

Rotherham Metropolitan Borough Council

---

## **Rotherham Local Plan**

### **HOUSING SUPPLY ASSESSMENT 2023**

#### **Review of Housing Completions & Projected Provision**

August 2023 – Version 0.2

Final

The logo for Richard Wood Associates features the company name in a sans-serif font, enclosed within a green L-shaped border that forms a partial frame around the text.

**RICHARD WOOD  
ASSOCIATES**

## Contents

---

		Page
<b>Section 1</b>	Introduction	2
<b>Section 2</b>	Housing Completions and Projected Provision	4
<b>Section 3</b>	Housing Supply Assessment	9
<b>Section 4</b>	Conclusions	12

### **Prepared by:**

Richard Wood Associates Limited  
19 Molescroft Road  
Beverley  
HU17 7DX

[www.richardwoodassociates.co.uk](http://www.richardwoodassociates.co.uk)

## SECTION 1: INTRODUCTION

---

### 1.1 BACKGROUND

This assessment report provides an assessment of housing completions and housing land supply in the borough of Rotherham. It draws on the evidence set out in the Rotherham Housing Land Position Statement 31 03 2022.

### 1.2 PURPOSE OF THE ASSESSMENT

The purpose of the assessment is to inform review work for the Rotherham Local Plan. It is focused on whether the core spatial strategy for Rotherham is being delivered. There are three key factors in this:

- The overall level or quantum of housing already completed and projected to be delivered – the “how much” consideration.
- The resulting distribution of housing development between settlements - the “where” consideration.
- The projected timing of future delivery on allocated sites – the “when” consideration.

### 1.3 KEY POLICY CONTEXT

The Rotherham Core Strategy, adopted September 2014, sets out strategic policies for development. Policy CS1 is focused on ‘Delivering Rotherham’s Spatial Strategy’, the policy approach:

- Sets out a spatial strategy which establishes a settlement hierarchy comprising of different settlements.
- Groups the settlements together in 6 tiers – the Rotherham Urban Area, Principal Settlements for Growth, Principal Settlements, Local Service Centres, Other Villages and Green Belt Villages.
- Identifies a ‘Broad Location for Growth’ at Dinnington East and a ‘New Community’ at Waverley.
- Identifies a Strategic Allocation at Bassingthorpe Farm.
- Sets out Indicative Housing and Employment Provision by settlement – as a “percentage of borough requirement” and as “Approx. number of dwellings” or “Approx. hectares of land.”

The Core Strategy (para 5.2.6) explains how *“Policy CS1 provides details of how new development will be distributed throughout Rotherham's settlements. The percentages and figures given are indicative and the precise amount of development to be delivered will be determined through the Sites and Policies document having regard to a range of factors including site availability, its deliverability, and any known constraints.”*

## 1.4 HOUSING REQUIREMENTS

Policy CS6 of the Core Strategy sets out an overall housing requirement – *“Sufficient land will be allocated in the Sites and Policies document to meet Rotherham's housing requirement of 850 net additional dwellings per annum or 12,750 for the period 2013 to 2028, plus any shortfall in the delivery against that annual target from April 2008 to March 2013. That shortfall or backlog is estimated to be 1,621 dwellings, and the Council will aim to distribute it evenly throughout the plan period (108 per annum).”* New site allocations will be distributed according to the Spatial Strategy set out in Policy CS1.

The Core Strategy was adopted in 2014. Section 3 of the Core Strategy, Challenges and Opportunities, explains the implications for Rotherham of the ONS 2010-based sub-national population projections and the official household projections released at the end of 2010 (CLG 2008-based Sub-national Household Projections), amongst other evidence. The requirement was identified using a locally based objective assessment of housing need, drawing on evidence that is now out of date.

In 2018 a standard method for assessing housing need (the Standard Method) came into force via the amended National Planning Policy Framework (NPPF). It was introduced to provide a simpler, quicker, and more transparent approach that would speed up and simplify plan making and aimed to ensure delivery of sufficient homes. Figures would also be less contested at the examination stage with data publicly available. The standard method includes an allowance for backlog.

