CHAPTER 3: OVERALL APPROACH

3.1 The policies in this chapter set out an overall approach for the growth and regeneration of the borough, to build a strong economy and deliver economic, social and environmental benefits. The first policy sets out the core approach of building a strong economy whilst improving quality of life. The second policy outlines broadly how much and what type of development is appropriate in each settlement, with other policies explaining how the two key environmental issues of protecting the countryside and managing flood risk will be addressed.

Policy CS1: Quality of Life

As a means to securing and improving economic prosperity, enhancing the quality of place, and the quality of life in Doncaster, proposals will be supported which contribute to the Core Strategy objectives, and in particular:

A) Provide opportunity for people to get jobs, learn new skills, and have access to good quality housing, local services, sport, leisure, religious and cultural facilities.

B) Strengthen communities and enhance their well-being by providing a benefit to the area in which they are located, and ensuring healthy, safe places where existing amenities are protected.

C) Are place-specific in their design and which work with their surroundings protecting and enhancing the built and natural environment, including green spaces, buildings, heritage assets, trees, waterways and public spaces.

D) Are accessible by a range of transport modes which offer choice, and are open and inclusive to all.

E) Protect local amenity and are well-designed, being: attractive; fit for purpose; locally distinctive; and; capable of achieving nationally recognised environmental, anti-crime and design standards.

Proposals should aim to follow all criteria, demonstrate how each objective has been considered and balanced against any other priorities, and is in accordance with all other relevant development plan policies.

Explanation

3.2 Improving the borough’s economy is a key aim of the Core Strategy. To help deliver and sustain this improvement in the long term, we need to ensure we look after the borough’s existing assets and create high quality places where people want to live, work and invest. The Core Strategy vision aims to make the Doncaster borough a great place that offers a high quality of life and which uses these qualities to attract investment and strengthen the economy. A high-quality place is also one with access to a range of opportunities. Doncaster, as a borough, will become more sustainable as a place if people want to live and work here now and continue to do so in the future. National planning policy puts sustainability at the heart of the planning process and at the same time equates a sustainable place to one that offers a good quality of life, now and in the future.

3.3 The Borough Strategy, aims to address issues specific to Doncaster setting out clear priorities that are needed to improve the quality of life found in the borough. It highlights that the Doncaster borough has a range of different settlements and communities each with different characteristics and different needs. The quality of life experienced by the residents of many communities is imbalanced with some people not having the same opportunities as those from other areas.
3.4 In 2008 a Place Study was undertaken to find out what the residents of the borough saw as the most important things about the place they lived in. Crime, affordable and decent housing, public transport, culture, leisure, parks, open space and the ability to have a say in where they live were all significant topics. The results of the survey show a correspondence between the themes of The Borough Strategy and the principles for improving quality of life.

3.5 Quality of life for the Doncaster borough relates to people’s access to employment, good housing, healthcare, education, protection from crime / fear of crime, respecting the quality of the natural and built environment. This includes protection of general amenity, and ensuring that any impacts in terms of light pollution, noise, dust, vibration, litter, vermin and odour are adequately addressed. However, it also relates to how local people are involved in making decisions about their area. In this sense it is important for those proposing new developments to engage with local communities, particularly for more significant developments.

3.6 Local planning policy has the influence to direct and manage development and this can ensure that the qualities and features that enable a good quality of life are developed, enhanced or maintained. Proposals must demonstrate how they have an understanding of the needs of the place they are in and how the proposal will improve that place. The development principles in this policy translate key priorities from the Borough Strategy and set them out as a series of core criteria by which all new development will be assessed. We will ensure that all development helps to improve the quality of life for borough residents, by making a positive contribution towards meeting these objectives. In addition to considering how a proposal contributes to the Core Strategy objectives, and addresses the broad principles set out in the policy, it will also be necessary to ensure that it is in accordance with all other relevant development plan policies.

3.7 Whilst this policy is applicable to most types of development, it is not expected that small scale householder proposals will make a significant contribution to improving the quality of life within communities. Small scale proposals should, however, still be well designed, in-keeping with the local area and have regard to the principles above where possible. Applying the same simple principles to all development will result in places that are prosperous, competitive, attractive and enjoyable. It will help to retain Doncaster’s population, encourage investment and attract people and skills. Communities will be strengthened and people will be happy with their environment, be in better health and be more likely to be employed. The borough as a whole will be a more successful and sustainable place with a diverse and pleasing environment.
Policy CS2: Growth and Regeneration Strategy

Growth and regeneration will be supported in accordance with the principles set out below.

A) New housing will be located according to the Settlement Hierarchy set out below:

Table 1: Settlement Hierarchy

<table>
<thead>
<tr>
<th>Settlement Hierarchy</th>
<th>Share of Housing Allocations (percentage)</th>
<th>Settlement</th>
<th>Indicative Housing Allocation (number)</th>
<th>Overall approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub Regional Centre</td>
<td>50 - 64%</td>
<td>Doncaster Main Urban Area</td>
<td>9225 - 11808</td>
<td>The Main Urban Area will be the main focus for growth and regeneration.</td>
</tr>
<tr>
<td>Principal Towns</td>
<td>21 - 30%</td>
<td>Thorne</td>
<td>646 - 923</td>
<td>Outside the Main Doncaster Urban Area the Principal Towns will be the focus for growth and regeneration, along with the two Potential Growth Towns. The combined Main Urban Area/Principal Towns provision will be 80-85% of the borough’s total housing allocations, with at least 3.5% of the overall borough allocation within each Principal Town.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mexborough</td>
<td>646 - 923</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Conisbrough</td>
<td>646 - 923</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Adwick (including Woodlands)</td>
<td>646 - 923</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Armthorpe</td>
<td>646 - 923</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Askern</td>
<td>646 - 923</td>
<td></td>
</tr>
<tr>
<td>Potential Growth Towns</td>
<td>approximately 13%</td>
<td>Rossington</td>
<td>1200</td>
<td>Significant housing growth could be sustainably accommodated at the Potential Growth Towns as part of economic developments of regional/national significance, which provide opportunities for major new infrastructure provision and job creation. Therefore, housing growth will be supported subject to the co-ordinated delivery of jobs and infrastructure and tied to housing renewal and improvements to services.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Staintforth and Hatfield (including Dunscroft and Dunsville)</td>
<td>1200</td>
<td></td>
</tr>
<tr>
<td>Renewal Towns</td>
<td>up to 0%</td>
<td>Denaby</td>
<td>up to a total of 1660</td>
<td>In Renewal Towns the priority will be regeneration and housing renewal rather than market-led growth. The housing allocation is across the four Renewal Towns.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Edlington</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Carcroft/Skellow</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Moorends</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conservation Towns</td>
<td>up to 1%</td>
<td>Tickhill</td>
<td>Infill only</td>
<td>In Conservation Towns the priority will be conservation and enhancement, with only quality infill within existing settlement boundaries being supported.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bawtry</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Defined Villages</td>
<td>Up to 1%</td>
<td>Larger villages</td>
<td>Infill only</td>
<td>Defined villages will be conserved and enhanced. Quality infill will be permitted. Existing village boundaries will be amended only if necessary to establish new defensible boundaries and, within the Green Belt, where there are exceptional circumstances.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Undefined Villages</td>
<td>0</td>
<td>Smaller villages</td>
<td>N/A</td>
<td>In undefined villages development will be confined to that which is appropriate in the Green Belt or Countryside Protection Policy Area.</td>
</tr>
</tbody>
</table>

B) Employment opportunities will be located as set out below to support the Settlement Hierarchy, attract a range of businesses (including higher skilled jobs) and ensure good sustainable transport links to the settlement network exist or can be provided.
### Table 2: Broad Locations for Employment

<table>
<thead>
<tr>
<th>Sector</th>
<th>Broad Locations</th>
<th>Approximate Land Requirements (net)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>Predominantly Doncaster Town Centre</td>
<td>140,000 square metres additional office floorspace</td>
</tr>
<tr>
<td>Retail, leisure and catering including tourism</td>
<td>In accordance with the Retail Hierarchy (see Policy CS7: Retail and Town Centres)</td>
<td>Within existing centres, with potential expansion of Doncaster, Thorne and Mexborough centres</td>
</tr>
<tr>
<td>Distribution warehousing</td>
<td>M18/M180 corridor at junctions close to Armthorpe, Stainforth/Hatfield and/or Thorne and the Strategic Rail Freight Interchange at Rossington (including improvements to M18 Junction 3)</td>
<td>Additional 290 hectares</td>
</tr>
<tr>
<td>Businesses related to the airport</td>
<td>Robin Hood Airport and its business parks</td>
<td>34 hectares of existing land, plus an additional 10 hectares to the west of the airport for longer term expansion of the business parks and training facilities, plus additional land for freight cargo and maintenance repair and overhaul facilities at the southern end of the runway</td>
</tr>
<tr>
<td>Light industry and manufacturing</td>
<td>In accordance with the Settlement Hierarchy, including replacing current sites which are unsuitable for modern business needs</td>
<td>Additional 190 hectares (taking account of previous take up rates and potential for growth)</td>
</tr>
<tr>
<td>Green industries</td>
<td>Will be partly included within other sectors and a range of sites such as Hatfield Power Park. For waste developments refer to the Barnsley, Doncaster and Rotherham Joint Waste Plan.</td>
<td></td>
</tr>
<tr>
<td>Health, education and other services</td>
<td>None specified as businesses and services are located on non-employment land (e.g. a hospital) in line with the settlement hierarchy</td>
<td></td>
</tr>
</tbody>
</table>

C) A range of transport schemes will be developed and managed to support the settlement hierarchy and improve access to jobs and opportunities across the borough.

D) Distinctive and vibrant communities will be supported through:

1. provision of local facilities and improved access to these by creating walkable neighbourhoods;
2. physical regeneration including housing renewal and environmental improvement schemes;
3. preservation and enhancement of the distinctive local character of the historic built and natural environment, a commitment to high quality design; and;
4. protection and enhancement of the green infrastructure network (including key green wedges).

E) The exact location and timing of growth and regeneration will be subject to the delivery of any necessary physical, social and green infrastructure, and in particular the priorities set out within the Infrastructure Delivery Schedule (Chapter 8, Table 8).

**Definitions**

Doncaster Main Urban Area includes Doncaster Town Centre, Balby, Haxthorpe, Wheatley, Intake, Bessacarr, Cantley, Edenthorpe, Kirk Sandall, Bentley, Scawthorpe, Scawby, Richmond Hill.


The land requirements for employment are net, see Policy CS5: Employment Strategy.
Explanation

3.8 National policy seeks to build prosperous and sustainable communities by improving the economic performance of towns and cities, promoting regeneration and tackling deprivation. It seeks to focus development in existing centres accessible to public transport, jobs, key services and infrastructure so as to promote their vitality and viability, support town centre regeneration and minimise the need to travel. Land should be used efficiently and priority given to re-using well located brownfield land; natural resources, built and natural heritage should be conserved. The location of housing should support sustainable communities. Existing and expanding business sectors should be supported. The countryside should be protected; releases from the Green Belt require exceptional circumstances. Flood risk should be considered alongside other spatial planning issues.

3.9 At the sub-regional level, the Sheffield City Region Local Enterprise Partnership has been established, whose vision is, "for the Sheffield City Region to make a greater contribution to the UK economy by having a local economy less dependent on the public sector, providing conditions for business to grow and by giving the nation its prime centre for advanced manufacturing and materials and low carbon industries. We will offer people a great place in which to live, work, invest, and visit". The partnership proposal highlights various themes where action needs to be taken. These include issues such as creating more jobs, raising skill levels, unlocking the economic potential of key development areas, improving transport links, improving the housing offer and creating attractive city and town centres.

3.10 The South Yorkshire sub-regional centres (e.g. Doncaster) play an important part in driving economic growth but their ability to do this is hampered by a dispersed settlement pattern and unless this issue is resolved South Yorkshire will not be able to transform its economy and environment and address the problems of social disadvantage and exclusion. However, a balance must be achieved between this focus and the need to provide for growth and regeneration in the main outlying towns and recognition that there are some important opportunities for inward investment more closely associated with modern transport infrastructure than with historic settlement pattern. Therefore, an urban centric growth and urban transformation strategy is set out, with top priority to be the sub regional centres followed by the Principal Towns. Other settlements will need to meet locally generated needs for both market and affordable housing. Robin Hood Airport is a Regionally Significant Investment Priority, and is important to Doncaster’s, and the wider Sheffield City Region’s, growing logistics sector.

3.11 The South Yorkshire Settlement Study defined the extent of Doncaster’s Main Urban Area and assessed its neighbourhoods and the outlying settlements in terms of their existing functional hierarchy, their potential for sustainable change and in terms of the benefits of accommodating sustainable growth and/or qualitative change (the key findings are summarised in Appendix 4). The Study took account of environmental constraints (including flooding), development opportunities, existing and proposed physical and social infrastructure and recognised that the most sustainable locations for growth would not in all cases reflect the existing functional hierarchy. The Strategic Housing Land Availability Assessment and Employment Land Review demonstrate that there is sufficient land that is developable and attractive to the market to deliver the proposed Growth and Regeneration Strategy (see Policies CS10 Housing, Requirement, Land Supply and Phasing and CS5: Employment Strategy for further information).

