Inspection of Doncaster Local Plan

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INSPECTOR’S NOTE NO. 15:
ACTION POINTS FURTHER TO HEARING SESSIONS
WEEK THREE: MATTERS 8 TO 12

Introduction

Further to the discussions at the week three hearing sessions, the following actions are required. I consider these to be necessary at this stage of the examination to inform my consideration of whether the Plan is sound and/or how it could be made sound by main modifications. I may decide in due course that other or different main modifications are required, including to the parts of the Plan that I refer to below.

Unless otherwise stated, each of the action points is for the Council to pursue. Where appropriate and possible, the Council may find it helpful to liaise with relevant participants in preparing its response.

If possible, responses should be submitted to the Programme Officer by midday on Wednesday 11 November 2020. They will then be published on the examination website.

I will take into account the Council’s responses to these action points in determining what further steps need to be taken in the examination process. If I decide that there is a need to discuss any of the responses at a future hearing session, this may be done on the afternoon of Thursday 12 November and/or on one or more of the reserve days (Friday 13 November, and Monday 30 November to Wednesday 2 December 2020).

M8. Economic development

Chapter 4: Strategic approach

As part of matter 8, the Council’s responses to AP1 and AP2 (flood risk and employment sites) and AP7 (strategic approach to employment land) were discussed. Three further actions are required as a result of that:

AP35. Council to redraft the potential modification inserting part 7 to policy 2 to ensure that it is clear that the approach to planning and flood risk set out in section 14 of the NPPF should be applied.
**AP36.** Council to amend the potential modification inserting a “Spatial Strategy” section into chapter 4 before policy 2 so that the paragraph relating to “major new employment sites” includes the sentence “Such sites should also be accessible by a range of transport modes”.

**AP37.** Council to prepare a potential modification to the reasoned justification for policy 2 and/or policy 3 so that there is a clear definition of the “strategic transport network” referred to in those policies (with cross reference if appropriate to Figure 6 in the Plan).

*Employment allocations with planning permission*

**AP38.** Council to check that the employment allocations with planning permission listed in Tables E1 to E8 (as modified in DMBC15.1) identify a total of 201 hectares expected to be developed between 2018 and 2035 as stated in the table under paragraph 4.61 in the Plan. Consideration should be given to whether the table above paragraph 4.61 ought to have a separate heading “employment allocations with planning permission” and whether it should provide a summary for each settlement of the number of sites and the total number of hectares (as well as the link to Tables E1 to E8).

*iPort, Rossington*

The Council’s response to AP11 proposed a potential main modification to insert a new strategic policy relating to the development of iPort, Rossington.

**AP39.** Council to liaise with representatives of iPort and consider whether the wording of the proposed policy 72 accurately reflects the planning permission for the site and also whether it should allow for some development for general industrial uses in order to be consistent with national policy and effective in facilitating the development of the strategic rail freight interchange.

*Existing businesses wishing to expand into the Green Belt*

The Council’s response to AP12 provided information about 4 proposals put forward in representations to the Plan under regulation 20 that suggested land be removed from the Green Belt to facilitate economic or mixed use development. As a result of the discussions about that, two further action points are required relating to Ecopower, Rossington and Polypipe, Edlington:

**AP40.** Council to liaise with representatives of Ecopower to update the information about the company’s development plans, including implementing the extant planning permission and future expansion onto land in the Green Belt, and if necessary the assessment of whether there are exceptional circumstances.

**AP41.** Council to liaise with representatives of Polypipe to prepare a potential modification so that the Plan includes a policy relating to the land proposed to be removed from the Green Belt to allow the company to expand. The policy should make it clear how a decision maker should react to development proposals on the site and, as appropriate, secure improvements to remaining open space and compensatory improvements to remaining Green Belt.
M9. Town centres and retail

Main town centre uses

AP42. Council to prepare a potential modification so that the Plan contains a clear definition of “town centre uses” / “main town centre uses” as referred to in policies 23 and 24 and elsewhere in the Plan. This should be consistent with the definition of “main town centre uses” in the NPPF Glossary whilst also having regard to the Use Classes Order 2020.

