

**DONCASTER LOCAL PLAN  
CONSULTATION:**

**HOMES AND SETTLEMENTS  
(MARCH 2016)**

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# **Doncaster Local Plan Consultation: Homes and Settlements (March 2016)**

## **Introduction**

1. The Doncaster Local Plan will set out policies and proposals that will be used to guide decisions and investment across the borough over the next 15 years. It will set out how and where the homes, jobs, community facilities will be delivered and the type of places.
2. Last summer we consulted on the Issues and Options and the Vision for the plan and these comments along with other evidence and guidance will inform the preparation of the final plan. Before we get to that stage, we would now like your views on the Council's preferred approach to the number and distribution of new homes for Doncaster 2015-2032.
3. The borough-wide housing requirement and the housing requirements for individual towns and villages will provide important context for selecting housing allocation sites to go into the local plan or into neighbourhood plans.

## **How to give us your views**

4. We are seeking your views on the Council's approach to the Homes and Settlements consultation by using the form that can be downloaded from the Local Plan website at;

[www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

The consultation period will run for 6 weeks and is part of our continuous on going engagement. The consultation runs until 5pm Monday 18th April 2016 and we welcome comments via the response to be returned to;

[ldf@doncaster.gov.uk](mailto:ldf@doncaster.gov.uk)

Although our preferred method for receiving any responses is via completion of this form (as per the MS Word document rather than PDFs) the Council will also accept comments via post to:

Local Plans Team, Civic Office, Waterdale, Doncaster, DN1 3BU.

Please note that all responses received to this consultation will be made public in due course.

## **Background to the Consultation**

5. Doncaster Council is preparing a new local plan that will have a big influence on the amount and location of new development across the borough in the period up to 2032.
6. The Doncaster Local Plan will address borough-wide strategic planning issues such as deciding which towns and villages should grow and by how much, and the quantity and type of new homes, jobs, services and infrastructure that are needed. The Local Plan will also cover local planning issues such as deciding which sites should be developed and what policies are needed to ensure that new development is well designed and that our built and natural heritage is properly looked after.
7. We have consulted on what our approach should be to overall approach to where growth should be located. The next stage is to prepare the final plan but before we do that, we are aware that some communities may wish to progress Neighbourhood Plans and will need to understand the Council's approach to the distribution of housing growth in the borough. This document provides the draft approach to housing distribution, specifically setting out a settlement hierarchy which includes a specific housing requirement figure for the settlements in Doncaster. Doncaster does have a high level of planning permissions for housing and it is explained how these will be taken into account.
8. At the end of last year we consulted on a methodology for how sites are to be assessed. There is still work to be completed prior to the final plan including assessment of the individual development sites. The outcome of this consultation will enable us to focus on those sites that are needed to meet the housing requirements of this approach.

## **Summary of the Homes and Settlements Strategy**

9. Doncaster's housing need is 920 new homes per year over the life of the plan 2015-2032 (so 15,640 homes in total); this includes both open market and affordable homes. It is proposed that the local plan should seek to accommodate all of this need and that local plan and neighbourhood plan site allocations should provide for at least 15 years' supply (13,800 homes).
10. The 920 new homes per year will meet both the projected local needs (of the existing population) and accommodate homes associated with planned for economic growth. It is proposed that the economic growth-led housing is concentrated in and around Doncaster itself and the borough's seven main towns but that local needs homes growth is distributed on a pro-rata basis (according to existing settlement size) to Doncaster and the Main Towns and also to ten other service towns and villages. Based on this approach, and subject of course to the availability of sites that are found to be sustainable and capable of delivering the necessary housing, the proposed housing distribution would be as set out below:

<b>Summary of Proposed Housing Distribution</b>	
<b>Town/Village</b>	<b>Proposed new homes allocation</b>
<b>Doncaster Main Urban Area</b>	Between 7,136 and 7,696
<b>7 Main Towns</b>	
Dunscroft, Dunsville, Hatfield, Stainforth	615 – 1,174
Thorne & Moorends	510 – 1069*
Mexborough	465 – 1,024
Conisbrough & Denaby	450 – 1,009
Armthorpe	800**
Rossington	375 – 934
Adwick & Woodlands	270 – 829
<b>10 Service Towns and Villages</b>	
Carcroft & Skellow	255
Edlington	226
Tickhill	165
Askern	165
Bawtry	105
Barnby Dun	105
Auckley & Hayfield Green	105
Sprotbrough Village	90
Barnburgh & Harlington	60
Finningley	45
<b>Total</b>	<b>13,800 homes</b>
<b>40 defined Villages - Infill development only within defined village boundaries</b>	
Adwick-upon-Deerne; Arksey; Austerfield; Blaxton; Braithwell; Braithwaite; Branton; Brodsworth; Burghwallis; Cadeby; Campsall; Clayton; Clifton; Fenwick; Fishlake; Hampole; Hatfield Woodhouse; Hickelton; Highfields; High Melton; Hooton Pagnell; Kirk Bramwith; Lindholme; Loversall; Marr; Micklebring; Moss; Norton; Old Cantley; Old Denaby; Old Edlington; Owston; Pickburn; Skelbrooke; Stainton; Sutton; Sykehouse; Thorpe in Balne; Toll Bar; Wadworth	
<b>All other settlements</b> - Development in accordance with Green Belt or Countryside Policy Area policies only	
*sequential approach to flood risk will apply to eco-led housing	
**set to meet the current Neighbourhood Plan target.	

