less association with Rotherham Centre with commuting to Sheffield and lesser extent to Doncaster via M18

Rotherham/Sheffield Corridor – Wentworth, Kimberworth, Templeborough, Waverley, Aston, Rother Valley, South Rural.

- Characteristics: Central part of the Lower Don Valley together with a mix of ex-mining settlements and villages within pleasant countryside within the M1 Corridor. Extensive commuting into Sheffield (all areas over 30%) with additional movements also to Nottinghamshire/Derbyshire in the south and to Barnsley/West Yorkshire in the north. Limited association with Rotherham (less than 50% work in the Borough).

Outlying and Rural Settlements – West Maltby, East Maltby, Laughton, Thurcroft, Dinnington Town, Anston.

- Characteristics: Predominantly rural with attractive villages and significant former mining settlements of Maltby, Thurcroft and Dinnington linked to Rotherham Centre by quality bus corridors. Mixed commuting patterns with significant movements to Sheffield via M1 and M18 as well as North Nottinghamshire (Bassetlaw) and North Derbyshire.

8.6 A Background Paper entitled ‘Core Strategy 3: Identification of Spatial Planning Zones’ is available on our website. Map 10 below illustrates the coverage of each zone.
Map 11: Spatial planning zones

[Map showing various spatial planning zones with labels and colors indicating different areas.]

Legend:
- Dearne Settlements
- Rotherham Urban
- Urban Fringe
- Rotherham/Shawfield Corridor
- Outlying and Rural Settlements
- Urban Area
- Motorway Network
- Main Passenger Rail Service
- Borough Boundary

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Spatial Planning Zones - summary of possible spatial directions

8.7 The potential spatial directions for each of the planning zones identified are listed in brief below:

Dearne

- Wath - Improved pedestrian/cycling links to Manvers and scope for more town centre housing.
- Swinton - scope for town centre housing.
- Accept loss of employment land at Kilnhurst but need for better pedestrian access to rail interchange and service centres.
- Brampton/West Melton - better local service facilities and links to Cortonwood facilities - scope for housing on greenspace subject to compensatory provision - restructuring of existing housing stock.
- Transport connectivity with nearby settlements in Barnsley and Doncaster.

Rotherham urban

- Significant increase in Town Centre housing provision particularly within mixed use schemes.
- Gradual restructuring of housing offer and incorporating some new local employment opportunities within urban centre communities under HMR Pathfinder interventions.
- Bus Rapid Transit corridors to improve public transport connections from residential communities to urban centre facilities and employment areas.
- Major new employment opportunity at Aldwarke with related transport corridor improvements.

Urban Fringe

- Address lack of employment land at Bramley/Wickersley - safeguard existing sites and enhance linkage to additional provision at Maltby and external job opportunities via enhanced bus rapid transit corridor. Despite likely demand significant additional housing provision (particularly on greenfield sites) not favoured due to implications for increased out-commuting via M18.

Rotherham/Sheffield Corridor

- Long standing proposal for major housing development at Thorpe Hesley to be abandoned as being unsustainable and contrary to current national policy – improvements to local services and limited rounding off with majority of UDP allocation to be re-designated as green belt.
There may be scope for additional housing at Kiveton Park subject to enhanced rail services and local retail and service facilities. Extent of mainly greenfield opportunities implies significant additional housing would be a longer term proposition.

Enhance district centre facilities catering for established residential communities.

Waverley has potential for significant brownfield housing provision within a new mixed use community. This is considered a longer term possibility so as not to prejudice current policy directed at urban locations and housing market renewal. Drawing on Waverley's potential would provide a reserve of housing to assist continuity of supply and brownfield performance but would be dependent on finding sustainable transport solutions to growing problems of congestion on the Parkway and M1.

Blackburn may not continue to be a suitable location for housing due to motorway noise and vehicle emissions - consideration could be given to the possibility of greening or redevelopment for employment uses in the longer term.

**Outlying and Rural Settlements**

Additional housing and employment land requiring urban restructuring and possible green belt release at Maltby together with ongoing rapid bus transit/ additional integrated transport management corridor improvements.

Consolidation of Dinnington/S Anston/Laughton Common with wider range of housing and employment offer - may require green belt release in long term to assist sustainability and lessen out commuting.

Lack of employment land at Thurcroft reduces scope to provide additional housing but the mainly Greenfield housing sites may be required to assist housing choice and continuity of supply in the long term.
9. Sustainability Appraisal of the Preferred Option

Sustainability Appraisal (Arup Consultants)

The Sustainability Appraisal (SA) objectives can be divided into three broad categories; economic, environmental/natural resources and social. The Core Strategy’s contribution towards these three categories is discussed below.