Betting shops, pay day loan units and pawnbrokers

AP43. Council to prepare a potential modification to the reasoned justification for policy 24 part 3 so that it refers to the vitality and viability of town centres, but deletes references to protecting health and safety. Council to prepare a potential modification to policy 24 part 3(C) and reasoned justification to clarify how a decision maker should assess whether a proposal would lead to “clustering or cumulative impact resulting in over concentration of such uses”. Consideration should also be given to whether the policy could lead to such uses locating outside town centres and if so how that would be prevented (if necessary).

Food and drink uses

AP44. Council to prepare a potential modification so that the Plan contains a clear definition of "food and drink uses" as referred to in policy 25 and elsewhere. This should be consistent with the definition of “main town centre uses” whilst also having regard to the Use Classes Order 2020. References to “fast food outlets” should be deleted.

AP45. Council to clarify whether policy 25 part C is intended to apply to all food and drink uses, or only hot food takeaways. Having regard to that, Council to prepare a potential modification to policy 25 and reasoned justification to clarify how a decision maker should assess whether a proposal would lead to “clustering or proliferation of such uses”. Consideration should be given to whether the 5% limit and other criteria referred to in paragraph 8.28 are justified. If justified, any such criteria should be included in the potential modification to policy 25. The Council should liaise with representatives of KFC in preparing its response to this action point.

"Unhealthy eating outlets"

AP46. Council to prepare a potential modification to policy 51 part E to delete reference to “unhealthy eating outlets” and clarify which particular uses the policy applies to and how it is intended to be implemented. The Council should liaise with representatives of KFC in preparing its response to this action point.

M10. Doncaster Sheffield Airport

The Council should liaise with representatives of Peel/DSA in preparing its responses to the following action points.
The policy numbers referred to in the following action points are to the version of policy 7 included in DMBC15.1 (13 October 2020).

"Housing-led mixed use urban extension"

AP47. Council to prepare a potential modification to policy 7 part F and reasoned justification so that it includes a justified description of the overall development proposed on the 105.5 hectares of land comprising sites 940E1, 940E2 and 940E3 as shown on the policies map. This should take account of whether the proposal would actually be “housing-led” or represent an “urban extension”.

Central area of retail, food and drink, hotel and other commercial and community uses on site 940E1

AP48. Council to prepare a potential modification to policy 7 part F(1) and reasoned justification so that it provides sufficient detail to developers, local communities and other interested parties about the nature and scale of the development¹. This should clarify that the proposal should ultimately create a town centre, and how that would fit within the network and hierarchy of centres defined in Table 2². Consideration should be given to including principles, criteria and/or outcomes to provide an effective framework to ensure that is achieved. These may give an indication of the mix of uses that will be required and the scale of each, and include guidance on the layout and design necessary to create a sustainable town centre environment. Consideration should be given to the role of the masterplan exercise proposed in policy 7 part K and how that will be used to ensure that the development of main town centre uses proposed in policy 7 part F(1) is coordinated with the proposed housing development to avoid a poorly integrated, disconnected series of developments (as referred to in paragraph 5.17), or a free-standing retail park type development in advance of any new homes.

Comprehensive airport area-wide masterplanning

AP49. Council to consider whether policy 7 part K needs to be modified to clarify what the masterplan exercise is aiming to achieve in terms of a holistic, coordinated approach to place-making, high quality design and sustainable development. In so doing, consideration should be given to the reasoned justification in paragraphs 5.15 to 5.32.

Release of housing on site 940E3

AP50. Council to prepare a potential modification to policy 7 part G, the reasoned justification and appendix 3 so that the mechanism for releasing housing in excess of the 280 dwellings on site 940E2 refers to job growth since 2018 (rather than 2020).

AP51. Council to provide a figure for the number of jobs existing in the airport policy area in 2018 so that it can be included in the Plan or, if that is not possible

¹ PPG ID: 61-002-20190315.
² Paragraph 5.32 in the Plan refers to “small scale retail".
at the present time, clarify how and when it will identify that figure as referred to in policy 7 part G(1). Consideration should also be given to whether the Plan should provide further information to clarify what would be required in terms of “evidence of the number of additional jobs created” as referred to in policy 7 part G(3).

*Car parking*

**AP52.** Council to prepare a potential modification to policy 7 part I so that it is effective and consistent with national policy with regard to the provision of additional car parking in the airport policy area. This should make clear that the provision of passenger parking should take account of improving opportunities to travel to the airport by sustainable modes rather than simply “to meet demand”. Consideration should also be given to whether the policy needs to refer to parking provision in developments proposed in other parts of the policy, and whether these are expected to be in the context of policy 14 and the standards in Appendix 6.

