Doncaster Overview and Background

1.1. Local Overview

1.1.1. Situated in South Yorkshire, Doncaster is the largest metropolitan borough in England, covering 226 square miles.

1.1.2. Doncaster’s origins date back to Roman times, and it has evolved from a market town to a major industrial centre, with a focus on engineering, coal and manufacturing.

1.1.3. Doncaster has a population of 310,442 people. The population is growing and is projected to continue to do so. By the end of the plan period in 2035, it is projected that Doncaster’s population will have grown by around 1.7%.

1.1.4. Doncaster has an ageing population. There is a slightly higher proportion of people than national figures in the 55 – 64 age group, and a lower percentage of people in the 20 – 24 age group. This has implications for the borough, including for economic activity rates, housing provision and social care. It is projected that the number of people aged 65 and over will increase in the plan period.

1.1.5. A large proportion of the boroughs inhabitants reside in or around Central Doncaster (known in the Local Plan as the Main Urban Area). This is the main contiguous built form around the town centre, spreading out from the River Don, which incorporates areas such as Balby, Bentley, Bessecarr, Cantley, Cusworth, Intake, Hexthorpe, Scawsby, Scawthorpe, Wheatley Hills and Woodfield Plantation, amongst others.

1.1.6. Beyond central Doncaster, the Borough is comprised of a number of non-contiguous settlements which surround the Main Urban Area. A number of these, including most of the larger settlements, are made up of former mining towns such as Mexborough, Conisbrough & Denaby, Adwick – Woodlands, Edlington, Stainforth and Rossington.

1.1.7. Other settlements include historic market towns in the east, such as Thorne, Bawtry and Tickhill, the spa town of Askern to the north, and a number of smaller more rural or commuter settlements spread across the vast rural swathes of Doncaster.

1.1.8. Outside of central Doncaster, the larger settlements function as satellite towns which provide services to local residents and those in the smaller

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1 ONS Mid – 2018: 2019 LA boundaries population estimates
2 ONS Population projections for local authorities, 2016 based
villages which surround these. Many settlements retain a strong sense of identity and local community pride.

1.1.9. Doncaster’s history is strongly shaped by its proud mining heritage. From the late eighteenth to early twentieth centuries many communities grew around the Borough’s numerous collieries. But just as communities were able to thrive as industry boomed in the borough, de-industrialisation in the 1970s and 1980s and the decimation of the coal mining industry would have huge and long lasting consequences for the Borough’s communities.

1.1.10. Since Hatfield Colliery closed again in 2015, there has been no operational coal mine in Doncaster. Evidence of the borough’s mining heritage is clear in its communities, either in the remnants of collieries, or memorials to the Borough’s mining past, or indeed in communities themselves where people still retain a connection to their mining heritage and traditions.

1.1.11. The decline of traditional industries and associated upheaval has seen Doncaster having to forge a new path for itself. Into the new century, technological advances, improved connectivity, economic restructuring and changes in living and working patterns mean that Doncaster has undergone, and continues to experience, significant change and transformation.

1.1.12. Communities can no longer rely on a dominant source of employment necessarily on their doorstep. Whilst local employment opportunities remain across the borough, these have diversified and modern working patterns mean that people are both more able and more willing to travel further afield for work. This includes both in and outside of the borough. Doncaster has seen growth in sectors such as manufacturing, logistics and distribution, given its central location and access to a variety of transport methods.

1.1.13. 73.1% of the people of working age are employed, which is an improvement of past figures (2011 saw numbers as low as 64.4%), but still behind Yorkshire and Humberside and Great Britain. The Borough has a higher amount of its residents receiving out of work benefits than the figure for Yorkshire and Humberside and England, although this figure has largely remained relatively static. Median wages are also lower than both national and regional comparators.

1.1.14. Doncaster’s evolution is perhaps best exemplified by the changing industrial landscape of places like Rossington. Here, defunct mining infrastructure is gradually being replaced with new areas of modern housing; well integrated employment opportunities at iPort, which reflect modern needs and requirements; the ambitious and long overdue road improvements at the Great Yorkshire Way which improves local, regional,
national and international connectivity to the heart of Doncaster; and plans for a new country park incorporating land that related to the former colliery.

1.1.15. However, Doncaster still faces challenges. According to the 2019 Indices of Multiple Deprivation, Doncaster is the 41st most deprived Borough in the country. In terms of the number of neighbourhoods that rank in the most deprived category, Doncaster is 32nd in the country. Notably, two areas rank within the top 100 most deprived in the Country. Hexthorpe and Balby North ranks as 55th most deprived, and Denaby Main ranks 63rd. There are a further 8 within the top 1000 most deprived areas (10 in total).

1.1.16. In terms of housing, house prices remain lower than nationally, yet most tenure options are unaffordable for over a third of households in the Borough which have an income of up to £15,000. Even those on more average incomes may find many market rent or purchase options are unaffordable in many areas. For open market housing, a minimum income of £19,152 is required for rent, or £22,629 for buying. The majority of homeowners are older, and the majority of private renters are younger. Challenges of young people getting on the housing ladder are well documented.

1.1.17. Key to Doncaster’s future is education. The number of pupils in Doncaster achieving the average Attainment 8 score per pupil (4) in GCSEs is 43.6%, which again is below the regional and national attainment in the same category. Historically, the proportion of people who are qualified to Level 3 or above (A-level or equivalent) is lower than regional and national attainment, and that continues to be the case, with 40.8% of people qualified to Level 3 or above.5

1.1.18. There is a continued desire to improve educational attainment within Doncaster. In Doncaster College, the Borough has one of the largest providers of post-16 education in the region. It is also recognised that the educational offer in the borough can diversify in order to meet the needs of a modern workforce. The National College for High Speed Rail opened in 2017 to train pupils to meet the future requirements of the rail sector (which also has a long history in the borough). Additionally, Doncaster University Technical College is set to open in 2020 and will specialise in engineering and creative and digital technologies – working collaboratively with major employers and the Universities of Sheffield and Sheffield Hallam respectively to help develop a skilled and modern workforce.

1.1.19. There is no full university provision in the Borough. Currently the nearest universities are located in Sheffield, Leeds, Hull and York. Doncaster has a relatively low number of graduates. It is a continued ambition of the Borough

4 DFE – GCSE and equivalent results: 2017 - 2018
5 Nomis - Annual Population Survey Jan 2017 – Dec 2017 – note this is based on surveys and evidence shows the figure is likely to be higher, but still lower than regionally or nationally.
to bring full university provision to Doncaster, and for the town to become a University centre.

1.1.20. Improving the education offer in the Borough will hopefully lead to better employment opportunities for its residents, and lessen the risk of “brain drain”, where Doncaster will in future be better able to retain its brightest minds and provide higher skilled and better paid jobs, with companies attracted to locate in Doncaster. These better job opportunities will in turn help improve the housing market in the Borough.

1.1.21. Such University and higher education related development could, if realised, lead to changes in other areas. There would be a demand for new types of housing in new locations. Student populations encourage diversification of the night time economy and other entertainment offers, as well as helping to attract and develop the creative industries that Doncaster currently lacks.

1.1.22. Doncaster has a burgeoning tourism sector, with the Yorkshire Wildlife Park, Doncaster Racecourse and country parks particularly important attractions. The Keepmoat Stadium (home to Doncaster Rovers and Doncaster Rugby League Club) provides a modern sporting and entertainment venue, and the nearby Doncaster Dome is a major local and regional indoor sports, leisure and entertainment centre. All four of these attractions are located in or close to the Main Urban Area, with excellent accessibility. The continued growth and ongoing vitality of these assets is important for the borough.

1.1.23. Doncaster also has a rich and diverse number of heritage assets, including early settlement, castles, country houses and estates and nationally significant parks and gardens. Not only do such places function as important tourist attractions, they also help create a sense of local identity.

1.1.24. The borough has a high quality environment, including in landscape, built heritage and biodiversity. Two thirds of the borough is rural, meaning there is a predominantly green landscape. The built nature of the borough means many settlements are surrounded by, and can easily access, countryside. There are nationally and internationally important wildlife habitats and a rich diverse historic environment with a number of historical influences stretching back to Roman times.

1.1.25. Additionally, there are also substantial deposits of limestone, sand and gravel, clay and as aforementioned, coal. The Local Plan has policies relating to the management of these resources.
1.1.26. Doncaster town centre remains the main retail focal point in the borough, and is home to a number of shops, including the modern indoor Frenchgate shopping centre and famous indoor/outdoor Market. Outside of Doncaster town centre, many of the boroughs settlements have their own retail choices, including town centres in the towns of Mexborough and Thorne, and a number of other district and local centres and shopping parades across the Borough all of which ensure that residents have good opportunities for shopping. As may be expected, the larger towns in the Borough have the best retail provision. There are also a number of out of town retail parks in Doncaster.

1.2. Doncaster Regionally, Nationally and Internationally

1.2.1. Doncaster occupies an enviable position at the heart of the country’s infrastructure network. The A1, which runs through the west of the Borough offers excellent north / south links (including to the M62), as does the M18 which links Doncaster to the M1 and M62. Additionally, the M180 links the borough to Humberside and the Humber ports, meaning Doncaster has excellent access to the north, south, east and west of the country.

1.2.2. The borough is on the East Coast Mainline, meaning there is fast and frequent access to London, York, Newcastle and Edinburgh. Trains also run to Manchester. More locally, trains run between Doncaster and the nearest large cities of Sheffield, Leeds and Hull, as well as settlements in between, including the neighbouring towns of Rotherham and Scunthorpe, and numerous stops in the borough – Adwick, Bentley, Conisbrough, Hatfield, Kirk Sandall, Mexborough and Thorne (2 stations).

1.2.3. Doncaster is also home to the growing and ambitious Doncaster Sheffield Airport, a site of strategic economic importance to the Sheffield City Region. The airport offers flights to destinations across the UK, Europe, and now long haul flights too. The airport also handles international air freight, and is seeking to increase the scope of both passenger and freight operations. Associated employment, housing and community opportunities, in line with the 'aerotropolis' model, whereby development is situated around an airport, has been a longstanding goal of the airport owner, as demonstrated in the 2018 Draft Airport Masterplan. The Local Plan supports a considered and incentivised approach towards delivering this vision.

1.2.4. Huge strides have been made in improving connectivity between the Airport and the national road network via the Great Yorkshire Way, which was completed in 2018. This means the Airport is now fully integrated into the Airport corridor, forming a key part of a multi modal transport hub along the Great Yorkshire Way and M18 motorway corridor. The Airport and its national and international opportunities are connected to a series of business parks and the wider road network via this key infrastructure
The corridor is recognised as a key location for logistics, engineering and aviation growth in the Borough and the City Region.

1.2.5. The Humber Ports are within close proximity of Doncaster and easily accessed via the M180 and the M18 / M62, meaning Doncaster is extremely well placed to access both sea and air freight. Their proximity to Doncaster is now being utilised at iPort, just off the Great Yorkshire Way (close to Junction 3 of the M18), which is a major multi modal inland port, combining a rail and road interchange with excellent access to the airport and Humber ports. At the time of permission being granted, this was the largest planning permission in the country and houses businesses such as Amazon, Fellowes, Ceva and Lidl, with more still to be delivered across the site.

1.2.6. Along with eight other local authorities, Doncaster is part of the Sheffield City Region. Doncaster is the second largest settlement and economy within this, after the main city of Sheffield, and Doncaster is the location of two city region economic priority areas – the Unity initiative at Hatfield and the aforementioned Airport corridor.

1.3. Doncaster's Challenges

1.3.1. Despite Doncaster’s numerous success stories and the great strides made recently, much still has to be done to realise Doncaster’s ambitions moving forward. The borough is not without its challenges, and acknowledging these and planning how to tackle them is essential for the Borough’s future. The Local Plan will help the borough to grow, develop, and realise its potential.