11. In proposing this approach we have had regard to:

- i) The responses you gave us to the Issues and Options consultation
- ii) The Sustainability Appraisal of the Issues and options Report and the growth options.
- iii) The emerging Vision, Aims and Objectives informed again by your consultation responses
- iv) National Planning Policy
- v) The Housing Needs Assessment
- vi) Other existing and emerging pieces of evidence

This document briefly summarises the above considerations, sets out the explanation for the preferred approach and includes a draft local plan policy.

## Responses to the Issues and Options Consultation

12. Consultation responses to the [Issues and Options](#) 2015 including the views of the strategic partnership: Team Doncaster contained two clear messages in respect of housing distribution:
  - i) the larger and more sustainable urban areas ought to be the main focus for housing growth and this should include making good use of brownfield sites including sites in flood zones provided these are, or can be made, safe and
  - ii) local housing needs should be met locally and this should extend to those smaller settlements that provide a good range of services; there was recognition that this larger spread of locations should provide for a better mix and choice of sites and would include sites in parts of the borough that would likely prove more attractive to the housing market and so improve the delivery of new homes.
13. The consultation responses strongly supported Options 1 and 2 but there was significant support for providing housing close to where it was where services were available to meet local need. There was also support for various forms of hybrid Option. There was very little support for the other three rejected Options (a new settlement; greater dispersal; low growth). Consultation responses were assessed alongside the Sustainability Appraisal and a hybrid approach is preferred.

## Sustainability Appraisal

14. An integral part of the preparation of the plan is a sustainability appraisal process that assesses each stage of the plan's preparation against a set of objectives. The [Sustainability Appraisal](#) of the Issues and Options finds that the urban concentration approach (Option2) is considered overall to be the most sustainable of the strategic options in terms of distributing growth and development across the borough; Option 1 (the "business as usual option") is also potentially suitable and deliverable. Options 1, 2 and 3 will help reduce social exclusion, poverty and disadvantage because growth will be directed to areas that require regeneration and investment and have good access to jobs and services. However a more dispersed pattern of growth could also dilute benefits associated with achieving a larger critical mass and lead to higher levels of car use and longer journey lengths.
15. The appraisal therefore supports a focus on the Main Urban Area and Main Towns. The preferred hybrid strategy proposes slightly more than 90% of the borough's housing growth in these locations. It proposes modest housing growth (just under 10%) in ten other service towns and villages so as to extend the approach of meeting local housing needs locally. Dis-benefits associated with this dispersal are mitigated by its relatively small scale (limited to that which is necessary to meet local needs) and by its focus on settlements that have an existing service function; meeting local needs locally can itself bring important sustainability benefits. The

Sustainability Appraisal is being updated to include an appraisal of the preferred hybrid strategy.

## **Vision, Aims and Objectives**

16. The local plan includes a draft [Vision with Aims and Objectives](#) that sets out what the plan is seeking to achieve and what the borough will look like at the end of the plan period. These foresee Doncaster as a place with a growing economy, a range of homes to meet local housing need and as a place that is adapting to climate change in well-connected places. Aim 7 is to increase the provision of homes to meet current and future need and to create mixed and balanced communities particularly in areas with access to existing and/or proposed services.

## **The National Planning Policy Framework (NPPF)**

17. This seeks to boost significantly the supply of housing and requires local plans to meet the full objectively assessed needs for market and affordable housing; a 5 years' supply of deliverable housing should be identified and maintained. Local plans should plan for a wide choice of high quality homes and create sustainable, inclusive and mixed communities; to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities; isolated housing in the countryside should normally be avoided. Where possible, sites should be allocated to meet the identified housing need for years 6 to 15 of the plan. Development allocations should be demonstrably developable in the plan period. Exceptional circumstances are required to justify taking land out of the Green Belt. A sequential approach to flood risk should be applied to the location of new development with low risk areas being sequentially preferable to higher risk areas but taking into account wider sustainability issues.

## **Doncaster Housing Needs Assessment**

18. The [2015 Doncaster Housing Needs Assessment](#) (referred to also as a Strategic Housing Market Assessment) sets out the evidence for housing need. It finds that Doncaster borough functions as a self-contained strategic housing market with over 70% of homes moves taking place within the borough but also with important functional connections with other parts of the Sheffield City Region and East Midlands and that an estimated 75-80% of workers travel to work within the borough with a fifth travelling to work within the same electoral ward in which they live.
19. The borough has an increasing population and stable household size (meaning a need for more homes), an increasing employment rate, and decreasing unemployment so more households will potentially be able to own their own home.
20. Based solely on official projection the need is 582 homes per year over the plan period but the Objectively Assessed Need (OAN) is 920 new homes (net) per year once economic growth is taken into account. This comprises both housing for sale and rent on the open market and affordable housing for those people who cannot afford to buy or rent on the open market.