*Transport infrastructure*

The road and rail infrastructure schemes referred to in policy 13 were discussed under matter 12. The following action points should be considered in the context of the action points arising from matter 12.

**AP53.** Council to consider whether the reference to a new electrified main line rail connection and railway station at the airport, connecting to the East Coast Main Line, should be included in policy 7 as well as policy 13. If so, Council to prepare a potential modification to policy 7 part J so that it is justified having regard to the current status of the proposal and consistent with the potential modification to policy 13 prepared in response to action point 58.

**AP54.** Council to prepare a potential modification to policy 7 part J(2) to delete reference to “improved access to the M18 from the airport site”.

**M11. Unity regeneration project**

"Laydown area“ and former Hatfield Colliery

**AP55.** Council to prepare a potential modification to policy 70 parts C and D to delete reference to “Figure 17“ and instead refer to the map on page 217 of the Plan, the title of which should be modified to include a reference number (eg Figure 17.1) and to refer to the laydown area.

**AP56.** Council to clarify what policy 70 part F is intended to achieve, how it is intended to be implemented, and how it relates to policies 66 and 67. Council to prepare a potential modification accordingly.
M12. Transport and access

*Improvements to the strategic road network*

**AP57.** Council to prepare a potential modification to policy 13 part A, the reasoned justification, table 7, figure 6 and the key diagram. This should ensure that any “support” it provides for road schemes is limited to those that are committed and/or justified by robust evidence\(^3\) including about the social, economic and environmental impacts (positive and negative) and to show that there is a reasonable prospect that they will be delivered during the Plan period. Any other road schemes could be referred to as potential longer term priorities that will be assessed in the context of national planning policy and guidance\(^4\) and taken into account in a future review of the Plan including through the sustainability appraisal of reasonable alternatives, or similar.

*Improved rail transport*

**AP58.** Council to prepare a potential modification to policy 13 part B, the reasoned justification, figure 6 and the key diagram. This should distinguish between schemes that involve making better use of, or improvements to, existing infrastructure, and those that would involve the provision of significant new infrastructure and other development, particularly outside existing operational land. The Plan should also take account of the status of all proposals referred to and what evidence there is to justify them. The policy should only “support” or seek to safeguard land for schemes that would involve significant new infrastructure and other development, particularly outside operational land, if there is robust evidence.

**AP59.** Council to advise what the robust evidence is to justify the designation on the policies map of proposed rail stations at Askern and Hayfield Green. Council to prepare a potential modification to policy 13 to refer to those proposed rail stations, how the land will be protected for that use, and to provide sufficient detail about the nature and scale of the proposed development.

*Car parking*

**AP60.** Council to prepare a potential modification to policy 14 part A(4) so that it refers to appropriate levels of car parking provision having regard to the standards contained in Appendix 6 and also the factors described in paragraph 7.35 and the findings of transport statements and assessments (as referred to in Appendix 6 pages 320 to 321).

**AP61.** Council to prepare a potential modification to Appendix 6 to clarify the requirements for electric vehicle charging points in all forms of non-residential development.

*Cycle storage and changing and showering facilities*

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\(^3\) NPPF 104(e).

\(^4\) NPPF section 9 and PPG ID:54 and ID:61-034 and 059.
AP62. Council to consider whether the proposal to base cycle parking/storage in non-residential developments on a ratio of one space per ten car parking spaces is justified and will be effective in encouraging the use of sustainable modes, particularly in Doncaster town centre and in other locations if a lower number of car parking spaces is to be provided. Council to prepare a potential modification to Appendix 6 accordingly; to clarify that the requirement is for “secure cycle storage” (rather than “parking”) and where that is expected to be provided (inside or outside buildings); and to clarify the number of cycle storage spaces expected in residential developments and where that is expected to be provided (inside or outside the house, garage or apartment building).

Public rights of way

AP63. Council to consider whether what is meant by “unrecorded public paths that cross development sites” referred to in policy 19 part D is clear, having regard to paragraph 7.59.

William Fieldhouse

INSPECTOR
9 November 2020