1.3.2. Although Doncaster has excellent internal and external road links, reliability of journey times can vary. The A1(M) suffers from high levels of congestion, with Highways England examining proposals to alleviate congestion here. This means that the M18 emerges as the main preferred location for investment and growth, including along the airport corridor at the Great Yorkshire Way. Improvements to the M18 will also be required between Junctions 2 – 6 to accommodate future growth.

1.3.3. The Main Towns, and Service Towns and Villages have good road access to both central Doncaster and between the local service centres. However, some rural areas have poorer access to services and facilities and are relatively remote – these areas will not be proposed to contribute towards the delivery of housing – although in some locations smaller scale housing development may be permitted.
1.3.4. With regards to the overall delivery of housing and employment sites, Doncaster has to contend with two major constraints. To the west of the borough, largely delineated as land to the west of the East Coast Mainline, the borough is Green Belt, with boundaries generally tightly drawn around settlements.

1.3.5. Particularly in the north-east of the borough, but also in other pockets across Doncaster, land falls within areas at high risk of flooding. This is especially problematic for settlements such as Thorne & Moorends, which largely fall within Flood Zone 3.

1.3.6. Only approximately 23.5% of the borough falls on land which is not either Green Belt and / or medium or high risk flood areas. This makes the allocation of land for housing and employment more challenging. Decision making must weigh up the impact on Green Belt as well as considering the potential risks associated with flood risk.

1.3.7. Additionally, there is a disparity in housing and land values across the borough, with high demand areas (such as settlements to the south-east of the Main Urban Area) more capable of delivering higher value housing which meet planning obligations, as opposed to lower value areas which makes the delivery of housing more challenging.

1.3.8. The housing market in the Borough is self-contained and much of it has features related to large scale coal mining. There are four sub-markets (as per the 2019 Housing Needs Study) – areas of higher quality housing; rural and semi – rural areas; former mining towns and villages; and the urban area. The majority of the boroughs housing falls into the latter two categories. The Housing Needs Study also finds that despite a comparatively low house prices in the Borough, there are significant affordability issues for large proportions of households, with most tenure options being unaffordable to over a third of households, and that even for those on average incomes, many market rent or purchase options are unaffordable in many areas. For open market housing, a minimum income of £19,152 is required for rent, or £22,629 for buying.

1.3.9. This indicates two problems – low wages and a lack of suitable housing options which reflect the needs of local residents. The Local Plan will lay the foundations to tackle these issues, allocating housing and employment land and providing planning policies to deliver the homes and jobs the Borough needs.

1.3.10. Spatially, the mining industry in Doncaster had led to dispersed settlements and mining villages where housing and jobs were inextricably
linked, with the continued success of one major employer being relied upon for the overall longevity of a settlement. Industrial decline, particularly during the 1980s saw many of these mining communities decimated, with the closure of mines – the very thing that underpinned many local communities – leading to high levels of localised unemployment and urban decay.

1.3.11. The advancement of time and technology has seen a change in attitudes to housing and employment. Where once it was necessary for job opportunities to be located in or adjacent to population (or populations had grown around employment opportunities), this is no longer necessarily the case. Improved connectivity, the shift away from industrial to more service driven job sectors, modern working practices and modern attitudes mean that people no longer demand or need employment opportunities as close to where they live, as is the case in Doncaster\textsuperscript{6}. This has obvious impacts on the way the borough functions, but furthermore means that settlements no longer rely so heavily on one particular employment source – meaning that in the unfortunate event a major source of employment closes, the impact is spread rather than concentrated in a particular location.

1.3.12. Key to ensuring this can be done is the provision of and improvements to the Strategic Transport Network. National Policy indicates that access to jobs, shopping and leisure facilities should be available by all modes of travel.

1.3.13. It is important that all areas in the borough have the right tools to thrive – the right types and mix of housing that reflects local requirements; good access to employment opportunities; and a good range of services, including local shops.

1.3.14. Overall, Doncaster has relatively high levels of unemployment, low levels of productivity and low job / business density. Whilst the borough has good provision of certain employment types (logistics, distribution and warehousing), it has lower levels of innovation and creative industries. Doncaster needs to increase the employment rate and narrow the prosperity gap between the regional and national average, boosting productivity.

1.3.15. As with many parts of the country, there are a number of challenges for retail in the Borough. In addition to issues associated with the rise in popularity of online shopping, like many places, Doncaster has seen a lot of its shopping offer shift to out of town shopping centres. There are a number of these in the borough, which provide useful and convenient shopping

\textsuperscript{6} This was highlighted during the Issues and Options Consultation in 2016 and is elaborated on in sections 3 and 4
destinations, in places such as Lakeside, Wheatley Hall Road and Leger Way, as well as competition from Meadowhall (Sheffield) which is easily accessible by road and rail. However, these can be in direct competition with the Borough’s town centres, particularly where more traditional town centre uses are choosing to locate in them or pressure to sub-divide larger units into smaller ones occurs. The challenge for the Borough is to ensure that local shopping areas and the town centre have a diverse offer fit for modern demands, coping with and responding to competition from out of town centres and internet shopping.

1.4. Doncaster’s Aspirations

1.4.1. Doncaster is emerging from industrial decline, and more latterly the recession, with a renewed sense of optimism. Ambitious but realistic, the Borough is reasserting itself as a major economic centre within the north of England. Much has been achieved, but much remains to be accomplished.

1.4.2. Exploiting the strategic potential of the borough's location remains a primary goal. Great strides have been made to improve the Borough’s infrastructure; and connectivity between Doncaster, its broader settlements and the wider region continues to improve. Doncaster is now better connected locally, regionally, nationally and internationally than at any point in its past – but it is vital that the Borough continues to build on this.

1.4.3. Considering the dispersed settlement pattern, connectivity between the Town and its outlying settlements is generally good. Adwick, Bentley, Conisbrough, Hatfield, Kirk Sandall, Mexborough and Thorne all have railway stations connecting to Doncaster and beyond. There is also a long standing ambition for Askern to have a railway station reinstated, and furthermore proposals for a new station at the Airport, connecting to the East Coast Mainline, as well as aspirations for a stop on the Lincoln line.

1.4.4. The Great Yorkshire Way has unlocked access to the Airport, but also improved connectivity between Rossington and Central Doncaster. Previously severed by a level crossing on the East Coast Mainline, residents and businesses now have direct access to Doncaster centre as well as the Airport. Furthermore, outlying settlements such as Bawtry, Finningley, Auckley – Hayfield Green and other smaller settlements to the south east of the Borough will benefit from this infrastructure improvement.

1.4.5. Work is also underway to provide a link from Junction 5 of the M18 / Junction 1 of the M180 to Hatfield and Stainforth, which will unlock the ambitious Unity initiative comprising of over 3,000 homes, employment opportunities and other associated development, bringing much needed investment to
this part of the borough alongside the long needed connection to the motorway network.

1.4.6. Doncaster's Key Route Network requires extra capacity to accommodate future traffic demand. The M18 corridor will be the main location for economic investment and growth in the borough, although transport modelling as part of the Local Plan suggests some junction improvements are required along this motorway as a result of development proposed.

1.4.7. The M18 is currently the best place to locate growth in the borough, given ease of access and known demand in this location. Furthermore, there are capacity constraints on the A1(M), which mean that at this time it is not the preferred location for economic growth in the Local Plan. There are, however, plans afoot to increase the capacity of the A1(M) in Doncaster, which currently has the oldest stretch of two lane motorway still in service. In future, this may free up development potential.

1.4.8. Other road priorities include:

- **The Pan Northern Route**: a strategic highway connecting Manchester and the proposed Trans – Pennine tunnel with the A1 and Humber ports, thus releasing capacity on the M62. Locally, this will better link Doncaster and Barnsley.

- **A1 – A19 link**: improving connectivity between these two major A roads to the north of the borough, boosting regeneration and economic development here.

- **Hickleton and Marr bypasses**: bypasses are proposed to ease traffic in the villages of Hickleton and Marr and connect the A1(M) to the A635, improving connectivity between the borough and the Dearne Valley.

- **West Moor Link**: improvements to the A630 between junction 4 of the M18 motorway to the A18 (Thorne Road) and between the A18 and A630 Wheatley Hall Road.

1.4.9. Making efficient use of existing and new infrastructure to improve accessibility between jobs and services is crucial for the borough and Local Plan moving forward.

1.4.10. Diversifying the economic offer in the borough is a key aim of local economic strategy. Whilst the borough has shown it can deliver on logistics and distribution, there is a need to expand the offering in areas such as innovative or creative industries. The Housing Forecasts and Economic Needs Assessment by Peter Bretts Associates factors in 'priority sectors' for
growth, which include machinery and equipment and transport equipment – higher value employment sectors which the Borough is keen to expand.

1.4.11. The housing market has emerged strongly from the recession, with high levels of housing delivery in recent years. There is a need to ensure that housing reflects the changing needs of the local population, including diversifying the housing stock and ensuring the right mix of sizes, types and tenures for local residents. Ensuring people have a good choice of places to live in sustainable locations, including meeting local needs locally, is crucial to the borough.

1.4.12. The main focus for housing growth moving forward remains the large and established centres of population, including the Main Urban Area and Main Towns. Many of the Main Towns in particular are former mining settlements which will benefit from further regeneration and investment. All the Main Towns have good access to central Doncaster via road, rail or both.

1.4.13. Outside of these major urban concentrations, the market towns and larger villages are generally thriving and desirable places to live, with good local amenity and connectivity into larger settlements by road. The continued success and prosperity of these settlements is crucial for the borough and its residents. The Local Plan allocates smaller amount of housing here to meet the local needs of their residents.

1.4.14. Doncaster is a large borough which is also predominantly rural. Outside of the larger centres of population there are numerous smaller villages with poorer service provision which are less suitable as locations for larger scale housing development, but for those in the Countryside, where the Local Plan will support some carefully considered small scale development in appropriate locations, as per Policy 2. This ensures that rural locations and rural services are supported as per NPPF para. 68.

1.4.15. The Local Plan Vision and Objectives sets out the aims for the Borough and the steps that will be taken to achieve the Borough vision. These include:

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<th>Challenge</th>
<th>Response</th>
<th>Local Plan Vision and Objectives</th>
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<tbody>
<tr>
<td>Housing</td>
<td>• Provide housing in the most sustainable locations, with good access to services and excellent connectivity.</td>
<td>4: encourage the re-use of sites and buildings, especially well located and underused brownfield land (e.g. redundant/unused</td>
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- Provide the right amount of housing for the borough, and distribute this across the various settlements in a strategic, sustainable and justified manner.
- Provide the right mix of housing types, sizes and tenures, including housing suitable for the needs of Doncaster’s ageing population, and other groups such as Gypsies and Travellers.
- Ensure that affordable housing is delivered on new sites.
- Seek to avoid, insofar as is possible, harm to the Green Belt, or areas of flood risk.
- Promote sustainable development in rural locations and be responsive to local circumstances.
- Avoid locating or encouraging housing development in unsustainable locations which would likely result in commuter/dormitory villages and increased car journeys.

Land and empty properties) to help revitalise areas of low demand and stimulate growth.

5: ensure our towns, suburbs, villages and countryside benefit from high quality appropriate development that reinforces distinctive and vibrant places.