Economic

Key sustainability contributions

Securing sustainable economic growth is a key element of the Core Strategy and is likely to achieve this by directing economic development towards town and district centres where the greatest number of people can access the jobs and services that this type of development can offer. By focussing economic development to central locations or sector specific clusters the growth is more likely to gain critical mass and create the conditions required to stimulate competition for jobs and markets. This will also help to support sustainable economic growth.

Key sustainability enhancement opportunities

The economic performance of the Core Strategy could be improved by extending its scope to address movement and accessibility within the district centres and key town centres. This will help to enhance the way that they function by reducing physical and psychological barriers that could otherwise hinder the development of areas within district and town centres. The Core Strategy should also aim to ensure that all development proposals meet the needs of the surrounding area and population. It should attempt to identify these needs in advance so that development can be planned and respond proactively rather than reactively.

Environment and Natural Resources

Key sustainability contributions

The Policy Directions within the Core Strategy provide numerous safeguards to protect environmental and natural resource assets. These include; ecology, ‘geodiversity’, air quality, water quality and ground quality, heritage features, landscape character and quality and finally the built environment.

The Core Strategy also promotes aspects of sustainable development. It promotes the sustainable use of land by directing development towards urban areas and previously developed sites. It also encourages the re-use or refurbishment of existing buildings rather than demolition. The use of sustainable and renewable resources during construction is highlighted as the minimisation of waste during construction activities.

Key sustainability enhancement opportunities

The performance of the Core Strategy against the environmental and natural resource SA objectives can be improved in a number of ways. The concept of Sustainable Development
and Design could be given a higher profile. In its current format some of the elements of sustainable development are included within the Core Strategy but do not appear as a key cross cutting issue. This could be addressed by including sustainable design as an element in its own right within the Policy Directions. References could also be made to sustainable development in the ‘spatial’ Policy Directions that direct the type and distribution of development within the borough.

The cross cutting themes of responding to the effects of climate change and managing flood risk could be highlighted by making reference to these issues across all of the spatial Policy Directions. This would help to raise the importance of these issues and would underline the need for all developments to consider flood risk and the effects of climate change on their proposals.

**Social**

*Key sustainability contributions*

The most significant social contribution form the Core Strategy is the aim to create ‘sustainable communities’ by ensuring that new developments can access community infrastructure and services via a range or transport modes. The Core Strategy also addresses the role and function of settlements within a settlement hierarchy. By doing so the Core Strategy ensures that the types and level of development is appropriate to the type and size of the development. It also provides a framework for addressing other social issues, such as the type and quality of housing provision in the borough. This should help to address issues such as low demand for housing.

*Key sustainability enhancement opportunities*

The Core Strategy would benefit significantly if it were to highlight its contributions towards equality and social cohesion. It contributes by addressing accessibility to services, transportation, jobs and amenities. It also makes significant contributions to equality and social cohesion by addressing crime and safety at the design stage of developments. This provides an opportunity to avoid creating developments, neighbourhoods and district centres that encourage crime and restrict people’s access to services and facilities. As a result of these enhancement’s many resident’s quality of life will be improved.

**The full appraisal of the Core Strategy Preferred Option is set out in an accompanying Sustainability Appraisal Report available on our website.**
10. Glossary

Terms shown in *italics* are themselves also defined in the glossary. A more extensive glossary of planning terms is available on the Planning Portal at www.planningportal.gov.uk

**Accessibility**
The ability of people to move around areas and reach places and facilities.

**(The) Act**

**Affordable housing**
Housing accessible to households who cannot afford open market rental or purchase. It includes a range of tenures, i.e. shared ownership, discounted market housing, key worker housing, subsidised social renting etc.

**Air Quality Management Area (AQMA)**
Air Quality Management Areas have to be declared by Local Authorities for any parts of their areas where the air quality is unlikely to meet Government objectives as set out in the Environment Act 1995, and where people are expected to be exposed to the poor air quality.

**Annual Monitoring Report (AMR)**
Part of the local development framework, the annual monitoring report will assess the implementation of the local development scheme and the extent to which policies in local development documents are being successfully implemented.

**Area Action Plan**
A type of Development Plan Document focussed upon a specific location or an area subject to conservation or significant change (for example, major regeneration).

**Biodiversity**
All living things including trees, plants, animals and insects.

**Biodiversity Action Plan (BAP)**
A plan which sets out proposals to protect and improve the places where trees, plants, animals and insects live.