3.12 The policy seeks to distribute growth and regeneration where it would do most good in terms of supporting prosperous and sustainable communities by improving the economic performance of towns, promoting regeneration and tackling deprivation. It seeks to achieve a balance between a focus on Doncaster and sufficient growth and regeneration of the outlying towns. It proposes a growth distribution that does not always follow the existing functional hierarchy (notably the Potential Growth Towns and the Conservation Towns) and it supports important development opportunities associated with Doncaster’s significant transport infrastructure which will have benefits for the whole of Doncaster and the wider sub-region.
3.13 The majority of housing growth (80-85%) will be directed to the Main Urban Area and Principal Towns. Significant growth will also be directed to the Potential Growth Towns, tied to delivery of proposed key infrastructure and significant local jobs creation. Elsewhere housing growth will be modest in order to achieve the urban concentration approach. In the Renewal Towns both the scale and timing of growth will be designed to support regeneration and housing renewal, whilst in the Conservation Towns and Larger Villages growth will be confined to infilling. The housing numbers will form the basis for identifying site allocations to accommodate 18,450 net additional homes (see Policy CS10: Housing, Requirement, Land Supply and Phasing).

3.14 Employment allocations will support the settlement hierarchy but must also take account of deliverability issues (i.e. the needs of business) and Doncaster’s Economic Strategy; employment sites cannot always be located next to the communities they serve. The Local Economic Assessment stresses the need for Doncaster to concentrate on using its assets that give it comparative advantage to enable the economy to catch up with regional averages. This means exploiting the transport connectivity in Doncaster and its developable land alongside. However, priority will be given to sites within or adjacent to the Main Urban Area, Principal Towns and Potential Growth Towns where infrastructure can be brought forward; transport connectivity will be a priority to ensure there is access to jobs for all communities (see Policy CS5: Employment Strategy). Further development of the Airport and its business park is supported (see Policy CS6: Robin Hood Airport and Business Park) to support economic growth in the urban area and across all the borough and into the Sheffield City Region, including improved links to the strategic transport network.

3.15 Main town centre uses will be directed to the main centres in the retail hierarchy (see Policy CS7: Retail and Town Centres and CS8: Doncaster Town Centre). The centres and other service locations (e.g. hospitals, schools) will continue to provide a high proportion of jobs that will not have specific land allocations. The accessibility policies will ensure that such employment locations will be supported by public transport. Some limited service jobs will be permitted on employment allocations without detriment to their main function.

3.16 It is important that distinctive and vibrant local communities are maintained, and this will be achieved through improved services and improved access to services and by protecting the character of different parts of the borough. Local heritage assets will be protected and enhanced through the managed promotion of appropriate tourism, repair and restoration, high quality design and green infrastructure. Potential conflict with flood risk, Green Belt and other environmental constraints will be minimised as far as this is compatible with the strategy. Scenario testing work has been undertaken to ensure that the implications, particularly in relation to flood risk and Green Belt, are understood. This work indicates that whilst there is considerable urban potential in the Main Urban Area (mostly on brownfield sites that are well located and considered sustainable), much of this land is in Flood Zones 2/3. The alternative of not using these brownfield urban sites would require either large scale greenfield urban extensions (including land in Green Belt), or an allocation at the lower end of the growth range and a greater percentage of housing within the Principal Towns. Whilst at Armthorpe there is capacity to meet the upper-end of the growth range without using land in Green Belt or Flood Zones 2/3, this is in marked contrast to the other 5 Principal Towns where new urban extensions would require land in Green Belt and/or Flood Zone 2/3.

Main Urban Area

3.17 The Main Urban Area will be the main focus for growth and regeneration, with the quality and range of housing, employment and services improved for the benefit of the borough as a whole. This is well connected to national transport networks, including London, via the East Coast Main Line. It is the focus for much of the borough’s employment opportunities and higher order services. The Town Centre is a shopping centre of regional significance and has seen a number of recent investments, including the Frenchgate Centre extension and Interchange.

3.18 The housing growth range recognises that too small an allocation would undermine the overall approach of locating development in sustainable locations and maximising the use of well located brownfield
safety, whilst too large a housing allocation within the Main Urban Area would undermine the potential for growth and regeneration in other towns. There are major urban development opportunities notably those at Waterfront, Marshgate, Waterdale, Lakeside, Wheatley Hall Road, Hexthorpe and Edenthorpe; urban extensions are already planned at Manor Farm, Bessacarr and Woodfield Plantation, Balby. It is likely that there will need to be additional urban extensions (particularly if growth is at the top end of the growth range) with the main potential issues being Green Belt (west of the East Coast Main Line), flood risk (particularly along the River corridor and in Bentley), settlement coalescence (with Armathorpe), lack of brownfield opportunities and loss of countryside. Urban extensions are constrained elsewhere by Sites of Special Scientific Interest and important landscapes (including Potteric Carr, Sandall Beat Wood and Doncaster Common) and by physical barriers including the River Don and canal, railway lines and M18 and A1(M) motorways.

3.19 Doncaster Town Centre will also be the main location for retail and other key town centre uses, supported by the Local Retail Centres at Bentley, Intake, Balby, Edenthorpe and Woodfield Plantation. Furthermore, focussing office development on the town centre will aid clustering of a vibrant office sector, have a positive effect on town centre vibrancy and reduce car travel to less central locations. There are a number of sites close to or within the town centre that provide opportunities to meet the projected high quality office demand including Doncaster Waterfront, St Sepulchre Gate West, Civic and Cultural Quarter and Marshgate. It is also envisaged that the following sites will be retained for employment uses: Wheatley Hall Road (as part of mixed-use scheme); Shaw Lane; Kirk Sandall Industrial Estate; Doncaster and Balby Carr (including Lakeside).

3.20 Accessibility will be improved to existing and new jobs and the town centre from the rest of the borough with improved public transport and appropriate management of the type and amount of parking provision. Priorities include White Rose Way, M18, Woodfield Link Road, FARRRS, the Great Streets Scheme, St Sepulchre Gate West, Waterfront, Balby Island, Hyde Park and Lower Wheatley (see Policy CS9: Travel Choice and Table 8: Infrastructure Delivery Schedule).

The Principal Towns

3.21 These are proposed having regard to the Settlement Study, the Borough Strategy (and its objective of improving quality of life across the whole borough), urban development opportunities (including the four former collieries reclaimed as development platforms) and the distribution of environmental constraints to outward growth of towns (notably Green Belt and flood risk).

3.22 All currently function as high-middle order settlements. The market towns of Thorne and Mexborough have the largest town centres outside Doncaster and are important service centres for local catchments. The other four (former colliery) towns are reasonably self-sufficient in terms of day-to-day services and serve limited catchments (Askern is particularly important to its large rural catchment). All six Principal Towns would derive high potential benefits from growth and qualitative change; all have good opportunities for sustainable development. All except Armathorpe are the subject of current housing renewal initiatives. All but Armathorpe and Askern have rail stations; Askern will require improvements to bus services tied to new development opportunities.

3.23 The Principal Towns housing growth range will support market-led housing growth and service improvements provided a minimum requirement consistent with the lower end of the range is allocated to each town. Urban extensions will be necessary to accommodate the proposed growth (even at the lower end of the growth range) at Adwick, Armathorpe, Askern and Thorne but may not be necessary at Mexborough and Conisbrough (where more brownfield urban sites exist) unless the allocations for these towns are towards the top end of the growth range. Any urban extensions at Adwick, Mexborough and Conisbrough would require loss of Green Belt, whilst any extensions at Thorne will require land in Flood Zone 3. Thorne and Mexborough Town Centres and Adwick, Armathorpe, Askern, Conisbrough District centres will be protected and enhanced. Locally appropriate town centre uses will be supported primarily in Thorne and Mexborough town centres but District Centre proposals must be of an appropriate nature.
and scale. Locally appropriate office uses will be supported in Thorne and Mexborough and are unlikely to be appropriate in the District Centres.

3.24 The plan provides for the retention and creation of a range of employment sites across the borough to support business growth and maximise local communities’ employment opportunities (see Policy CS5: Employment Strategy). It is envisaged that these will include existing sites at Carcroft Common, close to Askern, Adwick and Bentley and at Redhouse, within the A1(M) corridor. Whilst an extension to Carcroft Common could be accommodated without loss of Green Belt (on the existing Bentley Moor Lane Unitary Development Plan allocation), it is acknowledged that there may need to be some loss of Green Belt at Adwick to accommodate local opportunities (see Policy CS3: Countryside). Within the M18/M180 corridor a number of opportunities exist associated with the strategic transport network at the junctions near to Armthorpe and Thorne. Improvements to public transport connectivity to the Main Urban Area and wider opportunities will be supported, as will improvements to access for pedestrians and cyclists. In addition, the transport policies will support improving accessibility to employment sites from across the borough.

The Potential Growth Towns

3.25 These are large colliery/former colliery settlements in need of physical and economic regeneration. They function as low-middle order settlements but have been identified as having high potential benefits from change. Whilst housing renewal and physical regeneration of the Local Retail Centres is important, successful regeneration will also require significant growth. Both lie alongside the M18 but have poor access to it and presently derive little or no benefit from ongoing and planned investment along this corridor. However, major economic investment site opportunities have been identified (tied in part to proposed improved access to the M18) that would transform the economic prospects of these towns and require new housing to serve the new jobs. At Stainforth/Hatfield this is the DN7 project, which involves a mix of uses based around the Hatfield Colliery and the Planning Permissions for: the development of a Power Park, including a new Power Station; the delivery of a new Link Road to the M18; new employment uses, including (potentially rail served) distribution facilities; the creation of a new Marina and associated public open space and managed nature conservation. The use of engineered colliery spoil has the potential to facilitate this large-scale mix of uses, including the potential for associated housing growth, through the creation of development platforms and the mitigation of flood risk. At Rossington, a Strategic Rail Freight Interchange is proposed along with the FARRRS and the reclamation of the former colliery for housing.

3.26 In both settlements, the retention of existing employment opportunities (at Bankwood Lane, Rossington and Bootham Lane, Hatfield) will also be supported. The existing Local Retail Centres of Rossington, Hatfield, Stainforth and Dunscoft will be protected and enhanced, and the provision of an improved range and quality of retail and community facilities will be supported. At Stainforth/Hatfield the provision of new community facilities will be supported within or adjoining the new housing to provide benefits for all four settlements.

3.27 Subsequent Development Plan Documents (and/or Supplementary Planning Documents) will set out detail on the principles and site specific criteria for these developments. However it is envisaged that at Rossington housing growth will be subject to the co-ordinated delivery of:

- FARRRS;
- Rossington Strategic Rail Freight interchange; and
- improvements to existing housing areas and the Local Retail Centre.
Similarly, it is envisaged that at Stainforth/Hatfield housing growth will be co-ordinated/phased with the delivery of:

- jobs and infrastructure including Hatfield Power Park and power station and M18 link road;
- improvements to existing housing areas and Local Retail Centres;
- refurbishment of the railway station and the creation of a rail/bus/park and ride interchange; and;
- suitable flood risk mitigation.

In both cases there are also opportunities within the existing settlement boundaries including those arising from housing renewal/urban remodelling which may provide improved or additional housing.

3.28 The principle and timing of the housing will be dependent upon delivery of the proposed infrastructure and jobs, and should these not happen then housing growth on the scale proposed may not be supported. However, it is envisaged that these will be able to proceed together in a co-ordinated way within a clearly deliverable framework (such as a Neighbourhood Plan and/or a planning application(s) subject to phasing conditions, legal agreement and funding contributions plan). Within this context, 1200 housing units for each of the Potential Growth Towns is a credible plan period allocation, and it is recognised that the projects in each of these settlements could continue to deliver further housing and economic growth beyond the plan period, consistent with their eventual re-designation as Principal Towns through a review of the Core Strategy.

**The Renewal Towns**

3.29 These are all Local Retail Centres. Carcroft/Skellow and Edlington function as middle-high order settlements but are served by Adwick and Mexborough/Doncaster respectively. Denaby and Moorends function as low-middle order settlements and are served by Mexborough/Conisbrough and Thorne respectively as well as by Doncaster. The potential benefits from change identified are low for Carcroft/Skellow and high for the others but with an emphasis in all four towns on qualitative change (housing renewal, improvements to district retail centres etc.) rather than outward growth. Edlington and Denaby lie within Pathfinder where master-planned renewal schemes including some urban remodelling are under way or programmed. Carcroft/Skellow lies within the Green Corridor housing renewal initiative. The need for housing renewal and regeneration has also been identified in Moorends.

3.30 Renewal is therefore the priority in all four towns and this could be undermined (particularly in the short-medium term) by large urban extensions whilst more sustainable opportunities for market-led growth have been identified elsewhere in the borough. For these reasons the scale of the overall allocation (up to 9%) and the distribution of this between the towns (unspecified) are flexible so that it can be informed by site sustainability considerations. The Local Retail Centres of Edlington, Moorends and Carcroft will be protected and enhanced.

