

To the Chair and Members of the REGENERATION AND ENVIRONMENT OVERVIEW AND SCRUTINY PANEL

LOCAL DEVELOPMENT FRAMEWORK NEXT STEPS (SITES AND DETAILED POLICIES, NEIGHBOURHOOD PLANNING AND COMMUNITY INFRASTRUCTURE LEVY)

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Peter Davies (Mayor of Doncaster) - Development Portfolio Holder	All	K1094

EXECUTIVE SUMMARY

- 1. The Core Strategy has been adopted by Full Council as the first part of the Local Development Framework. This report seeks comments on the proposed approach for the next stage consulting on detailed policies and site allocations.
- 2. The Localism Act has given local communities the ability to produce Neighbourhood Plans, and this report seeks comments on a process to respond to this new aspect of planning.
- 3. Community Infrastructure Levy (CIL) more transparent approach for collecting developer contributions. Local authorities must consider viability issues when drawing up their charging schedules and they should identify the total infrastructure funding gap that CIL is intending to support, following consideration of other funding sources first. The report seeks comments on whether CIL should be progressed this year or not progressed and the situation kept under review.

EXEMPT REPORT

4. N/A

RECOMMENDATIONS

- 5. It is recommended that Members note and comment on:
 - A. the proposed approach for consultation on the Sites and Policies Development Plan Document;
 - B. the draft process for dealing with Neighbourhood planning (included in appendix 4), and the proposed prioritisation of support for those areas identified within the Core Strategy as being suitable for most growth;
 - C. the ongoing work to consider Community Infrastructure Levy; and

BACKGROUND

6. The Core Strategy has been found sound by a government inspector and is to be presented to Full Council for adoption on the 18th May 2012. This will replace the strategic (part 1), and some of the detailed, Unitary Development Plan (UDP) policies. The Waste disposal policies within the UDP were replaced by the Barnsley, Doncaster and Rotherham Joint Waste Plan (adopted March 2012). The remainder of the 'saved' UDP policies (in particular those relating to site allocations and the proposals map) remain inforce. It is proposed to progress a "Sites and Detailed Policies" Development Plan Document (DPD) to replace these remaining policies and site allocations (although they will of course be updated and streamlined in the process). The proposed indicative timescale for progressing this document is summarised in the table below.

What	When
Public Consultation (Draft Policies and	Summer 2012
Site Options)	
Public Consultation (Preferred Sites)	Autumn 2012
Full Council approval process of	Early 2013
Publication Version (this is the version	
which is then taken through the statutory	
stages)	
Statutory Stages (including Publication,	Throughout 2013
and Examination in Public)	
Adoption by Full Council	Early 2014

- 7. The Local Development Scheme (adopted November 2010) sets out what documents the Council intends to produce as part of the Local Development Framework. It includes a proposed 'Allocations' Development Plan document, and so the proposed Sites and Policies Development Plan Document reflects this (although the Local Development Scheme will need to be updated to reflect the title of the document and the timescale set out above, and also that the Core Strategy and Joint Waste Plan have been adopted).
- 8. The Localism Act and National Planning Policy Framework have introduced Neighbourhood Plans, which will be produced by Parish/Town Councils (or Neighbourhood forums). These must be in general conformity with the strategic policies within the Local Planning Authority's Local Plan, which in Doncaster's case we interpret to mean the policies within the Core Strategy. We have received formal applications from Burghwallis and Armthorpe, are working with Rossington on what could effectively be a pilot Neighbourhood Plan (although no formal application has been received from them yet), and we have had interest from Hatfield and Tickhill.
- 9. Community Infrastructure Levy (CIL) allows local authorities to fund all types of infrastructure projects that are needed as a result of pressure from development. CIL is seen to be a fairer, quicker and more transparent approach for collecting developer contributions. It gives more certainty to developers in comparison with the current S106 mechanism. CIL also enables contributions to be taken from most types of development regardless of site threshold. Most development in the form of buildings that people normally use will be liable to pay CIL, although development such as pylons and wind turbines will not be liable. CIL must be charged in £/m² on the net additional increase in floor space.