21. The Objectively Assessed Need is thus made up of two elements:
- i) the baseline growth; this is the growth that would happen without policy intervention and which is needed to accommodate the existing population's growing housing needs over the plan period; it comprises 582 per year (63% of the overall need)
  - ii) the housing growth that is predicated on the planned economic growth over the plan period; this is 338 (37% of the overall need)
22. Duty to Cooperate meetings with neighbouring authorities have not resulted in a request for a shared approach to meeting housing need across Doncaster and another strategic housing market area(s). Doncaster's local plan housing requirement can therefore properly reflect its Objectively Assessed Need.

### **Other Evidence**

23. The [Settlement Audit](#) provides an up-to-date picture of service provision across the borough. It identifies 12 key services (6 primary and 6 secondary) and provides an audit of these for each community; this reveals a clear hierarchy of settlements in terms of size and service function:
- i) The Main Urban Area of Doncaster (including the Town Centre and surrounding commercial and industrial areas and residential suburbs) is a sub-regional centre that provides services for the whole borough and beyond.
  - ii) 7 Main Towns with populations around and above 10,000 each have 10 or more of the 12 key services.
  - iii) 6 smaller coalfield and market towns and villages with populations of 3,400 - 8,300 provide at least 7 of the key services and 4 large villages with populations over 1,000 each provide 4 or 5 key services.
24. All these settlements are considered to have a service function, that is they have at least 4 of the 12 key services of which at least 2 are primary key services (as defined in the Settlement Audit).
25. The [2015 Doncaster Residential Land Availability Report](#) identifies a supply of housing planning permissions with capacity for over 10,000 new homes. There is a widely held view in the house building industry that some of these permissions are unlikely to deliver (because they are on brownfield land and/or in poor market areas) and that Doncaster needs a greater range of housing sites with more greenfield sites and more sites in attractive local housing market areas.
26. Net housing completions averaged 520 for 2004-11 and 476 for 2011-14. Completions in 2014/15 were 772. Completions so far in 2015-16 have exceeded the Objectively Assessed Need figure of 920.
27. The [2014 Call for Sites](#) resulted in approximately 400 sites being put forward for consideration as housing allocations. This included sites within urban areas and isolated sites in open countryside but mainly comprised proposed extensions to

Doncaster’s Main Urban Area, and to its towns and villages. This pool of potential sites is far larger than is required to meet Doncaster’s Objectively Assessed Need.

28. The **Housing and Economic Land Availability Assessment (HELAA)** is an ongoing piece of work that is being carried out by a stakeholder group (the Council, representatives of the Home Builders Federation and a diverse range of other organisations) to provide an assessment of the suitability, availability and achievability of the above pool of sites; it will identify some sites as unsuitable or otherwise unlikely to be developed in the plan period
29. The [Site Assessment Methodology](#) was the subject of public consultation in December 2015. This will assess the remaining pool of sites against a range of sustainability objectives to identify the most sustainable and deliverable sites to meet the local plan objectives. It will include a sequential approach to addressing flood risk and incorporate the national policy approach to Green Belt.
30. The [Green Belt Review](#) is an on-going piece of work that will assess the performance of each parcel of Doncaster’s Green Belt against the 5 purposes of the Green Belt and so form part of the evidence base to inform the site assessment process. The Review itself does not take land out of the Green Belt; that can only be done through the Local Plan process. The Review will test the impact of potential allocations in further detail and provide guidance in relation to new boundaries and, if and where appropriate, the definition of safeguarded land (that is land to be taken out of the Green Belt but protected from development for the life of the plan).
31. [Strategic Flood Risk Assessment Level 1](#) has been prepared and published in March 2016 and assesses the flood risk to the borough from all sources. This assessment is a key part of the evidence base for applying the flood risk sequential test in order to demonstrate whether it is possible or not to accommodate the borough’s development on sites that are not at risk of flooding, consistent with wider sustainability, as required by national policy. A Level 2 assessment has also been commissioned to examine in further detail the flood risk in certain parts of the borough, including condition of flood defences and the findings of breach analysis. If flood risk cannot be avoided and sites demonstrate a successful pass of the sequential test, then the Level 2 assessment is the basis to apply the exceptions test (where necessary) in order to demonstrate sites will be safe and the residual risks managed. It is anticipated that the Level 2 assessment will be published in spring 2016.

### **Proposed Draft Approach: Broad Principles**

32. Having regard to the above considerations we are proposing the draft approach set out in **TABLE A1** below;

<b>TABLE A1</b>	
<b>Housing Requirement and Allocations</b>	
<b>A</b>	The Local Plan housing requirement (for all homes including open market and