3.31 Existing business estates such as Broomhouse Lane, Warmsworth Holt and Denaby Lane will be retained and, where appropriate, expanded (although in some cases, such as at Denaby, this may require the release of smaller Green Belt sites). However, as new sectors are attracted elsewhere, improved transport links will be a priority between the Renewal Towns and strategic employment areas and Doncaster urban centre.
The Conservation Towns

3.32 These function as high-middle order settlements but have been identified as having low benefits from change. They are both attractive market towns with high quality historic (conservation area) centres containing a good range of services that serve wider catchments. Both, however, are also surrounded by extensive suburban developments and are constrained from further outward growth by Green Belt and, in the case of Bawtry, by the East Coast Main Line and a Site of Special Scientific Interest. New development on the edge of these towns would further erode their historic character, increase car journeys into their centres and increase outward commuting; the towns are relatively poor in terms of public transport accessibility. New housing will therefore be limited to quality infill within existing settlement boundaries. The District Centres of Bawtry and Tickhill will be protected and enhanced and appropriate employment opportunities will be within existing employment sites and town centres and through transport links to urban areas.

The Larger (Defined) Villages

3.33 These are mostly attractive and popular places to live. However, they are relatively unsustainable locations for future housing growth. All function as low order settlements except Barnby Dun (low-middle order) and none are identified as having any potential benefits from change. Therefore, only quality infill within existing settlement boundaries, including affordable housing will be supported. Small-scale affordable housing in accordance with the rural exceptions policy will also be supported. Proposals involving the loss of existing shops, pubs or other local services, will be required to demonstrate that all reasonable attempts have been made to retain the service or to secure an alternative local facility in its place. Job opportunities will be provided through transport links to urban areas in the surrounding rural economy and in appropriate small scale business premises. Public transport accessibility criteria will be met, including supporting connectivity to service centres.

The Smaller (Undefined) Villages

3.34 These comprise loosely defined villages and hamlets that have been historically washed over by what is currently Green Belt or Countryside Policy Area designations and this will be continued (with the latter becoming Countryside Protection Policy Area - see Policy CS3). They are unsustainable locations for new housing, and so new dwellings will be confined to agricultural dwellings, replacement dwellings and, exceptionally, conversions of suitable rural buildings. However, appropriate rural diversification schemes will be supported (see Policy CS3).
Policy CS3: Countryside

Doncaster’s countryside will be protected and enhanced, having regard to the principles set out below.

A) The general extent of the Green Belt will be retained (as indicated on the Key Diagram). The key considerations for land within this area are:

1. national policy will be applied, including a presumption against inappropriate development other than in very special circumstances; and;
2. land will only be taken out of the Green Belt for development allocations in exceptional circumstances for example where necessary to sustainably deliver the Growth and Regeneration Strategy.

B) The countryside in the east of the borough will continue to be protected through a Countryside Protection Policy Area (as indicated on the Key Diagram). The key considerations for land within this area are:

1. new urban extension development allocations will be confined to those necessary to deliver the Growth and Regeneration Strategy;
2. minor amendments to settlement boundaries will be supported where existing boundaries are indefensible;
3. proposals will be supported where they would be appropriate to a countryside location and would protect and enhance the countryside for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and to ensure it may be enjoyed by all; and;
4. proposals that would generally be acceptable include agriculture, forestry, outdoor sport and recreation, habitat creation, flood storage and management, essential infrastructure, mineral extraction, some forms of stand alone renewable energy, suitable farm diversification schemes, limited extension, alteration or replacement of existing dwellings and re-use of suitable buildings for uses appropriate in the countryside.

C) Proposals which are outside development allocations will only be supported where they would:

1. protect and enhance the countryside, including the retention and improvement of key green wedges where areas of countryside fulfil a variety of key functions;
2. not be visually detrimental by reason of siting, materials or design;
3. not create or aggravate highway or amenity problems; and;
4. preserve the openness of the Green Belt and Countryside Protection Policy Area and not conflict with the purposes of including land within them.

D) Although not required to deliver the Growth and Regeneration Strategy set out in Policy CS2, the extent of the Green Belt will be reviewed to inform future versions of the Core Strategy.
National policy states that once the general extent of a Green Belt has been established it should be altered only in exceptional circumstances; similarly detailed boundaries defined in earlier plans such as the Unitary Development Plan should be altered only exceptionally. The general policies controlling development in the countryside apply with equal force in the Green Belt but there is in addition a general presumption against inappropriate development within them and such proposals should not be approved except in very special circumstances. The countryside has the potential to provide a variety of functions, including preventing the merging of settlements as well as wider environmental and leisure benefits (as set out in more detail in Policy CS17 - Green Infrastructure).

As shown on the Key Diagram, Doncaster’s countryside in the western ‘half’ of the borough forms part of the South Yorkshire Green Belt the purpose of which is to prevent the merging of large neighbouring metropolitan urban areas (Doncaster, Rotherham, Barnsley, Wakefield); its detailed boundaries were established through the Unitary Development Plan in 1998 and will continue to be protected in accordance with national planning policy. The countryside in the eastern ‘half’ of Doncaster does not meet the purposes of the South Yorkshire Green Belt but is otherwise just as valuable and this is reflected in the Countryside Protection Policy Area designation and the development management policies, which apply here.

The Growth and Regeneration Strategy can be delivered without altering the general extent of the Green Belt within Doncaster as development allocations involving Green Belt are expected to be very limited. However, it is possible that Green Belt sites may be more sustainable than non-Green Belt alternatives but the consideration of alternative sites will be across the Main Doncaster Urban Area and all the Principal Towns so that precise allocations to each town within the growth ranges can address a number of objectives including minimising the loss of Green Belt. This conforms with current regional policy, which states that the general extent of the South Yorkshire Green Belt should not be changed but that localised reviews of Green Belt boundaries may be necessary in some places to deliver the core approach and sub area policies.

The outer boundaries of existing built up areas where they adjoin countryside are under constant pressure for often minor but cumulatively significant adjustments, usually to facilitate small scale housing developments. It is important to ensure that the countryside is not eroded in this way. This sort of amendment will therefore be exceptional in nature and will only be made where the existing boundary is no longer defensible. However, if the ambitious Growth and Regeneration Strategy set out within Policy CS2 is realised, it may mean that future versions of the Core Strategy are faced with different issues, challenges and opportunities (including the possible re-designation of Hatfield/Stainforth and Rossington as Principal Towns). It is therefore considered appropriate for a full review of the Green Belt to inform the next version of the Core Strategy.

Urban extensions on land previously designated Countryside Policy Area, will be required to meet the borough’s housing and employment requirement, but these will be minimised through a strategy promoting urban sites.
Policy CS4: Flooding and Drainage

Large areas of Doncaster are at risk of flooding. However, many of these areas already benefit from defences and are otherwise sustainable locations for growth. A pro-active approach will therefore be adopted which manages flood risk, to support borough-wide regeneration, based on the principles set out below.

A) Development will be directed to areas of lowest flood risk (from all sources) within the overall framework of the Growth and Regeneration Strategy and its emphasis on deliverable urban brownfield sites (as set out in Policies CS2, CS5, CS7 and CS10). Where this results in development within flood zones 2 and 3, priority will be given to sites which:

1. already benefit from an acceptable standard and condition of defences; or;
2. have existing defences which will be improved as a result of the proposal to an acceptable standard and condition; or;
3. do not have existing defences, if it can be shown that there are no appropriate sites already benefitting from defences, and the development can be made safe through the creation of new defences which would also benefit existing communities.

B) Developments within flood risk areas will be supported where they pass the Sequential and/or Exception Tests (if they are required). Proposals which are in accordance with both allocations and any other Local Development Framework policies will normally be deemed to have passed the Sequential Test.

C) All development over 1 hectare, and any development within flood risk areas, will be supported where it:

1. provides a fit-for-purpose site specific Flood Risk Assessment;
2. will be safe from all forms of flooding, without increasing the level of flood risk to surrounding properties and/or land for the lifetime of the development;
3. provides adequate means of foul sewage disposal and achieves a reduction in surface water run off on brownfield sites and no increase from existing rates on greenfield sites;
4. makes use of Sustainable Drainage Schemes, where appropriate;
5. is designed to be resilient to any flooding which may occur (including making provision for circumstances in which existing flood defences fail);
6. facilitates the maintenance of flooding and drainage infrastructure; and;
7. ensures that mitigation measures (including Sustainable Drainage Schemes) can be maintained over the long term and will not have an adverse impact on the water environment, including ground water aquifers, flood water capacity and nature conservation interests.
Climate change from extreme weather events, rising sea levels and surface water run off from future development will exacerbate the threat of flooding on people, land and property in the borough (much of which lies below sea-level) over the coming years. Under the Flood and Water Management Act 2010, Doncaster Council will be the designated Lead Local Flood Authority for the borough, and so develop, maintain, apply and monitor a strategy for local flood risk management within the local area. The council is committed to continued partnership working with bodies such as the Environment Agency, Internal Drainage Boards and water companies, as part of a multi-agency response to managing flooding issues across the borough.

There are four types of flood zone for river and coastal flooding, as summarised below. Zones 1 - 3a are identified on the Environment Agency’s flood zone maps, whilst 3b is identified by the Local Authority in consultation with the Environment Agency.

- **Zone 1**: low probability of flooding (less than a 1 in 1000 year / 0.1% risk of flooding).
- **Zone 2**: medium probability (between 1 in 100 year / 1.0% chance and 1 in 1000 year / 0.1% chance of flooding).
- **Zone 3a**: high probability (greater than 1 in 100 year / 1.0% or greater chance of flooding.
- **Zone 3b**: functional floodplain.

These zones are based on probability not risk - with risk being the combination of the probability of flooding with the potential impact of any flood event (e.g. what might be flooded, the depth of flooding etc.). Furthermore, there are other forms of flooding which these maps do not show - for example surface water and groundwater flooding. It is important that the planning process considers the overall risk from all sources of flooding. Therefore, for the purposes of this policy, flood risk areas include flood zones 2 and 3, areas with known surface water drainage difficulties and areas with known groundwater flooding issues.

National policy requires a sequential approach to steer development away from flood risk areas and to manage and reduce overall flood risk. This means that where proposals (either site allocations within the Local Development Framework or individual planning applications) are proposed within flood risk areas, evidence must be provided to demonstrate that these proposals could not take place in areas which are at lower risk. In Doncaster, flooding comes from a number of sources, including the rivers Don and Derwent in the west and the rivers Tame and Trent in the south and the watercourses that feed to them, plus tidal flooding within the low lying Humberhead Levels. As Map 4 shows, the flood risk areas are extensive.

The Growth and Regeneration Strategy set out in Policy CS2 proposes growth that will require significant development within flood risk areas, particularly along the M18 motorway corridor, Thorne, Hatfield/Slannforth and parts of Doncaster Main Urban Area, where there are significant regeneration and redevelopment opportunities. This is to ensure that we achieve borough-wide regeneration and take account of wider national policy which seeks to direct growth to urban areas, deliver sufficient housing and jobs and to address issues of deprivation. The challenge is therefore to provide sufficient growth and opportunities to regenerate deprived communities, including those within flood risk areas, without undermining efforts to combat climate change and flood risk.

The policy indicates that development will be directed to areas at lowest risk within the overall framework of the Growth and Regeneration Strategy set out in Policy CS2. In making site allocations, the sequential test will therefore be applied within this wider policy context. Sites which are allocated within the Proposals Map will not then require a sequential test at the planning application stage (although the layout should have regard to different levels of flood risk across the site and take a sequential approach to layout). Proposals on sites which are not included within the Proposals Map will normally need to carry out a
sequential test at the planning application stage, in accordance with national policy and Doncaster’s Development and Flood Risk Supplementary Planning Document (see paragraph 3.44), and this should have regard to the need to provide sufficient land to meet local needs in line with the wider policy framework.

3.46 The policy also sets out how appropriate provisions will be put in place to manage and reduce flood risks associated with both new and existing development within flood risk areas. It is important that new developments are made safe (including, where appropriate, resilient to any flooding which may occur and that the residual risk of breach and/or overtopping of any defences does not pose significant danger to people and/or property) and that they do not increase the likelihood or impact of flooding on surrounding properties. As part of this, proposals on brownfield sites will be supported which achieve a reduction in surface water run off. We will look for a reduction of 30% on brownfield sites, but will consider each case on its merits having regard to what is practical. The policy supports sustainable drainage schemes (SuDS), although careful consideration of the various techniques will be required in order to take account of potential land contamination or groundwater sensitivities. The policy also requires proposals to facilitate the maintenance of flooding and drainage infrastructure. This includes such measures as retaining appropriate buffer strips to all watercourses (excluding canals), to ensure that flood defences and access can be maintained, and avoiding the culverting or building over of watercourses (unless it is essential to facilitate access). Canals are not part of flood defence infrastructure and levels are carefully regulated by weirs, sluices and other infrastructure which are maintained from the canal itself, or towpath, and as such they do not require a buffer strip to be retained for flood defence maintenance and access.

