Draft schedule of Main Modifications for Inspector’s consideration

Within the schedule of Main Modifications below the text incorporates the amendments set out in the Focused Changes document except where noted. It also supersedes Additional Proposed Changes in RSD/10 where appropriate.

Additions to text are shown **bold and underlined**. Text to be deleted is shown as **strikethrough**. All paragraphs, policies, figures, tables, appendices and cross-referencing throughout the plan will be renumbered to take account of the modifications.

The schedules should be read in conjunction with Publication Core Strategy (examination library ref: RSD/1) and the Core Strategy Focused Changes (RSD/2).

Reference: MM1
Publication Core Strategy text reference: Policy CS1
Main Modification:

1 Overall Strategy
Most new development will take place within Rotherham’s urban area and at Principal Settlements for Growth. At Principal Settlements and Local Service Centres development will be appropriate to the size of the settlement, meet the identified needs of the settlement and its immediate area and help create a balanced sustainable community. Our strategy will make the best use of key transport corridors, existing infrastructure, services and facilities to reduce the need to travel and ensure that wherever possible communities are self contained.

Where new development cannot be accommodated in a sustainable way to meet the needs of the settlement as determined by the settlement hierarchy, then consideration will be given to identifying sites in other appropriate settlements within the same tier or within or on the edge of a higher order settlement before searching for sites in settlements of a lower order in the hierarchy.

Rotherham’s spatial strategy will be delivered through new investment and development in sustainable locations in accordance with the settlement hierarchy set out below. The hierarchy should also be used by public service providers to inform decisions about the provision of their services and infrastructure.

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Housing Provision</th>
<th>Employment Provision</th>
<th>Retail Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Percentage of borough requirement</td>
<td>Approx. Number of dwellings</td>
<td>Percentage of borough requirement</td>
</tr>
<tr>
<td>Main location for new growth</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rotherham urban area (including Bassingthorpe Farm Strategic Allocation Bread Location For Growth)</td>
<td>38%</td>
<td>5,450</td>
<td>30%</td>
</tr>
<tr>
<td>Principal settlements for growth</td>
<td>40%</td>
<td>7,000</td>
<td>71</td>
</tr>
<tr>
<td>Area</td>
<td>Growth %</td>
<td>Development Land Available (Acres)</td>
<td>Commercial Development (sqm)</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
<td>----------</td>
<td>-----------------------------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td>Dinnington, Anston and Laughton Common (including Dinnington East Broad Location For Growth)</td>
<td>9%</td>
<td>1,300 1,540</td>
<td>16% 37 38</td>
</tr>
<tr>
<td>Wath-upon-Dearne, Brampton Bierlow and West Melton</td>
<td>9%</td>
<td>1,300 1,540</td>
<td>7% 16</td>
</tr>
<tr>
<td>Bramley, Wickersley and Ravenfield Common</td>
<td>6%</td>
<td>800 1,000</td>
<td>7% 16</td>
</tr>
<tr>
<td>Principal settlements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waverley</td>
<td>15%</td>
<td>2,500</td>
<td>18% 42</td>
</tr>
<tr>
<td>Maltby and Hellaby</td>
<td>5%</td>
<td>700 860</td>
<td>2% 5</td>
</tr>
<tr>
<td>Aston, Aughton and Swallownest</td>
<td>4%</td>
<td>560 680</td>
<td>8% 19</td>
</tr>
<tr>
<td>Swinton and Kilnhurst</td>
<td>4%</td>
<td>560 680</td>
<td>8% 0</td>
</tr>
<tr>
<td>Wales and Kiveton Park</td>
<td>3%</td>
<td>370 500</td>
<td>4% 9</td>
</tr>
<tr>
<td>Local service centres</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waverley (with significant potential for growth)</td>
<td>47%</td>
<td>2,500</td>
<td>40% 45</td>
</tr>
<tr>
<td>Catcliffe, Treeton and Orgreave</td>
<td>1%</td>
<td>150 170</td>
<td>5% 12</td>
</tr>
<tr>
<td>Thorpe Hesley</td>
<td>1%</td>
<td>150 170</td>
<td>0% 0</td>
</tr>
<tr>
<td>Thurcroft</td>
<td>2%</td>
<td>300 330</td>
<td>3% 6</td>
</tr>
<tr>
<td>Todwick</td>
<td>1%</td>
<td>150 170</td>
<td>0% 0</td>
</tr>
<tr>
<td>Harthill</td>
<td>0%</td>
<td>0</td>
<td>0% 0</td>
</tr>
<tr>
<td>Woodsetts</td>
<td>0%</td>
<td>0</td>
<td>0% 0</td>
</tr>
<tr>
<td>Other villages</td>
<td>450 170</td>
<td>0%</td>
<td>0% 0</td>
</tr>
<tr>
<td>Laughten en le Morthen</td>
<td>0%</td>
<td>0</td>
<td>0% 0</td>
</tr>
<tr>
<td>Harley</td>
<td>0%</td>
<td>0</td>
<td>0% 0</td>
</tr>
<tr>
<td>Green belt villages</td>
<td>0%</td>
<td>0</td>
<td>0% 0</td>
</tr>
</tbody>
</table>

The figures above are not ceilings. Windfalls on small sites will provide additional flexibility.