- 10. Local authorities must consider viability issues when drawing up their charging schedules and they should identify the total infrastructure funding gap that CIL is intending to support, following consideration of other funding sources first. A CIL Charging Authority must produce a charging schedule setting out the CIL rates for the area and this will be a new type of document within the LDF, but it will not be part of the statutory development plan. Proposed CIL rates must be consulted on with local communities and stakeholders and a draft charging schedule formally published before examination for a minimum of 4 weeks for representations. During this period any person may request to be heard by the examiner at full Examination in Public.
- 11. Local authorities can spend CIL revenue on whatever infrastructure they have identified as being needed. Changes to the regulations will see a 'meaningful' proportion of CIL revenues raised in each neighbourhood to be required to be spent in that neighbourhood to mange the impacts from the development.

Sites and Policies DPD

- 12. If handled correctly, the development of the Sites and Policies DPD could compliment, and be supported by the, the emerging Neighbourhood Plans (as the consultation on each is shared etc.). However, if we consult in the summer on proposed housing and employment allocations (i.e. make the key choices) we are likely to find ourselves in conflict with the emerging Neighbourhood Plans. We therefore propose to put forward the housing and employment sites that could be allocated, with the pros and cons of each, to enable more 'Planning for Real' approaches to consultation and to support, rather than undermine, the emerging Neighbourhood Planning process.
- 13. Neighbourhood Plans cannot contain policies which deal with minerals or waste planning. The latter is addressed in the Barnsley, Doncaster and Rotherham Joint Waste Plan (which included site allocations) but the former will need to be included within the DPD, and so we propose a similar approach to that taken for housing and employment sites.
- 14. The Core Strategy identifies the Doncaster Main Urban Area and 6 Principal Towns (Thorne, Mexborough, Armthorpe, Askern, Adwick and Conisbrough) and 2 Potential Growth Towns (Hatfield/Stainforth and Rossington) as the focus for growth. We therefore propose to produce a map showing the sites for each of these, and to use this as the basis/focus for consultation.
- 15. The Core Strategy identifies a maximum of 9% of housing growth to take place within the 4 Renewal Towns (Denaby, Edlington, Carcroft/Skellow and Moorends) with the focus instead being on qualitative change. It is therefore not proposed to produce equivalent maps, or to focus consultation in these areas. Instead, we will draw on the consultation that has taken place to inform Strategic Housing schemes and regeneration projects. It is not proposed to focus consultation on areas not identified for growth (the 2 Conservation Towns of Bawtry and Tickhill, or the villages).
- 16. The consultation would also include making an interactive map available on the website showing the proposed boundaries for all the other layers which will form part of the DPD. Following consultation over the summer we would identified the preferred housing, employment and minerals sites and then carry out a second round of targeted consultation on the proposed housing, employment and mineral sites (potentially limited to making them available on the website and writing to everyone on the LDF database). This would include identifying the development requirements for proposed allocations (which would be included in the final publication version as an appendix

linked to the policies). Given limited resources we cannot carry out two fullscale consultation stages this year, and so the focus would be on the first stage over the summer.

17. The summer consultation would also include making the draft detailed policies available for comment.

Neighbourhood Planning

18. The Neighbourhood Planning Regulations came into force on the 6th April 2012. Whilst they contain provisions for most aspects of the process of Neighbourhood Planning, they deliberately leave much to be determined and decided by Local Authorities, so that they can better tailor Neighbourhood Planning to their areas. Without an approved Local Authority process/protocol we will be unable to adequately determine applications for areas wishing to produce Neighbourhood Plans. We have therefore devised a protocol, to set out how the Council will determine Neighbourhood Plans, building upon the provisions set out within the regulations. The protocol provides clarity to potential applicants about the process for successful Neighbourhood Plans, what help applicants can expect from the Council and what is expected of applicants themselves.

Community Infrastructure Levy

19. Extensive work has been undertaken on CIL including discussion with members, the executive and house builders. The work shows that viability of charging CIL across the borough will vary, significant funds cannot be anticipated and complications on securing site development costs may ensue. In addition, CIL will partially replace section 106 agreements and some of the local control that these agreements provide will be reduced. Proceeding with a CIL consultation at this stage may be premature and unlikely to offer benefits until property market viability improves. This may not be for some years. Hence, a better approach maybe to monitor property markets and re-evaluate our approach to consultation on a CIL.