3.47 The policy seeks to protect and increase the capacity of the functional floodplain (otherwise known as washland) to store water during times of flood and thus protect other areas from flooding and habitats. In the functional floodplain, only water compatible uses (e.g. open space and outdoor recreation facilities, wetland habitat creation schemes etc.) essential transport or utility infrastructure can take place provided they pass the exception test. It will be necessary to consider the issue of bird strike in the interests of air safety within the vicinity of Robin Hood Airport. Advice regarding bird strike and airports (currently CAP772 Civil Aviation Authority 2007) indicates that bird strike hazard in the vicinity of the airport should be taken to be land or water within 13 kilometres of the airfield and the airport authority is consulted on any proposals for wetland creation within this area.

3.48 The council has adopted a Development and Flood Risk Supplementary Planning Document which provides more detailed guidance for developers submitting planning applications in relation to flood risk and drainage. It sets out the forms of development which will be considered to automatically pass the sequential test, the requirements in terms of windfall sites and also advises on the type of information to be included within individual Flood Risk Assessments (which should reference the most up-to-date information as well as Doncaster’s Strategic Flood Risk Assessment). Furthermore, any flood and drainage works within the vicinity of Thorne and Hatfield Moors will need to ensure that they do not adversely impact on the water levels within the site (and so consider the need for a Habitats Regulation Assessment).
CHAPTER four
Employment, Town Centres & Transport
4.1 The policies in this chapter set out how the Core Strategy will support the growth of Doncaster’s economy and the provision of opportunities for all of Doncaster’s communities. The first policy outlines how much additional employment land will be needed, in which sectors and what other interventions are required to ensure that jobs are created. Other policies provide detail on town centres and shopping areas, including the role of the main town centre in Doncaster. A specific policy sets out how the Core Strategy will support transport improvements to ensure people have a choice of transport options.

4.2 National policy seeks to create sustainable economic growth through building prosperous communities by improving the economic performance of both urban and rural areas, promoting regeneration, tackling deprivation and promoting and supporting existing and new business sectors. The plan should be positive and proactively encourage sustainable economic growth, support existing business sectors and identify emerging sectors and plan positively for knowledge driven and high technology clusters. Previously developed land should be prioritised and allocated land should reflect the locational requirements of businesses. It is important that growth, choice and competition are provided for especially where businesses are changing and that unsuitable existing employment land is re-allocated. There is also a requirement to reduce the need to travel through measures such as using previously developed land, travel planning and promoting the vitality and viability of the town centres which are already well serviced by public transport. The rural economy and communities should be enhanced and the open countryside should be protected.

4.3 The evidence base for Doncaster’s Local Economic Assessment (2010) identifies that Doncaster had an output gap of £415 million between the actual Gross Value Added (the value added created through the production of goods and services) of Doncaster’s economy, and its potential output in comparison with the Yorkshire and Humber Region in 2008. This is made up of the following components set out below.

<table>
<thead>
<tr>
<th>Component</th>
<th>Impact</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Employment rate</td>
<td>-£143 million</td>
</tr>
<tr>
<td>B</td>
<td>Productivity sectoral Mix</td>
<td>-£135 million</td>
</tr>
<tr>
<td>C</td>
<td>Productivity output</td>
<td>-£131 million</td>
</tr>
<tr>
<td>D</td>
<td>Sectoral mix AND productivity</td>
<td>-£272 million</td>
</tr>
<tr>
<td><strong>Total (A+D)</strong></td>
<td></td>
<td>-£415 million</td>
</tr>
</tbody>
</table>

Data sources: Employment Rate – Office for National Statistics, Productivity data – Regional Econometric Model

4.4 It is therefore important that Doncaster encourages innovation, attracts more capital investment, raises skill and education levels, improves graduate retention and reduces deprivation. The Doncaster Economic Strategy and the Doncaster Work and Skills Plan are key strategies for addressing these issues. Links to places within the Sheffield City Region, such as Rotherham, Bassetlaw and Sheffield, need to be strengthened, as do links to locations outside the Sheffield City Region, such as Hull and York.
Policy CS5: Employment Strategy

Doncaster’s economy will be supported, in accordance with the principles set out below to enable improved levels of economic output and increase access to opportunities.

A) Sufficient employment land will be allocated to take into account:

1. the identified potential for the creation of 36,000 jobs in the sectors set out below;
2. Doncaster’s wider aspirations for economic growth, as set out in the Economic Strategy;
3. historic take-up rates of employment land; and;
4. the need for a range of sites to provide flexibility.

B) The retention of existing employment sites and the location and amount of new employment sites is set out in the Growth and Regeneration Strategy (Policy CS2). In releasing new land for strategic warehousing, priority will be given to the proposed Strategic Rail Freight Interchange at Rossington which will be served by rail freight and will operate as an intermodal terminal.

C) Major employment sites will be retained for employment uses which may include some small scale supporting uses. Local employment sites will generally be retained for employment purposes with alternative uses being supported where the use is appropriate in terms of scale, design and location, will not adversely affect the efficient operation of adjacent employment land or uses and meets one of the following criteria:

1. it supports the employment uses located on the employment allocation;
2. is a specialist use which is appropriate to an employment site and cannot be located elsewhere; or;
3. has a mix of commercial and/or community uses that provides clear additional benefits.

Table 4: Employment Strategy

<table>
<thead>
<tr>
<th>Sector</th>
<th>‘Soft’ Interventions required to assist job delivery</th>
<th>Potential jobs from pipeline projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>Marketing and promotion and branding; training plans; Waterfront Strategy; Town Centre Masterplan; Town Charter; Work and Skills Plan; training including graduate retention; travel plans (for new and existing developments) that ensure accessible and sustainable transport links to the City Region economy</td>
<td>2,300</td>
</tr>
<tr>
<td>Retail, leisure and catering including tourism</td>
<td>Marketing, promotion and branding; training plans, Waterfront Strategy; Town Centre Masterplan; Town Charter, tourism strategies</td>
<td>3,800</td>
</tr>
<tr>
<td>Distribution warehousing (logistics sector)</td>
<td>Travel plans (for new and existing developments) that ensure accessible and sustainable transport links; Logistics strategy; Work and Skills Plan; Links to Further and Higher Education; training and recruitment</td>
<td>7,700</td>
</tr>
<tr>
<td>Businesses related to the airport</td>
<td>Surface Access Strategy; Airport Master Plan; Aviation Strategy; Design Quality Framework; Work and Skills Plan; Directions Finningley; Marketing and promotion e.g. Take off at the Airport; links to the City Region economy and beyond</td>
<td>9,300</td>
</tr>
<tr>
<td>Light industry and manufacturing</td>
<td>Links to the City Region economy; marketing and promotion; links to further and higher education; Work and Skills Plan; training including graduate retention; Travel Plans (for new and existing developments) that ensure accessible and sustainable transport links</td>
<td>2,400</td>
</tr>
<tr>
<td>Environmental, renewable energy, low carbon, waste (green jobs)</td>
<td>Work and Skills Plan; training including graduate retention; links to the City Region economy; links to further and higher education; marketing and branding</td>
<td>Included within other sectors</td>
</tr>
<tr>
<td>Health, education and other services</td>
<td>Range of interventions depending upon individual opportunities for growth</td>
<td>10,300</td>
</tr>
</tbody>
</table>

Note: The table shows ‘soft’ interventions, whilst the Infrastructure Delivery Schedule includes details of the physical infrastructure being planned to help deliver these jobs. The potential jobs from transformational pipe-line projects are based on the economic forecasts as summarised in the explanatory text that follows.
4.5 Jobs forecasting has been carried out taking into account the Economic Strategy and projects that are being planned in Doncaster. Pipeline projects include schemes at an advanced stage, normally with planning permission, and other projects which are at an earlier stage of development. Due to the inclusion of the latter, the projects are not used to identify which sites should be allocated but, cumulatively, provide a useful indication of current known market demand in different sectors. It is based on a best case scenario in which all of these emerging projects are successful and provides an indication of the likely change in number of total jobs by broad sectors. These forecasts reflect the changing nature of the economy for example Robin Hood Airport, the attraction of the logistics sector to Doncaster but also takes account of the wider economy including recessional impacts and results in the prospect of a potential additional 36,000 net full time equivalent jobs during the 17 year plan period of 2011-2028.

4.6 These forecasts, together with the Economic Strategy (informed by the Local Economic Assessment), information on previous take up rates and allowances for flexibility (including churn and choice factors), inform the calculations for how much land should be provided in the plan period, as set out in Policy CS2: Growth and Regeneration Strategy. This will ensure Doncaster’s potential for economic growth is not impeded due to a lack of suitable sites.

4.7 It should be noted that the figures set out in Policy CS2 are based on a typical site layout including operational buildings, access roads, parking and landscaping. Therefore, in assessing how much of a site allocation or planning permission contributes towards meeting the requirement, parts of the site may be discounted where they are used to address site specific issues (such as balancing ponds or significant green infrastructure provision or mitigation). Where a site is likely to contain a mix of uses, for example both distribution warehousing and general industrial, the relevant portion of the site will be separated and counted towards the relevant targets.

4.8 The Core Strategy’s role is to ensure that one of the key issues (land supply of the right amount, type and locations) is addressed. The performance of this policy will be measured through other indicators as set out in Chapter 8. However, to make progress towards this figure it is important to acknowledge that land allocations alone cannot deliver the amount of required jobs. Therefore this policy has links to other policies and strategies which can help deliver jobs and a workforce with higher skill levels and sectors which will have a beneficial impact on the Doncaster economy. Current strategies and requirements are identified which will enable the successful delivery of each sector.

4.9 The Infrastructure Delivery Schedule contains detail on what physical infrastructure is required across the borough such as White Rose Way and the Finningley and Rossington Regeneration Route Scheme (FARRRS) to help deliver the potential of these sectors. All new employment sites (where appropriate) will need to be accessed from across the borough to enable residents to travel to the new jobs, especially from communities where jobs have been lost. Therefore, the approach set out in Policy CS9: Providing Travel Choice will be instrumental to supporting the successful growth of Doncaster’s economy.

4.10 Policy CS2: Growth and regeneration Strategy, indicates that an additional 290 hectares (net) of additional distribution warehousing will be allocated, with the broad locations being the M18/M180 corridor at junctions close to Arnhorpe, Stainforth/Hatfield and/or Thorne and the Strategic Rail Freight Interchange at Rossington. Policy CS5 gives priority to sites at the proposed Strategic Rail Freight Interchange at Rossington which it is envisaged will provide approximately 166 hectares. We will therefore phase the release of the remaining 124 hectares of land and ensure that a maximum of 50% (62 hectares) will be developed within 5 years from the adoption of the Core Strategy. This figure includes those sites with planning permission.
4.11 The manufacturing sector is forecast to decline but a high land provision is used to take account of an increased interest in manufacturing, previous rates of employment land take up and the priorities set out in the Economic Strategy. The established and steadily growing Creative and Digital Industry category has not been included within the land requirements as many of the jobs can be grouped in sectors such as retail and leisure, therefore this would result in job figures being duplicated. Furthermore, with assets such as Robin Hood Airport, the Racecourse and Thorne and Hatfield Moors, Doncaster has some potential for the growth of both leisure and business tourism, which could bring additional jobs and opportunities. However given the nature of these opportunities, no specific land requirements have been set out in Policy CS2.

4.12 Subsequent Development Plan Documents (and the Proposals Map) will identify ‘Major Employment Sites’ and ‘Local Employment Sites’. Major Employment Sites are the larger sites which are required to support certain sectors and maximise the benefit from our comparative advantages. These advantages are identified through the Local Economic Assessment and include the airport and our rail and motorway links. It is envisaged that these will include new employment allocations within the M18 corridor and the following existing employment sites: Airport Business Park, Hatfield Power Park, Redhouse Park, Westmoor Park, Nimbus Park and Carcroft Common. The Major Employment Site allocations will take account of relevant operational needs, and identified market demand, for certain sectors. However, to provide flexibility and avoid stifling investment, it is envisaged that in most cases the policies will avoid prescribing specific employment uses and sectors on the sites. Alternative uses on these sites will not be supported.

4.13 Local Employment Sites are the smaller sites which provide a range of employment sites across the borough to support business growth and maximise local communities’ employment opportunities. Proposals for alternative uses on these sites may be acceptable, provided they meet the requirements of Part C of the policy. These alternative uses could include specialist retail uses (such as car showrooms), training facilities that may normally be found on employment sites and some leisure/community facilities. This policy should be read in conjunction with other relevant Local Development Framework policies, in particular those relating to Town Centres (Core Strategy Policies CS7 and CS8).

4.14 In the production of subsequent Development Plan Documents (and the proposals map) existing employment sites and allocations will be assessed to determine if they are more appropriate for either housing or mixed use developments. Therefore, it is not envisaged that housing or mixed use developments will be supported in the short-term on any Local Development Framework employment allocations (including existing sites which are retained). However, in the longer term there may be limited circumstances in which mixed use development of Local Employment Sites would be supported where this leads to the delivery of job creation on a proportion of a site which has otherwise proved to be undeliverable.
Policy CS6: Robin Hood Airport and Business Park

Growth and investment at Robin Hood Airport will be supported in accordance with the principles set out below.