Two broad locations for growth are identified: Bassingthorpe Farm on the north western edge of Rotherham Urban Area

2 Strategic Allocation

A strategic allocation is identified at Bassingthorpe Farm on the north western edge of Rotherham Urban Area for future development as shown on the key diagram. The revised Green Belt boundary and indicative extent of developable areas and distribution of proposed uses is illustrated on map x: Strategic Allocation Policies Map.
Development will provide for around 2,400 new dwellings on site with around 1,700 new dwellings expected to be developed in the Plan period (42% of Rotherham's housing requirement) with a mix of housing tenures, types and sizes and will also provide opportunities to allow people to work from home. Around 11 hectares (5%) of Rotherham's employment requirement will be developed in this area. A new primary school and a local centre with a mix of community facilities integrated with the new neighbourhoods are required.

A green infrastructure corridor located between new development and the existing northern edge of the town will be maintained for the purposes of avoiding the joining together of settlements, promoting their identity and character, maintaining amenity space, access to the countryside, and biodiversity.

A concept framework has been prepared jointly by the landowner/s and Rotherham Council; this will be used as a basis for further comprehensive masterplanning. Design quality will be secured through the application and use of appropriate design controls (e.g. design codes), Building for Life Assessment and a design review process.

Planning permission will be granted provided:

a. Any application for development is preceded by, and is consistent with, a comprehensive masterplan prepared collaboratively with and approved by the Council. The masterplan will include the whole site which integrates the site with its surrounding communities, wider countryside and town centre.

b. The proposals relate to the whole allocated development or, if less, do not in any way prejudice the implementation of the whole development;

c. The proposals include a phasing and delivery strategy that identifies the timing, funding and provision of green, social and physical infrastructure, including the primary school and the local centre.

d. An access and transport strategy is developed that maximises the potential for walking, cycling and use of public transport, especially to the town centre, (including along Rodger Street and the Thornhill Recreation Ground) and provides a connected, legible network of streets with the proposed primary route extending from Fenton Road to Carr Hill which will provide a public transport corridor.

e. A multifunctional green infrastructure strategy is developed that retains, enhances, connects and increases the biodiversity of Bassingthorpe Spring Ancient Woodland, Clough Streamside and Greasborough Dyke, retains and enhances any important hedgerows or tree belts, provides well-integrated green space (formal, natural and allotments), ensures that any displaced allotment spaces are re-provided at an appropriate and suitable location, provides well integrated sustainable drainage systems and provides cycle and pedestrian links through the site that connect to the existing network and town centre.

f. A heritage management strategy is provided that is informed by the mitigation measures proposed in the Bassingthorpe Farm Heritage Impact Assessment which safeguards and where possible enhances those elements which contribute towards the significance of heritage assets in
the area especially the character and setting of Wentworth Woodhouse and the **Registered Park and Gardens**.

g. **Where the site benefits from** an undulating topography, notable ridgelines and some important viewpoints into and from the site (e.g. from the town centre), **proposals will need to demonstrate an appropriate design response (e.g. the location, orientation, density of development), and landscape/planting treatment in these sensitive areas, including appropriate landscape treatment to the new green belt boundary to avoid or minimise any negative landscape or visual impact.**

h. **Appropriate remediation and mitigation measures for new development** has been agreed to address the site’s ground conditions (e.g. areas of previous open cast mining, any identified contamination from the landfill area and the COMAH zone in relation to the neighbouring VICTREX manufacturing premises.

Access to the site will be from the existing local road network at a number of suitable locations yet to be determined, which will enable the new community to be well integrated with existing communities

- A mix of community facilities and services will be provided on site including a new primary school, health facilities and other facilities to meet the needs of the incoming community.

- Greenspace will be provided in conjunction with the development to meet local recreational needs and to positively contribute to the health and well-being of the community. Pedestrian and cycle ways will be incorporated into the development which, along with new greenspace, will provide links to the Green Infrastructure Corridor identified in this locality.

- A “Concept Framework” is currently being prepared with the landowners of this area, which will be produced in conjunction with appropriate consultation with local communities, key stakeholders, utility and other infrastructure providers. It will determine the size, form and layout of the overall development, including the mix and location of uses, pedestrian and vehicular access arrangements, the consideration of constraints including mitigation measures, and the timing of each aspect of development, including trigger points for the delivery of essential services and facilities. The “Concept Framework” will support the Core Strategy and provide more detailed guidance for the preparation of the Sites and Policies document. This will include site-specific land-use allocations at Bassingthorpe Farm and criteria by which planning applications in the area will be assessed.

**Dinnington East**

3 Broad Location for Growth

A **broad location for growth is identified at Dinnington East**, Development will provide for around 700-940 new dwellings (5% of Rotherham’s housing requirement) in accordance with detailed masterplanning of this area to ensure the delivery of new residential development with appropriate supporting facilities and sufficient greenspace to meet the needs of new residents.

Future masterplanning, to be prepared in conjunction with appropriate consultation with local communities and key stakeholders, will need to investigate the issues arising from new development in the area, including the impact on the existing landscape and townscape, particularly in relation to trees, the impact on biodiversity and the natural
environment. Furthermore, masterplanning will address the need to integrate the proposed development with the existing community, to ensure the protection and enhancement of existing bridleways, cycle ways and footpaths and the promotion and enhancement of sustainable transport accessibility.

4 New Community at Waverley

In addition to the above broad locations for growth, Waverley is identified as a principal settlement and District Centre, local service centre with significant potential for growth. In this respect, planning permission has been granted for the creation of a new community of 3,900 homes with supporting services and facilities. It is expected that in the plan period 2,500 dwellings will be built on the site and approximately 45% hectares of employment land developed.

Insert new map: Strategic Allocation Policies Map (see overleaf)

Reason for Modification

To accord with the Inspector’s preliminary findings regarding an increased housing requirement, identifying Bassingthorpe Farm as a strategic allocation and Waverley as a Principal Settlement.