IMPACT ON THE COUNCIL'S KEY PRIORITIES

20. This report seeks to progress Doncaster's planning policy framework. Planning policies support the investment in Doncaster, including the creation of new jobs and creation of new homes prioritising the use of well located brownfield sites. They seek to protect and enhance Doncaster's countryside, heritage and natural environment. Up-to-date policies give greater certainty to the development management process, and ensure that the development proposals brought forward in the Borough take account of the Council's aspirations and priorities.

Priority Theme	Mayor's Priorities	Implications of this Initiative
1. Creating a strong, connected and inclusive economy	 Drive forward the Doncaster economy Get the balance of public and private transport right Promote Doncaster as a tourist destination Regenerate Doncaster's town centres 	Planning policies will raise confidence that Doncaster is a good place to invest in, and provide a level of certainty to developers, thus supporting housing and economic growth.
7. Creating a cleaner	Continue to protect the	Planning policies will help

and better environment	environment from developers, decay and architectural vandalism	to ensure that development takes account of environmental issues such as flooding, and also contains policies to protect the countryside, wildlife and heritage.
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RISKS AND ASSUMPTIONS

- 21. The main risk to this process and timescale is that there are several unknowns, including the scale of the response to the consultation on sites and detailed policies, and also the level of interest in Neighbourhood Planning. It is therefore proposed to include a review point in the covalent milestones for after the summer consultation.
- 22. Whilst we will seek to help and support every Neighbourhood Planning applicant, the Council has not received any additional funding to support the Neighbourhood Planning process. As such, all support will be in the context of existing budgets and staff. This support will include offering each body the opportunity to meet with the Council to discuss their plans, to provide support with regard to the existing evidence base and to organise independent assessment and referendum. However, with the large number of potential Neighbourhood Plans there may be instances where the demands for support exceed our capacity to give it.
- 23. It is therefore proposed that we prioritise support for those neighbourhoods that are identified for significant growth within the LDF Core Strategy. In particular, this will mean that priority will be given to the Main Urban Area of Doncaster, then Adwick/Woodlands, Armthorpe, Askern, Conisbrough, Hatfield/Stainforth, Mexborough, Rossington and Thorne (and this reflects the proposed approach to focusing efforts for consultation on the emerging Sites and Details Policies DPD).
- 24. It should be noted that we are taking these to Full Council as they are important documents that affect the whole borough and will all need eventual Full Council approval. However, at this stage the Sites and Detailed Policies DPD and CIL work is only being taken for endorsement – formal Full Council approval will need to be sought after the consultation for the final versions we intend to submit to government.
- 25. After Full Council the relevant supporting documents would be approved via ODR under the delegated powers sought in the report, including:
 - the Sustainability Appraisal (including Strategic Environmental Assessment), Habitats Regulation Assessment and Equalities Impact assessment of draft policies;
 - an updated Local Development Scheme (which will expand on the timescale summaries included within the Full Council Report);
 - an updated Statement of Community Involvement (which will expand on the approach to consultation outlined in the Full Council Report);
 - updated Infrastructure Delivery Plan (which will expand on the list of key infrastructure presented to Full Council);
 - publicity including press advert and press release; and relevant evidence base studies (e.g. CIL viability report).

LEGAL IMPLICATIONS

- 26. **Sites and Policies DPD:** The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 provides a list of functions which are not to be the sole responsibility of an authority's Executive and where the decisions rest with the Council. Included in that list are Development Plan Documents which are defined as a local development document which is specified as a development plan document within the local development scheme. These particular documents will need to be put before and adopted by the Council. The process set out in respect of other LDF documents which are not Development Plan documents is in line with the process adopted previously. The Sites and Policies Development Plan Document is one of the Development plan documents and once adopted will form part of the Local Development Framework and the basis for planning Development Management purposes.
- 27. **Neighbourhood Plans:** A Neighbourhood plan once it has completed the statutory process successfully and comes into force will form part of the development plan. A Neighbourhood plan must be in general conformity with the existing development plan for the local area.
- 28. **CIL:** The CIL regulations scale back the use of planning obligations to fund infrastructure. On the day it is adopted by a local planning authority or April 2014 (whichever is the sooner) the use of planning obligations is restricted by the limitations within the regulations on the pooling of contributions in that only up to 5 obligations can be pooled for infrastructure that could otherwise be funded by CIL.