**Biomass**
Plants and trees when used to create energy.

**Brownfield (previously developed) land**
Land that is or was occupied by a permanent structure.

**Carbon emissions**
Gasses, such as carbon dioxide, caused by burning fossil fuels in transport and energy generation which contribute to global warming and climate change.

**Code for Sustainable Homes**
Provides a set of national standards for the design and construction of new homes to reduce carbon emissions.
Community Strategy
Local authorities are required by the Local Government Act 2000 to prepare these, with the aim of improving the social, environmental and economic well being of their areas. Through the community strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors. Responsibility for producing community strategies may be passed to local strategic partnerships.

Contextual indicators
Measure changes in the wider social, economic, and environmental background against which policies operate. They help to relate policy outputs to the local area.

Core Strategy
Sets out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The core strategy will have the status of a development plan document.

Density
The number of buildings in a given area. In the LDF it is used mainly in relation to housing, being expressed as dwellings per hectare or ‘dph’.

Designations
Policies and proposals which are shown on the proposals map. This can, for example, include sites specifically set aside for development such as housing. It can also include sites where new development is limited, for example, areas which are Green Belt.

Development Plan
As set out in Section 38 of the Act, an authority’s development plan consists of the relevant regional spatial strategy (for Yorkshire and the Humber Region) and the development plan documents contained within its local development framework. It sets out the local planning authority’s policies and proposals for the development and use of land and buildings in the authority’s area.

Development Plan Documents (DPD)
Spatial planning documents that undergo independent examination. Together with the regional spatial strategy, they form the development plan for a local authority area. They can include a core strategy, site specific allocations of land, and area action plans (where needed). Other development plan documents, including generic development control policies, can also be produced. Proposals will all be shown on a proposals map for the Borough. Individual development plan documents or parts of a document can be reviewed independently from other development plan documents. Each authority must set out the programme for preparing its development plan documents in the local development scheme. A development plan document within the LDF is used to make decisions on proposals for development.

Energy crops
Energy crops are a carbon neutral energy source and when substituted for fossil fuels can help reduce greenhouse gas emissions and contribute to renewable energy generation. An examples of an energy crop is short rotation coppice (e.g. willow and poplar), which is densely planted and then harvested on a 2-5 year cycle.
Evidence base
Information gathered by a planning authority to support preparation of local development documents. It includes quantitative and qualitative data.

Front loading
Front loading encourages more active involvement of communities, stakeholders and commercial interests earlier in the LDF process than under the previous planning system. The aim is to seek agreement on essential issues early in the process. Where agreement is difficult to achieve, front loading allows the maximum opportunity for participants to understand each others’ positions and to negotiate a way forward.

Green Belt
An area of open land where strict planning controls apply in order to check the further growth of a large built-up area, prevent neighbouring towns from merging or to preserve the special character of a town.

Greenfield
Land (or a defined site) that has not previously been developed. (Not to be confused with Green Belt.)

Greenspace
Breaks in the urban environment formed by open areas such as parks, playing fields, woodlands and landscaped areas. These spaces may exist as definable linear routeways, forming part of a network linking urban areas to the surrounding countryside.

Gross Value Added (GVA)
This measures the contribution to the economy of each individual producer, industry or sector - the value of outputs (goods or services) less the value of inputs (labour & materials) used.

Hectare
A metric unit of measurement equivalent to 100 metres x 100 metres or 2.47 acres (i.e. approximately one and a half football fields).

Housing Market Renewal (HMR)
There are some areas of the borough where houses are unpopular, sometimes because of the design of the houses or the housing estate. This can result in houses becoming so unpopular that no-one wants to live in them. This is known as housing-market failure. Housing-market renewal is when we or the Government takes action to solve this problem. This can involve refurbishing existing houses, replacing existing houses with new ones or improving the local environment to make it more attractive to live in.

Housing trajectory
A means of showing past and future housing performance by identifying the predicted provision of housing over the lifespan of the local development framework.

Independent Examination
An independent process where formal objections to a DPD made at Submission stage are considered by a government inspector. The Examination itself will be run by a government
inspector. Many objections to DPDs will be considered through written comments made by the objector and the council. However, objectors have a right to make their case in person at the Examination if they choose.

**Infill**
Housing development that goes in the gaps between existing buildings.

**Infrastructure**
Physical services including water, gas, electricity, telecommunications supply and sewerage. It can also refer to community facilities, for example, schools, shops and public transport.

**Inspector’s Report**
A report produced by the inspector following the *Independent Examination*. This sets out the inspector’s conclusions on the issues considered at the inquiry. The report will tell us if the DPD needs to be changed as a result and in what way. The Council must accept the conclusions of the report and act on them.