This modification would remove Bassingthorpe Farm from the Green Belt. The Council’s Strategic Green Belt Review (LEB/16) assessed the relative contribution to Green Belt purposes of land within the Core Strategy’s ‘broad locations for growth’ (including the area now proposed as a strategic allocation) (see appendix 5). Preparation of the Bassingthorpe Farm Concept Framework Report (KSD/6) has also been informed by a more detailed Green Belt Assessment undertaken on behalf of the land owners. The Council is satisfied that the evidence justifies the alteration of the Green Belt boundary in this location and it has informed the Strategic Allocation Policies Map which shows the land removed from the Green Belt and the new Green Belt boundary to the north of the strategic allocation.

The housing distribution figures have been amended to distribute the higher requirement in line with the settlement percentages set out in the Focused Changes document. The exception is Waverley where the growth relates to a fixed number of homes (as part of the planning permission) expected to be delivered within the Plan period. As a result an increased target for the Rotherham urban area has been identified, raising the percentage for this area to 40%.

This modification also presents minor corrections to the employment land figures. As noted in ED69 the Submitted Core Strategy employment figures do not add to 235ha, and the percentage figures add to 101%. The percentage of development at Waverley reduced by 1% to 18% as set out in ED69 and the correct hectare figures have been included.
Map x: Strategic Allocation Policies Map
Main Modification:

In allocating and determining which sites are the most sustainable, for the purposes of phasing in the Sites and Policies document, as described in Policy CS6, regard shall be given to the following considerations:

a. The need to prioritise the development of the most sustainable sites
b. The need to encourage the re-use of previously developed land
c. Maximising the proximity and accessibility of housing to service and employment centres
d. Maximising accessibility to public and private transport networks
e. Maximising the opportunities to meet the needs of Rotherham's areas of highest deprivation
f. Maximising the opportunities for new development to make a positive contribution to local character and distinctiveness and ensuring that sites create a coherent built form and that impact on heritage assets and the open countryside
g. Ensuring that sites would not result in unacceptable environmental harm
h. Maximising the opportunities to maintain and create links to green infrastructure
i. Maximise the use of existing infrastructure and the potential to create the necessary infrastructure to support the new allocation.
j. Minimise the loss of 'best and most versatile' soils (Grades 1, 2 and 3a)

The suitability of windfall sites for which planning applications are submitted shall also be assessed against the above criteria.

In allocating a site for development the Council will have regard to relevant sustainability criteria, including its:

a) status as previously-developed (brownfield) land
b) proximity as prospective housing land to services, facilities and employment opportunities
c) access to public transport routes and the frequency of services
d) potential to relieve deprivation
e) quality of design and its respect for heritage assets and the open countryside
f) effect on other environmental matters
g) potential to maintain and create links to green infrastructure
h) potential to benefit from, support and improve existing infrastructure
i) ability to limit the loss of best and most versatile agricultural land (Grades 1, 2 and 3a)
j) contribution to the creation of mixed and balanced communities

These considerations are not in any order of priority. Due weight will be accorded to each one in the particular circumstance of the case. The sustainability of windfall and Traveller’s sites for development will also be assessed against the above criteria.

Reason for Modification
To accord with the Framework.
Main Modification:

Land within the Rotherham Green Belt will be protected from inappropriate development as set out in national planning policy.

In line with Policy CS1, land within the Strategic Allocation at Bassingthorpe Farm is removed from the Green Belt, as shown in map x: Strategic Allocation Policies Map.

A comprehensive review of the remaining boundaries of the Green Belt will be undertaken and shown on the Policies Map to accompany the Sites & Policies Development Plan Document. This Review will assess land against the national purposes of Green Belt and, together with sustainability and constraints considerations, will identify sufficient land to meet housing, employment and other development needs in the borough.

Changes to the Green Belt will be considered in the following locations:

• The wider Rotherham Urban Area
• Principal Settlements for Growth
• Principal Settlements
• Thurcroft

Two broad locations for growth are identified at Bassingthorpe Farm on the north western edge of Rotherham Urban Area, and at Dinnington East, which will be removed from the Green Belt; the detailed Green Belt boundaries will be defined in the Sites and Policies document and accompanying Policies Map.

• Consideration will be given to a limited review of the Green Belt in other locations, as necessary, to deliver the spatial growth strategy established in CS1 and to ensure the long-term sustainability of all communities.

Land will also be removed from the Green Belt and identified as Safeguarded Land available for longer term development beyond the Plan period.

Opportunities to support and enhance the beneficial use of the Green Belt will be pursued in the future through compensatory measures including the creation or enhancement of Green Infrastructure.

Reason for Modification

To reflect the removal of the strategic allocation at Bassingthorpe Farm from the Green Belt.
Sufficient land will be allocated in the Sites and Policies document to meet Rotherham's housing requirement of **17,133 homes**, taking into account existing commitments and allocations. This requirement comprises **850 net additional dwellings** per annum or **12,750** for the period **2013 to 2028**, plus any **4,383 homes** shortfall in the delivery against that annual target from **2004/05 to 2012/13**. The Council will aim to accommodate the backlog within the first five years of the Plan period, i.e., April 2008 to adoption of the Core Strategy, taking into account existing commitments and allocations. The following principles will be applied to the allocation and release of these sites:

a. New allocations will be distributed according to the Spatial Strategy set out in Policy CS1 Delivering Rotherham’s Spatial Strategy

b. In each settlement site allocations shall be made that would promote sustainable growth, having regard to the criteria laid down in Policy CS3 Location of New Development

c. Allocations will normally be released according to the phasing set out below, subject to maintaining a five year (plus 20%) supply of deliverable sites:
   i. Development within the broad locations for growth identified in Policy CS1 Delivering Rotherham’s Spatial Strategy will be supported after the first five years of the plan period. Development in these locations within the first five years of the plan period will only be supported where this is required to meet the supply of deliverable sites set out above or it has been demonstrated that sites are deliverable and make a significant contribution to achieving the objectives of the Core Strategy.
   ii. Phasing for the release of sites not within broad locations for growth will be set out in the Sites and Policies document, having regard to the principles set out in Policy CS3 Location of New Development.

d. Housing development will be expected to make efficient use of land while protecting or enhancing the character of the local area.