9: ensure housing provision meets the housing need by increasing the provision of new homes to meet current and future needs and create mixed and balanced communities;

10: focus new homes primarily within the main urban area of Doncaster and the Borough’s main towns, particularly in areas with access to services;

11: link the growth in homes and jobs to provide new and improved necessary infrastructure to create healthier and more vibrant well connected neighbourhoods and communities;

Employment

- Provide well located employment opportunities with excellent access for the boroughs residents.
- Provide the right amount of employment land and employment uses for the borough to meet its economic aspirations.
- Seek to avoid, insofar as is possible, harm to the Green Belt.
- Support a prosperous rural economy – sustainable growth, business expansion, 1: encourage and support a competitive diverse and stable economy focusing on our town and district centres, Doncaster Sheffield Airport growth corridor and strategic transport network;

2: create and improve access to high quality employment and training opportunities for everyone in Doncaster;

8: make efficient use of existing infrastructure to
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<th>Diversification and Support Rural Tourism</th>
<th>Improve Accessibility to Jobs and Services and Aim to Reduce the Need to Travel by Car by Ensuring All Journeys are Undertaken by the Most Sustainable Mode of Transport;</th>
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<tr>
<td>Avoid locating employment development in unsustainable locations which are not easily accessed or isolated (thus resulting in unsustainable journeys).</td>
<td>11: Link the growth in homes and jobs to provide new and improved necessary infrastructure to create healthier and more vibrant well-connected neighbourhoods and communities;</td>
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<td>Diversify the employment offer.</td>
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<tr>
<th>Retail</th>
<th>1: Encourage and Support a Competitive, Diverse and Stable Economy Focusing on Our Town and District Centres, Doncaster Sheffield Airport Growth Corridor and Strategic Transport Network;</th>
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<td>Ensure the vitality of the Borough's network of town, district and local centres and their shopping offer, responding to the challenges of online and out of town shopping.</td>
<td>8: Make Efficient Use of Existing Infrastructure to Improve Accessibility to Jobs and Services and Aim to Reduce the Need to Travel by Car by Ensuring All Journeys are Undertaken by the Most Sustainable Mode of Transport;</td>
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<td>Positively encourage the growth, management and adaptation of town, district and local centres in a way that supports retail which may mean a wider mix of supporting uses (including housing – e.g. on upper floors above shops).</td>
<td>10: Focus New Homes Primarily Within the Main Urban Area of Doncaster and the Borough's Main Towns, Particularly in Areas with Access to Services;</td>
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1.5. How Does the Local Plan Respond to these Challenges and Aspirations?

1.5.1. In essence, the whole Local Plan includes policies related to the advancement of Doncaster’s goals and the remediation of existing issues. However, the Local Plan includes a range of policies related specifically to providing new housing, employment and retail opportunities within the Borough, which reflect the needs of the residents of Doncaster.

1.5.2. These include Policy 2 (Spatial Strategy and Settlement Hierarchy); Policy 3 (Level and Distribution of Growth); Policy 4 (Employment Allocations); Policy 6 (Housing Allocations); Policy 8 (Delivering the Necessary Range of Housing); Policy 13 (Strategic Transport Network); Policy 23 (Locating Town Centre Uses); Policy 24 (Development within Town, District and Local Centres); Policy 68 (Doncaster Town Centre); Policy 70 (Unity Regeneration Project); Policy 71 (Mexborough Town Centre); and Policy 72 (Thorne Town Centre).

1.5.3. These policies set out specific interventions or strategic approaches that the Local Plan will take to deliver the improvements set out in the Vision and help deliver a suitable spatial strategy. The following section sets out how the spatial strategy for Doncaster has developed and formed throughout consultation and evidence gathering.

2. Developing the Settlement Strategy

2.1. Initial Consultation (2015)

2.1.1. The approach to spatial distribution was one of the earliest pieces of work which informed the Local Plan. The Issues and Options Consultation (2015) asked a number of questions to stakeholders and local residents about how they would like to see the Borough develop over the plan period.

2.1.2. Three options were set out in this consultation:

- Option 1: a continuation of the existing 2012 Core Strategy approach, whereby the main focus of growth is the Main Urban Area and six principal towns, but some growth also goes to ‘potential growth towns’ and ‘Renewal Towns’;

- Option 2: Doncaster and Main Town Focus, whereby the main emphasis would be on the Main Urban Area and Seven Main Towns, with only very limited allocations elsewhere, and;
• Option 3: Greater dispersal, whereby smaller settlements would get a greater share of the housing requirements, and the Main Urban Area would get less.

2.1.3. In relation to employment, the paper asked questions about whether employment sites had to be co-located with housing, or whether these could be better located in locations less suitable for new homes, provided that they are well placed with regards to transport links.

2.1.4. For retail, questions were posed about how the town centre is best protected, maintained and improved, which included options for what uses should be permitted in and out of town centres.

2.1.5. In relation to housing, the consultation feedback was that generally people wanted to see new housing located in the most sustainable locations, including on brownfield land or in flood zones if they can be made safe. These places include the Main Urban Area of Doncaster, and a number of surrounding towns which generally developed around the mining industry. These locations have the best provisions of shops and services, and larger populations which help make them sustainable in their own right. However, consultation showed that localised housing needs should also be met locally, providing that the smaller settlements have a good range of services.

2.1.6. For employment, a different picture emerged. Feedback indicated that major employment development did not necessarily need to be located close to major residential areas. It would be acceptable for jobs to be provided in locations less suitable for new homes (i.e. motorway junctions), providing good transport links are in place.

2.1.7. That would not mean Doncaster’s settlements would become commuter towns, as there are a number of existing employment opportunities within or close by to a number of the Borough’s settlements. It does however mean that new employment opportunities did not have to be as locationally specific as new housing opportunities.

2.1.8. Whereas consultation responses wanted housing to be located in the most sustainable locations (already established settlements with good levels of service provision), the direction in relation to jobs was that these did not have to be located close to the residential populations, meaning people are prepared to potentially travel to work.

2.1.9. To a degree, following this the two respective strategies deviate. Although the focus for both housing and employment is sites are delivered in the right places, with regards to housing this means new sites will be closely related
or within existing settlements, with good levels of existing services and retail opportunities; however jobs can be located further afield and do not have to be within existing settlements or communities. Instead, these can be in places that are easily accessible from centres of population via good road and transport links.

2.1.10. Whilst the respective housing and employment strategies do not follow the same approaches to distribution, they remain inextricably linked. Key to delivering the overall settlement strategy is therefore the connectivity of the borough.

2.1.11. Doncaster is a large borough where the settlements are widely dispersed. The Issues and Options Consultation outcome was that the largest and most sustainable of these should be the focus for growth.

2.1.12. Crucially, not only are such settlements the most sustainable places for growth, with the best service provision, they all have good accessibility to the road – and in many case rail – network. This means that current and future residents will have good accessibility to jobs as new employment sites are generally proposed to be located away from residential populations but on major transport routes, as per the Issues and Options consultation.

2.1.13. The consultation also included a full Issues and Options Sustainability Appraisal (July 2015) of the various growth options. Overall, Options 1 and 2 performed best against the criteria because growth would be directed towards the main urban area, main towns and existing service centres which provide good access to infrastructure and services, such as public transport links. A more dispersed strategy (Option 3) would better help meet local housing needs and support local services. However, it can also dilute benefits associated with achieving a larger critical mass and possibly not maximise inward investment opportunities in and around the main urban area.

2.2. Information Gathering and Further Consultation

2.2.1. Following the initial Issues and Options Consultation, a number of pieces of work were undertaken to help determine the approach to settlements, and housing, employment and retail in the borough.

2.2.2. The Settlement Audit (2015) and Settlement Audit update (2017 – which included minor amendments) examined service provision in the Boroughs settlements. It helped to inform the distribution of housing by locating the most sustainable settlements with the best service provision. This included retail provision as this is crucial to a settlements sustainability, but not
employment sites. This evidence base was reviewed in 2020 and found not to have significantly changed.

2.2.3. To inform the exact amounts of housing that needed to be delivered in the Borough through the Local Plan, a Housing Needs Assessment (2015) was undertaken. This calculated that the annual housing requirement should be set at 920dpa – made up of a baseline to reflect the amount of housing needed without policy intervention, and an economic uplift to account for additional housing needed for the Borough’s economic growth aspirations.

2.2.4. The Housing Needs Assessment has subsequently been superseded by two documents. The Economic Forecasts and Housing Needs Assessment (Peter Bretts Associates, 2018) assesses the employment requirement for the Borough, and linked to this, the number of houses needed to accommodate the projected economic growth. This report calculated the Borough’s Employment floorspace requirement to be 193ha (converted to 407ha in the Employment Land Needs Assessment (ELNA, see below), and the housing Requirement to be 912dpa (rounded to 920dpa for Local Plan purposes), made up of a baseline figure based on the then Standard Methodology figure of 585dpa, and an uplift of 327 to account for the Borough’s economic growth. Detailed housing information and the breakdown of the kinds of housing required, originally part of the Housing Needs Assessment, have subsequently been updated in the 2019 Housing Needs Survey, which has informed Local Plan policy related to housing type and tenure.

2.2.5. The Issues and Options consultation, Sustainability Appraisal, Settlement Audit and Housing Needs Assessment work fed into the Homes and Settlements consultation, which proposed the distribution of housing in Doncaster, based on the findings of the consultation and evidence gathering.

2.2.6. In order to achieve the spatial distribution of housing desired in the Issues and Options consultation, whilst reflecting the findings of the Settlement Audit and Sustainability Appraisal, which shows that the Urban Area and larger Towns are the most sustainable locations for housing growth (and therefore best suited to take on larger amounts of housing) the Homes and Settlements proposed that the housing requirement is shared amongst the 18 most sustainable locations in the Borough (the Main Urban Area, 7 Main Towns and 10 Service Towns and Villages).

2.2.7. This will be done in a manner that reflects their service provision and population. All settlements will get a proportionate share of the baseline, based on the amount of existing households in each area. The Main Urban Area and Main Towns will then deliver the housing related to the economic
uplift element of the housing requirement. This means the largest, most populated and most sustainable locations in Doncaster will have a higher share of the Borough’s housing requirement, but smaller (yet still sustainable locations (smaller towns and larger villages) will have more modest housing allocations to account for local need only.

2.2.8. Thinking on the approach to smaller ‘Defined Villages’ has changed throughout the Local Plan process, but it has ultimately been decided following consultations, that villages in the Green Belt will remain subject to national Green Belt policy, but villages in the countryside could deliver housing, subject to caveats set out in policy, which will be additional to the housing allocations.

2.2.9. The Employment Land Needs Assessment (2015, amended 2019) converted the employment land requirement from 193ha to 407 (and in the 2019 version, 481ha to account for an extension to the plan period), based on a locally based methodology to account for matters such as locally derived job densities, “churn” to account for movement of existing business, flexibility and choice.

2.2.10. The Sustainability Appraisal shows that the most sustainable settlements are supported by good retail provision. Detailed work on retail provision in Doncaster was published in 2019 by Doncaster Council in the form of Town, District and Local Centres Evidence. This work proposes an up to date retail hierarchy for the new Local Plan, including a sub-regional centre (Doncaster Town Centre), town, district and local centres, and Neighbourhood Shopping Parades. This evidence is based on size, range of shops and services they offer, but also there is an assumption about the size of the catchment they serve. This helps inform the spatial strategy by locating and defining the retail provision in centres, which in turn informs creates a retail hierarchy.

3. Creating a Hierarchy

3.1. The Settlement Hierarchy for Doncaster

3.1.1. From the consultations undertaken and evidence gathered, a clear settlement hierarchy has been form, based around the most sustainable locations for growth.