A) The airport is a multi modal transport interchange offering improved international air passenger and freight services to the region with a range of connected sites to provide for business development related to the airport incorporating training facilities.

B) There is improved access to the airport, including FARRRS and a railway station, to enable easy access from the borough, Sheffield City Region and the wider region.

C) Westward expansion of the business parks alongside the airport access road, and airfreight and maintenance repair operation facilities, will be supported around the southern end of the runway.

D) Proposals will be supported where:

1. environmental impacts are adequately mitigated, including improved landscaping and tree planting, and a Quiet Operations Policy;
2. there will be no detrimental impacts on the conservation objectives of Thorne and Hatfield Moors, particularly the lowland raised mire habitat and nightjar populations;
3. a surface access strategy is developed to make best use of surface access infrastructure including access to neighbouring districts, mainline rail services and providing a wide choice of travel modes to the services and jobs at the airport;
4. there are training and recruitment plans that will assist delivery of improved skills and economic development, particularly for local people;
5. on site car parking provision is sufficient to avoid the need for offsite car parks;
6. Safeguarding Areas and Public Safety Zones are maintained to enable the airport to operate safely;
7. buildings, layout and landscaping are of high quality; and;
8. uses are required to support air services passengers and businesses at the airport e.g. hotel.

Explanation

4.15 National policy supports the development of regional airports to increase air passengers and freight, reducing reliance on London airports and improve economic performance of regions and recognises that airports attract businesses around them. They can provide a focal point for clusters of businesses especially for logistics and importantly provide an impetus to regeneration and a focus for new commercial and industrial development. Within Yorkshire and Humber there is a reliance on airports outside of the region which results in more journeys, mainly by car, to non local airports. The success of Robin Hood Airport, is therefore of importance to the wider Sheffield City Region; and to maximise this benefit as a key economic driver, improved access to the M18 is required. Furthermore, Doncaster has excellent strategic transport links and a growing logistics hub. It will be important that the airport connects into these transport networks as well as other logistics facilities in the area and improves its connectivity to the rail system through a new rail station and in longer term through rail links into the site.
4.16 The airport masterplan identifies a range of future growth levels depending on its commercial success and opening of FARRRS and forecasts up to 10.76 million passengers a year by 2030. Overall, it identifies the possibility of up to 14,100 jobs at the airport and business parks by 2030. Forecasts based on airport catchment areas undertaken on behalf of the council to inform the FARRRS business case estimate a throughput of 4.19 million passengers per year by 2016 and 6.39 million passengers per year by 2030. The policy supports the employment and transport proposals set out in the airport masterplan plan. Planning permission for the housing element of the masterplan (at Hayfield Green) has already been granted, in light of the specific circumstances which apply to the airport, and not as an indication of policy direction. Therefore, as set out in Policy CS10: Housing Requirement, Land Supply and Phasing, these 750 units will provide an additional source of housing to the allocations set out in Policy CS2: Growth and Regeneration Strategy, and any further housing growth at Hayfield Green would not be in accordance with this Core Strategy.

4.17 The Doncaster Aviation Strategy identified that the airport has several key strengths that will enable it to develop aviation sector activity such as a long runway; suitable sites for appropriate development; educational support; pro-active and supportive public sector and the success of Directions Finningley. The strategy supports a range of issues including ‘soft’ measures to promote and jointly market the airport and business parks. The strategy stresses that the need to improve the external connectivity of the airport is vital and the development of FARRRS is a significant opportunity to enhance its competitive position. The outcomes of the strategy have, where possible, been included in the Core Strategy.

4.18 Very significantly, a range of training facilities have been attracted to the airport supporting the aim of improving skills levels and regeneration and in particular it has been successful in attracting airdside uses. The council remains committed to supporting improvements in skill levels, including initiatives related to the airport.

4.19 However, any growth of the airport (including the business park) or increase in flight numbers will need to address impacts such as noise, health and pollution. Because Thorne and Hatfield Moors are internationally important nature conservation sites and vulnerable to changes in air quality, detailed consideration of the air quality impacts of any future increases to the number of flights will be required. Improved landscaping will be needed to shield new buildings that may locate outside the current built core of the airport. The public safety zones and safeguarding areas are to be designated in line with government guidance and reduce the risks to the public, surrounding buildings and assist safe operation of the airport. The site should exploit its potential for rail accessibility that should be developed as the airport grows but it is unlikely that this will be achieved until at least the end of the plan period. Aviation contributes to emissions affecting global change and it will be important that these impacts are reduced where possible by adopting sustainable practices such as the Strategy Towards Sustainable Development of UK Aviation and adopting high modal transport targets for access to the airport. The airport’s location and assets does reduce reliance on more distant airports that will become increasingly congested.

4.20 Offices that locate at the airport should be airport related or ancillary to the range of uses that will cluster around the aviation activities and should always be in scale and the business relationship explicitly justified. Priority should be given to developing well located brownfield areas (where this is practicable) in advance of using greenfield sites. Any westwards expansion of the airport business park will need to take account of these issues, and also have regard to the rate of development on the existing business park.

4.21 As a gateway site to the region it is important that designs of buildings and landscaping are of high quality especially where visible from public vistas and taking account of the Design and Sustainable Construction Policy (Policy CS14).
4.22 The FARRRS will improve accessibility and marketability of the airport which will support the growth of the Sheffield City Region and improve the number, range and quality of jobs in Doncaster. Should FARRRS not go ahead the expansion of the airport and its business parks would be limited to the transport constraints of the capacity of the existing transport network and a weaker market appeal to attract inward investment, air services and direct connectivity to other modal freight facilities. If FARRRS does not progress it is likely that:

- fewer high skilled jobs would be attracted to Doncaster, limiting its opportunity to improve its economic performance;
- other land would need to be brought forward elsewhere in the borough to provide the jobs need for Doncaster;
- economic opportunities will be lost to the region, including an opportunity to locate different types of freight transport facilities near to each other; and
- greater reliance will have to be made on more distant airports.

4.23 In addition to support access at the airport the Airport Surface Access Strategy (ASAS) will continue to be developed with the Air Transport Forum and all new development at the airport site should be included in this strategy and it continues to evolve. The ASAS should ensure effective travel planning, traffic management and public transport for the airport area. The long term master plan and existing planning permission supports the implementation of a rail station at the airport on the Doncaster to Lincoln Line and in the longer term the need for rail links into the airport site should continue to be kept under review.
Policy CS7: Retail and Town Centres

Town centre uses will be located according to the Retail Hierarchy as set out below, in order to promote choice, competition and innovation:

- **Sub-Regional Centre:** Doncaster Town Centre
- **Town Centres:** Thorne, Mexborough
- **District Centres:** Adwick, Armthorpe, Askern, Bawtry, Conisbrough, Tickhill
- **Local Centres:** Woodfield Plantation, Rossington, Carcroft, Skellow, Bentley, Hatfield, Dunscoft, Intake, Balby, Moorends, Edlington, Stainforth, Edenthorpe, Denaby Main
- **Neighbourhood Shopping Parades**

A) Doncaster town centre will remain the largest centre in the borough. Proposals for major town centre uses will be directed sequentially to the Primary Shopping Area but then to the wider town centre. After Doncaster, priority will be given to improving retail facilities in Mexborough and Thorne.

B) The vitality and viability of all the borough’s centres will be maintained and enhanced, as will their existing range of uses, including local markets. This will involve widening the range of uses and encouraging convenient and accessible shopping, service and employment facilities to meet the day-to-day needs of residents.

C) On large new urban extension sites, which are not within easy walking distance of existing shops and services, new local centres will be established or existing retail functions adapted to serve the needs of the residents. Such centres should be of a scale appropriate to the site and should not undermine the role or function of other centres within the retail hierarchy.

D) Retail and other uses (including leisure, entertainment, cultural and tourist uses as well as other mixed-uses) that would support the vitality and viability of the centres in the hierarchy below Doncaster town centre will be directed sequentially to these centres provided they:

1. are of a scale and nature that is appropriate to the size and function of the centre, and;
2. would not lead to unsustainable trip generation from outside their catchments.

E) Outside these centres, the following types of retail provision will be supported:

1. bulky-goods non-food retail development within existing retail warehouse parks so long as any increase in floorspace does not have an unacceptable impact on town centres and the proposal is in accordance with the sequential test as set out in National Policy;
2. specialist shops (including car showrooms) and trade centre developments within non-strategic employment sites;
3. small-scale ancillary retail uses within employment sites (including showrooms) subject to them occupying no more than 10% of the total floor area of the building;
4. changes of use to retail and other local services within existing neighbourhood centres; and;
5. small shops within residential areas to serve the local area.
4.24 National policy requires that the vitality and viability of existing centres is sustained and enhanced and that local authorities wherever possible plan for new development within them having regard to the role and needs of their catchments and their place in the defined network and hierarchy of centres. Policies need to be flexible to respond to changing economic circumstances and to seek to remedy deficiencies in areas with poor access to facilities. To ensure that the hierarchy of centres is supported and the retail needs of the local population are met, the council will wish to assess applications for the range of uses set out in the policy against the tests required in national policy, where appropriate, particularly those which propose major retail uses outside of centres or retail warehouse parks.

4.25 The Doncaster Retail Study 2010 advises that although there is no real short-term need for significant retail expansion in the borough, the council should seek to locate any such subsequent demand into town centres to fulfil the “town centres first” approach and thereby strengthen their role in the hierarchy of centres. The Doncaster Retail Study 2010 assesses that there will be capacity for an additional 12,308 square metres of convenience goods floorspace in the borough up to 2026 and an additional 46,532 square metres of comparison goods floorspace over the same period. These estimates at Table 9.1 in the Retail Study 2010, based upon survey material gathered up to 2010, set out the general scale of capacity envisaged for the borough as a whole for Doncaster town centre and for the defined town centres of Mexborough and Thorne up to 2026 based on current market shares. These estimates will be refined as the council prepares its subsequent Development Plan Documents (including the Proposal Map) in the light of such considerations as planning approvals since 2010, emerging National Policy and more up to date survey material.

4.26 The Doncaster Retail Hierarchy Study 2009 assesses the level of facilities in each of the District and Local Centres and confirms their place in the hierarchy. The role and function of the higher order centres of Doncaster, Mexborough and Thorne are dealt with in the Doncaster Retail Study 2010.

4.27 The hierarchy of centres identifies five levels of centre. It is not possible to prescribe a minimum level either of floorspace or number of units to each type within the hierarchy. A centre’s position within the hierarchy will be determined by a number of factors, including floorspace, number, size and type of shops, the provision of non-retail facilities, characteristics of the centre, catchment area and proximity to other centres. Mexborough and Thorne are both important service centres, which provide a wide range of facilities for large catchment areas. The district centres identified provide retail and non-retail services, such as banks and restaurants and all have a library. The local centres include a smaller range of shops and services. Residential as part of mixed-use developments in centres is welcomed but not at the expense of ground floor retail.

4.28 The Core Strategy solidifies our town centre first approach with all new major retail developments being directed towards Doncaster, Mexborough and Thorne, with Doncaster being the preferred destination. The 2010 Retail Study identifies sites within Doncaster town centre which are sufficiently large enough to accommodate all of the comparison goods capacity. The detail of where this will specifically be directed will be set out in subsequent Development Plan Documents (including the Proposals Map). To direct town centre uses away from town centres would be to undermine their role and existing provision, during a time of increasingly tough trading. It would also exacerbate unsustainable trip patterns.

4.29 It is not envisaged that additional space will be allocated within Doncaster’s other district and local centres. However, if proposals come forward which seek to improve the town centre offer, these proposals will be supported, provided that the development is of the appropriate scale to the centre it is proposed in. Furthermore, this hierarchy is flexible and it is anticipated that with the culmination of proposed developments, the service centres of Woodfield Plantation, Rossington and the DN7 Growth Area may be afforded District Centre status in future plans. It may also be appropriate for future plans to afford Local or District Centre status to other schemes, such as large mixed-use sites. Such areas will be assessed once developments are completed and having regard to the relevant definitions as set out in national planning policy.
4.30 All Town Centre boundaries, Primary Shopping Policy Areas, Primary and Secondary Shopping Frontages will be defined within subsequent Development Plan Documents (including the Proposals Map), as well as the range of uses that will be supported within them.

4.31 There are some retail uses that can complement town and district centre facilities rather than directly compete; they comprise either bulky goods, which are not conveniently accommodated within town centres, or specialist retail facilities that require car access or which are ancillary to employment sites. It is important however, that such uses do not result in the loss of too much employment land or exceed the purpose for which they are permitted.

4.32 Doncaster has a good distribution and comprehensive range of out-of-town food and convenience stores and there is capacity for additional floorspace over the plan period although new space should be directed towards the town centre. Capacity for additional comparison goods floorspace has also been identified, again with a requirement to locate in the town centre and on retail warehouse parks as appropriate. There may also be a need for smaller ‘corner’ shops to meet identified local need particularly in large residential areas and estates; such facilities can be highly sustainable provided they can be accommodated without adversely affecting residential amenity.