**Reason for Modification**
To accord with the Framework and provide clarity regarding the overall housing target and the backlog.
5.3.xx The housing trajectory below illustrates expected housing delivery over the Plan period taking account of past rates of housing completions and conversions. It shows:
• Past dwelling completion rates from 2008;
• Projected completion rates until from 2013 to 2028, based on contributions of the various components of housing supply. This includes existing allocated sites, existing commitments as well the assumption that future allocations in the Local Plan will be managed to meet future requirements;
• The annual housing requirement, taking into account the backlog distributed through the first five years (see Table XX: Summary of Housing Requirement) and
• The average annual target at any given year, taking into account previous completion rates (known or assumed, as appropriate). This figure is calculated by taking the total number of dwellings in the remaining requirement, divided by the number of years remaining.

Past completion rates and the resultant backlog are shown in Table XX 'Housing Completions 2004 to 2013'. The trajectory reflects analysis of the various components that will make up future housing supply and the delivery timescales, using evidence provided by the Joint Sheffield / Rotherham Strategic Housing Land Availability Assessment (SHLAA).
Reason for Modification
To update the trajectory having regard to the higher housing target
Housing Mix and Affordability

a. Proposals for new housing will be expected to deliver a mix of house sizes, type and tenure informed by the most up to date Strategic Housing Market Assessment for the entire housing market area and the needs of the market, or its successor, in order to meet the present and future needs of all members of the community.

b. All housing development will normally include The Council will seek the provision of affordable housing on all housing development according to the targets set out below, subject to this being consistent with the economic viability of the development:

i. Sites of 15 dwellings or more or developments with a gross site area of 0.5 hectares or more; 25% affordable houses on site.

ii. Sites of less than 15 dwellings or developments with a gross site area of less than 0.5 hectares; 25% affordable houses on site or a commuted sum of £10,000 per dwelling to contribute towards provision off site. Any agreed commuted sum would be subject to the provision of a payment scheme agreed between the Council and the applicant.

Where it can be demonstrated that these targets would prevent the delivery of a viable scheme, the precise level of provision will be negotiated, based on a viability assessment.

Any viability assessment shall be carried out at the expense of the applicant, according to the principles set out below:

The applicant will raise any viability issues with the Council during the pre-application stage. If a third party appraisal is required the applicant, the Council and the third party consultant will meet to scope the details of the appraisal.

An “open book” approach is required, whereby development finances and their underlying assumptions are subject to appraisal in order to support a claim.

At the very least the applicant will need to provide evidence for the following items:

- Projected Gross Development Value (GDV) (e.g. rents, prices, yields; discounted values)
- Construction costs and programme (e.g. £/m², unit size (m²), build period)
- Finance, fees and all other associated costs (e.g. rate of interest, fee rates, lump sums)
- Gross Profit margins (e.g. % on costs; % of GDV)
- Residual Land Value (i.e. the budget to buy the land) or Land Price (if already purchased)

New self-build homes will be exempt from the requirement to provide affordable housing. This exemption will apply to homes built or commissioned by
individuals, families or groups of individuals for their own use and that will be owner-occupied.

c. Where the need for affordable housing has been identified in local service centres and Green Belt villages, which cannot be met on infill sites or in nearby larger settlements, small scale rural exception sites will be supported either within the village or as small extensions to the village, as a means of providing affordable housing.

The Council will seek every opportunity to work positively with developers and other partners to deliver affordable housing and a mix of housing types to meet local needs through use of its own land, all available funding opportunities, innovative development models and other initiatives available means. Detailed implementation guidance shall be laid out in the Affordable Housing Supplementary Planning Document.

When considering the mix of house types to be included in any proposal, regard shall be given to the identified needs of people with special requirements including disabled people, older people and people from minority ethnic backgrounds.

**Reason for Modification**
To improve clarity in light of discussions during the hearing sessions
Reference: MM7
Publication Core Strategy text reference: Policy CS26
Main Modification:

2 Limestone Aggregates
Provision will be made to ensure an appropriate contribution towards the South Yorkshire sub-regional apportionment figure of 50.1 Million Tonnes of crushed rock (identified in the Local Aggregate Assessment) for the plan period and jointly with Doncaster Council will aim to maintain a minimum land bank equivalent to ten years' sales production for the South Yorkshire area at a rate of 3.34 Million Tonnes per Annum.

5.6.132 The policy sets out how Rotherham will contribute jointly with Doncaster to meeting the sub-regional apportionment for Limestone accounts for the Yorkshire and Humber Regional Aggregate Working Party sub-regional apportionment for South Yorkshire which is summarised below for limestone (sand and gravel resources exist only in Doncaster) from the 2008 Monitoring Report.