## 1.5 APPLYING THE STANDARD METHOD

NPPF para 74 states that: *“Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of 5 years’ worth of housing against their housing requirement set out in adopted strategic policies [38](#), or against their local housing need where the strategic policies are more than 5 years old [39](#).”* Footnote 39 states *“Unless these strategic policies have been reviewed and found not to require updating. Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance.”*

National Planning Practice Guidance (Paragraph: 005 Reference ID: 68-005-20190722 Revision date: 22 July 2019) sets out “What housing requirement figure should authorities use when calculating their 5 year housing land supply?” as follows:

*“Housing requirement figures identified in adopted strategic housing policies should be used for calculating the 5 year housing land supply figure where:*

- *the plan was adopted in the last 5 years, or*
- *the strategic housing policies have been reviewed within the last 5 years and found not to need updating.*

*In other circumstances the 5 year housing land supply will be measured against the area’s local housing need calculated using the standard method”.*

## SECTION 2: HOUSING COMPLETIONS & PROJECTED PROVISION

### 2.1 INTRODUCTION

Information on housing completions and projected provision from the Housing Land Position Statement has been analysed in Tables 1 and 2. Guidance notes, drawing on section 1 above are set out before each table to aid the interpretation of the information provide in each table.

<b>NOTES FOR TABLE 1: HOUSING COMPLETIONS AND PROJECTED PROVISION TO 2028</b>	
<b>A: Settlement Hierarchy</b>	The hierarchy is set out in Policy CS1 of the Core Strategy, para 5.2.4 explains how the borough's settlements were assessed, including for their suitability to accept new growth.
<b>B: CS1 Spatial Distribution by Settlements</b>	The % figure is drawn directly from Policy CS1 – the indicative housing provision.
<b>C: Original Required Provision</b> 850+108 p.a. 15 yrs.	The quantum figure is drawn directly from Policy CS1. This required provision by settlement reflects the housing requirements set out in Policy CS6 for a 15 year period. This included additional provision of 108 dwellings per annum to address an identified backlog.
<b>D: Updated Need</b> 850+108 p.a. 5 yrs. & 554 p.a. 10 yrs.	The Core Strategy was adopted in September 2014 and Policy CS6 sets out housing requirements for a 15 year period. Based on NPPF para 74 the Plan's requirements would apply for the first five years. From that point the plan's strategic policies are then more than 5 years old. So, for the next ten years of the plan period the standard method figure would apply (this is c554 dwellings per annum).
<b>E: Completions to 2021/22 (9 years)</b>	The number of dwellings completed based on monitoring against Sites and Policies Allocations and windfalls.
<b>F: Number of Dwellings</b>	The quantum level of completions.
<b>G: % Distribution</b>	The distribution of completions by settlement based on the overall number of completions (6,234) in the period 2013/14 to 2021/22 (a 9 year period, monitoring is undertaken by financial years).
<b>H: Total Projected Provision to 2027/28 (15 years)</b>	This column's figures include the completions set out in column F and also adds in projected provision to 2027/28 based on known 'commitments' which include Site Allocations, Sites with Full or Outline Planning Permission and Small Sites. This includes all land that is currently available for potential development between now and 2028.
<b>I: Number of Dwellings</b>	The quantum level of known commitments as explained above for Column H.

<b>J: % Distribution</b>	The distribution by settlement of the total projected provision (column I - 13,873) for the borough.
<b>K: Total Projected Provision as a % of Updated Need</b>	This concluding column compares the total projected provision figures (column I) against the updated need figures included at Column D. The resulting % figure shows the level of projected delivery relative to need.
<b>Small &amp; Large Site Windfalls</b>	Windfalls are included for the 3 year period 2025-2028. Based on evidence of past rates of delivery for small and large sites set out in the Housing Land Position Statement 31 03 2022 an allowance of 230p.a. has been made. This is lower than the Borough average of windfall completion between 2013/14 and 2021/22 which was 295p.a. No allowance is made before 2025 as all commitments (where planning permission has been granted and is still extant) are included. This approach avoids any double counting of committed windfalls and projected windfalls based on past completions.