	affordable homes ) will be the same as the Objectively Assessed Need, that is 920 (net) new homes per year 2015-2032 (15,640 homes in total)
<b>B</b>	Allocations will be identified to deliver at least 15 years' supply (13,800 homes); other land supply will be identified to deliver the full plan period requirement and beyond
<b>Settlement Hierarchy and Housing Distribution</b>	
<b>C</b>	<b>Doncaster Main Urban Area</b> will be the main focus for housing growth followed by the 7 Main Towns of <b>Dunscroft, Dunsville, Hatfield, Stainforth; Thorne &amp; Moorends; Conisbrough &amp; Denaby; Mexborough; Armthorpe; Rossington; and Adwick &amp; Woodlands</b>
<b>D</b>	More modest housing growth will be distributed to 10 Service towns and villages of <b>Carcroft &amp; Skellow; Edlington; Tickhill; Askern; Bawtry; Auckley &amp; Hayfield Green; Barnby Dun; Sprotbrough Village Barnburgh &amp; Harlington; and Finningley</b>
<b>E</b>	The local needs (baseline) element of the housing allocation requirement (approx 8,200 homes) will be distributed proportionally (based on current number of households in each settlement) to all the towns and villages at <b>C</b> and <b>D</b> above. This is subject to the availability of sustainable and deliverable sites (identified in accordance with the site assessment methodology which includes a sequential approach to flood risk). Note the 8,200 excludes 524 homes for villages without a service function which is added to economic led housing ( <b>F</b> ).
<b>F</b>	The economic-led element of the housing allocation requirement (approx 5,600 homes) will be directed to the most sustainable and deliverable sites in the Doncaster Main Urban Area and Main Towns in accordance with defined growth ranges. This is subject to the availability of sustainable and deliverable sites (identified in accordance with the site assessment methodology which includes a sequential approach to flood risk). This may result in some places having an allocation at or towards the top of the growth range whilst others would then have an allocation at or towards the bottom of the growth range. Note that the 5,600 includes 524 homes for villages without a service function.
<b>G</b>	If sufficient sustainable and deliverable sites cannot be identified in a particular settlement to meet its housing requirement the difference will be distributed to other sustainable and deliverable sites in Doncaster Main Urban Area or the Main Towns; this is not anticipated to be a significant issue given the scale of the potential land supply.
<b>H</b>	Quality Infill development will be permitted within the defined village boundaries of 40 other villages
<b>Constraints and other considerations</b>	
<b>I</b>	Given the more "footloose" nature of the economic-led housing growth, it is expected that it will be directed away from flood risk areas in accordance with a sequential approach.
<b>J</b>	Land will only be taken out of the Green Belt in exceptional circumstances; this will

	include; 1) where a settlement's housing need cannot otherwise be met or 2) where Green Belt sites are demonstrably more sustainable than other options. Any land proposed to be taken out of the Green Belt will be informed by the conclusions of the Green Belt Review.
<b>K</b>	The Local Plan will work alongside emerging neighbourhood plans so that allocations can be agreed regardless of which type of plan they are to be eventually incorporated.
<b>Existing Planning Permissions and Additional Housing Land Supply</b>	
<b>L</b>	Brownfield and other suitable urban sites that are found to be suitable for housing or mixed use development but which are not demonstrably developable would be designated as a potential additional supply of housing land (Reserve Sites)
<b>M</b>	Windfalls (unallocated sites) will form an additional supply of housing land
<b>N</b>	Existing housing permissions will form part of the allocated supply where they support the local plan: vision, aims and objectives and sustainability objectives and there is no evidence that they are not developable; otherwise permissions will be an additional supply of housing land
<b>O</b>	The additional sources of housing land supply would address years 16-17 of the local plan and beyond
<b>P</b>	Where permissions that are suitable as allocations meet or exceed the housing requirement for a particular town or village there will be no need for new allocations in that settlement and excess permissions capacity will be an additional supply of housing land. Table A3 shows the capacity of un-built permissions at 1 April 2015.

### Proposed Settlement Hierarchy and Housing Distribution (including growth ranges for the economic-led housing growth)

33. Having regard to the above, the proposed settlement hierarchy and housing distribution is set out in **TABLE A2** below:

<b>TABLE A2</b>		
<b>Settlement</b>	<b>Size &amp; Service function</b>	<b>Housing provision</b>
<b>Doncaster Main Urban Area</b>  (including Doncaster town centre, Balby/ Woodfield, Belle Vue, Bentley, Bessacarr, Cantley, Clay Lane, Cusworth, Edenthorpe, Hexthorpe, Hyde Park, Kirk Sandall, Intake, Richmond)	The contiguous built up area of Doncaster comprising around twenty distinct but connected districts arranged around the town centre, a sub- regional centre providing services for the whole borough and beyond.	Provision to meet local needs based on projected growth of current households <u>and</u> 60-70% of the economic growth-led housing element (so 51-55% of the borough's total housing)

Hill, Scawsby, Scawthorpe, Warmsworth and Wheatley)	Includes 43% of the borough's current households	
<b>7 Main Towns</b>  Dunscroft, Dunsville, Hatfield, Stainforth; Thorne & Moorends; Conisbrough & Denaby; Mexborough; Armthorpe; Rossington; Adwick & Woodlands	Large urban coalfield or market towns. Adwick's population is 9000; the other 6 are all over 10,000). They all provide 10 or more of the 12 key services.	Provision to meet local needs based on projected growth of current households in each town <u>and</u> up to 10% of the economic growth-led housing element in each (so growth element could be 0%). The case for Adwick & Woodlands to be a Main Town is assisted by the close proximity of Carcroft & Skellow and the fact that these 4 settlements share services with each other
<b>10 Service towns and villages:</b> Carcroft & Skellow, Edlington, Tickhill, Askern Bawtry, Sprotbrough Village  Barnby Dun Auckley & Hayfield Green Barnburgh & Harlington Finningley	6 smaller coalfield and market towns and villages with populations of 3,400 - 8,300. They provide at least 7 of the key services  4 large villages with populations over 1,000 each. They provide 4 or 5 key services	Provision to meet local needs based on projected growth of current households in each town and village  Sprotbrough here is the village west of the A1(M); that part of the parish to the east forms part of the Main Urban Area
<b>40 Defined villages</b>	9 villages with populations over 1,000 but which have only 1 -3 of the key services or; in the case of Almholme and Toll Bar, 4 services but only 1 is a primary service  31 villages all with populations below 1,000 and which have only 1 or in many cases none of the key services	Quality Infill development only within defined village boundaries
Villages washed over by Green Belt or Countryside Policy Area	Small villages and hamlets with no history of defined development boundaries	Development only in accordance with Green Belt or Countryside Policy Area policies