Table 9 South Yorkshire’s Sub Regional Limestone Aggregates Apportionment

<table>
<thead>
<tr>
<th>Annual Apportionment (million tonnes)</th>
<th>Current Reserve (2008) (million tonnes)</th>
<th>Estimated reserve in 2012 (million tonnes)</th>
<th>15-Year requirement (plan period) (million tonnes)</th>
<th>Additional requirement to cover the plan period (million tonnes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.34</td>
<td>58.8</td>
<td>45.44</td>
<td>50.1</td>
<td>4.66</td>
</tr>
</tbody>
</table>

* Equates to four years extraction at the annual apportionment rate

<table>
<thead>
<tr>
<th>Sub-regional apportionment (mt)</th>
<th>Requirement for the plan period (mt)</th>
<th>Estimated reserve 2013 (mt)</th>
<th>Additional requirement over plan period (mt)</th>
<th>Additional supply (mt)</th>
<th>Surplus (mt)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.54</td>
<td>3.81</td>
<td>54.38</td>
<td>0 (16.28 surplus)</td>
<td>25</td>
<td>41.28</td>
</tr>
</tbody>
</table>

Figures based on sub-regional apportionment (NPPF 10 year average sales 2001 to 2010)

2.54 times 15 years

Based on estimated reserve minus requirement over plan period

Former Industrial mineral within Doncaster

Surplus over plan period plus additional supply

5.6.133 The most substantial resources of limestone aggregates exist within the magnesian limestone belt straggling the Doncaster / Rotherham administrative boundaries. By far the largest resource occurs in Doncaster (figures for Rotherham alone are not available to respect commercial confidentiality) and as table 9 shows in comparison to the 38.1m tonne requirement there is a surplus of reserves over the plan period given only a minor shortfall this situation is likely to continue during the course of the Plan period. Rotherham’s contribution will continue to be met from the remaining permitted reserves at the borough’s only quarry at Harry Crofts, being supplemented by Preferred Areas comprising possible future extension(s) at Harry Crofts.
5.6.134 It is not therefore considered appropriate to identify Areas of Search for limestone aggregates in Rotherham due to the current levels of reserves that exist in Doncaster. However, in exceptional circumstances, proposals for additional new quarries will be considered. Provision is made to contribute to a land bank of at least 10 years of permitted reserves for aggregate limestone, with provision for an adequate and steady phased supply of aggregate limestone based on the most up to date information available and in continuing consultation with the industry and Doncaster Council as adjacent Minerals Planning Authority.

**Reason for Modification**
To reflect the amended sub-regional apportionment and other most up to date data derived from the Draft Local Aggregate Assessment
Policy CS 30
Low Carbon & Renewable Energy Generation

1 Energy
Developments should seek to reduce carbon dioxide emissions through the inclusion of mitigation measures in accordance with the following energy hierarchy:

a. Minimising energy requirements through sustainable design and construction;

b. Incorporating renewable energy sources; Maximising Energy Efficiency;

c. Using Incorporating low carbon and renewable energy sources.

Developments will be supported which encourage the use of renewable, low carbon and decentralised energy. All development should achieve, as a minimum, the appropriate carbon compliance targets as defined in the Building Regulations.

2 Residential Development
- All residential development will be required, unless this can be shown not to be feasible or viable, to achieve the following carbon compliance targets:
  - a. From 2013 - All dwellings to achieve a minimum standard of no more than 14 kgCO2/m2/yr
  - b. From 2016 - Detached houses to achieve a minimum standard of no more than 10 kgCO2/m2/yr;
     Attached houses to achieve a minimum standard of no more than 11 kgCO2/m2/yr;
     Low Rise Apartment blocks to achieve a minimum standard of no more than 14 kgCO2/m2/yr.
- Carbon compliance levels are applicable to the development as a whole and may be offset by allowable solutions (developer contributions).

3 Non Residential Development
- All non-residential development of more than 1000m2 will be required, unless this can be shown not to be feasible or viable, to:
  - a. Provide a minimum of 10%, plus 1% uplift per annum, of their predicted energy needs on-site from renewable energy sources, in accordance with the following:
    Development Year Renewable Energy Target
    - 2013 10%
    - 2014 11%
    - 2015 12%
    - 2016 13%
    - 2017 14%
    - 2018 15%
    - 2019 16%
    - 2020 17%
and

b. Generate further renewable or low carbon energy, or incorporate appropriate design measures, to reduce the development’s overall predicted carbon dioxide emissions by 20% [including requirements to satisfy (a)].

Where it is not appropriate to incorporate such provisions within the development, an off-site scheme, or contribution to such (both of which could support centralised renewable energy schemes) may be acceptable.

4.2 Developments that produce renewable energy

Careful consideration will be given to the capacity of the landscape to accommodate renewable energy developments, the ability to mitigate visual intrusion and the cumulative impact of individual sites.

Proposals for the development of renewable and low carbon sources of energy, particularly from community owned projects, will be encouraged provided that there are no unacceptable adverse effects on:

a. Residential living conditions, amenity and quality of life
b. Character and appearance of the landscape and surrounding area
c. Biodiversity, geodiversity and water quality
d. Historical, archaeological and cultural heritage assets
e. Highway safety and infrastructure

Careful consideration will be given to the capacity of the landscape to accommodate renewable energy developments, the ability to mitigate visual intrusion and the cumulative impact of individual sites.

Any proposals will be accompanied by supporting information to clearly show how the surrounding environment will be protected and how site restoration will be carried out when production ends.