**Issues and Options**
Produced during the early stage in the preparation of *development plan documents*.

**Key Diagram**
The diagrammatic interpretation of the spatial strategy, as set out in a local authority’s *core strategy*.

**Landscape Character Assessment**
A way of assessing the appearance and essential characteristics of a landscape in terms of particular combinations of geology, landform, soils, vegetation, land use and human settlement.

**Local Development Document (LDD)**
The collective term in the Act for *development plan documents, supplementary planning documents* and the *statement of community involvement*.

**Local Development Framework (LDF)**
The name for the portfolio of *local development documents* and related documents. It consists of *development plan documents, supplementary planning documents, a statement of community involvement, the local development scheme and annual monitoring reports*. It may also include *local development orders* and *simplified planning zone schemes*. Together all these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

**Local Development Scheme (LDS)**
Sets out the programme for preparing *local development documents*.

**Local Strategic Partnership (LSP)**
Representatives from the public, voluntary, community and business sectors brought together with the objective of improving people’s quality of life.
Microgeneration
The production of heat and/or electricity on a small scale from a low carbon source, e.g. solar panels.

Monitoring
Regular and systematic collection and analysis of information to measure policy implementation.

Outcomes
Macro-level (global, national and regional), real world changes which are influenced to some degree by the local development framework.

Output indicators
Measure the direct effect of a policy. Used to assess whether policy targets are being achieved in reality using available information.

Outputs
The direct effects of a policy, e.g. number of houses built, amount of employment floorspace developed, etc.

Plan, Monitor and Manage (PMM)
Means of measuring and reviewing policy, involving the adjustment of policy through monitoring if necessary.

Planning gain
The benefits and safeguards, often for community benefit, secured by way of a planning obligation as part of a planning approval and usually provided at the developer’s expense, e.g. affordable housing, community facilities or mitigation measures.

Planning Inspectorate
A government organisation which makes decisions about the policies and proposals in DPDs through a formal Independent Examination. The inspectorate is a neutral organisation which makes decisions where people and organisations do not agree with us. They also check whether our proposals are in line with national and regional policy.

Planning obligations and agreements
A legal agreement between the Council and a developer which is needed before a development can go ahead. It will usually deal with things that need to happen away from the development site, including improvements to roads and open spaces.

Planning Policy Statement (PPS)
National statements of planning policy prepared by the Government and which councils are expected to take into account when preparing LDFs.

Policy implementation
Assessment of the effectiveness of policies in terms of achieving their targets. Measured by use of output and contextual indicators.
**Policy directions**
These pull together broad issues that will be taken into account in preparing the final policies for the *Core Strategy*.

**Preferred Options document**
Produced as part of the preparation of *development plan documents* for formal public participation as required by Regulation 26 of *the Regulations*.

**Proposals Map**
A plan which shows policies and proposals for specific sites and locations. These are shown on an Ordnance Survey map.

**Recycling**
The reprocessing of waste either into the same product or a different one.

**Regional Econometric Model (REM)**
The Regional Econometric Model is an economic database and model used within the Yorkshire & Humber region to provide historic and projected labour market information on employment, output, and productivity.

**Regional Planning Body (RPB)**
One of the nine regional bodies in England (including the Greater London Authority) responsible for preparing *Regional Spatial Strategies* (in London the Spatial Development Strategy). In this region, the Yorkshire and Humber Assembly act as Regional Planning Body.

**Regional Spatial Strategy (RSS)**
Sets out the region’s policies in relation to the development and use of land and forms part of the *development plan*. Prepared by the *Regional Planning Body*. Planning Policy Statement 11, ‘Regional Spatial Strategies’ provides detailed guidance on the function and preparation of regional spatial strategies.

**(The) Regulations**

**Renewable energy**
Energy obtained from naturally occurring sources that are essentially inexhaustible, unlike, for example, the fossil fuels, of which there is a finite supply. Renewable sources of energy include wood, wind and solar thermal energy.

**Safeguarded land**
This is land which is set aside in case it is needed for development in the long term. It is not available for development in the short term because it is not needed. The need to develop safeguarded land will be considered when the *Local Development Framework* is reviewed.
Saved policies or plans
Existing adopted development plans are saved for a time period agreed with Government. The local development scheme should explain the authority’s approach to saved policies.

Sequential approach
Considering options for sites for development in a particular order. For example, in terms of new shops, we would first look for sites within a shopping centre and then for sites on the edge of the shopping centre before looking at sites outside the centre. The same approach is applied to finding land for housing.