3.1.2. This is broadly as follows:
<table>
<thead>
<tr>
<th>Tier</th>
<th>Settlemnts</th>
<th>Geography</th>
<th>Population</th>
<th>Housing</th>
<th>Employment</th>
<th>Retail</th>
<th>Services</th>
<th>Transport</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Main Urban Area</td>
<td>Central Doncaster and surrounding contiguous component areas.</td>
<td>Largest population</td>
<td>Highest amounts of existing housing</td>
<td>Mix of existing employment uses which serve the whole Borough, including office provision.</td>
<td>Sub regional centre (Doncaster Town Centre) and a range of other local, district and neighbourood centres.</td>
<td>Best levels of service provision in the Borough, and multiple examples of service types.</td>
<td>Excellent road and rail accessibility, including to the Strategic Road Networks.</td>
</tr>
<tr>
<td>2</td>
<td>Main Towns</td>
<td>Satellite settlements largely developed around the mining industry, which are spread around the Borough and the central urban area.</td>
<td>Large centres of population (9,000+ people)</td>
<td>High levels of existing housing</td>
<td>More localised employment opportunities, some larger sites that serve the whole Borough. Excellent transport links to employment sites, and to employment opportunities in the wider Borough.</td>
<td>Some Town Centres, generally district and local centres which serve local needs and those of surrounding smaller settlements.</td>
<td>Excellent service levels.</td>
<td>Excellent road connectivity, and generally good rail connectivity with rail stations in a number of locations.</td>
</tr>
<tr>
<td>3</td>
<td>Service Towns and Villages</td>
<td>Smaller towns and larger</td>
<td>A range of population levels from Medium levels of housing,</td>
<td>Some sites that serve the whole</td>
<td>Some district and local centres, but Reasonable service levels that range</td>
<td>Good road connectivity by local roads</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tier</td>
<td>Settlements</td>
<td>Geography</td>
<td>Population</td>
<td>Housing</td>
<td>Employment</td>
<td>Retail</td>
<td>Services</td>
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</tr>
<tr>
<td></td>
<td>villages which are geographically spread around the Borough.</td>
<td>1,000 – 9,000 people.</td>
<td>some larger settlements have higher amounts.</td>
<td>Borough, but on the whole smaller more localised employment opportunities, including to support the rural economy.</td>
<td>mainly neighbourho od shopping parades and individual shops which serve the local community.</td>
<td>depending on population.</td>
<td>between settlements and into larger settlements.</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Defined Villages</td>
<td>Smaller villages which are rurally located around the Borough.</td>
<td>Smaller population levels of up to 3,000 people (but mainly under 1,000)</td>
<td>Smaller levels of housing provision.</td>
<td>Generally limited and focussed on supporting the rural economy.</td>
<td>Some examples of Neighbourho od Shopping Parades, but generally individual village shops or no retail provision.</td>
<td>Poorer service levels and in some cases no services at all.</td>
<td>Generally rural roads.</td>
</tr>
<tr>
<td>5</td>
<td>Other small settlements</td>
<td>Sporadic small rural housing clusters</td>
<td>Very small levels of population</td>
<td>Very small levels of housing</td>
<td>No local employment unless linked to agriculture</td>
<td>No retail provision</td>
<td>No local services</td>
<td>Rural roads.</td>
</tr>
</tbody>
</table>
3.1.3. From the work undertaken to establish a hierarchy, the following settlements fall into each category:

<table>
<thead>
<tr>
<th>Tier</th>
<th>Settlements</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Main Urban Area</strong></td>
<td>The Main Urban Area consists of: Doncaster Town Centre, Balby / Woodfield, Belle Vue, Bentley, Bessacarr, Cantley, Clay Lane, Cusworth, Edenthorpe, Hexthorpe, Hyde Park, Kirk Sandall, Intake, Richmond Hill, Scawsby, Scawthorpe, Warmsworth and Wheatley.</td>
</tr>
<tr>
<td><strong>The Main Towns</strong></td>
<td>Dunscroft, Dunsville, Hatfield &amp; Stainforth</td>
</tr>
<tr>
<td><strong>Service Towns and Villages</strong></td>
<td>Thorne &amp; Moorends, Mexborough, Conisbrough &amp; Denaby, Armthorpe, Rossington, Adwick &amp; Woodlands</td>
</tr>
<tr>
<td><strong>Defined Villages</strong></td>
<td>Carcroft – Skellow, Edlington, Tickhill, Askern, Auckley &amp; Hayfield Green, Bawtry, Barnby Dun, Sprotbrough Village, Barnburgh – Harlington, Finningley</td>
</tr>
<tr>
<td></td>
<td>The remaining non - defined small settlements throughout the borough.</td>
</tr>
</tbody>
</table>
3.1.4. From this hierarchy, the settlement approach can be formed, as set out in Section 4.

4. Local Plan Settlement Approach

4.1. Overview

4.1.1. From the above settlement hierarchy, appropriate development for settlements in each tier can be derived. This approach informs Policies 2 and 3 of the Local Plan, which explain how settlements in the hierarchy will function as part of the Local Plan.

4.1.2. In summary, the Local Plan will focus on delivering sustainable growth to the most appropriate and sustainable locations in the Borough. Growth will be appropriate to the size of settlements and meet the need for new homes, new jobs and support improvements to infrastructure, service and facilities, as well as aiding regeneration. This will help create and maintain strong, cohesive and inclusive communities.

4.1.3. New housing will be located within the Main Urban Area, Main Towns and Service Towns and Villages, with numbers allocated based on the collective nature of the tiers (Tier 1 – Main Urban Area - 50%; Tier 2 – Main Towns - 40%; Tier 3 – Service Towns and Villages - 10%). Within the settlements which make up each tier, allocated housing figures are informed by the individual settlements sustainability credentials, and sites are delivered to meet these requirements as long as suitable sites are available.

4.1.4. All 18 settlements will deliver a share of the Boroughs baseline housing requirement, with the economic uplift being delivered in the Main Urban Area and Main Towns as the most sustainable locations for growth with the best service provision, which are best placed to deliver the additional growth envisaged as part of the economic uplift.

4.1.5. These settlements have been proven to have good levels of service and retail provision, appropriate to their size. Retail provision helps reduce unnecessary trip generation and has been identified based on the aforementioned hierarchy of centres. Proposals will be supported which protect and enhance their vitality and viability.

4.1.6. With regards to employment, allocations will be made in locations which are accessible to residents via the Strategic Road Network to residents particularly in the Main Urban Area and Main Towns, as the largest centres of population. Employment sites will be in locations attractive to the market, rather than necessarily adjacent to centres of population.
4.1.7. Summaries of the Borough’s settlements within the hierarchy are below, which show how decisions were made about their place in the hierarchy and role, and how they fulfil this role:

4.2. **The Main Urban Area**

4.2.1. The Main Urban Area is the most sustainable location in the borough, and provides a range of services for the whole Borough and beyond. This will be the main focus for development in the Doncaster, including housing and retail development, offices and additionally cultural and leisure opportunities, which will be largely focussed in the sub regional centre of Doncaster Town Centre.

4.2.2. The Main Urban Area has excellent access to the strategic road network. The A1(M) and the M18 roughly circumvent the western and southern extent of the Main Urban Area respectively, with the M18 also travelling to the east around parts of the settlement and neighbouring Armthorpe. Doncaster bus interchange and Doncaster railway station are centrally located and form the main transport hub for the borough. As well as trains to Sheffield, Meadowhall, Rotherham, Leeds and Hull amongst local destinations, the station is on the East Coast Mainline, meaning there is quick and convenient access to London, York, Newcastle and Edinburgh.

4.2.3. The Borough’s main roads, which link to the Main Towns and surrounding settlements all merge in this location.

4.2.4. Within the Main Urban Area, the range of services available in each component locality varies, from a high amount in places like Balby and Intake, to lower provision in areas such as Lakeside and York Road. There are a number of district, local centres and neighbourhood shopping parades across the various settlements within the borough, in addition to Doncaster Town Centre – a sub-regional centre serving residents and visitors of Doncaster. Doncaster Town Centre is home to the Frenchgate Shopping Centre (a modern indoor shopping centre), Doncaster Food Market and a range of other large shops and services.

4.2.5. Doncaster Dome (one of three leisure centres), Doncaster Racecourse, the Keepmoat Stadium (home of Doncaster Rovers, Doncaster Belles and Doncaster RLFC), and the Cast theatre are all located here, and are community facilities that serve the whole Borough and wider areas.

4.2.6. Doncaster Town Centre will continue to be the main focus for new retail, office, leisure and cultural development, with shops and services to meet day to day needs located in and directed towards the district and local centres within the Main Urban Area, such as Bentley, Balby, Bessacarr, Cantley, Edenthorpe, Intake, Scawsby, Scawthorpe and Woodfield.
4.2.7. As the main service centre and being as Doncaster Town Centre is located here, this location is the main location for jobs. This is the main location for office development, and there are also a number of employment permissions totalling 21ha, and two new allocations totalling 20ha which are allocated in the plan. There are also notable existing employment sites here, including Balby Carr, Lakeside, Wheatley Hall Road, Kirk Sandall Industrial Estate, Saw Lane industrial estate, Clayfield Industrial Estate and Bentley Road.

4.2.8. With regards to housing, 70 housing sites have been identified which can deliver 7,042 new units in the years 2018 – 33, which is 53.2% of the Borough’s housing requirement. This includes a number of large sites such as Manor Farm, Carr Lodge (Woodfield), McCormicks, and Lakeside. This means the Main Urban Area to deliver the growth envisaged in the settlement strategy and growth commensurate with its size, the employment opportunities here, and the excellent service provision in this location.

4.2.9. Doncaster Town Centre has its own strategic policy in the Local Plan (Policy 68), which supports new development in this location where it improves the centre as a thriving and accessible shopping, commercial and leisure destination. Policy 69 also highlights a number of key sites in the town centre which will be redeveloped and regenerated – including Doncaster Markets; Minster Canal Side; Waterdale; Civic and Business District; Waterfront; Marshgate; St Sepulchre Gate West and Wheatley Hall Road.

The Main Towns

4.3. Adwick – Woodlands

4.3.1. Adwick – Woodlands is located towards the north–east of the Borough. Adwick-le-Street grew considerably in the twentieth century from its original rural form to its current suburban form. A striking feature of this twentieth century development is Woodlands to the west of the settlement, which is an early example of a garden city layout, modelled on Ebenezer Howard’s ‘Garden Cities of Tomorrow’. Woodlands, to the west of Adwick, contains notable examples of early twentieth century domestic suburban architecture and is notable for its uniquely integrated open spaces.

4.3.2. Woodlands was developed for the workers of the nearby Brodsworth Colliery, which closed in 1990 and has since become part of a community woodland. The North West of the settlement is now home to the large Redhouse Interchange distribution park, which, as with the rest of Adwick – Woodlands, has excellent access to the A1(M) at Junction 38. Adwick
benefits from its own train station, situated on the Leeds to Doncaster line, with regular trains to Doncaster, Leeds and Sheffield.

4.3.3. The Settlement Audit showed that Adwick – Woodlands was one of the best performing settlements in the Borough in terms of service provision. There are four primary schools, one secondary school, two doctor's surgeries, three pharmacies and a leisure complex.

4.3.4. Adwick – Woodlands has its own train station, located to the west of the settlement, which is also easily accessed from the neighbouring settlement of Carcroft and Skellow. This is on the Leeds – Doncaster Line, with two trains per hour to Doncaster and one train per hour to Leeds and Sheffield. The settlement is also well served by buses, with a number of stops and frequent services. It also lies adjacent to the A1(M) and has access into central Doncaster via the A638.

4.3.5. Adwick – Woodlands has a good shopping offer, and benefits from having a district centre, located on Great North Road, which has a library, small supermarket and approximately 30 units consisting of hairdressers, social club, snooker/bingo hall, funeral directors and other goods and services serving the local need. Additionally, there are shopping parades located along Mill Lane in Adwick-le-Street and The Oval in Woodlands. Within the district centre, proposals will be supported which protect, maintain and enhance its vitality and viability.

4.3.6. In terms of employment opportunities, Redhouse Interchange is located adjacent to the settlement and has excellent access to the A1(M). The settlement is also close to the large employment allocation of Carcroft Common.

4.3.7. Adwick – Woodlands can deliver 482 new homes between 2018 and 2033, meaning it is within its target range. As the smallest of the Main Towns, this level of housing is commensurate with its size, function and service provision. This is largely made up of smaller sites under 50 units, plus one large site of 342 dwellings on the former Brodsworth Colliery.