Explanation

There is compelling evidence that greenhouse gas emissions (particularly Carbon Dioxide - CO2) from domestic, industrial and transport-related energy uses are causing climate change, and will continue to do so for decades to come. This has potentially devastating consequences to the global environment and poses a significant threat to social cohesion and economic systems.

One of the Core Planning principles set out in the National Planning Policy Framework is to support the transition to a low carbon future in a changing climate, and to encourage the reuse of existing resources and the use of renewable resources. It also indicates that planning plays a key role seeking to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure.

Action to reduce the impact of climate change is therefore a key part of the overall vision of the Core Strategy and two key strands towards mitigating these impacts are through a reduction in carbon emissions and by increasing the amount of renewable energy produced. This policy, allied to sustainable design (see Policy CS28) and
management of the demand for travel (see Policy CS14), will play a significant role in attaining these ambitions.

Taking account of the energy hierarchy, new buildings and conversions should in the first instance be designed and constructed to be energy efficient, in particular through using the principles of passive design, including high insulation levels, solar heating, natural lighting and ventilation, thermal mass and passive cooling.

Having achieved a reduced energy demand through energy efficient design, the second stage is to consider the use of decentralised, renewable and low or zero carbon technologies. The type of renewable energy is not prescribed but instead it is advocated that a range of technologies be explored choosing the one that gives the best environmental performance, is cost efficient and has no adverse impacts on the surrounding area. In all cases flexibility will be exercised where viability and deliverability are critical factors, however, schemes are encouraged to seek higher standards ahead of the trajectory in this policy where viability allows. This policy aspect will be monitored closely and potentially reviewed in light of national policy and ongoing economic conditions with the underlying objective of ensuring as high a standard as possible is achieved. It is also envisaged that increased public awareness, technological advances and economies of scale will play an important role in achieving our stated aims.

When it is considered that achieving the carbon compliance and renewable energy targets is unfeasible or unviable taking account of the development as a whole, evidence should be supplied demonstrating that the range of available technologies has been explored. In such circumstances, where a sufficient case is put forward a reduced figure may be negotiated or a contribution made towards off site carbon reduction schemes in lieu of part or all of the requirement. An energy statement should be submitted with the planning application explaining the approach to energy on the development.

Two studies underpin Policy CS30:

Together the studies’ conclude that Rotherham Borough has potential renewable energy resources in hydro, solar, heat pumps, biomass and energy from waste but that the most significant potential lies in commercial scale wind power - both large (55 MW Potential Electricity Resource) and medium scale (66.5MW Potential Electricity Resource).

**Delivery**
This policy will be delivered through the determination of planning applications, updating of building regulations and the Sites and Policies document will set out more detailed guidance.

**Reason for Modification**
In light of Government’s current consultation on “Housing Standards Review” and its proposals that, with the progressive strengthening of Building Regulations, Local Plans should avoid the need to for additional carbon compliance / on-site renewable energy production standards. The amendment removes reference to the carbon compliance
targets in Part 2 and the on-site renewable energy targets in Part 2 to be replaced instead by reference to compliance with Building Regulations. Opportunity is also taken to better reflect the energy hierarchy by modification of wording in Part 1 and re-ordering of text in final part of policy regarding landscape capacity for better reading flow.
Infrastructure Delivery and Developer Contributions

It is essential to have in place a strong mechanism to ensure the monitoring and delivery of the strategy and the timely provision of the infrastructure on which it depends. For that reason, the Council has appointed a lead officer to head the Infrastructure Delivery Group of officers, members and service providers. Its functions will include assessing the progress of the strategy, identifying risks and priorities and the resolution of any problems. This approach will focus on actual and potential departures from the strategy and recommending to the Council any actions needed to keep the strategy on track, and/or bringing it back on track. The lead officer will liaise with the external Infrastructure Delivery Forum, setting up meetings on a regular basis to promote the effectiveness and implementation of the Core Strategy.

The Council will work with infrastructure providers and developers to ensure timely delivery of infrastructure is provided to support growth. An assessment of the infrastructure required to support the delivery of the growth strategy is set out in the Infrastructure Delivery Schedule contained in Appendix A. The Schedule will be subject to regular review and update by the Council through liaison with providers reflecting the capacity and requirement at any point in time.

Development will be required to contribute to funding all or part of the items of infrastructure listed in the Infrastructure Delivery Schedule, through a combination of mechanisms such as a Community Infrastructure Levy (CIL) and S106 Planning obligations. The Infrastructure Delivery Schedule is indicative and final requirements will be assessed based on the specific requirements stemming from each development, taking account of capacity and legislation concerning developer contributions.

It is acknowledged that in some instances there may be a need for negotiation and prioritisation of the overall developer contribution requirements (based on what is needed to make the development acceptable and what the development can afford to contribute). Any negotiation will need to take account of all policy requirements stemming from this plan, including requirements such as affordable housing and renewable energy generation.

Where there is a need to negotiate on the level of developer contribution, the onus will be on the developer to fund and submit an independent viability appraisal and valuation of costs. The appraisal should set out the residual land value based on policy compliant requirements, and additional scenarios should demonstrate the variations in contributions to achieve a neutral and positive residual land value.