TABLE 1: HOUSING COMPLETIONS AND PROJECTED PROVISION TO 2028								
A: SETTLEMENT HIERARCHY	B: CS1 Spatial Distribution by Settlements	C: Original Required Provision 850+108 p.a. 15 yrs.	D: Updated Need 850+108 p.a. 5 yrs. & 554 p.a. 10 yrs.	E: Completions to 2021/22 (9years)		H: Total Projected Provision to 2027/28 (15 years)		K: Total Projected Provision as a % of Updated Need
				F: Number of Dwellings	G: % Distribution	I: Number of Dwellings	J: % Distribution	
<b>Rotherham Urban Area including Basingthorpe Farm (BF)</b>	<b>38%</b>	<b>5,471</b>	<b>3,926</b>	<b>1,534</b>	<b>25%</b>	<b>3,972</b>	<b>29%</b>	<b>101%</b>
Rotherham Urban Area	26%	3,771	2,686	1,534	25%	3762	27%	140%
Basingthorpe Farm (BF)	12%	1,700	1,240	0	0%	210	2%	17%
<b>Principal settlements for growth</b>	<b>24%</b>	<b>3,400</b>	<b>2,479</b>	<b>1,482</b>	<b>24%</b>	<b>3,659</b>	<b>26%</b>	<b>148%</b>
Dinnington, Anston & Laughton Common	9%	1,300	930	350	6%	1280	9%	138%
Wath-upon-Deerne, Brampton Bierlow and West Melton	9%	1,300	930	701	11%	1320	9%	142%
Bramley, Wickersley and Ravenfield Common	6%	800	619	431	7%	1059	8%	171%
<b>Principal settlements</b>	<b>33%</b>	<b>4,690</b>	<b>3,409</b>	<b>2,311</b>	<b>37%</b>	<b>4,836</b>	<b>35%</b>	<b>142%</b>
Waverley	17%	2,500	1,756	1291	21%	2371	17%	135%
Maltby and Hellaby	5%	700	517	178	3%	730	5%	141%
Aston, Aughton and Swallownest	4%	560	413	245	4%	635	5%	154%
Swinton and Kilnhurst	4%	560	413	410	7%*	623	5%	151%
Wales and Kiveton Park	3%	370	310	187	3%	477	3%	154%
<b>Local service centres</b>	<b>4%</b>	<b>640</b>	<b>413</b>	<b>760</b>	<b>12%</b>	<b>1,154</b>	<b>8%</b>	<b>279%</b>
Catcliffe, Orgreave, & Treeton	1%	170	103	220	3%*	392	3%	380%
Thorpe Hesley	1%	170	103	51	1%	227	1%	220%
Thurcroft	2%	300	207	489	8%	535	4%	258%
<b>Non GB Villages</b>	<b>1%</b>	<b>170</b>	<b>103</b>	<b>84</b>	<b>1%</b>	<b>163</b>	<b>1%</b>	<b>158%</b>
<b>GB Villages</b>	<b>0%</b>	<b>0</b>	<b>0</b>	<b>63</b>	<b>1%</b>	<b>89</b>	<b>1%</b>	<b>+</b>
<b>TOTAL</b>	<b>100%</b>	<b>14,371</b>	<b>10,330</b>	<b>6,234</b>	<b>100%</b>	<b>13,873</b>	<b>100%</b>	<b>134%</b>
<b>Small &amp; Large Site Windfalls</b>	-	-	-	-	-	690	-	-
<b>TOTAL</b>	-	-	<b>10,330</b>	-	-	<b>14,563</b>	-	<b>141%</b>