4.4. Armthorpe

4.4.1. The former mining town of Armthorpe lies immediately to the east of the Main Urban Area. Originally an area dominated by agriculture, the settlement expanded in the late nineteenth and twentieth century around Markham Main pit, which closed in 1996. This has been superseded to some degree by new distribution centres which have been developed to the east of Armthorpe, at West Moor Park next to Junction 4 of the M18. The settlement has good access to the M18, and this will be further enhanced
by proposed improvements to the West Moor Link road north of the settlement. The settlement retains good road links to central Doncaster.

4.4.2. Despite its proximity to the Main Urban Area, it retains a sense of independence and separation, as reflected in the recently adopted Armthorpe Neighbourhood Plan.

4.4.3. In terms of service provision, Armthorpe is one of the best performing settlements in the Borough, and has four primary schools, one secondary school, two doctors’ surgeries, as well as pharmacy and dental provision. Armthorpe Leisure Centre is centrally located within the settlement, and includes a gym and swimming pool.

4.4.4. There is a good shopping and service offer with few vacancies in the settlement, which benefits from having a District centre and a shopping parade at the junction of Doncaster Road/King Street. As well as centrally located supermarkets, there is a large supermarket to the North West of Armthorpe which is slightly disconnected from the main residential area, but also serves other surrounding settlements.

4.4.5. Although there is no railway station, there are good road links to Kirk Sandall station and Doncaster station. Armthorpe is also well served by buses. Sitting close to the M18 (Junction 4), there is excellent access to the strategic road network, and to West Moor Park, which sits at junction 4 and is an expanding employment area with a range of businesses including distribution warehousing and retail companies. There is also Rands Lane, adjacent to West Moor Park which has a mix of business uses, and planning permissions for 43ha of land included in the Local Plan.

4.4.6. The Armthorpe Neighbourhood Plan allocates housing sites, and the Local Plan reflects these. Overall, 1,049 new houses have been identified through permissions and allocations in Armthorpe, meaning the settlement housing target has been met and surpassed, and a new amount of housing which reflects the settlements size, role and function has been identified.

4.5. **Conisbrough & Denaby**

4.5.1. Conisbrough and Denaby are two adjacent settlements located in the Dearne Valley in the west of the borough along the River Don. Both are separated by a strip of Green Belt known as Denaby Crags. Conisbrough is famous for its medieval fortification, Conisbrough Castle, which dates back to the twelfth century and is now a major tourist attraction in the borough. The settlement has grown from this historic centre, including notable twentieth century development to the west of Conisbrough.
4.5.2. Denaby, which lies between Conisbrough and Mexborough, developed as a settlement for workers of the nearby Denaby Main and Cadeby Main collieries. Since their closures in the later twentieth century, the settlement has been extensively redeveloped, with older terraced housing associated with the colliery replaced with more modern dwellings.

4.5.3. To the west of the settlement is the large Denaby Main industrial estate, which is one of the only employment areas of its type in this part of the borough.

4.5.4. Within the settlement, there are six primary schools and one secondary school. There are three doctors’ surgeries, four pharmacies and three dentists, meaning Conisbrough & Denaby has an excellent range of services.

4.5.5. The settlement has a District centre (Conisbrough) and Local centre (Denaby) with a number of neighbourhood shopping parades serving local needs. Proposals will be supported which protect, maintain and enhance the vitality and viability of centres. Denaby does have a large supermarket which serves the settlement and wider catchment area. Both centres function well with a good range of goods and services such as their own post offices, hairdressers, bakery and takeaways with restaurants on the outskirts of each centre. In terms of service provision, it is one of the most sustainable settlements in Doncaster.

4.5.6. Conisbrough Community Library is centrally located within Conisbrough, and Dearne Valley Leisure Centre is located to the north of Denaby, which is also well placed for residents in Mexborough and elsewhere in the Dearne Valley.

4.5.7. Conisbrough has its own train station, with frequent services to Doncaster and Sheffield, via Rotherham and Meadowhall. It is also well located for bus services, including being on the route of an express service which runs between Doncaster, Rotherham and Sheffield. The settlement has a number of bus stops and is generally very well served in this respect for connections to surrounding areas throughout the Dearne Valley.

4.5.8. In terms of employment opportunities, Denaby Industrial Estate is located here and previously benefitted from Enterprise Zone status. This is home to a mix of large and medium businesses serving the settlement, the Dearne and wider Doncaster. No new employment sites are planned in Conisbrough and Denaby, although the aforementioned Denaby Industrial Estate has some capacity, and there are also employment opportunities in the wider Dearne Valley.
4.5.9. Conisbrough & Denaby is constrained by Green Belt and areas at risk of flooding. Despite this, suitable sites have been found which can deliver 528 new homes in the plan period, or 4% of the overall Borough requirement. This means the settlement can get within its housing range.

4.6. **Dunscroft, Dunsville, Hatfield & Stainforth**

4.6.1. Dunscroft, Dunsville, Hatfield & Stainforth are four contiguous settlements to the east of the borough. The settlement lies to the west of the M18, although currently has no direct access to the nearby Junction 5. This is proposed to be remedied as part of the Unity development – a 3,100 house mixed use development that has been granted outline permission on land which wraps around land associated with Hatfield Colliery, which last operated in 2015.

4.6.2. In terms of geography, Stainforth lies to the north of the railway line and Hatfield station, with the other three settlements lying south of this. The Unity scheme when developed will lead to the settlement becoming more rounded in shape. There is one train station which serves the settlement, Hatfield station, with trains running to Doncaster, Sheffield and Hull via Scunthorpe. There is also easy access to the nearby settlements of Thorne and Kirk Sandall / Edenthorpe (MUA).

4.6.3. The settlement is the largest of the Main Towns and one of the best performing settlements in the Borough against the Settlement Audit criteria. It is the best provided for area in the borough outside of the Main Urban Area for primary schools, with seven schools located here, as well as one secondary school. There are three GP practices, five pharmacies, and three dentists spread across the settlement.

4.6.4. In terms of shopping, Dunscroft, Hatfield and Stainforth each have their own centre in the network of retail hierarchy with a number of neighbourhood shopping parades serving the area’s needs. Proposals will be supported which protect, maintain and enhance the vitality and viability of these areas. Each area has relatively low vacancies and many are occupied by independent small retailers.

4.6.5. There are two existing employment sites in the settlement – Bootham Lane and Eco Park (off Bootham Lane).

4.6.6. Great change is expected for the area over the plan period, with the redevelopment of the former Hatfield Colliery site into a mixed use development with up to 3,100 new homes and 56ha of employment land (known as the ‘Unity’ initiative). Additionally, through the scheme, the settlement will finally be linked to the M18 and M180 by a new link road.
which is currently under construction. This has its own Local Plan Policy (Policy 70) which supports the mixed use re-development of the former pit.

4.6.7. Given the scale of proposals, both housing and employment elements of this are projected to be building out beyond the plan period. Deductions have been made in calculations to factor this in.

4.6.8. Dunscroft, Dunsville, Hatfield and Stainforth has a housing target of 57 – 1,085, and can easily surpass this target via a number of permissions and new allocations, including the Unity development. It is projected to deliver 1,828 new dwellings in the plan period, with a further 2,225 after 2033. This means in total 4,053 new dwellings will be delivered here in the long term. This means the housing target is unequivocally met here and Dunscroft, Dunsville, Hatfield & Stainforth fulfils its role as the largest Main Town and one of the areas set to change the most over the plan period.

4.7. Mexborough

4.7.1. Mexborough is a large market town on the western edge of the borough, on the north side of the River Don / New Cut Canal and south of the River Dearne. The town grew mainly in the 18th - 20th centuries as the result of coal mining, quarrying, brickworks and the production of ceramics and was a busy railway junction. The settlement has a ‘town centre’, one of only three in the borough (along with Doncaster and Thorne), and whilst this has relatively high vacancy levels, it serves an important wider catchment than just the town itself including parts of the Dearne Valley outside the borough.

4.7.2. Higher order services include Mexborough-Montagu Hospital which also serves a much wider catchment. The town is served by the A6023 between Doncaster and the Dearne Valley and the A630 connects Mexborough to the A1 approximately 5 miles away. Mexborough also has a railway station on the Sheffield-Doncaster railway line, and is served by its own bus station.

4.7.3. Mexborough is a generally self-contained housing market and a number of smaller housing developments including housing renewal schemes have taken place in recent years. The only two large scale recent housing developments are those on the eastern edge of the town at Pastures Road and the Shimmer development at the former Mexborough Power Station. Both are under construction but affected by the proposed new route of HS2, which was announced in 2016, and remains the proposed route at the time of writing, although HS2 has been shrouded in uncertainty.

4.7.4. Physically, Mexborough is a highly constrained settlement. The south-western boundary is tight up against rail lines that form the boundary with Swinton, in Rotherham, whilst urban expansion southwards is constrained
by the canal, river, functional flood plain and railway line. Furthermore, the settlement is surrounded by Green Belt, and land to the east of the settlement is also further constrained by the safeguarded proposed HS2 route.

4.7.5. Mexborough is one of the best performing settlements in the Settlement Audit. It has five primary schools, one secondary school, four doctors surgeries and its own hospital (the only one outside of the Main Urban Area).

4.7.6. Mexborough is one of only three settlements in the borough to have a town centre (alongside the Main Urban Area and Thorne) which has a wider catchment area, including settlements outside the borough in the Dearne Valley. It is the second largest commercial and shopping centre outside of the Main Urban Area.

4.7.7. There is also a local shopping parade on Harlinton Road. Mexborough town centre performs reasonably well although the closure of the local supermarket store did see some decline; this is no longer a vacant unit. There were areas of concern including the limited food provision but the Lidl on the dual carriageway appears to be trading well and serving the area and surrounding catchment. Within the centre of Mexborough town there is an active market area with its own market hall serving a wide range of fresh produce.

4.7.8. As one of two town centres in the Borough, Mexborough Town Centre has its own policy in the Local Plan (Policy 71) which supports opportunities to enhance and improve the town centre offer here, which is in a precarious position due to a number of factors, such as a lack of national retailers, limited unit size, a shortage of more recreational uses and no large supermarket or anchor store. There are also a number of design matters that contribute to issues, and Policy 71 supports ways of remediating these issues.

4.7.9. Outside of town centre employment opportunities, there are two existing employment sites in Mexborough – Whitelea Grove and Cliff Street. Given the settlements close proximity to Conisbrough & Denaby, and the wider Dearne Valley, there are also numerous employment opportunities within close proximity. No further employment allocations are set out in the Local Plan.

4.7.10. In terms of housing, Mexborough is the only one of the 8 largest settlements which will deliver housing towards the economic uplift in the Local Plan which cannot meet its housing requirement. It will deliver 310 new homes, which is 165 units short of the bottom of its range. This is due to the aforementioned constraints. Were it not for the HS2 safeguarding directive, a further 242 homes would be delivered on associated land,
boosting the supply to 552 units, which would be within its range. As it stands, these will be reserve development sites.

4.7.11. Therefore, for reasons beyond the control of the Council, Mexborough is unable to deliver growth in line with its role and function, and which are representative of its excellent service provision.

4.8. Rossington

4.8.1. Rossington is a large former mining village which is currently the focus of significant new infrastructure and development. The village lies 5 miles south of central Doncaster, west of the A638 Great North Road immediately south of the M18 and straddles the East Coast Main Rail line (although there is no railway station). The settlement expanded greatly in the twentieth century due to housing development associated with the colliery, in what is known as ‘New Rossington’.

4.8.2. The colliery closed in 2007 and is now being redeveloped for housing-led mixed-use including 1200 new homes. In April 2016, phase 1 of the Great Yorkshire Way (formerly the Finningley and Rossington Regeneration Route Scheme or FARRRS) was completed between the A638 and the M18 (at Junction 3) providing Rossington with a direct motorway connection for the first time. There are clear signs of increased investment levels in the village following this significant improvement in connectivity which has also provided a local traffic alternative to the East Coast Main Line level crossing which is the cause of regular traffic queues. Phase 2 of FARRRS linking directly to the airport was completed in 2018.