4.33 The commitment of this policy to focus new development into existing centres based on scale and appropriateness will be monitored by means of annual health checks. Developers will be expected to demonstrate that the ‘sequential test’ has been passed and no significant adverse impacts on existing centres have been identified before out-of-centre locations are chosen.

4.34 The council acknowledges the potential threat of special forms of trading to its town centres (online, mail order and tele-shopping). Their effect is hard to judge, especially during a 17 year plan period. Nevertheless, the council considers that for this reason alone it is important to emphasise its policies of town centre regeneration and enhancement and to promote their centres as attractive destinations for shopping, leisure and cultural purposes. A visit to a town centre should be a fulfilling experience. It is in this context that pedestrian priority schemes, the enhancement of Conservation Areas and investment in Listed Buildings are given the highest priority funding consistent with available funding.

4.35 The successful implementation of this policy will result in a strengthened hierarchy of centres which are capable of serving the relevant needs of their particular catchment areas, reducing the need to travel and providing the opportunity for people to benefit from linked trips to access services and facilities.
Policy CS8: Doncaster Town Centre

Doncaster town centre will continue to be developed as a thriving and accessible retail, office and leisure destination of regional importance with a range of high quality services and businesses, homes and excellent cultural and further education facilities. As an economic driver for the borough, a focal point for investment and an exemplar for borough-wide urban regeneration, this change and growth will result in a place characterised by vibrant, safe, successful and attractive buildings, streets and spaces, based on the principles set out below.

A) Key town centre uses that would enhance the vitality and viability of Doncaster Town Centre (including retail, key leisure and entertainment uses and arts, cultural and tourism uses) will be directed sequentially to the Doncaster Town Centre Primary Shopping Area as shown on the diagram, and then to the wider town centre. This will be defined precisely on the Proposals Map.

B) Other town centre uses, which would support growth and deliver facilities and services associated with a successful regional town (including hotels, non-key leisure uses, civic, cultural, education, health and residential uses) will be acceptable in principle within the wider Doncaster Town Centre shown on the diagram and defined on the Proposals Map.

C) Specifically, the council and partners will help deliver this regeneration by:

1. coordinating investment to ensure that Doncaster Market has a long-term future;
2. focussing major development opportunities as set out in (B) above toward Waterfront, Marshgate, Civic and Cultural Quarter and St Sepulchre Gate West areas;
3. designating primary and secondary shopping frontages to maintain the character and intensity of retail uses within the main shopping areas;
4. improving the quality and appearance of the town centre by providing specific urban design and architectural guidance for new development, especially tall and landmark buildings;
5. working with partners and the development sector to plan and promote high quality development opportunities, where necessary, utilising the council’s powers of compulsory acquisition.

D) Proposals will be supported which, where relevant:

1. revitalise the Waterdale Shopping Centre area as a mixed-use development complementary to the existing retail provision in the town centre
2. provide better opportunities for the independent retail and commercial sectors particularly around the market and in the Lower Wheatley area;
3. promote and diversify the education, leisure, cultural facilities and night-time and evening economy with special emphasis on supporting tourism;
4. bring about environmental improvement and economic regeneration especially at Hall Gate Triangle, Copley Road/Netherhall Road, Spring Gardens/Duke Street and the Minster Quarter;
5. improve places for pedestrians, cyclists and the disabled by enhancing public transport accessibility, car parking, signage and streets, with special emphasis on reducing the severance caused by the Trafford Way/Church Way corridor and improving the links to Balby Island, St Sepulchre Gate West, Waterfront, Hyde Park and Lower Wheatley; and;
6. create high-quality public spaces, particularly at Waterfront, Waterdale, Doncaster Market, Doncaster Minster, St Sepulchre Gate West, railway station and recognise the need to provide more greenspace.
Explanation

4.36 Policy CS8 is framed to promote the aspiration of continuing to achieve economic growth and environmental quality for the centre and expresses the council’s commitment to engage actively to deliver meaningful change. Policy CS7 assists this aim by applying a sequential approach to town centre uses.

4.37 The reasoning for this policy approach is supported by three key studies:

- The Doncaster Economic Strategy calls for a major revival of the town centre to support job creation and as a place of urban quality.
- The Doncaster Town Charter and Town Centre Masterplan propose a long-term urban design and development strategy which was prepared by the local community and stakeholders and which has already formed a successful basis for development decision-making.
- Doncaster Retail Study 2010 considers the town centre to be generally healthy and performing well in a number of vitality indicators but with the need to rebalance the centre by focussing development in the markets and Waterdale areas and continuing to improve overall environmental conditions in secondary areas.

4.38 The core themes of the policy are based around urban quality, the achievement of an intense and vibrant mix of uses and partnership working to make the town centre a better place for all users. We are not starting with a blank canvass – the council and its partners have consistently worked to achieve meaningful and quality change either through its own initiatives or its positive and constructive response to development proposals. The council works within the overall framework set out in the Town Centre Masterplan 2003 which expresses a 25 year vision for regeneration and this is considered to be an effective vehicle for implementation and monitoring.

4.39 Through the implementation of this policy and underpinned by the monitoring effects of regular town centre health checks and adherence to the masterplan framework, the council is confident that over the lifetime of this Plan, the town centre will improve to contain a coherent urban pattern of streets and spaces framed with high quality buildings providing an intense mix of uses consistent with a successful sub-regional town.
Policy CS9: Providing Travel Choice

Travel choice (including connectivity and affordability) will be improved within the borough, to the wider Sheffield City Region, and beyond. Proposals will therefore be supported which make an overall contribution to the improvement of travel choice and the transport network, having regard to: the nature of the proposal and its potential impact on the transport network; the schemes and delivery mechanisms set out in the Infrastructure Delivery Schedule (Chapter 8, Table 8), any wider opportunities and priorities; and; the detailed principles set out below.

A) Proposals will be supported which improve the efficiency of, and key connections to, the internal road, strategic road and motorway networks, including:

1. A6182 White Rose Way improvement;
2. M18 between junctions 2-3 and junction 5 the Hatfield Spur;
3. FARRRS; and;
4. investigations and works to improve accessibility in North Doncaster, particularly for links between the A1(M), A19 and M18.

B) Proposals will be supported which improve rail transport, including:

1. where feasible, new, expanded or re-opened lines and stations including a new station at Robin Hood Airport.
2. upgrading of the East-Coast mainline (Leeds and York) and the Trans Pennine links (Manchester, Sheffield and Hull); and;
3. the aspiration for new high speed rail opportunities and the Barnsley-Doncaster Rail Link.

C) Parking in Doncaster’s retail and town centres will be appropriately managed to support their vitality and viability and to reflect local priorities.

D) Proposals will be supported which improve the efficiency of freight transport, and provide opportunities for alternatives to road transport where possible, including:

1. protection and promotion of the navigation and wharf facilities;
2. facilities for lorry parking and roadside service areas, where appropriate, and;
3. increased aviation and rail freight movements including at Robin Hood Airport, the existing Rail Port at White Rose Way and Rossington Strategic Rail Freight Interchange.

E) Proposals will be supported which improve bus transport, including:

1. expanding and/or upgrading key bus routes; and;
2. the provision of additional and/or improved park & ride facilities.

F) Proposals will be supported which improve the number and quality of opportunities for walking and cycling both as part of the highway and as part of the wider green infrastructure network.

G) New developments will provide, as appropriate, transport assessments and travel plans to ensure the delivery of travel choice and sustainable opportunities for travel.
Explanation

4.40 National policy indicates that access to jobs, shopping and leisure facilities should be available by all modes of travel, with an emphasis on public transport and other sustainable modes. It sets out an overall approach to addressing the needs of motorists, other road and public transport users, and business by addressing congestion and pollution and achieving better access to development and facilities.

4.41 The Sheffield City Region Transport Strategy sets out an overarching Vision to offer people a great place in which to live, work, invest and visit over the next 15 years. The goals of the strategy are to support the economic growth of the Sheffield City Region whilst enhancing social inclusion and health, reducing emissions from vehicles and maximising safety to keep people and commerce moving efficiently. The Core Strategy will support the Transport Strategy by implementing new road infrastructure (where required to support economic objectives), improving public transport access and options for walking and cyclists and improving air quality and the environment. The long term Transport Strategy will be supported by short term Implementation Plans, which will inform, and be informed by, the Local Development Framework.

4.42 This Core Strategy policy aims to alleviate existing transport issues, and deliver new opportunities, to unlock areas for growth and regeneration and facilitate sustainable travel choices. Whilst the Core Strategy should be read as a whole, transport proposals are strongly linked to housing and employment (including retail) proposals, particularly where there are existing network constraints. Therefore, this policy should be read in conjunction with the overall approach to the location and timing of development as set out in Policy CS2 (Growth and Regeneration Strategy). Furthermore, Policies CS7 (Retail and Town Centres) and CS8 (Doncaster Town Centre) will inform the management of parking provision and related measures. Cycling and walking forms an intrinsic part of the green infrastructure network, as set out in Policy CS17 (Green Infrastructure). When considering transport issues, consideration should also be given of impacts and opportunities in terms of air quality and green-house gas emissions, and the broad approach to these set out in Policy CS18 (Air, Water and Agricultural Land).

4.43 Detail on infrastructure requirements is set out in the Infrastructure Delivery Plan, with key projects highlighted in the Infrastructure Delivery Schedule (Chapter 8, Table 8). Within this context, the policy sets out the broad approach and key schemes for each transport mode. This detail is not exhaustive, and there are a number of other emerging schemes, for example potential Park and Ride sites for White Rose Way and Edenthorpe, Balby Smart Route and Woodfield Link Scheme and improvements to the A635 (including Dearne Quality Bus Corridor).

4.44 Proposals will need to demonstrate appropriate technical assessment of the transport impacts of the development, using the most up-to-date guidance, policy and best practice. Measures to mitigate any impacts should then be set out, including travel plans and provisions for appropriate monitoring. It is important that as part of this process, opportunities to support wider aspirations as set out above are explored. Proposals which impact on the transport network, require new projects or benefit from completed projects, will be expected to make a proportionate financial contribution - this may include retrospective contributions to infrastructure which has been provided in advance of the development, to unlock an area’s development potential.

4.45 Furthermore, for each transport type proposals will need to consider not only how they could support future improvements, but also how they could help to safeguard opportunities. This may include retaining former railway lines for other uses, protecting land for future expansion of Park and Ride Schemes, or protecting land for new or re-opened rail lines and stations.
4.46 Further detail will be set out in subsequent documents including measures required to ensure Disability Discrimination Act compliance, standards for public transport, accessibility for new developments, transport assessments and travel plans, monitoring and mitigating the impact of new development, parking policy and standards (including at the airport) and strategic infrastructure (including the strategic road network).
CHAPTER five
Homes & Communities
CHAPTER 5: HOMES AND COMMUNITIES

5.1 The policies in this chapter set out how the Core Strategy will ensure that enough houses are built within Doncaster, of the right type and in the right place. This is essential to improving Doncaster’s economy, by retaining and attracting entrepreneurs, skilled workers and graduates, and meeting the aspirations of local communities. The first policy deals with overall requirement, supply and phasing. Other policies focus on housing regeneration, ensuring the supply of affordable housing and an adequate supply of appropriate Gypsy and Traveller sites.

5.2 National policy seeks to significantly increase the overall quantity and quality of housing, including affordable housing, and to ensure that they are built in sustainable locations. Despite the 2008/9 economic recession and its continuing impact on the housing market (nationally and locally) there is a continuing growth in households and an ever increasing need to deliver more housing. Prior to the recession Doncaster was experiencing significant economic growth; insufficient housing choice and quality will inhibit Doncaster’s chances of further economic growth as it emerges out of the recession. Affordability is a pressing issue exacerbated by reduced credit availability; the delivery of more affordable housing will be crucial. Because a significant proportion of UK carbon emissions derive from housing and commuting it is essential that housing growth is sustainable and dovetails with housing renewal programmes designed to enable currently less sustainable housing areas to better meet the needs of the population.

5.3 The Local Development Framework therefore needs to allocate sufficient land to meet Doncaster’s housing requirement; ensure that houses are constructed and distributed so as to support sustainability objectives; ensure the delivery of better quality housing and a more diverse range of house type, tenure and affordability; and support housing renewal programmes. The Local Development Framework will support and work alongside the council’s Housing Strategy to bring existing housing (council and private) up to Decent Homes standard; reduce the number of empty properties; deliver more housing and affordable housing on council-owned land and through a range of national and local housing delivery initiatives; and ensure that vulnerable people have access to suitable housing and support services so they can live independently within their communities.

Policy CS10: Housing Requirement, Land Supply and Phasing

Sufficient land will be provided to deliver a net addition of 1230 new homes each year 2011-2028 (20,910 in total), with allocated sites sufficient to deliver 15 years’ supply (18,450 in total) based on the principles set out below.

A) New allocations will be distributed according to the Growth and Regeneration Strategy (Policy CS2). Within each town, allocation priority will be afforded well located brownfield urban sites followed by other well located urban sites followed by sustainable urban extension sites.