Settlement hierarchy
A way in which towns, villages and hamlets are categorised depending on their size and role. It can help make decisions about the amount and location of new development.

Significant effects
Effects which are significant in the context of the plan. (Annex II of the SEA Directive [see later definition] gives criteria for determining the likely environmental significance of effects).

Significant effects indicators
An indicator that measures the significant effects of the plan or programme.

Social inclusion
Making sure that everyone has access to services and opportunities no matter what their background or income.

Soundness
At the Independent Examination, the inspector must assess whether the DPD is ‘sound’. This includes assessing whether the DPD has been prepared in the right way using the right procedures and if it is broadly in line with the Regional Spatial Strategy and national planning guidance.

Spatial planning
Goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes that influence the nature of places and how they function. Spatial planning includes policies that can impact on land use, for example by influencing the demands on, or needs for, development, but that are not capable of being delivered solely or mainly through the granting or refusal of planning permission.

Statement of Community Involvement (SCI)
Sets out the standards that authorities will work to by involving local communities in the preparation of local development documents and development control decisions.

Strategic Environmental Assessment (SEA)
This term is used internationally to describe the environmental assessment of plans, policies and programmes. This environmental assessment (the SEA Directive) looks at the effects of certain plans and programmes on the environment.
Strategic Housing Land Availability Assessment
This provides information on the opportunities that exist to meet housing need within a specified area over the LDF period. The information from the assessment will inform the Local Development Framework, but will not actually allocate land for housing.

Strategic Housing Market Assessment
Housing Market Assessments establish the level of need and demand for housing examining issues such as the particular accommodation requirements of specific groups, for example Gypsies and Travellers.

Submission
The third consultation stage in producing a DPD. This is the stage at which people and organisations have the legal right to make a formal objection that will be considered by a government inspector. Submission also refers to the point at which the DPD is formally sent to the Secretary of State – which happens at the start of the submission consultation.

Supplementary Planning Documents (SPD)
Provide supplementary information in respect of the policies in development plan documents. They do not form part of the development plan and are not subject to independent examination.

Sustainability Appraisal (SA)
Describes the form of assessment that considers social, environmental and economic effects of the proposed policy directions. It includes the requirements of the SEA Directive, referred to above. This has to be produced at each main consultation stage when preparing these documents.

Sustainable communities
A sustainable community is one in which most of the services and facilities people need, including schools and shops, are easy to get to, preferably without the need to use a car.

Sustainable development
Development that has an acceptable or positive effect on the economy, the environment and social conditions, and which uses natural resources carefully. Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. (This concept offers the prospect of reconciling the pressures for growth with the need for conservation.)

Sustainable settlements
A sustainable settlement is one in which most of the services and facilities people need, including schools and shops, are easy to get to, preferably without the need to use a car.

Targets
These are thresholds used to identify the scale of change to be achieved by policies over a specific time period (e.g. number of affordable homes to be built by a set date).

Transport nodes
Areas where transport links are concentrated or cross each other, e.g. bus and train stations, interchanges.
**Unitary Development Plan (UDP)**
A document which is used to make decisions on proposals for development. The Rotherham UDP covers all the borough. Under the new Planning Act, the UDP will be replaced by DPDs.

**Urban cooling**
Cooling and shading provided by green open spaces can help counter the tendency of buildings, structures and hard surfacing to retain heat in urban areas as temperatures increase with climate change.

**Urban Potential Study (UPS)**
Studies undertaken to establish how much additional housing can be accommodated within urban areas.

**Waste hierarchy**
The principle that there are different levels of dealing with waste, ranging from the higher (more sustainable) levels such as reducing waste, re-using then recycling or composting, to the lower (less sustainable) levels such as burning and finally to landfill.

**Wildlife corridor**
Strips of land (for example, along a hedgerow) conserved and managed for wildlife, usually linking more extensive wildlife habitats.

**Windfalls**
Sites for new housing that are not identified when allocating land in a *development plan document* but that may come forward for development during the Plan period. For example, the redevelopment of former industrial premises following unanticipated closure or relocation of a business.
Appendix 1: Core Strategy objectives

Related Community Strategy themes are shown in brackets after each objective.