4.8.3. To the west of Rossington is Doncaster iPort, a 337 acre logistics park, which is under construction, with a number of companies already on site. It includes a 35 acre rail freight intermodal terminal (the largest in Yorkshire). When complete, it will provide 6 million square feet of warehousing and is expected to provide up to 5000 new jobs, as well as local training opportunities.

4.8.4. Rossington has excellent service provision, with three primary schools, one secondary school, two doctors surgeries and two pharmacies. The settlement has a designated local centre but based on recent evidence given the offer of goods and services is more akin to a District centre, albeit split into two sections. There are also a number of neighbourhood shopping parades serving the local population. The total number of units exceeds 50 with a large supermarket to the south-east and a food store in the north which also offers a range of small independent shops.
4.8.5. The completion of the Great Yorkshire Way has finally provided easy access to the motorway network and the Main Urban Area for Rossington, which suffered from poor accessibility previously.

4.8.6. iPort is a large employment allocation in the Local Plan which will expand over the plan period, and is one of the UKs largest logistics developments, including a rail freight intermodal container facility. This is of regional importance. In addition the rail connectivity, iPort is well connected to both the national road network and the Airport via the Great Yorkshire Way. This includes to the A1(M), which lead to the M62; the M1; and the M180 which leads to the Humber ports (all via the M18). In addition to iPort, there is the existing employment area of Bankwood Lane, which also now benefits from excellent road connectivity which should unleash its potential.

4.8.7. Rossington is in the midst of a transformational period, with new housing opportunities arising on the site of the former colliery, and employment opportunities at Doncaster iPort located to the west of this. The Great Yorkshire Way has improved connectivity with central Doncaster and the M18, which has long been problematic especially due to the East Coast Mainline level crossing. Now completed, the Great Yorkshire Way also links the settlement directly to Doncaster Sheffield Airport further to the east.

4.8.8. Rossington has a target range for housing of 385 – 875 new dwellings in the plan period. Due to the scale of the redevelopment of the Rossington Colliery, this target is surpassed – forecast to delivery 1,246 dwellings in total (1,050 in 2018 – 2033). There is one additional housing allocation, meaning in total 1,338 new homes will be delivered here – meaning Rossington delivers a level of housing in line with its settlement role, and which reflects recent improvements to its connectivity, accessibility and employment provision.

4.9. Thorne & Moorends

4.9.1. Thorne is an historic market town in the north-east of the borough lying east of the River Don and on the Stainforth and Keadby Canal. Peel Hill Motte ancient monument sits at the heart of an extensive conservation area. The former mining village of Moorends is immediately to the north of Thorne separated by only a small rural gap.

4.9.2. The settlement is one of only three in the borough to have a town centre (alongside the Main Urban Area and Mexborough), which serves a wider catchment than just the town itself. The relative isolation of the settlements supports a proud community spirit and a sense of independence from Doncaster. Despite excellent connectivity, this relative isolation and the fact that both settlements lie within an extensive area identified by the
Environment Agency as flood zone 3, has resulted in under-investment in recent years and both places are in need of regeneration.

4.9.3. Thorne is served by the A614 and the M18 with a junction (6) immediately next to the town. It is also served by two railway stations (the best provision in Doncaster aside from the Main Urban Area) with services to Doncaster, Goole and Scunthorpe. The canal is under-used but is capable of accommodating large commercial traffic to and from the Humber Ports. Between the motorway and the edge of Thorne are large scale logistics and other commercial uses benefitting from motorway access and proximity to the Humber ports and providing an important supply of local jobs. East of the settlements are Thorne and Hatfield Moors, an extensive area of former peat workings and an internationally important wildlife habitat and national nature reserve.

4.9.4. The settlement is largely constrained by its location within an extensive area of land identified as Flood Zone 3. Part of the central built up area of Thorne is not covered by this designation, however this covers all of Moorends.

4.9.5. Thorne and Moorends is one of the largest and best performing settlements in the Borough in the Settlement Audit. It has five primary schools, a secondary school, two doctors, four pharmacies and three dentists.

4.9.6. Thorne and Moorends is one of only three settlements in the borough that has a town centre; it has a sufficient number of units and range of goods on offer. The town centre has seen some recent expansion with a new supermarket off Field Road which is serving the local area well along with the other supermarkets in the area. The centre has a number of public houses and restaurants and has a vibrant evening economy. The town centre has its own Local Plan policy (Policy 72), which supports proposals to enhance this area and improve its offer and the public realm.

4.9.7. Some other retail offerings such as a supermarket, home store and a drive-thru restaurant are available in the retail park off Selby Road. Moorends has its own designated Local centre providing goods and services to its residents, including a children’s centre.

4.9.8. There are a number of existing employment sites, including Nimbus Park, Capitol Park and Coulman Road. In addition to this, a news site is being allocated at Junction 6, which will deliver 73.63 ha of employment land in total, including some beyond the plan period.

4.9.9. It is established that Thorne & Moorends is a highly sustainable location, and in terms of housing it can deliver 736 new dwellings in the plan period, which is within its housing range of 510 – 1,020. Flood constraints make
allocating additional land difficult, but nevertheless, this area can deliver a level of housing in line with its role and settlement function.

Service Towns and Villages

4.10. Askern

4.10.1. Askern is a former spa and mining town in the north of the borough. It lies along the A19 between Doncaster and Selby, and is equidistant between Doncaster town centre and Junction 34 of the M62, and has a direct road link to both along the A19. In the eighteenth and nineteenth centuries, Askern was known as a spa town, however since the establishment of a colliery in 1911, the settlement, like many others in Doncaster, has become associated with coal mining. After 80 years, the colliery closed 1991, although the more recent establishment of a solar farm on this site means it remains associated with energy production.

4.10.2. Askern railway station closed in 1947, but there is a longstanding ambition for a rail service to be reintroduced. Askern is located on the A19, which connects the settlement to central Doncaster as well as northwards to the M62 and Selby.

4.10.3. In terms of service provision, Askern is one of the best served settlements in the Service Towns and Villages category. This reflects its role as one of the larger settlements in this tier, and also that it acts as a service town for a number of rural settlement close by, such as Norton, Campsall, Sutton, Moss, Owston and Fenwick.

4.10.4. Askern has one primary school and is located close to Campsmount Secondary School in neighbouring Campsall, which has intake from a number of settlements in this part of the Borough. There is also a doctor’s surgery, pharmacies and a dentist.

4.10.5. Askern has a designated District Centre as well as a shopping parade at Moss Road, with individual local shops at Instoneville. The centre itself lacks a full range of shops and services but does have a large supermarket and is easily accessible by the wider catchment. There is a library in the settlement, and whilst not within Askern itself, Askern Leisure Centre is located just outside the settlement towards Campsall and therefore easily accessed by residents. As the town centre (a district centre) serves the wider catchment area, proposals will be supported which protect, maintain and enhance its vitality and viability.
4.10.6. Askern Saw Mills provides an existing source of employment for the settlement, and this will continue to grow in the plan period.

4.10.7. Askern has a housing target of 165 dwellings, and can far surpass this, being projected to deliver 691 new homes in the plan period (a figure more akin to Main Town delivery and above some of the more constrained ones). However, given its wider role as a service centre with good service provision, this is felt to be consistent with Askern’s role. Indeed, in future, given the housing growth projected and the good service provision, Askern may be characterised as a Main Town in future.

4.11. **Auckley – Hayfield Green**

4.11.1. Auckley – Hayfield Green are two contiguous settlements under one parish to the east of the borough, which are closely related to Doncaster – Sheffield Airport. The settlement (particularly Hayfield Green) expanded around RAF Finningley (now Doncaster – Sheffield Airport) in the 1960s, and more recently there have been further housing developments close to this.

4.11.2. The settlement is currently undergoing a transformative period, as the airport seeks to expand its operations. Key to this has been the completion of the Great Yorkshire Way, which links the airport to the M18, providing residents, commuters and goods quick and convenient access to the motorway network and central Doncaster. In March 2018, the airport masterplan was published which proposed an increase in airport operations, employment sites and housing around the airport. Policy 7 in the Local Plan covers the airport and proposals surrounding this important economic asset.

4.11.3. Auckley – Hayfield Green is closely related to other villages in the east of the borough, which occur along and off the B1396. These include Branton, Blaxton and Finningley, and therefore these settlements have some service interdependence, however this connectivity is by car rather than foot.

4.11.4. In terms of service provision, the settlement scores relatively averagely – and is mid ranking amongst the other settlements in the hierarchy – however this is set to improve in the plan period due to the airport proposals. There are two primary schools in the settlement, Auckley Primary School and Hayfield Lane Primary School. There is also Hayfield Secondary School, which serves a wider catchment for this part of the borough, including Bawtry, Austerfield, Old Cantley (Main Urban Area), and the adjacent villages of Branton, Blaxton and Finningley. There is also a doctors and pharmacy.
4.11.5. There is currently no train station in Auckley – Hayfield Green, although the published airport masterplan (2018) notes the aspiration a connection to be made to the East Coast Mainline, with a potential stop related to the airport, which would also serve residents as well as commuters and provide quick access into Doncaster as well as London. The prospect of a stop on the Lincoln line is also raised. Whilst the settlement does have some bus provision, and a commuter service linking the airport to Sheffield via Doncaster has recently started.

4.11.6. There is one small neighbourhood shopping parade in Auckley at Ellers Lane which has an informal off road parking area. Hayfield Green has two supermarkets one being newly built with apartments above, the other offering the local post office and additional services. The settlement has no designated centre above a shopping parade but does have sporadic units offering limited goods and service.

4.11.7. The airport provides numerous employment opportunities in this area, including Fountains Court, Sky Business Park and Hayfield Lane Business Park. There are also allocated permissions in the settlement in the Local Plan, totalling 69ha and anticipated to deliver advanced manufacturing and high quality employment opportunities.

4.11.8. The Housing Target is 125 units, which will be more than surpassed via two allocations (one permission as at 2018, and one which subsequently has permission), totalling 255 new dwellings. In addition, there is land earmarked at the airport for 280 new homes, plus an additional 920 dwellings linked to the delivery of jobs in this location, as set out in Policy 7. This is additional to the other housing allocated here, and sits outside the settlement strategy, being a special case to support the economic growth of the airport.

4.11.9. As such, Auckley – Hayfield Green will deliver a level of housing above its role and function, albeit not inconsistent with it, especially given the potential changes which are likely to occur here over the plan period, linked to the airport.


4.12.1. Made up of two adjacent settlements with a strong sense of a shared identity, Barnburgh – Harlington, which has its origins in Anglo – Saxon times, is one of the smaller and more rural settlements in the borough.

4.12.2. Despite both settlements being of a similar size, the majority of services are found within Barnburgh. There is a primary school, doctor and pharmacy in the settlement, which also lies close to Mexborough and other Dearne
towns via road. There is limited shopping provision, although there is a village shop/newsagents in Harlington.

4.12.3. Given its smaller and more rural nature, there are no employment allocations made here or notable sources of employment. Barnburgh – Harlington has a modest housing allocation of 60 dwellings in the Local Plan, which reflects its rural village status, albeit a rural village which has some service provision and could support additional housing.

4.12.4. One site has been found which can deliver 66 units, meaning Barnburgh – Harlington will deliver a level of housing in line with its role and function in the Local Plan.

4.13. Barnby Dun

4.13.1. Lying just beyond the Main Urban Area, Barnby Dun is the largest village in Doncaster. Lying along the eastern edge of the River Dun Navigation, the settlement lies just outside the Main Urban Area, and is consequently well related to both Kirk Sandall (being in the same Civil Parish), and also well located in relation to Kirk Sandall railway station which is a mere 15 – 20 minute walk away. From here there are good services into Doncaster and on to Sheffield, as well as to Hull via the Hatfield and Thorne. There is reasonable bus service provision and stops in the village.