**TABLE 2: HOUSING COMPLETIONS AND PROJECTED PROVISION TO 2040**

<b>A: Settlement Hierarchy</b>	The hierarchy is set out in Policy CS1 of the Core Strategy, para 5.2.4 explains how the borough's settlements were assessed, including for their suitability to accept new growth.
<b>B: Updated Housing Requirements</b> 850+108 p.a. 5yrs - 554 p.a. 22yrs	The Core Strategy was adopted in September 2014 and Policy CS6 sets out housing requirements for a 15 year period. Based on NPPF para 74 the Plan's requirements would apply for the first five years. From that point the plan's strategic policies are then more than 5 years old. Based on a potential extension of the plan period to 2040, for the next 22 years (10+12) the standard method figure would apply (c554 dwellings per annum).
<b>C: CS1 Spatial Distribution by Settlements</b>	The % figure is drawn directly from Policy CS1 – the indicative housing provision.
<b>D: Updated Requirements</b>	Column D applies the %s from Column C to the overall housing requirement calculated as per the description for column B above. For example, the overall update requirement for the borough is 16,978 dwellings. The CS1 distribution % for Maltby & Hellaby is 5%. Therefore, the updated requirement for Maltby & Hellaby is 5% of 16,978 which equals 849 dwellings.
<b>E: Total Projected Delivery To 2040 (22 years)</b>	This column takes the completions and known commitments to 2027/28 from Column I – and further adds known commitments to 2040.
<b>F: Number of Dwellings</b>	The quantum level of total projected delivery to 2040.
<b>G: % Distribution</b>	The distribution by settlement of the total projected provision (column F - 18,266) for the borough.
<b>H: Delivery of Requirements % of Required Dwellings</b>	This concluding column compares the total projected provision figures (column F) against the updated need figures included at Column D. The resulting % figure shows the level of projected delivery relative to need.
<b>Small and Large Sites Windfalls</b>	Based on evidence of past rates of delivery for small and large sites set out in the Housing Land Position Statement 31 03 2022 an allowance of 230p.a. has been made for the 15 year period from 2025 to 2040. This is lower than the Borough average of windfall completion between 2013/14 and 2021/22 which was 295p.a. No allowance is made before 2025 as all commitments (where planning permission has been granted and is still extant) are included. This approach avoids any double counting of committed windfalls and projected windfalls based on past completions.



**TABLE 2: HOUSING COMPLETIONS AND PROJECTED PROVISION TO 2040**

A: SETTLEMENT HIERARCHY	B: UPDATED HOUSING REQUIREMENTS 850+108 p.a. 5yrs & 554 p.a. 22yrs		E: TOTAL PROJECTED DELIVERY to 2040 22 years		H: DELIVERY OF REQUIREMENTS % of Required Dwellings
	C: CS1 Spatial Distribution	D: Updated Requirements	F: Number of Dwellings	G: % Distribution	
<b>Rotherham Urban Area including Bassingthorpe Farm (BF)</b>	<b>38%</b>	<b>6,452</b>	<b>6589</b>	<b>36%*</b> *See para 3.5	<b>101%</b>
Rotherham Urban Area	26%	4,414	4599	25%	104%
Bassingthorpe Farm (BF)	12%	2,038	1990	11%*	98%
<b>Principal settlements for growth</b>	<b>24%</b>	<b>4,075</b>	<b>4256</b>	<b>23%</b>	<b>104%</b>
Dinnington, Anston & Laughton Common	9%	1,528	1446	8%	95%
Wath-upon-Deerne, Brampton Bierlow and West Melton	9%	1,528	1589	9%	104%
Bramley, Wickersley and Ravenfield Common	6%	1,019	1221	6%	120%
<b>Principal settlements</b>	<b>33%</b>	<b>5,602</b>	<b>6015</b>	<b>33%</b>	<b>107%</b>
Waverley	17%	2,886	3164	17%	110%
Maltby and Hellaby	5%	849	874	5%	103%
Aston, Aughton and Swallownest	4%	679	755	4%	111%
Swinton and Kilnhurst	4%	679	623	4%	92%
Wales and Kiveton Park	3%	509	599	3%	118%
<b>Local service centres</b>	<b>4%</b>	<b>679</b>	<b>1154</b>	<b>6%</b>	<b>170%</b>
Catcliffe, Orgreave, & Treeton	1%	170	392	2%	230%
Thorpe Hesley	1%	170	227	1%	134%
Thurcroft	2%	339	535	3%	158%
<b>Non GB Villages</b>	<b>1%</b>	<b>170</b>	<b>163</b>	<b>1%</b>	<b>96%</b>
<b>GB Villages</b>	<b>0%</b>	<b>0</b>	<b>89</b>	<b>1%</b>	<b>+</b>
<b>TOTAL</b>	<b>100%</b>	<b>16,978</b>	<b>18266</b>	<b>100%</b>	<b>107%</b>
<b>Small &amp; Large Sites Windfall 2025-2040</b>	<b>-</b>	<b>-</b>	<b>3450</b>	<b>-</b>	<b>-</b>
<b>OVERALL TOTAL</b>	<b>-</b>	<b>16,978</b>	<b>21716</b>	<b>-</b>	<b>128%</b>