## Proposed Housing Allocations

34. Based on the above and subject to the caveats set out in the draft policy (at the end of this document) the proposed housing allocation for each town and village 2015-2032 would be as set out in **TABLE A3**. The draft policy provides further explanation and detail as to how the figures were derived.

<b>TABLE A3</b>				
<b>Town/Village</b>	<b>Proposed housing allocation to meet local housing need</b>	<b>Proposed housing allocation to meet economic growth-led housing need</b>	<b>Proposed total housing allocation</b>	<b>Current housing permissions deliverable in plan period from draft monitoring at 1/4/15 (see paragraphs 42 and 46)</b>
<b>Sub-Regional Centre</b>				
Doncaster Main Urban Area	3780	3356 - 3916	7136 - 7696	4826
<b>7 Main Towns</b>				
Hatfield, Stainforth Duncroft, Dunsville,	615	559	1174	169 (excludes Dn7/Unity with consent for 3100 dwells)
Thorne & Moorends	510	Up to 559 but sequential approach to flood risk will apply	510 – 1069	135
Mexborough	465	Up to 559	465 - 1024	353
Conisbrough & Denaby	450	Up to 559	450 - 1009	374
Armthorpe	420	380 proposed to reflect the current Neighbourhood Plan target	800	39
Rossington	375	559	934	1028
Adwick & Woodlands	270	Up to 559	270 - 829	33
<b>10 Service Towns and Villages</b>				
Carcroft & Skellow	255	N/A	255	42
Edlington	226	N/A	226	727
Tickhill	165	N/A	165	5
Askern	165	N/A	165	488

Bawtry	105	N/A	105	9
Barnby Dun	105	N/A	105	0
Auckley & Hayfield Green	105	N/A	105	287
Sprotbrough Village	90	N/A	90	8
Barnburgh & Harlington	60	N/A	60	6
Finningley	45	N/A	45	59
<b>Total</b>	<b>8206</b>	<b>5594</b>	<b>13,800</b>	
<b>40 Defined Villages</b>				
Adwick-upon-Deerne; Arksey; Austerfield; Blaxton; Braithwell; Braithwaite; Branton; Brodsworth; Burghwallis; Cadeby; Campsall; Clayton; Clifton; Fenwick; Fishlake; Hampole; Hatfield Woodhouse; Hickelton; Highfields; High Melton; Hooton Pagnell; Kirk Bramwith; Lindholme; Loversall; Marr; Micklebring; Moss; Norton; Old Cantley; Old Denaby; Old Edlington; Owston; Pickburn; Skelbrooke; Stainton; Sutton; Sykehouse; Thorpe in Balne; Toll Bar; Wadworth			Quality Infill only	

## Reason for this Approach

35. The housing requirement is based on the Objectively Assessed Need and reflects planned for jobs growth; it is a larger figure than average completions over many years and so is considered aspirational; it is however considered to be an accurate reflection of overall need and to be realistically achievable, given the policies and proposals of the local plan which in turn reflect the Borough Strategy. Completions for the first three quarters of 2015/16 have already exceeded the 920 target for Year 1. 15,640 homes is not a maximum and the Council will support the delivery of a greater number of homes where this is consistent with other policies of the local plan.
36. The approach reflects the response to the Issues and Options consultation and the emerging evidence base (and in particular the make up of the Objectively Assessed Need). It is a hybrid Option in which economic-led housing growth is concentrated in the larger more sustainable urban areas (as per Option 1 and especially Option 2) and local housing needs are distributed to a wider range of service towns and villages as per Option 3.
37. Meeting local housing needs locally is an important principle that is reflected in the local plan aims and objectives and supports sustainability principles. It is proposed that this can provide the basis for exceptional circumstances to take land out of the Green Belt where there are no non-Green Belt options or where such options are demonstrably less sustainable. It is proposed that it can also provide the basis for allocating housing sites in flood risk areas provided sites are, or can be made, safe.