**Aim 1: Protecting and enhancing the natural and built environment**

1.1: Urban Renaissance

Promoting urban renaissance in creating more attractive places, buildings and spaces. (Rotherham Achieving)

1.2: Green Belt

Maintaining Green Belt, consolidating the regeneration of urban areas and protecting and enhancing the character and openness of the surrounding countryside. Protecting the character of green belt villages. (Rotherham Achieving)

1.3: Biodiversity

Protecting, enhancing and managing biodiversity and geological conservation within designated sites and the wider environment including natural habitats and eco-systems such as greenspace networks, woodlands and river/canal corridors. (Rotherham Safe)

1.4: Countryside and Landscape

Protecting, enhancing and managing the intrinsic qualities of the countryside and the distinctive features and character of the landscape including those of significance to flora and fauna, historic buildings, ancient monuments and archaeology. (Rotherham Achieving)

1.5: Historic Built Environment

Protecting, enhancing and managing the distinctive features and character of the townscape including Conservation Areas, Listed Buildings, ancient monuments and archaeology. (Rotherham Safe & Alive)

1.6: Countryside and Heritage Assets

Conservation and sensitive promotion of countryside resources and historic assets for the cultural benefit and leisure time enjoyment of visitors and residents, particularly in the urban fringe. (Rotherham Achieving & Proud)

1.7: Control of Pollution

Preventing and reducing air, water, soil, noise and light pollution and avoiding associated risks to public health, amenity and safety. (Rotherham Safe)

**Aim 2: Building a prosperous, diverse and enduring economy**

2.1: Population and migration

Maintaining stable population growth and reducing out migration. (Rotherham Proud & Alive)
2.2: Modern Economy

Enabling the economy to modernise with the growth of existing businesses and the creation of new enterprises. (Rotherham Achieving)

2.3: Employment land

Providing for investment in a wide range of jobs and training opportunities with sufficient suitable land buildings and infrastructure for target sectors in meeting the changing requirements of a modern innovative, efficient and competitive local economy. (Rotherham Learning & Achieving)

2.4: Local businesses

Protecting existing businesses and supporting the growth of new skills and local business opportunities accessible to local communities. (Rotherham Achieving & Safe)

2.5: Transport and access to jobs

Improving strategic transport links, freight/distribution facilities, airport access and ICT networks widening economic opportunities and connectivity. (Rotherham Achieving)

2.6: Town and Local Centres

Improving the economic viability and vibrancy of Rotherham Town Centre as the principal location for business, commerce, culture and leisure as well as a hierarchy of smaller outlying retail and service centres providing for more local daily needs. (Rotherham Achieving & Safe)

2.7: Land for new housing

Providing for a suitable scale and distribution of land to meet future housing needs with improved quality, choice and affordability in a balanced housing market. (Rotherham Safe)

2.8: Tourism

Promoting a favourable image of Rotherham and marketing attractive business and leisure tourism based on distinctive heritage assets and leisure facilities. (Rotherham Proud & Alive)

2.9: Rural economy

Diversifying the rural economy through appropriate development to assist sustainable farming and other rural enterprises including provision for local housing needs, promoting tourism assets, improving transport links and safeguarding local community service infrastructure. (Rotherham Achieving & Safe)

2.10: Utility

Infrastructure safeguarding and expanding utility infrastructure networks serving new development whilst protecting the environment and the continuing well being of communities. (Rotherham Safe)
2.11: Mining and quarrying

Managing mineral reserves with production regulated to the needs of the construction industry and potential for utilising secondary sources. (Rotherham Achieving & Safe)

2.12: Waste management

Utilising waste as a raw material and promoting waste management as a potential economic sector for technological innovation in reuse, recycling, composting and energy production. (Rotherham Achieving & Safe)

**Aim 3: The prudent management of natural resources and minimising climate change (using science wisely)**

3.1: Efficient use of land

More efficient use of land with presumption in favour of previously developed sites, treating unstable and contaminated land, achieving higher densities (in appropriate locations) and promoting mixed use developments. (Rotherham Safe)

3.2: Reducing harmful greenhouse gases

Reducing greenhouse gas emissions with the promotion of energy efficiency, sustainable construction techniques and energy derived from the sensitive exploitation of renewable sources. (Rotherham Safe)

3.3: Sustainable locations

Reducing vehicle emissions and the need to travel with accessibility achieved through locational proximity. (Rotherham Safe)

3.4: Sustainable travel

Encouraging more sustainable travel and freight movements, providing for greater transport choice and reducing car dependency through road space and parking management. (Rotherham Achieving & Safe)

3.5: Water management

Integrated management of water catchments in safeguarding water resources and supplies, sewage disposal capacity, encouraging sustainable drainage systems, biodiversity and reducing the risks of flooding. (Rotherham Safe)

3.6: Safeguarding natural raw materials

Careful management of natural raw materials in promoting sustainable waste management and the use of secondary aggregates and sustainable building materials. (Rotherham Safe)
Aim 4: Creating cohesive and inclusive communities (and promoting effective governance)