## **SECTION 3: HOUSING SUPPLY ASSESSMENT**

---

### **3.1 OVERALL LEVEL OF HOUSING DELIVERY TO 2021/22**

Table 1 profiles housing completions to 2021/22. This accounts for 9 years of the 15 year Core Strategy period - which represents 60% of the plan period. Between 2013/14 and 2021/22 there were 6,234 completions in the borough. This represents:

- 43% of the original Core Strategy requirements (14,371), and
- 60% of the updated need requirement (10,330), which reflects the standard method.

Based on the updated need requirement a sufficient overall level of housing development has been delivered to 2021/22.

### **3.2 OVERALL LEVEL OF HOUSING DELIVERY TO 2027/28**

Table 1 sets out a total projected provision of housing to 2027/28, including both completions and known commitments over a 15 year period for the borough. Windfalls for the 3 year period of 2025 to 2028 provide additional provision. The total projected provision to 2027/28 for the borough is 14,563 dwellings, including an allowance for windfalls. This represents:

- 101% of the original Core Strategy requirements (14,371), and
- 141% of the updated need requirement (10,330), which reflects the standard method.

Based on the updated need requirement the projected level of housing provision is above the requirement, with (141%) and without (134%) an allowance being made for windfalls. There is a good level of flexibility in the level of projected provision relative to need.

### **3.3 OVERALL LEVEL OF HOUSING DELIVERY TO 2040**

Table 2 sets out a total projected provision of housing over a 27 year period, based on a potential plan period to 2040 (based on the need for adopted plan policies to look ahead over a minimum 15 year period). The projected provision includes both completions and known commitments. Over a 27 year period, based on the current standard method outputs, the Rotherham Local Plan would need to provide 16,978 dwellings. The total projected provision to 2040 is 21,716 dwellings, including a windfall allowance and 18,266 dwellings without. This represents:

- A delivery rate of 128% with a windfall allowance (107% without).

### **3.4 SPATIAL DISTRIBUTION OF HOUSING COMPLETIONS TO 2021/22**

Table 1 (column F) sets out completions by settlement. The proportion of completions at Principal Settlements for Growth (24%) is on track relative to the CS1 distribution requirement (24%). In comparing columns G and B in Table 1 it is evident that the level of completions for the Rotherham Area is notably lower than the CS1 distribution, with no completions at Bassingthorpe Farm. For both principal settlements and local service centres the proportion of completions is higher compared to CS1 (though dwelling requirements and completions are relatively smaller in scale for local service centres).

### **3.5 SPATIAL DISTRIBUTION OF PROJECTED HOUSING PROVISION TO 2027/28**

Table 1 (column I) sets out projected housing provision by settlement and column J outlines the distribution that would result from this provision. Column K of Table 1 compares the total projected provision for each settlement (column J) with the updated need requirements (column D, based on the original CS1 distribution, Column B).

For all settlements, except for Bassingthorpe Farm, the level of projected provision is above the updated need figure for those settlements. This is noticeably so for Local Service Centres. In combination, the level of provision for the Rotherham Urban Area and Bassingthorpe Farm is just above the updated need figure.

Based on the pattern of windfall delivery a third of future windfalls are likely to be located in the Rotherham Urban Area.

The resulting spatial distribution of projected housing provision to 2027/28 (table 1, column J) still results in a lower relative proportion of delivery in the Rotherham Urban Area, the top tier of the settlement hierarchy. The proportion of delivery for the lower tiers of the settlement hierarchy remain higher than the CS1 strategy %. Compared to the spatial distribution of completions (see 3.4 above) there is a closer alignment of the distribution of projected provision to the CS1 strategy distribution. The main exception to this remains Bassingthorpe Farm and to a lesser extent the higher level of provision to local service centres.

A provisional level of 1,100 dwellings for Bassingthorpe Farm is set out at “Table 2 Sites allocated for residential use (see\*)” in the 2018 Sites and Policies document. The projected provision to 2027/28 at Bassingthorpe Farm (210 dwellings) represents 19% of this figure.