4.13.2. Thorpe Marsh power station stood just outside Barnby Dun, with its large cooling towers dominating the landscape until their demolition in 2012. The settlement is home to St Peter and St Paul’s church, sitting towards the edge of the settlement, which dates back to the 14th century. The settlement is relatively closely related to the Main Urban Area. Kirk Sandall station is located in neighbouring Kirk Sandall, and quickly accessible by road or even by foot.

4.13.3. There is one primary school, a GP and pharmacy. The settlement does have a neighbourhood shopping parade on Marlowe Road which has a general store, hairdressers, beauticians and a few hot food takeaways.

4.13.4. As a village, there are no employment opportunities earmarked here, but good access to the Main Urban Area and Kirk Sandall industrial estate provides good employment opportunities for residents.

4.13.5. The housing allocation is 105 new dwellings, and this can be almost met via two new sites – a permission for 6 and an allocation for 9. This means Barnby Dun will deliver a housing requirement in line with its role and position in the settlement hierarchy.

4.14.1. Bawtry is an attractive historic market town just inside the boroughs southern boundary with Nottinghamshire. Originally a river port, in the eighteenth and nineteenth centuries Bawtry’s prominence as a coaching stop increased, which corresponded with a period of prosperity for the town.

4.14.2. Bawtry is situated along the intersection of the A638 and A631, which means the settlement has good local access. The A1(M) lies approximately 3 miles to the east and south of the settlement, with access achievable at Junction 34 near Blyth in Bassetlaw. Bawtry also lies about 5 miles south of the airport, with access via the A638, which also continues towards central Doncaster. Despite the East Coast Mainline passing through the east of the town, as with other settlements to the South East of the borough, there is no local train station. There is one primary school, a GP, pharmacy and two dental practices.

4.14.3. At its core, Bawtry has a good range of shops, restaurants, pubs and bars, as well as office space, with residential areas surrounding this. The settlement is relatively isolated in relation to central Doncaster, however does have easy road access to the market town of Tickhill, as well as Harworth and Bircotes in Bassetlaw. Its location means the Nottinghamshire towns of Worksop and Retford are not much further away than central Doncaster by road. Slightly east of Bawtry is the Defined Village of Austerfield, which utilises Bawtry’s service provision.

4.14.4. There are two existing employment sites in Bawtry – Hudsons Yard (Bawtry Road) and Station Road Industrial Estate. No new employment allocations are being made here.

4.14.5. The housing target for Bawtry is 110 new dwellings, and via four sites, 90 units can be delivered. This is short of the housing target by 20 dwellings, but not felt to be especially significant as the shortfall can be made up elsewhere, and the alternative sites were large Green Belt extension sites, or have other issues. Bawtry can therefore deliver a level of housing in line with its role and which reflects its role and function.

4.15. Carcroft & Skellow

4.15.1. Carcroft and Skellow are two contiguous settlements lying towards the North East of Doncaster. The settlement expanded with the mining industry in the twentieth century, with Bullcroft Colliery operating in the settlement until 1968. Today it is the largest of the Service Towns and Villages in the borough.
4.15.2. Due to its close proximity to Adwick – Woodlands, the settlements share a number of services. Between the two settlements is Carcroft Industrial Estate, and the Redhouse Logistics Park is also located within Adwick, providing good employment opportunities to local residents. Adwick railway station is situated towards the boundary of the settlements, and therefore also well placed for residents of Carcroft – Skellow. There are two southbound access points to the A1, which lies to the west of the settlement; however northbound access is only via Junction 38 at Adwick.

4.15.3. Carcroft & Skellow is the largest settlement in the Service Towns and Villages tier, with the largest population. It scores reasonably well in the Settlement Audit, however many services are found in neighbouring Adwick – Woodlands instead, which is why the two settlements are split into their respective settlements, alongside population.

4.15.4. There are two primary schools, a GP, four pharmacies and two dentists. There is also a large supermarket located here. There are two local centres town centres within the settlement, one in Carcroft and one in Skellow, there is also a shopping parade on Owston Road. The centres offer a supermarket and smaller units serving the local community with their weekly and day to day needs. Although Carcroft centre has a reasonable range of shops and services there are a number of vacancies, whereas Skellow has a lower number of units and a relatively low level vacant premises. Proposals will be supported which protect, maintain and enhance the vitality and viability of these.

4.15.5. Alongside the aforementioned Carcroft Industrial Estate, there is an allocation of 49.2ha in the Local Plan at Carcroft Common, 12ha of which is projected to come forward in the plan period.

4.15.6. Carcroft – Skellow has a housing allocation of 250, and largely due to a large allocation of 300 units, can meet and surpass this target (307 new homes in total). This level of housing is in keeping with, and reflective of, the settlements role and function as the largest Service Town and Village with a good level of service provision and excellent access to jobs. The settlement is constrained by both flood risk and Green Belt, which hampers site allocation opportunities, although a suitable site has been found.

4.16. Edlington

4.16.1. Edlington is a former mining town located to the South West of the Main Urban Area, from which it is separated by Warmsworth Halt Industrial estate, and lying to the east of Conisbrough. Like many towns in Doncaster, the formerly rural settlement expanded around coal mining, to house workers for the nearby Yorkshire Main Colliery, which was first sunk in 1909, and closed in 1985.
4.16.2. Edlington is well placed in relation to the road network, lying close to the A630 which leads to central Doncaster, and also close to the A1(M) at Junction 36 (Warmsworth), which is also one junction north of where the A1 (M) intersects the M18. There is no rail provision here.

4.16.3. Edlington is one of the best scoring settlements in the borough in the Settlement Audit, having service provision akin to larger settlements, although its population is not as large as Main Towns, which means it is allocated as a Service Town.

4.16.4. There is excellent education provision, with three primary schools and one secondary school. There is also a GP, dentist and pharmacy provision as well as a leisure centre.

4.16.5. With regards to shopping, the settlement benefits from a district centre, as well as a local shopping parade at Violet Avenue. The centre is spread over quite a large geographical area; hence it is proposed to be split into a north and south sector. Each offers a supermarket and a wide range of goods and services including a private gym, bakers, funeral directors and a car parts outlet.

4.16.6. There are two main employment sites, Broomhouse Lane and Warmsworth Halt. There is a small permission that will be allocated at Broomhouse Lane for 0.74ha, but no further employment allocations in this settlement.

4.16.7. The housing target for Edlington is 230 units, however the supply from permissions alone (622 dwellings) far exceeds this. There are also two small allocations totalling 43 units, meaning in total 665 new dwellings are allocated here. This is far in excess of the housing target and akin to housing projected in the Main Towns. It is above the housing delivered in some more constrained Main Town settlements. However, given the excellent service provision in Edlington, and in the interests of regenerating the settlement, this is consistent with the role and function of the settlement as the most sustainable Service Towns and Villages settlement with a reasonably big population.

4.17. Finningley

4.17.1. Lying to the east of Doncaster, Finningley is one of the smaller Service Towns and Villages in the borough. Physically and historically, the settlement is closely related to the now Doncaster – Sheffield airport (formerly RAF Finningley), which lies immediately adjacent to the settlement. This airbase, with a 2,700m long runway, was home to a V-
Force of Vulcan bombers in the latter twentieth century, however the airbase closed in 1996 following the end of the Cold War, fully reopening to passengers as a commercial airport in 2005.

4.17.2. Finningley is part of a cluster of villages to the east of the borough, also including, Auckley - Hayfield Green and the Defined Villages of Branton and Blaxton. In particularly, the settlements of Finningley and Auckley – Hayfield Green provide a service function for these villages and are generally accessible by car from other local villages.

4.17.3. Links to central Doncaster have improved recently following the completion of the Great Yorkshire Way in 2018 between the M18 near Rossington and the airport, although residents still have to travel around the airport via Blaxton to reach this. Despite the Doncaster – Lincoln railway line lying to the north of the settlement, there has not been a passenger service to the settlement since 1961, although the 2018 Doncaster – Sheffield Airport Masterplan states its ambition for a train line and station to be developed at the airport, which would also serve residents of Finningley.

4.17.4. There is a primary school and doctors surgery in the village. There is limited shopping and service provision in the settlement, and there are no community facilities such as a library or leisure centre.

4.17.5. There are no employment sites existing or proposed, although the villages’ proximity to the airport means it is well located for residents to access new employment opportunities arising here.

4.17.6. The settlement has the smallest of all settlement housing allocations, with a modest 55 units required. Due to three permissions totalling 50 units, this can be amply met, with the shortfall made up elsewhere. Finningley is therefore delivering a level of housing in line with its size and function.

4.18. Sprotbrough

4.18.1. Sprotbrough Village is a settlement immediately to the west of Doncaster, separated from the Main Urban Area to the east by the A1(M). Travelling through the settlement represents a transition from urban to rural, and beyond Sprotbrough lies swathes of rural Green Belt.

4.18.2. The village has excellent access to central Doncaster via Melton Road. However, despite lying immediately adjacent to the A1(M), there is no direct access to this. The River Don passes to the south of the village, providing a picturesque waterside setting for the settlement, including the seventeenth century Boat Inn.
For the purposes of settlement work, Sprotbrough Village refers to the settlement west of the A1(M), with dwellings to the west of this falling within the Main Urban Area. It is one of the lower scoring settlements in terms of service provision. There is a primary school, GP and pharmacy.

The settlement does offer a neighbourhood shopping parade with a general store, hairdressers/beauty salon, bar and restaurant. There is also a farm shop nearby but outside of the parade. Together they offer a range of good and services for daily needs of the local community.

There are no notable employment sites in the village, and no new employment allocations proposed. There is a relatively modest housing allocation of 95 units, however there are no existing permissions to meet this. Sprotbrough is heavily constrained by a lack of sites in the village and the Green Belt outside of it. One site has been allocated which can deliver 80 houses. The other site options were considerably larger and also scored as being more harmful to the Green Belt purposes, and so it was not deemed appropriate to seek to meet the shortfall here, with this instead being made up in larger settlements. However, 80 units means Sprotbrough is delivering a level of housing consistent with its role and function.

Tickhill is an attractive market town lying towards the South East of the borough, close to the borough boundary with Nottinghamshire. It is physically isolated from urban Doncaster, with access via Rossington on the B643 or Wadworth and Loversall on the A60. It lies close to the settlement of Bawtry, as well as the Harworth and Bircotes in Nottinghamshire (to the South East), and has access to Maltby in Rotherham, approximately four miles to the west via the A631. The A1(M) runs to the east of the settlement, however this completely bypasses Tickhill.

The settlement is relatively nucleated and has its origins in Norman times, when a castle was located here in the eleventh century. Still standing, the main built from of the settlement lies to the north of this, and expanded in the later twentieth century.

Tickhill is one of the better scoring Service Towns and Villages, although it scores moderately when compared to all settlements in the top 3 tiers. There are two primary schools, a GP and pharmacy.

Tickhill benefits from a district centre town centre which offers a local library, open six days a week, a petrol station and an important range of shops, offices and services for the area. The centre has a sufficient number
and range of goods and services to support the community and its wider catchment.

4.19.5. There is no railway station in Tickhill, nor is there one in a close vicinity of the settlement, meaning residents have to travel to central Doncaster or Rotherham to access the rail network. There is also relatively limited bus service provision in the settlement.

4.19.6. There is one employment site close to Tickhill, Stripe Road Industrial Estate. There are no new employment allocations planned here.

4.19.7. In terms of housing, there is a requirement for 165 units over the plan period. Although a number of sites were put forward, there are also a number of issues that make finding a suitable site here difficult, including Green Belt and access issues. One site has been allocated for 74 units, but no other suitable sites have been found. This means Tickhill will only deliver 45% of its housing requirement.