FINANCIAL IMPLICATIONS

- 29. **Sites and Policies DPD**: If it is agreed that the consultation on the Sites and Policies Development should progress then there will costs to the Council for printing, advertising, presentation materials and staff time etc. These are currently unknown. No specific funding has been identified to fund such expenditure and it will be met from the existing Planning and Economic Strategy budget and staffing. When the publication document has been approved by Full Council further costs will be incurred including printing, advertising and public inspection costs of the DPD and the cost of producing or updating supporting documents. Approval of this document is expected to be early 2013 and will be subject to a further report and separate financial implications.
- 30. **Neighbourhood Plans:** Parish Councils will pay for the preparation of Neighbourhood Plans but there will be additional costs to the Council in supporting the Neighbourhood Planning process for example advertising, staffing, independent assessor and referendum costs. These cannot be quantified at the moment and specific funding has not been identified meaning any costs would need to be met from existing Economic Strategy budgets. Its not clear at the time of writing whether the costs of any referenda would be met by the Council or by parishes; these costs would be minimized by combining the referenda with local elections.
- 31. **CIL**: If CIL was progressed in 2012/13 additional costs to the Council would include printing, advertising, staff time and public inspection costs. Due to the lengthy processes that need to be followed income from CIL would not materialise until 2014. If CIL were not progressed this year there is therefore no immediate financial loss to the Council. It is hoped that if the process were delayed until market conditions improve future CIL income will be relatively higher. The situation could be reviewed annually and would be

subject to further reports and separate financial implications. It should be noted that once CIL is introduced there will be a reduction in S106 agreements as the Council will only be able to use them in specific circumstances.

CONSULTATION

- 32. A scoping report was produced towards the end of 2009 which set out the overall approach to the LDF in light of the overall direction of the new administration. This report set out a number of principles, which were initially used to guide the development of the core strategy. These included that economic engagement should be at the heart of the local development framework, that engagement with business and potential investors should be meaningful, and that documents should be slim, accessible and jargon free. This report was endorsed by Executive Board in December 2009, and then formed the basis of a member workshop in January 2010. Reports were then taken to various meetings including OSMC, Planning Committee, Neighbourhood Managers, DtS Board (as it was then) the Enterprising Doncaster Theme Board, and a joint Doncaster Chamber Policy Council Enterprising Doncaster Theme Board workshop.
- 33. The approach to the development of both the DPD and CIL has been developed in light of these principals. For example, it is envisaged that there will be approximately 40 policies within the DPD, to replace the 147 UDP policies which will still be in force after the adoption of the Core Strategy and Joint Waste Plan.
- 34. Meetings with Ward Members and Area Managers have been carried out to highlight the potential housing and employment sites within each ward (drawing on the information from the Strategic Housing Land Availability Assessment and Employment Land Review). Further meetings with Members at the Ward level, or over wider areas (e.g. Area Manager areas) could take place as part of the consultation planned for over the summer, if Members would find these helpful.
- 35. O&S workshops (open to all members) took place on the 26th March and 28th May, to update Members of progress with the Sites and Policies DPD, Neighbourhood Planning and CIL. These also provided opportunities for Members to comment on this ongoing work, and the following issues have been raised:
 - ensuring there is not an overprovision of Gypsy & Traveller sites;
 - progressing the delivery of the Bentley Moor Lane site and potential transport improvements in that part of the borough, including a link road between the A1(M) and A19;
 - ensuring that opportunities are looked at to better protect existing properties within the Bentley Flood Corridor;
 - avoiding excessive numbers of hot-food takeaways within our centres;
 - striking a balance when drawing Town Centre boundaries of allowing some growth and avoiding unnecessary sprawl;
 - ensuring that the policy about views and gateways is borough-wide;
 - having some flexibility in the way policies on adverts are applied, to allow temporary advertising of significant local cultural events to take place;
 - ensuring that account is taken of areas of deprivation;
 - ensuring that if CIL is not progressed, that we properly review how S106 agreements are used, including Members being involved before the terms of agreements are finalised;
 - continuing discussions with Neighbouring Local Authorities in relation to