B) Housing allocations will be phased as set out in Table 5. Allocations will normally be released in accordance with this phasing subject to infrastructure delivery and maintaining a 5-year supply of deliverable sites. Phase 2/3 urban allocations will be released earlier if delivery constraints can be satisfactorily addressed. Phase 2/3 urban extension allocations will be released sooner where proposals for their development are accompanied by proposals that would help deliver one or more urban brownfield sites (housing or mixed-use allocations) within an agreed timescale.
**Table 5: Housing Phases**

<table>
<thead>
<tr>
<th>Phasing</th>
<th>Sites</th>
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<tbody>
<tr>
<td>No phasing</td>
<td>A. Housing renewal sites B. Sites with permission (unless phasing is part of the permission)</td>
</tr>
<tr>
<td>Phase 1 - 2011 onwards</td>
<td>C. Existing housing/mixed use allocations (except where flood-risk or other delivery issues cannot be resolved) D. New urban allocations in all settlements (except where unlikely to be delivered in Phase 1; these will be assigned to Phases 2 and 3)</td>
</tr>
<tr>
<td>Phase 2 – 2016 onwards</td>
<td>E. New urban extension allocations to the Main Urban Area and Principal Towns that are identified as the most sustainable and deliverable alternatives necessary to meet the Phase 2 requirement F. New urban extension allocations to the Potential Growth Towns (but only in accordance with Policy CS2 and so could be in Phase 1 or Phase 3)</td>
</tr>
<tr>
<td>Phase 3 – 2021 onwards</td>
<td>G. Other urban extensions to the Main Urban Area and Principal Towns necessary to meet the Phase 3 requirement H. New urban extension allocations to the Renewal Towns (provided suitable sites can be identified)</td>
</tr>
</tbody>
</table>

**Explanation**

5.4 National planning policy requires a sufficient quantity of houses (based on evidence of need and demand) and a flexible, responsive supply of suitable and sustainable sites to enable this to be delivered in accordance with the principles of ‘Plan, Monitor and Manage’. It also requires a five year supply of deliverable housing land to be maintained at all times.

5.5 In light of recent evidence on likely household formation over the plan period (Communities and Local Government Household Formation Projection 2010) and past housing completion rates (both before and since the downturn in the housing market) the housing target of 1230 is likely to be ambitious. A housing land allocation to accommodate this level of housing is therefore likely to provide a considerable level of choice for the housing market. For this reason, once new allocations are adopted (the Proposals Map) the housing land allocation will not make an allowance for the shortfall in completions against the Regional Spatial Strategy target up to 2011 and the 5 year deliverable housing land requirement will be calculated using average completion rates over the plan period rather than the annual target. For example, if completions over the first three years of the plan period (2011-14) average 1230 then the 5 year requirement for the period 2014-2019 will be 5 multiplied by 1230 (6150); if they average 1000 or 1400 per annum then the 5 year requirement would be 5000 or 7000 respectively and so on. Any increase in the national requirement confirmed through changes to national planning policy would be calculated in the same way.

5.6 Appendix 5 contains an illustrative phasing table; it sets out existing commitments and what could come forward as new allocations in accordance with phasing policy and based on the assumptions set out; decisions will be taken as part of the Sites and Policies Development Plan Document process in respect of the precise allocation within growth ranges; Unitary Development Plan allocations to be rolled forward or de-allocated; and the proportion of permissions to be included within the allocated land supply. The greater the de-allocation of Unitary Development Plan allocations or permissions discounting, the greater will be the scale of new allocations required including urban extensions.
5.7 The Borough Strategy sets out the importance of protecting the countryside, therefore a key aspect of the Core Strategy approach is to prioritise the use of well located brownfield sites to reduce pressure on greenfield sites. However, it is important to achieve an overall pattern of growth that takes accounts of the needs of all Doncaster’s communities, supports the role of the market and the priority given to economic engagement, and, deliverability issues. Therefore it will not be possible to deliver all of Doncaster’s future housing on brownfield sites. However, after determining the distribution of development between towns (see Policy CS2), sites for new housing will normally be allocated with first priority to well located brownfield urban sites in that town followed by other well located urban sites and then urban extensions to that town.

5.8 The Doncaster Strategic Housing Land Availability Assessment 2008 (updated 2011) identifies a greater than 15 year supply of land on deliverable and developable sites that would support the Growth and Regeneration Strategy set out in Policy CS2. These sites are not without constraints however. Many otherwise sustainable urban sites (especially in the Main Urban Area) are in flood zones 2 and 3 (but benefiting from flood defences). Releases from the Green Belt may not be necessary to deliver the proposed housing growth for the Main Urban Area or five of the six Principal Towns, although some release of land will definitely be required at Adwick/Woodlands (see Policies CS2: Growth and Regeneration Strategy and CS3: Countryside).

5.9 The Strategic Housing Market Assessment for Doncaster published 2008 (before the recession) confirmed Doncaster borough as a single housing market. It predicted high levels of economic and housing growth and stated that despite areas of market weakness, the housing stock did not contain a significant imbalance of types or tenures; that housing renewal activity will bring about significant improvements to the housing market; that choices over location and type will be critical in determining the extent to which new housing will compete against housing in regeneration areas and that phasing may be critical. It concluded that Doncaster had significant land opportunities for housing growth but its release must be appropriately managed and affordable housing needs must be met. Government guidance is that Strategic Housing Market Assessments should be reviewed every 4-5 years and so whilst the existing 2008 Strategic Housing Market Assessment is within date a new Strategic Housing Market Assessment is in preparation and is expected to be published 2011/12. The Communities and Local Government 2010 household projections, which will form part of the Strategic Housing Market Assessment evidence base, projects a household growth for Doncaster of 14,000 households 2008 to 2026 or 778 per annum although this is ‘policy-off’ (i.e. does not take into account any policy interventions that may increase or decrease the formation rate).

5.10 Specific sites will be allocated to provide for a net additional 18,450 homes, however, this figure is not a ceiling to housing development due to the considerations set out below. For this reason and because the plan does not need to allocate more than 10 years’ supply of land, and because the regional plan period extends only to 2026, it is not proposed to specifically allocate sites to meet the housing requirement for the final two years of the plan (2027/2028).

- In accordance with Government guidance windfall sites (sites that are not allocated for new homes) will be an additional supply. Windfalls comprised 72% of all housing completions 2004-2010 and are likely therefore to provide significant flexibility to accommodate the requirement (at an estimated average of 200 per annum, or 3400 over a 17 year plan period).
- Extant planning permissions on smaller sites (9 or less units) across the borough are unlikely to form site allocations and so would be provide an additional supply to the allocated sites (such sites had a capacity of approximately 900 as at 31/3/2011).
- There are some extant planning permission on sites of 10 or more units that may not be counted towards the allocation because they do not accord with the Core Strategy distribution (such sites have a capacity of approximately 1100 units if Hayfield Green is included).
- It is also proposed to reduce the estimated delivery on some sites with permission that will be allocated to take account of likely reduced density and viability issues (this may equate to approximately 1000 units in total).
• There are other urban sites recognised by Strategic Housing Land Availability Assessment as having potential for housing and large enough to be allocations but where doubts about delivery are too great for them to be sensibly included as an allocation (but which may be washed over by Residential Policy Area).

5.11 Housing allocations will be selected in accordance with Policy CS2, the priority afforded to well located brownfield and other well located urban sites, and in accordance with the findings of Strategic Housing Land Availability Assessment and the Housing Options: Site Selection Methodology (2005) which will be amended in response to consultation and reissued as part of developing the Proposals Map. To achieve regeneration objectives, prioritise brownfield development where it is well located, minimise loss of countryside and take advantage of sustainable locations in urban areas it will be necessary to develop housing sites in flood zones 2 and 3 where these benefit from existing defences and flood risk can be mitigated. Priority is therefore afforded to brownfield and other well located urban sites in accordance with national and regional sustainability objectives rather than simply directing development to flood zone 1 areas in less sustainable locations as this would contribute less to sustainable development/travel patterns and increase carbon emissions. Allocations will not be made however, where existing defences and/or mitigation cannot address flood risk satisfactorily.

5.12 It is not proposed to allocate housing land through this Core Strategy because the interim housing land supply can meet the interim requirement and it is important that the relative sustainability merits of alternative sites (particularly greenfield urban extensions) can be assessed in detail through the process of developing the Proposals Map (developed as part of subsequent Development Plan Documents). The interim requirement refers to the period up to the adoption of new site allocations (the Proposals Map). The interim housing land supply means a 5 year deliverable land supply addressing this period and comprising 5 times the target of 1230, and any shortfall against this target annualised over the remainder of the plan period. As at 31/3/2011 there were 432 sites with planning permission for housing with a total capacity of 7,758 dwellings. These comprised:

• 360 sites of 1-9 units and a total capacity of 893;
• 56 sites of 10-99 units and a total capacity of 1602; and
• 16 sites of 100+ units and a total capacity of 5,263.

In addition there were approvals subject to legal agreements on three significant sites with a combined capacity of 3,150.

5.13 The release of allocations will be managed to support sustainable settlement strategy, housing renewal, infrastructure provision and other Core Strategy objectives and to maintain five year supply. Sites with permission, housing renewal sites and Phase 1 sites will together provide for potentially far more than the first five years’ requirement even though it is likely that completions will take some years to match the requirement; it is important that the housing land supply does not constrain housing growth. The overall scale of the Phase 2 and 3 allocations will be accordingly smaller. Some Phase 2/3 allocations may need to be brought forward (through the monitoring of the Local Development Framework) to maintain five year supply if some earlier Phase allocations cannot be delivered. In addition, and in recognition of the need to go further to support the housing market in difficult economic conditions, flexibility is provided to allow Phase 2/3 sites to come forward sooner where such proposals are part of a package approach that would also assist in the delivery of one or more urban brownfield housing or mixed-use allocations. This can comprise support for enabling development such as infrastructure or community benefits to assist delivery of brownfield sites or a proposal that would deliver one or more brownfield sites (as appropriate) alongside the development of a Phase 2/3 site.
5.14 There are a number of unused Unitary Development Plan housing allocations (urban and urban extension sites) in sustainable locations that support the Growth and Regeneration Strategy and do not require land in what is currently Green Belt or Countryside Policy Area (the latter to become Countryside Protection Policy Area – see Policy CS3). These unused allocations are required as part of the interim supply and many may be developed or have planning permission before new site allocations are adopted. Some lie within flood zones 2/3 and will require sequential testing through planning applications. Some existing allocations are likely to be de-allocated because flood risk or other issues cannot be satisfactorily resolved. Remaining Unitary Development Plan allocations without permission (and excluding those with planning permission subject to the signing of a legal agreement) have a total capacity of 3,333, comprising:

- 35 greenfield sites with a capacity of 2,954, and
- 12 brownfield sites with a capacity of 379.

5.15 Housing land release at the Potential Growth Towns will be tied to the necessary conditions for this growth set out in Policy CS2. In the Renewal Towns any new urban extensions (beyond Unitary Development Plan allocations) will be assigned to Phase 3 in accordance with this policy so as not to undermine renewal and to prioritise more sustainable sites elsewhere.

Policy CS11: Housing Renewal and Regeneration

The provision of high quality new housing will be required to support housing renewal programmes, the use of brownfield and other urban sites, mixed-use development, and the re-use of empty housing through the measures set out below.

A) Existing renewal programmes will be implemented and new priorities identified for the replacement and refurbishment of poor housing stock.

B) In accordance with Policy CS10 the selection and phasing of allocations will prioritise well located brownfield land and Renewal sites will not be phased; other housing sites will be required to support renewal programmes through phasing and housing mix.

C) Major brownfield sites in council ownership will be considered for /mixed-use regeneration schemes in the Main Urban Area.

D) Mixed-use development will be supported in town and district centres where it would support the retail centre and on surplus employment allocations in urban areas where it would secure new or existing jobs.

Explanation

5.16 National policy emphasises: sustainability and good design; urban regeneration, including locating new housing in existing centres accessible to jobs, public transport, key services and infrastructure; minimising the need to travel; and using land efficiently through appropriate densities, mixed-use and prioritising brownfield sites. The national brownfield target is 60%. A sequential risk-based approach to considering development in flood risk areas should be used but flood risk should be considered alongside other spatial planning issues.
5.17 The Doncaster Strategic Housing Land Availability Assessment 2008 (updated 2009 and again in 2011) identifies a large amount of brownfield urban land particularly in the Main Urban Area that is developable in the plan period. A significant proportion of this is within flood zones 2 or 3 but much of it benefits from existing flood defences. The Employment Land Review 2009 has identified some sites that are potentially surplus and which could be redeveloped for housing or mixed employment/housing. Major council-owned sites that are being delivered as major mixed-use regeneration sites include Waterdale Civic and Cultural Quarter, Doncaster Waterfront, and Doncaster Lakeside. Across the borough a larger number of smaller council-owned sites are being brought forward for housing through the council’s initiatives to deliver increased affordable housing numbers.