The Rotherham Urban area is more constrained than those settlements within and on the edge of countryside, their location has enabled that land, formerly designated and protected as Green Belt, to be released to meet residential development needs. Given the size of these smaller allocations this has also enabled early delivery of such sites, whereas the more challenging urban extensions at Whiston in the Rotherham South Urban: Strategic Housing Market Sub-Area and the strategic allocation at Bassingthorpe Farm are more challenging to bring forward for early delivery.

### **3.6 SPATIAL DISTRIBUTION OF PROJECTED HOUSING PROVISION TO 2040**

Table 2 (column F) sets out projected housing provision by settlement and column G outlines the distribution that would result from this provision.

Column H of Table 2 compares the total projected provision for each settlement (column F) with the updated need requirements (Table 2 column D, based on the original CS1 distribution, Table 2 Column C). As set out at 3.3 above the overall projected provision, with and without a windfall allowance, is above the updated need requirement.

For all settlements, the level of provision (the quantum of development) is either close to or significantly above the updated need requirement (see column H). By 2040 the delivery level at Bassingthorpe Farm would be 98% of the updated need requirement. The level of projected provision at Local Service Centres remains notably high but based on lower numbers/levels of development.

Based on the pattern of windfall delivery a significant % of future windfalls are likely to be located in the Rotherham Urban area (previous evidence would suggest a third) and at principal settlements for growth and principal settlements (previous evidence would suggest half).

The resulting spatial distribution of projected housing provision to 2040 (table 2, column G) results in a spatial distribution of housing development that is very close to the distribution indicated in CS1, for all tiers and settlements. This includes Bassingthorpe Farm and the new community at Waverley. As set out at 1.3 above the CS1 requirements were indicative.

## **SECTION 4: CONCLUSIONS**

---

### **4.1 OVERVIEW**

The introduction of the Standard Method has had a significant impact on requirements for housing delivery in Rotherham. This analysis of housing completions and supply reflects these lower requirements. This report examines the implications of these changed requirements (introduced as a national policy approach) and provides an updated analysis of Rotherham's spatial strategy by assessing projected provision against these updated requirements. The Rotherham Local Plan through its Core Strategy (section 4) has a vision to achieve sustainable development and create sustainable communities. Its broad aims are:

- a) To implement a long-term spatial strategy that steers new development to the most sustainable locations.
- b) To create and secure sustainable communities that are as self-sufficient as possible in terms of employment, retail, and local services.
- c) To reduce the borough's contribution to, and adapt to the effects, of climate change.
- d) To safeguard and enhance those elements which contribute to the distinct identity of Rotherham and to secure the highest-quality design achievable.
- e) To ensure that the necessary new infrastructure is delivered to support the Plan's spatial strategy.

### **4.2 THE CURRENT PLAN PERIOD SUPPLY PICTURE**

This assessment report highlights that to date (as evidenced by completions), and to the end of the current plan period in 2028, the quantum of development indicated in Policy CS1 will be achieved for all tiers in the hierarchy. The projected level of provision results in sufficient development being located in the top tier of the settlement hierarchy, however the delivery emphasis is on the Rotherham Urban Area with some but relatively limited provision at Bassingthorpe Farm. Overall, a sufficient amount of land is therefore projected to be delivered to 2028, relative to the number of homes needed.

The indicative CS1 spatial distribution of new homes by settlement would not be achieved by 2028. The resulting alignment of the projected distribution relative to the strategy CS1 distribution would be closer by 2028 compared to the distribution that results from completions to 2021/22. In proportional terms more development is taking place lower down the settlement hierarchy than originally envisaged and indicated in the spatial strategy.

### **4.3 THE SUPPLY PICTURE TO 2040**

A closer alignment between the projected provision and CS1 strategy distribution of housing development would continue over an extended plan period to 2040. As indicated at Section 3.6, the resulting spatial distribution of projected housing provision to 2040 (table 2, column G) results in a spatial distribution of housing development that is very close to the distribution indicated in CS1, for all tiers and settlements in the hierarchy. This includes Bassingthorpe Farm and the new community at Waverley. A sufficient overall amount of housing development would also result relative to need, with some flexibility.