CIL, to make sure we do not undermine each other and have a consistent approach within areas such as the Dearne Valley; and

- considering whether the determination of Neighbourhood Plans (in terms of whether they are being produced by a fit and proper body, and the proposed boundaries) could sometimes be delegated to area committees.
- 36. This report has significant implications in terms of the following:

Procurement	Crime & Disorder	
Human Resources	Human Rights & Equalities	
Buildings, Land and Occupiers	Environment & Sustainability	Y
ICT	Capital Programme	

BACKGROUND PAPERS

Adoption version of Core Strategy (www.doncaster.gov.uk/ldfcorestrategy)

Report to Full Council to adopt Core Strategy on 18th May 2012 (Key Decision K1078)

The Council's Neighbourhood Planning Webpage is here: www.doncaster.gov.uk/neighbourhoodplans

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Appendix 1: Sample Map

See attached PDF

Appendix 2: Map Layers

Below is an indicative summary of proposed map layers to be included within the Sites and Policies Development Plan Document (and so replace the proposals map currently within the Unitary Development Plan)

Theme	Layer	Summary
Overall Approach	Green Belt and Countryside	Green Belt – this layer shows the extent of the Green Belt in west of the Borough.
	Protection Policy Area	Countryside Protection Policy Area – this layer shows the extent of the Countryside Protection Policy Area in
		the east of the Borough.
	Flood Zones and Functional Floodplain (including Bentley	Flood Zones – this layer shows the extent of the Environment Agency's medium and high probability Flood Risk Zones 2 and 3 in the Borough.
	Flood Corridor)	Functional Flood Plain – this layer shows the extent of the Functional Flood Plain identified through the
		Council's Strategic Flood Risk Assessment, and in agreement with the Environment Agency.
		Bentley Flood Corridor – this layer shows the extent of the Bentley Flood Corridor as identified by the Environment Agency.
Employment,	Major Employment Sites (new	This layer will show both existing new and major employment allocations/sites. The new allocations are
Town Centres &	and existing)	needed to meet the Core Strategy employment land requirements. At the consultation stage it will show only
Transport		those which are existing commitments (existing sites and those with planning permission). Potential sites i.e. representations are being optioned.
	Local Employment Sites (new	This layer will show both existing and new local employment sites/allocations. The new allocations are
	and existing)	needed to meet the Core Strategy employment land requirements. At the consultation stage it will show only
		those which are existing commitments (existing sites and those with planning permission). Potential sites i.e. representations are being optioned.
	Town Centre Boundaries (Sub-	The NPPF asserts that all Local Planning Authorities should define the wider extent of their town centres.
	Regional Centre, Town Centres,	This means drawing a boundary around all centres identified within Policy 7 of the Core Strategy,
	District Centres, Local Centres)	encompassing the existing town centre uses of each centre. This boundary is largely defined by which areas
		have a 'town centre character' which is dominated by town centre uses. Whilst this may contain residential
		uses a judgement has been made as to whether these areas still have a town centre 'character'.
	Primary Shopping Area	The NPPF asserts that all Local Planning Authorities must define primary shopping areas, where retail development is, and should be, concentrated. In Doncaster, Mexborough and Thorne this will largely
		comprise of the Primary and Secondary Shopping Frontages. In all other towns this area will signify where
		retail facilities should primarily be directed. When applicants submit sequential tests it is this area which
		marks the distinction between 'Within town centre, 'Edge of Centre' and 'Out-of Centre'