This viability appraisal will be based on jointly agreed input assumptions (agreed by the Council and the developer). The developer will need to submit evidence of the amount paid for the land – noting that any abnormal payments beyond current market values will not be accepted. All assumptions will be based on current market conditions as at the date of the grant of planning permission.
**Reason for Modification**
To clarify the role of the Infrastructure Delivery Group and Infrastructure Delivery Forum.
Policy CS34: Housing Delivery and Ongoing Co-operation

A. The Council will continue to co-operate with relevant bodies, including neighbouring local authorities and other partners in the City Region on strategic planning issues. In particular the Council will:
(i) produce an updated Strategic Housing Market Assessment for Rotherham’s housing market area, to be completed in December 2014;
(ii) use its best endeavours to co-operate with neighbouring local authorities, especially Sheffield City Council, to produce jointly as a matter of urgency a Strategic Housing Market Assessment for the entire housing market area; and
(iii) undertake an immediate review of the Core Strategy should the updated Strategic Housing Market Assessment demonstrate a need for additional housing provision to that provided for in Policy CS6

B. The Council, through its Annual Monitoring Report and the Infrastructure Delivery Group, will continue to monitor actual supply against the requirement. Where a five year supply of deliverable sites cannot be demonstrated and analysis of the information provided by the SHLAA suggests that this is not likely to improve in the next year then consideration will be given to the causes of the situation and the actions required to rectify it. Should monitoring demonstrate that development of residential sites is slower than anticipated or that site development is not commencing when expected, then further analysis of the causes will be undertaken and appropriate positive action, depending on the findings, could include:
(i) comparing performance with comparative authorities to see if the problems are specific or generic;
(ii) surveying and meeting house builders/landowners to identify causes of supply problems and acting on feedback received;
(iii) investigating potential funding streams and considering the need to use compulsory purchase or other powers available to the council to remove barriers to the delivery of specific identified sites;
(iv) reviewing the five year land supply;
(v) reviewing the Strategic Housing Market Assessment and producing a new Strategic Housing Market Assessment for the whole of the Housing Market Area;
(vi) reviewing the Core Strategy (in whole or in part);
(vii) reviewing the Sites and Policies document, to see whether there is the need to bring forward alternative sites for development.

Explanation
The Core Strategy must be deliverable over the plan period. As far as possible the policies provide flexibility, recognising that circumstances may alter over the next 15 years and situations may arise that the Council cannot foresee which influence the Core Strategy policies. Policy 34 sets out how the Council will monitor and address under performance in housing delivery. Under performance will constitute a shortfall in the delivery of
housing of 20% of the annual target for 2 consecutive years and/or a 20% deficit in the 5 year land supply for more than 2 consecutive years. Such an under performance would trigger the Core Strategy’s provisions for contingency and/or flexibility set out below.

In line with the Duty to Co-operate the Council will continue to work with relevant bodies, including neighbouring local authorities and other partners in the City Region on strategic planning issues. The Council will work with partners to produce an updated Strategic Housing Market Assessment for Rotherham’s housing market area. This work will commence as soon as possible and be completed in December 2014. Where this work, in conjunction with discussion with neighbouring local authorities and City Region partners, demonstrates a need for additional housing provision in Rotherham to that provided for in Policy CS6, the Council will undertake an immediate review of the Core Strategy.

Throughout the Plan period the Council will monitor the Plan and its policies, including the supply and delivery of housing development, through its Annual Monitoring Report and the Infrastructure Delivery Group. Where housing delivery is slower than anticipated then the Council will undertake a critical appraisal of the market and any issues with delivery of sites to determine the causes and identify the appropriate positive action to be taken.

This could include comparing housing performance with other comparable authorities and undertaking research with house builders and land owners to determine the cause of any supply / delivery problems. Identifying the cause will allow the appropriate action to be taken, which could include considering the support the Council could give to removing barriers to delivery and reviewing the 5 year land supply, reviewing and, if necessary, updating the SHMA. Depending upon the outcomes of these actions, or the severity of the issue identified, the Council may review the Core Strategy (either comprehensively or in part) or the Sites and Policies document.

The table below highlights the flexibility and / or contingency in place to mitigate the key risks associated with delivering the Core Strategy over the plan period.

<table>
<thead>
<tr>
<th>Risk</th>
<th>Contingency / flexibility</th>
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<tbody>
<tr>
<td>Lack of capacity within settlements to accommodate growth set out in CS1</td>
<td>Where new development cannot be accommodated in a sustainable way to meet the needs of the settlement as determined by the settlement hierarchy, then consideration will be given to identifying sites in other appropriate settlements within the same tier or within or on the edge of a higher order settlement before searching for sites in settlements of a lower order in the hierarchy.</td>
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<tr>
<td>Development within the strategic allocation and broad location for growth cannot be delivered</td>
<td>In these circumstances the Council will adopt a plan, monitor and manage approach to meeting needs within the Borough. This approach will identify whether there is a shortfall in meeting the housing and employment needs in the Borough during the</td>
</tr>
<tr>
<td>Difficulties encountered in delivering the infrastructure required to support the Core Strategy</td>
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<tr>
<td>-----------------------------------------------------------------------------------------------</td>
<td></td>
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<tr>
<td><strong>Under provision of housing / economic development</strong></td>
<td></td>
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<tr>
<td>The Plan, Monitor, Manage approach will also enable windfall completions to be counted against the identified housing need.</td>
<td></td>
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<tr>
<td>Where it is clear that there will be a problem in meeting the identified target within the Plan period and every effort has been made to overcome identified obstacles to delivery and this has not closed the gap in delivery terms, then consideration will need to be given to an early Review of the Plan and the allocation of deliverable sites. The SHLAA will identify suitable sites that could potentially be allocated on a partial Review of the Local Plan if there is a shortfall.</td>
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<th>Market improvement / rate of development improves significantly in future years</th>
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<tr>
<td>The Council will investigate the potential for alternative funding streams to enable the appropriate level of infrastructure to be provided and will negotiate with landowners and developers to unlock any possible obstacles where this is possible. Consideration could be given to utilising the New Homes Bonus and the Community Infrastructure Levy to close essential gaps in the supply of appropriate infrastructure to meet the essential needs of the new and existing communities.</td>
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<tr>
<td>Although some sites may not come forward for development due to the current economic circumstances, any impact is largely considered to be in the short to medium term rather than extend across the full fifteen year plan period. The evidence base will continue to be regularly reviewed, while the AMR will provide regular monitoring updates.</td>
</tr>
<tr>
<td>Delivery of employment land is not as critical as delivery of housing numbers. The Council actively promotes economic regeneration and development within the Borough but economic investment is difficult in the current fragile economy.</td>
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<table>
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<tr>
<th>Current market conditions</th>
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<tr>
<td>The Council could encourage higher density developments where appropriate which would increase capacity on development sites.</td>
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<tr>
<td>The Council is committed to joint working with other authorities within the Sheffield City Region on future provision. If future circumstances indicate a need for further development then the Council will undertake an early review of the plan.</td>
</tr>
<tr>
<td>The Council recognises the current fragile nature of the economy and that recovery over the short to medium term is expected to be modest. However the</td>
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</table>
Council considers that the Local Plan contains sufficient flexibility to adapt to changing economic circumstances, and acknowledges that if market recovery takes place faster than expected and monitoring indicates a need for additional land for development purposes, then an early review of the Local Plan will be required.