38. The economic-led housing growth is to be distributed to Doncaster and the Main Towns only, not on a pro-rata basis but in accordance with growth ranges that will provide some flexibility to select the most sustainable and deliverable sites across these settlements. The Settlement Audit shows that Doncaster and the seven Main Towns are clearly larger than, and have a greater service function than, other settlements in the borough. It is proposed that 60-70% of the economic-led housing growth is directed to Doncaster Main Urban Area in recognition of its status as a sub-regional centre that serves the whole borough and a wider catchment. It is proposed that up to 10% of the economic-led housing growth is distributed to each of the Main Towns.
39. The exact distribution of the allocation of the economic-led housing growth element across Doncaster Main Urban Area and the Main Towns will be in accordance with the site selection methodology. This comprises a sustainability appraisal of sites but also has regard to the findings of HELAA, the distribution of existing planning permissions (that are sustainable and deliverable), progress with neighbourhood plans, a sequential approach to flood risk and the need to demonstrate exceptional circumstances to justify taking land out of the Green Belt. Exact allocations in the Main Towns can therefore range completely from 0% to 10%.
40. Housing Allocations must be developable in the plan period. There are a number of potentially suitable brownfield and other urban sites (mainly in the Doncaster Main Urban Area) including some unused older allocations and some sites with permission for housing or mixed-use including housing) where viability issues (often associated with addressing flood risk mitigation) have so far prevented them coming forward and where it may not be currently possible to demonstrate their delivery within the plan period. Because they have permissions and/or are otherwise considered suitable such sites would be designated “Reserve Development Sites” that could allow for housing to come forward, possibly within the plan period in which case this would be a housing land supply that would be additional to the Allocations.
41. **The Main Doncaster Urban Area** combined local housing need and economic-led housing growth would give Doncaster an overall housing requirement of between 51% and 55% of the borough total which is not excessive given its important function and the clear results of public consultation; it is a lower proportion than that which was planned for in the Core Strategy and reflects the greater dispersal of housing to sustainable settlements around the borough to address local housing needs.
42. **Stainforth, Hatfield, Dunscroft, Dunsville and Rossington** already have planning consents that exceed their combined local needs and economic growth shares and this is reflected in a proposed economic-led housing growth share to each town of 10% (i.e. the maximum); the additional permissions capacity at these Main Towns will form additional land supply to address years 16-17 of the Plan and beyond.
43. **Thorne and Moorends** are heavily constrained by flood risk and the neighbourhood plan being prepared is now not including urban extension allocations because of the stringent tests necessary to justify development in flood risk areas. Notwithstanding

an otherwise strong case for more housing it is difficult to justify locating any of the economic-led housing growth here consistent with the national policy requirement for applying a sequential approach to flood risk. Allocations are likely therefore to deliver Thorne and Moorends local housing needs only.

44. **Armthorpe** Parish Council (working closely with Doncaster Council) is currently progressing a neighbourhood plan and this has been submitted; the plan proposes to make allocations for around 800 dwellings which addresses local housing needs and provides almost 7% of the economic-led housing growth. It is proposed therefore, subject to the neighbourhood plan progressing, that the Local Plan should not make site allocations in Armthorpe and should not set a strategic housing requirement for Armthorpe that would require the neighbourhood plan to be reviewed.
45. **Mexborough, Conisbrough and Denaby and Adwick and Woodlands** are all tightly surrounded by Green Belt and some parts of these settlements lie within flood risk zones. There are some planning permissions and site opportunities that do not require incursion into the green belt but these are unlikely to be sufficient. New allocations will be identified in accordance with the site assessment methodology. There is however an additional justification for locating proportionately more of the economic-led housing growth to **Adwick and Woodlands** (within its growth range) because of the co-location with major new economic development transport infrastructure.
46. Of the ten settlements that are to receive local housing needs allocations only, a few have significant existing permissions. In **Edlington, Askern and Auckley and Hayfield Green** existing permissions are likely to exceed plan period local needs in which case (provided the permissions are assessed deliverable and supporting local plan objectives) no new allocations would be necessary in these three settlements and any excess capacity would provide additional land supply to address plan period requirements and beyond. There are insufficient extant permissions in six of the other seven Service Towns and Villages and so new allocations would need to be made in accordance with the site assessment methodology. In the case of **Carcroft and Skellow, Tickhill, Barnburgh and Harlington, Sprotbrough Village** and possibly **Bawtry**, new allocations would require land currently designated as Green Belt. This is not the case with **Barnby Dun and Finningley** and in the case of Finningley extant permissions might just be sufficient to meet local needs.
47. New urban extension allocations will of necessity require land currently designated as Green Belt or Countryside Policy Area (as defined in the Unitary Development Plan) and therefore amendments to current town and village development boundaries. In the case of Green Belt, the need to establish a new defensible boundary that will endure for longer than the plan period may make it appropriate to take out a larger piece of Green Belt than is required to accommodate the allocation; in this case the additional land will be designated safeguarded land and protected from development for at least the life of the plan.