5.18 Mexborough, Conisbrough, Denaby, and Edlington lie within the South Yorkshire Pathfinder Housing Market Renewal Scheme. Doncaster, Barnsley and Wakefield Councils are delivering the Green Corridor Housing Renewal initiative which includes Adwick/Woodlands, Askern, and Carcroft/Skellow. The council (and St Leger Homes) has identified a number of other priorities for housing renewal where the existing stock is considered to be unsustainable or likely to become so in five to ten years and is currently progressing renewal schemes at Six Streets (Hyde Park), Thorne and Stainforth.

5.19 There are strong associations between poor housing and low incomes, crime, educational underachievement and ill health. Doncaster’s housing renewal areas have great potential to better meet the needs of the population since demand is considered to be potentially healthy and constrained only by poor quality stock; provided the necessary groundwork is carried out properly, e.g. dealing with empty properties, poor environment, community safety and infrastructure. Housing renewal programmes will deliver improvements in quality and choice and assist regeneration and so it is important therefore that they are properly integrated with growth plans so that local oversupply or the wrong mix of house tenure and type is avoided. Housing renewal programmes will deliver significant refurbishment and replacement over the next few years. Renewal sites are brownfield sites even if temporarily greened over and are not phased so that redevelopment proposals can be expedited.

5.20 The council is committed to maximising the brownfield rate subject to meeting overall housing requirement and sustainability objectives. This was reflected in the council’s greenfield moratorium (2002-2008) that increased the brownfield rate from 44% to 97% whilst maintaining completions above the previous regional requirement. Consequently there is now significant capacity on greenfield Unitary Development Plan allocations to address the interim period and (where still suitable) contribute to plan period supply. The Growth and Regeneration Strategy affords priority to brownfield urban sites in terms of allocation and phasing; a local brownfield target will be developed through subsequent documents (developed either alongside the Proposals Map or as a Supplementary Planning Document) in light of the approved Core Strategy, any amended housing requirement and in the context of the site allocations selection process. It is estimated that the brownfield/greenfield split in the allocated land supply to meet the 18,450 target will be around 50/50.

5.21 Mixed-use developments can support sustainable linkages between different uses, create more vibrant places and more efficient use of land. A successful regeneration of Doncaster town centre will almost certainly require the development of its key sites for a mixture of urban living opportunities and commercial uses. Some older urban employment sites are under pressure for housing redevelopment but mixed-use redevelopment securing existing, or creating new, employment opportunities alongside new housing can be a more sustainable solution. Working from home or from small-scale business premises within residential areas is likely to be increasingly significant over the plan period and will be supported through policies in subsequent documents (developed either alongside the Proposals Map or as a Supplementary Planning Document).
Policy CS12: Housing Mix and Affordable Housing

New housing developments will be required to include a mix of house size, type, price and tenure to address identified needs and market demand and to support mixed communities, based on the principles set out below.

A) Affordable housing will be delivered through the following measures:

1. housing sites of 15 or more houses will normally include affordable houses on-site with the proportion, type and tenure split reflecting the latest Strategic Housing Market Assessment except where a developer can justify an alternative scheme in the interests of viability;
2. commuted sums will be considered where this would assist the viability of a development and deliver more affordable homes (including the re-use of empty houses as affordable homes) than on-site provision;
3. affordable housing proposals on suitable developments of less than 15 units will be supported;
4. the 15+ site limit will be lowered in some areas if viable and supported by a future Strategic Housing Market Assessment; and;
5. the council will work with partners to deliver affordable housing and a mix of houses to meet local needs through use of its own land and other initiatives.

B) Where a local affordable housing need is identified in a defined village (and cannot be met through infill) small-scale 100% affordable housing schemes will be supported as a small extension to the village (on land designated Green Belt or Countryside Protection Policy Area) where:

1. the need is identified in the local housing assessment, is specific to that village and would not be more appropriately accommodated in the nearest town;
2. the proposed development is proportionate in size with the identified need and would deliver long-term affordable housing;
3. development would be physically well integrated into the village; and;
4. the site is otherwise suitable for housing and its development would not conflict with other development plan policies (including those for Green Belt, flooding, conservation, design, biodiversity and landscape).

C) Proposals for sheltered accommodation and other specialist need accommodation will be supported where they are:

1. consistent and commensurate with identified need;
2. on sites suitable for other housing; and;
3. have good access to local services by means other than the car.

D) Specialist student accommodation will be supported on sites within walking distance or with good quality public transport access to Doncaster College or close to other training facilities as appropriate.
5.22 National policy seeks to ‘create sustainable, inclusive, mixed communities in all areas’ and ‘to achieve a wide choice of high quality homes, both affordable and market housing to address the requirements of the community’. Mixed communities require a variety of housing in terms of tenure, price and size. Market housing should include low cost market housing. Quality affordable housing should be provided for people who are unable to access or afford market housing. Plan-wide targets for affordable housing should reflect an assessment of the likely economic viability of land for housing locally.

5.23 Doncaster’s 2008 Strategic Housing Market Assessment states that despite areas of market weakness, the housing stock does not contain a significant imbalance of types or tenures; the majority are semi-detached but there is also a sizeable stock of terraced houses whilst detached houses and flats are under-represented. Around 70% of households are owner-occupiers and 21% are social-rented. The private rented sector is relatively undeveloped (6.6% of households compared to the regional average of 9.1%).

5.24 Aspirations are generally traditional with strong preferences for two and three bedroom houses and bungalows and aspirations towards flats/apartments particularly two bedroom. The need for more ‘executive housing’ to support the borough’s economic aspirations is also important, and Doncaster’s ageing population is likely to be reflected in the type of properties being sought. As priorities will almost certainly vary over the life of the plan, developers will be expected to respond to these changes identified through reviews of the SHMA (a 2011 update is being prepared).

5.25 Doncaster’s Local Housing Assessment 2007 identified the need for 224 affordable houses each year to 2012 (equating to 26% of the then draft regional housing requirement) of which approximately 74% should be social rented and 26% intermediate. The main need is for smaller houses (and there is more recent evidence post credit crunch that this may include 1 bedroom flats) but there is evidence also of a need for larger three or more bedroom properties. The 2011 SHMA update will update the affordable housing requirements. The 2007 viability report (by GVA Grimley) ‘Affordable Housing: Implications and Impact’ considered that Doncaster’s proposed affordable housing target is unlikely to render developments unviable across the borough but identified some areas of weaker demand/ lower than average land values where developers may find it difficult to agree realistic site values as private land owners hold out for optimum values.

5.26 The policy draws upon the above studies, the Government’s definition of affordable housing and the national site-size threshold. Whilst the housing target has increased since the 2007 Assessment, completion rates have fallen and clearance programmes have increased need whilst some houses will be delivered on sites below the site-size threshold. Until the adoption of a replacement Strategic Housing Market Assessment in 2011/12 (incorporating new local needs assessment) the affordable housing requirement is 26% with a 74%/26% social rented/intermediate tenure split; social rented includes affordable rent. In balancing need with viability the council will continue to consider evidence of viability on a case-by-case and up-to-date basis so that affordable housing can be phased, deferred or reduced as necessary to ensure viability. The council will prepare a Supplementary Planning Document setting out the requirements from the 2011/12 Strategic Housing Market Assessment and detailing the information required in support of viability testing.
5.27 Affordable housing will generally be on-site to support mixed communities but commuted sums may sometimes be necessary and can offer greater flexibility including purchasing houses from the existing stock or re-using empty houses. Commuted sums are likely to be more appropriate in adverse housing market conditions where they can be used instead of, or alongside a reduced, on-site provision to assist viability of the housing development and deliver more affordable housing than may be possible with on-site new build. The council is supportive of other initiatives to increase the proportion of affordable housing elsewhere for example requiring affordable housing proportions above the usual requirement on council-owned sites delivered through, for example, its Developer Panel initiative; it is also actively promoting a better mix of housing types and tenures through this and its housing renewal schemes and is working with Government agencies and other partners to deliver affordable housing through a variety of national and local initiatives.

5.28 The Growth and Regeneration Strategy and current site-size threshold may result in need in some areas (notably rural areas) not being met. If viable, and backed by a new assessment, the site-size threshold may be lowered. Lack of development opportunities in villages is likely however to also require affordable housing to be provided as an exception to normal countryside restraint policies; such exceptions should therefore be supported by robust evidence of a need in that village that cannot be satisfactorily met in the nearest town and should conserve village character and countryside setting. On Green Belt sites it must be demonstrated that there are no reasonable non-Green Belt alternatives so as to demonstrate very special circumstances.

5.29 Achieving inclusion and access is an important cross-cutting activity requiring effective working across council services and other agencies and will be supported through policies for housing growth, affordable housing, housing renewal etc. Strategies are in place or being developed for vulnerable groups to maximise their access to housing and support including for homeless people, older persons, young people, people with disabilities, economic migrants, ex-offenders and black and ethnic minorities including Gypsies and Travellers. Some relatively small areas of need may be best met by specialist types of accommodation (notably for old people and students). Such provision should be commensurate with need so as not to undermine mixed-communities objectives. The provision of bespoke student accommodation to accommodate expected increases in student numbers over the plan period will help reduce the pressure on existing housing stock. Gypsies and Travellers require specialist site provision and this is addressed below.
Policy CS13: Gypsies and Travellers

The council will carry out regular assessments of the needs of the Gypsy and Traveller communities. Where up-to-date studies indicate an unmet need for new pitches and/or yards, the council will continue to work with the travelling communities and other stakeholders to address this, based upon the principles set out below, and so reduce and avoid unauthorised encampments on unsuitable sites.

A) We will work with the other three South Yorkshire authorities to address issues at a sub-regional level, where appropriate,

B) We will investigate the scope for extending existing well-run sites and authorising some unauthorised developments of 10 or more years’ duration where these are environmentally acceptable and would contribute to addressing an identified unmet need.

C) Proposals will be supported within towns and villages on sites suitable for other homes and, in the case of travelling show people, for storage of their equipment.

D) Within the Countryside Protection Policy Area, planning permission will not be granted for sites or yards unless there is a clearly demonstrated unmet need, and the site:

1. is located close to (and/or has good public transport access to) a good range of services including schools and medical facilities; and
2. will accommodate 10 or more pitches/yards (or is a smaller extension to an existing well managed site); and;
3. could be successfully integrated into the landscape.

E) Within the Green Belt there will be a presumption against proposed pitches or yards; very special circumstances will not exist unless the harm, by the reason of inappropriateness and any other harm, is clearly outweighed by other considerations; these considerations might include the provision of small scale extensions to a well managed site to meet a need arising from that site, in which case an occupancy condition would normally be attached to the planning permission.

F) In all cases proposals will be required to show that there would be:

1. no significant harm to the built or natural heritage including trees, hedgerows, and biodiversity;
2. no significant harm to local amenity, infrastructure or agriculture;
3. safe and convenient access to the highway network;
4. good access to community services by non-car modes;
5. sufficient space for the planned number of caravans, commercial vehicles, play space, amenity blocks and the safe circulation of vehicles;
6. good existing screening of the site and/or the carrying out of landscaping with appropriate trees and shrubs;
7. no development within areas with a high probability of flooding.
Explanation

5.30 National policy recognises that gypsies and travellers have the same rights and responsibilities as other citizens and supports their traditional travelling way of life. It requires needs assessments to be carried out to establish unmet need and requires sites to be provided to address this. Sites on the outskirts of built-up areas, in rural or semi-rural settings may be appropriate but access to services is important and sites are inappropriate in the Green Belt and should not be permitted in flood zone 3. Where unmet need is being addressed proposals that do not meet planning policies can be refused.

5.31 There are three Accommodation Needs Assessments: the 2007 South Yorkshire Gypsies and Travellers Assessment; the 2008 Doncaster update to this; and the 2008 Doncaster Travelling Show People’s Assessment. These reveal that Doncaster has amongst the largest UK traveller populations, that there is significant existing provision of council-run and private sites but that there is an unmet need for Gypsy pitches and for Show people’s yards. Subsequent permissions for new and extended gypsy and traveller sites and travelling show peoples’ sites together with extensive work in 2010 to authorise a number of unauthorised sites have made a significant contribution to meeting unmet need.

5.32 This policy provides the basis for determining planning applications and if necessary, identifying site allocations on the Proposals Map so as to address current and future unmet need on suitable sites. The council will expand the capacity of council-run sites where possible and will continue to review its land holdings to establish whether there is surplus suitable land that could be allocated and that would deliver new pitches. Assessments of need will be kept up-to-date. Delivery issues mean that most proposals are likely to be in the countryside where residential development is generally inappropriate; for this reason unmet need should here be met through sites of 10-12 pitches so as to minimise overall environmental impact; when there is no current unmet need new sites will not normally be permitted in the Countryside Protection Policy Area but extensions to sites to accommodate family members will be considered on their merits and if necessary subject to occupancy conditions.

5.33 It is the intention to meet current unmet need as quickly as possible on suitable sites and to reduce unauthorised encampments on unsuitable sites; it is possible that current unmet need will be addressed through permissions in the interim and that new site allocations may not be necessary. To this end the council is investigating the scope for extending existing well-run sites and authorising some unauthorised developments of 10+ years’ duration where these are environmentally acceptable and would contribute to meeting unmet need. The council will continue to work with both communities to identify suitable and deliverable sites and with the other three South Yorkshire authorities to address issues at a sub-regional level.