4.1: Creating a strong community identity

Heightening community identity, and civic responsibilities (including crime reduction) in creating quality designed, accessible, properly maintained and safe buildings and public open spaces. (Rotherham Safe & Proud)

4.2: Local service infrastructure

Safeguarding and improving a wide range of quality services and social infrastructure accessible to local communities - including health, child care, education, retail and leisure (parks, pitches, sports halls and pools) facilities. (Rotherham Learning, Alive & Safe)

4.3: Local transport links

Reducing car dependency and encouraging walking and cycling within neighbourhoods and improving public transport facilities and services for safe and convenient travel within and between communities. (Rotherham Achieving)

4.4: Housing choice

Providing for a choice of housing type and tenure (including catering for local special needs and affordable housing requirements) in locations accessible to employment areas and local facilities and services. (Rotherham Safe)

4.5: Areas of low housing demand

Promoting initiatives to re-invigorate areas of low housing demand. (Rotherham Safe)
Appendix 2: Sustainability Appraisal objectives

Rotherham Achieving

1. Support, maintain or enhance the provision of quality local or easily accessible employment opportunities for all, in stable or competitive growth sectors.

2. Maintain or enhance conditions that enable sustainable economic growth and investment without environmental damage.

3. Facilitate sustainable transport and movement patterns.

Rotherham Learning

4. Improve the level of education and skills for all, reducing disparities across Rotherham and strengthening its position regionally and nationally.

5. Encourage creativity, innovation and the effective use of sound science and appropriate technology.

6. Promote awareness of sustainable development and encourage sustainable lifestyles and business practices.

Rotherham Alive

7. Improve the health of the people of Rotherham, reduce disparities in health and encourage healthy living for all.

8. Improve access to quality cultural, leisure and recreational activities available to everyone.

9. Enhance the function and vibrancy of town or district centres.

Rotherham Safe

10. Enhance safety, and reduce crime and fear of crime for everyone.

11. Conserve and enhance Rotherham’s habitats, biodiversity and geodiversity.

12. Efficient consumption of natural resources and optimises the use of renewable energy.

13. Minimise local and global pollution including greenhouse gases and protect or enhance environmental quality.

14. Reduce Rotherham’s vulnerability to flooding and to the impacts of climate change.

15. Reduce the amount of waste requiring disposal and minimise the use of non re-usable materials.

16. Enhance the built quality of settlements and neighbourhoods.
17. Encourage integrated and efficient land use.

18. Provide everyone with the opportunity to live in decent affordable housing.

**Rotherham Proud**

19. Conserve and where appropriate enhance the landscape quality and historic assets of Rotherham.

20. Build community cohesion, involvement and encourage a pride in the community.

21. Enhance internal and external images and perceptions of Rotherham and make Rotherham a good place to live, work or visit.

**Rotherham Fairness**

22. Enables and enhances equality and tackles prejudice and discrimination.
Appendix 3: Sustainability Appraisal of Core Strategy objectives

Development of the Core Strategy has been informed by 30 Core Strategy objectives based upon four broad Sustainability Aims summarised as ‘environment’, ‘economic’, ‘natural resources’ and ‘social’ (see Appendix 1). Initial Sustainability Appraisal of these objectives was undertaken in December 2005. Each Core Strategy objective was assessed against the 22 Sustainability Appraisal objectives with interactions considered for positive impact, negative impact, neutral (balanced negative/positive or no identified impact) or unsure/unknown impact. The results of this appraisal are summarised below. Full discussion of the results is available on our website.

Figure 14: Sustainability Appraisal of Core Strategy objectives

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Positive: 14  | Negative: 7  | Neutral: 1  | Unsure: 0
### Sustainability Appraisal (Arup Consultants)

The first stage of the Sustainability Appraisal assessed the sustainability of the high level Core Strategy objectives that were being used as the starting point for developing the Core Strategy. The main purpose of this assessment was to identify potential conflicts which might have to be addressed during the later stages of the Sustainability Appraisal. It also provided the plan makers with an early indication of potentially significant sustainability issues.

The results of the appraisal are documented in Figure 14 above which records whether the predicted effects of the Core Strategy objectives would have a positive, negative, neutral or unknown effect on the Sustainability Appraisal objectives. Given the high-level nature of the Core Strategy objectives any observations are inherently strategic in nature.

#### Positive effects

The greatest proportion of the predicted effects were either positive or neutral. This indicates that in general terms the Core Strategy objectives do not hinder sustainable development and in some cases actively promote sustainability. It is likely that this occurred because the Core Strategy objectives were developed with sustainability in mind. The environmental, social and natural resource management Core Strategy objectives performed particularly well.