48. Within the development boundaries of these towns and villages there will also be opportunities for quality “windfall” development (i.e. development outside the allocations) subject to other relevant policies of the local plan (design policies, Conservation Area policies etc.). The vast majority of opportunities will be small infill sites within areas defined on the Policies Map as Residential Policy Areas where new residential development is supported in principle subject to policy requirements. Windfall proposals on other designations (for example, land designated for employment) would be required to satisfy the relevant local plan policy. In the larger settlements past windfall rates have been significant and this is expected to continue.
49. There have been calls for a number of minor but cumulatively significant adjustments to the development boundaries of both the Defined Villages and the larger settlements (and indeed similar pressure has been exerted through planning applications), 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 be made therefore only where the existing boundary is no longer defensible and, in the case of Green Belt, there are exceptional circumstances to justify amendment.
50. Beyond the development boundaries of the Defined Villages and larger settlements, the land is designated Green Belt (in the western “half” of the borough) or Countryside Policy Area (in the eastern “half” of the borough). This includes a number of small villages and hamlets without development boundaries that are “washed over” by Green Belt or Countryside Policy Area.
51. Within Green Belt and Countryside Policy Area, proposals for general housing will not normally be appropriate. Nevertheless there are a number of circumstances where specialist forms of residential development (agricultural dwellings, conversions, rural exceptions for affordable housing, gypsy and traveller accommodation and so on) can be appropriate subject to the relevant policies that will be set out in the local plan.
52. National planning policy requires that a 5 year supply of deliverable housing land is identified and maintained at all times and that this is subject to a 5% or 20% buffer depending upon completions performance against the local plan requirement. At the start of the plan period the buffer will be 5%. Deliverable supply will comprise permissions, allocations and other sites progressing towards permission discounted in accordance with the lead-in times and build out rates and other relevant aspects of the HELAA methodology. An allowance for windfalls will also be made based on evidence of past windfall rates, discounted to exclude windfalls on garden land and to avoid double counting with permissions.
53. We believe that the proposed approach is the best way to deliver the vision, aims and objectives of the local plan. It reflects what you told us and the findings of the emerging evidence base and would be in accordance with national planning policy.

## **Proposed Draft Local Plan Policy**

**We will support the delivery of at least 920 (net) new homes each year over the plan period 2015 - 2032 (15,640 homes in total) to meet the identified need for open market and affordable homes. We will allocate sufficient sites to deliver at least 15 years' supply (13,800 homes) and seek to maintain a five year supply of deliverable housing land throughout the plan period.**

**In accordance with the site selection methodology, and so subject to the availability of sustainable and deliverable sites, housing growth will be distributed around the borough so as to support sustainable communities as set out below and in TABLE H1:**

**A) Housing Allocations and Mixed-use Allocations to meet local needs housing growth will be distributed on a pro-rata basis to:**

- Doncaster Main Urban Area,**
- the seven Main Towns of Hatfield, Stainforth, Dunscroft, and Dunsville; Thorne and Moorends; Conisbrough and Denaby; Mexborough; Armthorpe; Rossington; and Adwick and Woodlands and to**
- the ten Service Towns and Villages of Carcroft and Skellow; Sprotbrough; Edlington; Askern; Tickhill; Bawtry; Barnby-Dun; Auckley & Hayfield Green; Barnburgh & Harlington; and Finningley**

**B) Housing Allocations and Mixed-use Allocations to accommodate economic-led housing growth will be directed to the most sustainable and deliverable sites in the Doncaster Main Urban Area and Main Towns in accordance with the growth ranges set out but also in accordance with a sequential approach to flood risk.**

**Outside Housing Allocations and Mixed-use Allocations (as shown on the Policies Map), new homes will be an additional supply (windfalls) and will be supported as follows:**

- C) Subject to other relevant policies of the local plan, quality infill housing will be permitted within the development boundaries of the towns and villages set out at A) and B) above and within the forty Defined Villages set out in TABLE H2 and as defined on the Policies Map.**
- D) New homes will be permitted on Reserve Development Sites, as shown on the Policies Map, in accordance with the policy and development requirements for these sites.**
- E) New housing will not normally be supported on land designated (in the local plan) as Green Belt or Countryside Policy Area except for that which is appropriate in accordance with the relevant policies including those relating to brownfield land in Green Belt; agricultural dwellings; conversions; replacement dwellings, rural exceptions and Gypsies and Travellers.**

<b>TABLE H1: Housing Distribution</b>							
<b>a</b>	<b>b</b>	<b>c</b>	<b>d</b>	<b>e</b>	<b>f</b>	<b>g</b>	<b>h</b>
<b>Town/Village</b> (existing no. of households)  (total borough households= 130,165)	Existing no. of households as % of the borough's total households (rounded)	New homes required each year to meet base line growth (582 X column b)	Proposed housing allocation to meet base line growth (approx.) (15 years X column c)	Growth range to meet economic-led housing growth	Proposed housing allocation to meet economic-led housing growth (338 X 15 years = 5070 + 524 (left over base line growth – see below) = 5594 X column e	Overall housing allocation (column d plus column f)	Additional land supply from permissions as at 1/4/2015 <i>(to be completed following assessment against site selection )</i>
<b>Doncaster Main Urban Area</b>							
<b>Doncaster town centre, Balby/ Woodfield, Belle Vue, Bentley, Bessacarr, Cantley, Clay Lane, Cusworth, Edenthorpe, Hexthorpe, Hyde Park, Intake, Kirk Sandall Richmond Hill, Scawsby, Scawthorpe, Warmsworth and Wheatley)</b> (56308)	43%	252	<b>3780</b>	60-70%	<b>3356 – 3916</b>	<b>7136 - 7696</b>	
<b>7 Main Towns</b>							
<b>Hatfield, Stainforth Dunscroft, Dunsville,</b>	7%	41	<b>615</b>	Up to 10%	Up to 559 but existing permissions exceed this so likely	<b>1174</b>	