4.19.8. Whilst this is notably lower than its service role and function would suggest it can accommodate, there is simply a lack of available suitable sites for the aforementioned reasons, and therefore it is accepted Tickhill cannot meet its allocated requirement, with the shortfall being made up in other larger settlements.

The Defined Villages

4.20. The Defined Villages

4.20.1. There are 40 defined villages in Doncaster, all of which have no new housing allocated towards them. For villages in the Countryside, Policies 2 and 3 allow for some limited development up to a certain number and in line with the caveats set out in the policy, which helps support rural areas, in line with NPPF para. 68. Villages in the Green Belt will not have potential housing allotted to them, and will instead be subject to national Green Belt policy.

4.20.2. Brief descriptions of these villages are set out below. Where villages are listed in the Local Plan as being potentially able to deliver some housing, these are highlighted.
<table>
<thead>
<tr>
<th>Settlement</th>
<th>Summary</th>
<th>Potential Housing Permitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adwick upon Dearne</td>
<td>Small village north of Mexborough in the west of the borough, with a mix of older and newer developments.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Arksey</td>
<td>Arksey is a nucleated village to the just beyond the north of the Main Urban Area, there has been twentieth century development to the north and south of the settlement.</td>
<td>45</td>
</tr>
<tr>
<td>Austerfield</td>
<td>Austerfield is a linear settlement to the south east of the borough, just east of Bawtry. Some limited modern development has occurred to the south of the village, whereas the north retains its more traditional rural village feel.</td>
<td>20</td>
</tr>
<tr>
<td>Blaxton</td>
<td>Blaxton is a village lying between Finningley and Auckley – Hayfield Green, which are also in close proximity to the Defined Village of Branton. The settlement has seen notable twentieth century development to the north east of the village centre.</td>
<td>40</td>
</tr>
<tr>
<td>Braithwaite</td>
<td>Small rural settlement with limited modern development towards the north east of the borough, centred around a junction.</td>
<td>5</td>
</tr>
<tr>
<td>Braithwell</td>
<td>Braithwell is a nucleated village to the south of the borough, lying in closer proximity to Maltby in Rotherham than any large settlement in Doncaster. The settlement has grown from its original form north, east and southwards.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Branton</td>
<td>Branton is one of the larger Defined Villages, and lies just to the east of the Main Urban Area, separated by the M18. It also forms a cluster of settlements with the adjacent Auckley – Hayfield Green, and Blaxton and Finningley beyond this.</td>
<td>70</td>
</tr>
<tr>
<td>Brodsworth</td>
<td>Very small settlement to the west of the Adwick – Woodlands and the A1 (M), around Brodsworth Hall.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Burghwallis</td>
<td>Linear rural village north of Carcroft Skellow which has largely retained its original character. Burghwallis has an adopted Neighbourhood Plan.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Location</td>
<td>Description</td>
<td>Green Belt</td>
</tr>
<tr>
<td>-------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>Cadeby</td>
<td>Small nucleated village lying between Sprotbrough and Mexborough.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Campsall</td>
<td>Campsall is a village to the north west of Askern, between Askern and Norton. There has been notable twentieth century development in this settlement around the historic core, and especially to the north and east.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Clayton (with Frickley)</td>
<td>Linear settlement in the far north eastern corner of the borough, which lies along three roads and generally has older buildings with limited modern development.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Clifton</td>
<td>Relatively isolated concentrated settlement lying south of Conisbrough and Edlington in the west of the borough towards Rotherham.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Fenwick</td>
<td>Isolated village in the north of the borough, north east of Askern. Has older rural elements mixed with some more modern developments.</td>
<td>5</td>
</tr>
<tr>
<td>Fishlake</td>
<td>Fishlake is a linear village that lies to the north of Stainforth and the west of Thorne &amp; Moorends. There has been modest twentieth century development in the area, although this is less concentrated and more integrated than some of the other Defined Villages.</td>
<td>20</td>
</tr>
<tr>
<td>Hampole</td>
<td>Small concentrated village towards the north east of the borough, beyond Adwick – Woodlands along the A638.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Hatfield – Woodhouse</td>
<td>Hatfield – Woodhouse is a sprawling linear village to the east of the M18 and the settlement of Hatfield. The settlement spreads for around a mile along Cemetery Road and Main Street, with numerous examples of offshoots of modern development occurring, whilst retaining the linear nature of the village.</td>
<td>30</td>
</tr>
<tr>
<td>Hickleton</td>
<td>Nucleated village to the west of the borough. More closely related to the settlements of Goldthorpe and Thurnscoe in Barnsley than settlements in Doncaster.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Highfields</td>
<td>Highfields is a former coal mining village north of the Main Urban Area and south of the Main Town of Adwick – Woodlands. The settlement is linear in nature and is laid out in a rounded fashion around central areas of open</td>
<td>No – Green Belt</td>
</tr>
</tbody>
</table>
space and a school. The settlement has retained its original shape and not seen notable later twentieth century development in the ways other areas have.

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Description</th>
<th>Green Belt</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Melton</td>
<td>Small traditional settlement to the west of the borough between Sprotbrough and Mexborough.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Hooton Pagnell</td>
<td>Rural settlement to the west of Adwick – Woodlands, made up largely of older dwellings and agricultural buildings.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Kirk Bramwith</td>
<td>Small settlement set close to the River Don, to the north of Barnby Dun, and just south of Braithwaite.</td>
<td>5</td>
</tr>
<tr>
<td>Lindholme</td>
<td>Location of HMP Lindholme and therefore not a settlement in the traditional sense. Isolated to the east of the borough and M18.</td>
<td>10</td>
</tr>
<tr>
<td>Loversall</td>
<td>Village lying south of the Main Urban Area, where the A60 crosses over the adjacent M18, and close to the M18/A1(M) interchange, but with no direct access.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Marr</td>
<td>Linear settlement west of the Main Urban Area and A1(M), with a mix of old and newer development.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Micklebring</td>
<td>Settlement lying to the south west of the borough, close to Braithwell and Maltby / Rotherham, and adjacent to the M18. Development centred around two roads.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Moss</td>
<td>Village lying east of Askern, which has seen notable modern development including larger dwellings.</td>
<td>10</td>
</tr>
<tr>
<td>Norton</td>
<td>Norton is a village lying towards the north of the borough, north of the adjacent Defined Village of Campsall and the Service Town and Village of Askern. The settlement is linear, being based along High Street, although it has expanded beyond this and has been filled in with more modern development behind this main route through the village.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Old Cantley</td>
<td>Village on the fringes of the Main Urban Area, just west of the M18, which has seen modest amounts of modern development.</td>
<td>10</td>
</tr>
<tr>
<td>Old Denaby</td>
<td>Linear village to the west of Conisbrough &amp; Denaby, which has seen modern development.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Location</td>
<td>Description</td>
<td>Green Belt</td>
</tr>
<tr>
<td>------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>Old Edlington</td>
<td>Small traditional rural settlement to the south of Edlington, with a limited amount of modern housing to the east and good access to Edlington.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Owston</td>
<td>Small rural village made up of older buildings lying between Carcroft – Skellow and Askern in the west of the borough.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Pickburn</td>
<td>Linear settlement west of the A1(M) and Adwick – Woodlands. Largely older dwellings with some modern residences interspersed.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Skelbrooke</td>
<td>Small settlement in the far west of the borough, north west of Carcroft – Skellow and west of the A1. Limited modern development.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Stainton</td>
<td>Village in the south of the borough, close to the former Maltby Main Colliery in Maltby / Rotherham and better related to these than larger Doncaster settlements.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Sutton</td>
<td>Traditional village immediately west of Askern, with excellent access to this, including the nearby Askern Junior School.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Sykehouse</td>
<td>Sprawling linear village stretching some way along Broad Lane in the north of the borough. One of the most isolated settlements in the borough.</td>
<td>15</td>
</tr>
<tr>
<td>Thorpe in Balne</td>
<td>Small linear settlement with a mix of old and newer dwellings, lying north west of Barnby Dun.</td>
<td>5</td>
</tr>
<tr>
<td>Toll Bar</td>
<td>Toll Bar lies to the north of the Main Urban Area. It has grown from its original linear form and now includes a more modern housing estate to the south of the settlement.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Wadsworth</td>
<td>Wadworth is a nucleated settlement lying south west of the M18 / A1(M) interchange. As a settlement it has retained its original centralising features, but has expanded notably to the north and south with twentieth century development.</td>
<td>No – Green Belt</td>
</tr>
<tr>
<td>Never previously defined</td>
<td>Includes small locations of a very limited amount of houses or farms, but does include Green Lane, a linear settlement north west of the Main Urban Area with a fairly notable amount of houses.</td>
<td>N/A</td>
</tr>
</tbody>
</table>
5. Conclusions

5.1. The Settlement Strategy for Doncaster

5.1.1. The Settlement Strategy for the Doncaster Local Plan is the result of numerous consultation, research and data gathering from 2014 onwards.

5.1.2. The strategy delivers growth to the largest and most sustainable locations in the Borough, which have the highest existing population, most houses, best services, best employment provisions and best access.

5.1.3. The Main Urban Area will be the main focus of growth as the largest and most sustainable settlement location in the Borough. This has the largest existing population, best service provision and a range of good employment opportunities, which can best support new population. Doncaster Town Centre is a sub – regional centre which provides services for the entire Borough and beyond. All the Borough’s main roads converge here and there is excellent rail access from Doncaster Station, as well as other local stations in Kirk Sandall and Bentley.

5.1.4. The Main Towns are seven large mainly former mining settlements which are located around, but central to, the central core of Doncaster. These places are highly sustainable locations for growth and have excellent service provision and localised employment opportunities which allow these towns to function entirely as independent towns, which serve their local communities and the more rural communities which make up the wider rural hinterland of Doncaster. These also have larger populations.

5.1.5. The Service Towns and Villages are a variety of smaller settlements, which are still sustainable locations for growth. These range from larger towns such as Carcroft – Skellow and Edlington to smaller villages like Barnburgh – Harlington and Finningley. Service provision ranges, but all of these settlements have good provision which can support the local population growth as envisaged in the settlement strategy. A number of the larger and more sustainable settlements in this tier can deliver housing growth in excess of that set out in the settlement hierarchy, however this is appropriate given their size.

5.1.6. In the Defined Villages, no new housing will be allocated, however Policies 2 and 3 provide opportunities for some development to come forward in villages in the countryside, at a scale appropriate to their size in order to support rural communities and the rural economy.

5.1.7. The Spatial Strategy and Settlement Hierarchy is set out in Policies 2 and 3 of the Local Plan. Policy 2 sets out the overall strategic approach, and Policy
3 shows the overall distribution of housing, employment and retail within Doncaster.

5.1.8. To supplement these, Chapter 16 sets out the Spatial Proposals in the Borough, providing a settlement by settlement breakdown of proposals.

5.1.9. Overall, the Local Plan can deliver enough housing and employment in the places required through the outcomes of consultation, and in the places evidence gathering has shown to be the most sustainable. The focus is on delivering housing in existing larger and more sustainable locations, which have the best service and retail provision in them. With regards to employment, these larger settlements have good existing levels of employment provision, and excellent accessibility via wider transport networks to existing and emerging employment opportunities. The Local Plan approach to employment is to locate this in accessible locations which the Boroughs residents can easily access, rather than necessarily having to co-locate new employment with existing housing locations.

5.1.10. Through these means, Doncaster can deliver enough housing, jobs, and retail to meet the future needs of residents in the broad locations expressed through consultation, and in the places the evidence shows are best placed to take on this growth.

5.1.11. Within the remainder of the plan period, 15,919 additional dwellings will be delivered, meaning over the years 2015 – 2035, 19,319 new dwellings will be delivered via the Local Plan. 482ha of employment land will also be delivered in the plan period in total.