- The current market could affect the quality of development proposals. However, the requirements contained in national and local policy and guidance means that there are be clear mechanisms to reject poor design ensure that design quality is maintained.

| Climate change | The use of planning conditions and obligations could be reviewed to consider whether a different approach should be taken in order to secure mitigation and/or aid in the monitoring of some of the areas that planning can directly influence. |
| Change to legislation and national policy | The Core Strategy may need to be reviewed if major changes were proposed, however this is likely to apply to all local authorities and not be exclusive to Rotherham. |
| Changes to the evidence base | The Core Strategy has been prepared with regard to the local evidence base. This evidence base will continue to be reviewed and where necessary updated to respond to changing circumstances. This may lead to the need to change or alter policy. This process will be managed through the Annual Monitoring Report and where necessary changes will be introduced through a review of the Local Plan. The Council will produce an updated Strategic Housing Market Assessment and will undertake an immediate review of the Core Strategy where this demonstrates a need for additional housing provision in Rotherham. |

**Delivery**

*Delivery of this policy will be through annual monitoring of the Core Strategy, the operation of the Infrastructure Delivery Group, and, where necessary, undertaking analysis and implementing appropriate mitigation measures.*

**Reason for Modification**

To demonstrate the flexibility / contingency in place to deal with changing circumstances and key risks likely to be associated with delivering the Core Strategy. It commits the Council to produce a SHMA for the housing market area and to a review of the Core Strategy should the SHMA indicate that this is necessary. This modification incorporates much of Focused Change 147 and therefore would replace this Focused Change.
The Council have proposed Main Modification MM9 in response to the Inspector’s concerns regarding the Strategic Housing Market Assessment and an early review of the Core Strategy. It also incorporates the changes put forward in RMA/26. RMA/26 sets out the Council’s alternate and preferred wording in response to a new policy suggested by DLP during the hearing sessions (ED/74). At the Inspector’s request the changes proposed by DLP are included here for comment.

**DLP proposed new Policy based upon Focused change 147**

In light of the inspectors request to draft a policy that would address any shortcomings of the adopted policy in the event of underperformance DLP suggest the following to the focused proposed change and a new policy:

**The Core Strategy must be deliverable over the plan period. As far as possible the policies provide flexibility, recognising that circumstances will change as a result of the work required to produce a Strategic Housing Market Assessment for the Housing Market Area in accordance with the framework paragraph 149.** At present as the overall level of housing demand in the Housing Market Area is unknown and the level of contribution that Rotherham is required to make to meeting this provision is uncertain this means that meeting the level of dwelling requirement set out in CS1 is essential if the plan is to be comply with the Framework. This means that meaningful action will be required if the level of actual completions falls substantially below the levels required. It is clear from levels of completions achieved elsewhere in the HMA such as Barnsley that higher levels of completions maybe achieved even in the more difficult markets which existed at the time of drafting this plan and it is therefore important that the council explore the potential for identifying and releasing sites that are attractive to the market before suggesting that the market will not deliver the housing requirement as set in the plan. The Development Plan allocating Sites is due to be adopted in 2014 and so new sites are expected to start delivering completions soon after this. The following policy sets out the approach that the authority will take to the monitoring of dwelling completions and the remedial action it will take to address any shortfall:

**New Policy**

The following circumstances will trigger positive action by the council to address the issue of residential land supply:

- a) A 20% under provision of completions against requirement for 2 consecutive years or a cumulative under provision of 20% within the plan period; or
- b) A deficient in the 5 year land supply for more than two consecutive years

If the above circumstances occur then the council will:

- a) Consider all applications for residential development under part b) Paragraph 14 of the National Planning Policy Framework
- b) Positively consider the release of safeguarded sites for residential development identified in policy CS5
- c) Policy CS7 will not be applied to enhance the viability of sites
- d) Take a report to committee within 3 months of the events being identified which will make recommendations regarding the following:
I. The need to use compulsory purchase or other powers available to the council to remove barriers to the delivery of specific identified sites

II. The need to review the core strategy either in part or comprehensively based upon up to date evidence in the form of a new SHMA for the whole of the HMA which agrees the appropriate dwelling targets for the constituent authorities in the HMA