(9120)					to be <b>559</b>		
<b>Thorne and Moorends</b> (7501)	6%	34	<b>510</b>	Up to 10%	Up to <b>559</b> but sequential approach to flood risk will apply	<b>510 - 1069</b>	
<b>Mexborough</b> (7026)	5%	31	<b>465</b>	Up to 10%	<b>Up to 559</b>	<b>465-1024</b>	
<b>Conisbrough and Denaby</b> (6813)	5%	30	<b>450</b>	Up to 10%	<b>Up to 559</b>	<b>450-1009</b>	
<b>Armthorpe</b> (6282)	5%	28	<b>420</b>	Up to 10%	Up to 559 but Armthorpe Neighbourhood Plan makes allocations for 800 in total so assume <b>380</b> (800 less local needs of 420)	<b>800</b>	
<b>Rossington</b> (5683)	4%	25	<b>375</b>	Up to 10%	Up to 559 but existing permissions exceed this so likely to be <b>559</b>	<b>934</b>	
<b>Adwick and Woodlands</b> (4041)	3%	18	<b>270</b>	Up to 10%	<b>Up to 559</b>	<b>270 - 829</b>	
<b>10 Service Towns and Villages</b>							
<b>Carcroft and Skellow</b> (3826)	3%	17	<b>255</b>	0%	n/a	<b>255</b>	
<b>Edlington</b> (3342)	3%	15	<b>226</b>	0%	n/a	<b>226</b>	
<b>Tickhill</b> (2468)	2%	11	<b>165</b>	0%	n/a	<b>165</b>	

<b>Askern</b> (2374)	2%	11	<b>165</b>	0%	n/a	<b>165</b>	
<b>Bawtry</b> (1606)	1%	7	<b>105</b>	0%	n/a	<b>105</b>	
<b>Auckley and Hayfield Green</b> (1582)	1%	7	<b>105</b>	0%	n/a	<b>105</b>	
<b>Barnby Dun</b> (1523)	1%	7	<b>105</b>	0%	n/a	<b>105</b>	
<b>Sprotbrough Village</b> (1392)	1%	6	<b>90</b>	0%	n/a	<b>90</b>	
<b>Barnburgh and Harlington</b> (854)	1%	4	<b>60</b>	0%	n/a	<b>60</b>	
<b>Finningley</b> (718)	1%	3	<b>45</b>	0%	n/a	<b>45</b>	
<b>Sub Total</b>	94%	547	<b>8206</b>				
<b>Other Settlements</b>							
<b>40 Defined villages</b>	6%	0	Infill only (addition to allocation)	0%	n/a	<b>0</b>	
<b>Undefined settlements</b>			Green Belt or Countryside	0%	n/a	<b>0</b>	
<b>Left over baseline growth</b>		35	524	Left over base line growth of 524 is added to growth element of 5070			
<b>Total</b>	100%	582	8730	100%	<b>5594</b>	<b>13,800</b>	

**Table H1notes:**

1. Various considerations (existing deliverable and sustainable permissions, flood sequential approach and Armthorpe Neighbourhood Plan) strongly supports the case for growth allocations at the top of the growth range for Rossington and for Stainforth and Hatfield and for an allocation towards the bottom of the growth range for Thorne and Moorends and for there to be an overall allocation for Armthorpe that reflects its emerging Neighbourhood Plan. If these considerations are taken into account then the 3 other Main Towns would share a remaining growth allocation of between 180 and 740 depending on where the Doncaster Main Urban Area allocation was within its growth range.
2. Proposed allocation requirements are approximate; actual site allocations to address these may of necessity have capacities that are slightly below or above these figures but the total allocation will at least address the 13,800 requirement
3. Adwick and Woodlands meet the service function requirement for a Main Town but are not very much bigger than their close neighbours Carcroft and Skellow with which they share services (in both directions). Given this and the proposed jobs growth and major infrastructure in this area that will benefit all these settlements, it is considered that the combined size of these settlements be taken into account in supporting the case for Adwick and Woodlands as a Main Town.
4. The balance of the local need figure (that which relates to villages without a service function) is 524 and has been added to the economic-led housing growth element. Should insufficient sustainable and deliverable/developable sites be found to deliver the local need for a particular settlement that will be added to the economic growth-led element

<b>TABLE H2: Defined Villages</b>		
<b>Adwick-upon-Dearne</b>	<b>Fenwick</b>	<b>Moss</b>
<b>Arksey</b>	<b>Fishlake</b>	<b>Norton</b>
<b>Austerfield</b>	<b>Hampole</b>	<b>Old Cantley</b>
<b>Blaxton</b>	<b>Hatfield Woodhouse</b>	<b>Old Denaby</b>
<b>Braithwaite</b>	<b>Hickelton</b>	<b>Old Edlington</b>
<b>Braithwell</b>	<b>Highfields</b>	<b>Owston</b>
<b>Branton</b>	<b>High Melton</b>	<b>Pickburn</b>
<b>Brodsworth</b>	<b>Hooton Pagnell</b>	<b>Skelbrooke</b>
<b>Burghwallis</b>	<b>Kirk Bramwith</b>	<b>Stainton</b>
<b>Cadeby</b>	<b>Lindholme</b>	<b>Sutton</b>
<b>Campsall</b>	<b>Loversall</b>	<b>Sykehouse</b>
<b>Clayton</b>	<b>Marr</b>	<b>Thorpe in Balne</b>
<b>Clifton</b>	<b>Micklebring</b>	<b>Toll Bar</b>
		<b>Wadworth</b>