#### Uncertain effects

Uncertainty appeared as a key issue during the assessment of some of the economic Core Strategy objectives. This uncertainty occurred because it is difficult to predict the effects of economic growth and development on the availability of land, consumption of resources, emissions of pollution, waste generation, biodiversity and heritage assets.

#### Negative effects

On the whole there were few potentially negative effects predicted. Those that were identified arose as a result the economic Core Strategy objectives, especially improvements to strategic transport infrastructure and infrastructure development and minerals extraction. The Sustainability Appraisal objectives most affected were the environmental ones, such as biodiversity, geodiversity, landscape, cultural heritage, consumption of resources and emissions of greenhouse gases.
Appendix 4: Evidence base

We recognise the importance of maintaining up-to-date information so that we fully understand the social, economic, environmental, land use, population and accessibility characteristics of the Borough. This will enable us to prepare a sound LDF that meets sustainable development objectives. Maintaining a research and intelligence capability and managing an effective evidence base is critical to the preparation of local development documents and testing their soundness at independent examination.

We have also done, collaborated on or will do the following technical studies to underpin the initial parts of the LDF – principally the Core Strategy, new housing, economy/retail and transportation policies and allocations, the Proposals Map and possible Town Centre and Housing Market Renewal Area Action Plans:

*Published studies*

- Rotherham Urban Potential Study, RMBC, 2004
- Rotherham Retail and Leisure Study, White Young Green, 2004
- South Yorkshire Settlement Study, Jacobs Babbie, 2005
- LDF Sustainability Appraisal General Scoping Report, Arup, 2005
- Rotherham Strategic Development Framework, RMBC and Yorkshire Forward, 2005
- Transform South Yorkshire Scheme Prospectus, TSY, 2004
- Transform South Yorkshire Scheme Framework Update (2nd Prospectus), TSY, 2005
- Baseline Study for Rotherham’s Northern and Eastern ADFs, DBA Mgt and Urban Initiatives, 2004
- East Sheffield/West Rotherham ADF Baseline, DTZ Pieda, 2005

*Ongoing studies*

- Rotherham Strategic Flood Risk Assessment, Jacobs Babbie, expected Jan 2007
- Employment Land Review, RMBC, final version expected March 2007
- Strategic Housing Market Assessment, Fordham, commissioned but completion subject to PPS3 companion guide
- Rotherham Town Centre Retail Strategy, Donaldsons, expected Jan 2007

We will commission or do in-house the following technical studies to support future development plan documents – principally to supplement development control policies, site specific allocations/policies and the Proposals Map in respect of new landscape, nature conservation and greenspace policies and allocations.
Future studies

- Strategic Housing Land Availability Assessment (subject to PPS3 companion guide)
- Local Wildlife Sites System
- Greenspace Strategy
- Landscape Character Assessment
- Retail and Leisure Study
- Conservation Area Review

We will make technical studies/reports publicly available at the same time as or before the local development document to which they contribute or justify. While most of this technical background work can be anticipated in advance, some might have to be prepared at short notice in the course of preparing local development documents. Within each year’s Annual Monitoring Report we will list the background technical studies/reports we need to prepare together with any that need reviewing.

Published studies are available, or linked from, our website at:

www.rotherham.gov.uk/forwardplanning

Current and future studies will be made available as they are published.

Other stakeholder/corporate studies

We will also use evidence from the plans, strategies and initiatives of other stakeholders (e.g. the Rotherham Community Strategy, South Yorkshire Spatial Strategy Vision, Local Transport Plan, Transform South Yorkshire Prospectus) and internal corporate sources (e.g. RMBC Corporate Plan, Housing Strategy, Regeneration Plan, Cultural Strategy). Some of these have not been specifically prepared for planning purposes but will be relevant to the LDF.
What we will do with your comments

We will look at the results of this round of consultation to see what issues people are raising and consider your comments in preparing the final Core Strategy document. This will then be submitted to Government. An independent Inspector will then look at all the issues raised and make any changes required.

At this ‘submission’ stage in Core Strategy preparation you will have another opportunity to comment, but you will need to present sound reasons for any objections that you are making. These comments will then be looked at by the Inspector.

If you need any help with this document or have any questions about this consultation, please contact us at:

Phone: 01709 823869
Fax: 01709 823865
Email: forward.planning@rotherham.gov.uk
Minicom: 01709 823536

Or visit our website at:

www.rotherham.gov.uk/forwardplanning