Theme	Layer	Summary
	Primary & Secondary Shopping Frontage	Primary - Within Doncaster, Mexborough and Thorne these frontages signify the very core of the retail area. They contain a high proportion of retail uses
		Secondary - Within Doncaster, Mexborough and Thorne these areas are characterised by a greater mix of town centre uses and offer opportunities for greater diversification, with such uses as restaurants, pubs and Financial and Professional Services, in addition to retail.
	Key Town Centre Mixed-Use Sites	This layer will identify the locations/boundaries of the Key Town Centre Mixed-Use Sites. (Marshgate, Waterfront, St Sepulchre Gate West, Lakeside, Mexborough Waterside)
	Existing out-of-town retail sites	This layer identifies existing out-of-town retail facilities, such as supermarkets and retail parks.
	Road, rail, canal, footpath etc (including operational land at airport, Railport, railway stations etc.)	This layer will show the key transportation projects which include those schemes which deliver both local and strategic Road, Rail, Bus, walking and Cycling Projects
Homes and Communities	Residential Policy Area	This layer defines existing predominantly residential areas and provides a basis for determining applications for residential and non-residential developments in these areas
	New Housing Sites	This layer will show housing allocations to meet the Core Strategy housing requirement. At consultation stage it will show only those which are existing commitments (planning permissions and committed housing renewal schemes).
	Mixed Use Policy Areas	This layer will show existing mixed-use areas and provide the basis for determining applications for new developments within these areas. Mixed-use allocations will also be shown; at the consultation stage this will only be those with planning permission.
	G&T Sites	This layer may show all existing authorised sites and possibly existing unauthorised sites
Attractive, Safe & Healthy Places	Key views & Gateways into Doncaster	This layer shows the key routes, gateways / arrival points and views in around Doncaster that are considered important to retain / enhance
	Scheduled Monuments	This layer shows Scheduled Monument designations showing the extent of the area subject to scheduling and derives from the English Heritage database of designated heritage assets.
	Listed Buildings	This layer shows the location of Listed Buildings of national significance and derives from the English Heritage database of designated heritage assets. This may not show the full extent of the listing which may include attached buildings or curtilage structures.
	Historic Parks & Gardens of national interest	This layer shows the location of the Historic Parks and Gardens of national importance giving the area covered by the designation and is derived from the English Heritage database of designated heritage assets.
	Historic Parks & Gardens of local interest	This layer shows Historic Parks and Gardens of local interest designated by Doncaster Council giving the extent of the designated area.

Theme	Layer	Summary
	Conservation Areas	This layer shows all the Conservation Areas locally designated by Doncaster Council and gives the extent of the conservation area.
	Internationally and nationally important nature conservation sites (SPA/SAC and SSSI)	This layer shows all nationally and internationally designated nature conservation sites.
	Nightjar foraging area (3km) as per Core Strategy policy 16	This layer shows a 3km buffer from Thorne and Hatfield Moors within which all planning applications will need to demonstrate a net gain in nightjar foraging habitat in line with Core Strategy Policy 16.
	Biodiversity Opportunity Areas	This layer shows areas considered biodiversity opportunity areas in Doncaster. These are areas where it is expected that creation of new habitats or expansion of existing ones is likely to deliver the greatest benefits to the ecological network.
	Local Wildlife/Geological Sites	This layer shows the areas of the borough that have been designated as Local Wildlife or Geological Sites by Doncaster Council.
	Green Wedges	As set out in the Core Strategy, these will overlay Countryside Protection Policy Area /Green Belt designation and areas identified for development. Thus the identification of an area as being within a green wedge would not in itself exempt it from development (although Green Belt/Countryside Protection Policy Area designation would). However, where the green wedge overlays development allocations there will be an expectation that the development must deliver an extensive buffer and an exceptionally high standard of landscaping (to prevent the complete merging of settlements and enhance the amenity and visual appearance of settlement edges), as well as improving access to the countryside etc. They will thus function as a type of green infrastructure corridor with a focus on landscape and amenity
	Existing Public Open Space	This layer identifies the public, private, town and parish council publicly accessible open space throughout the borough. The layer will show the extent of the designated area. It is proposed to show all the proposed areas at the consultation for comment.
	Air Quality Management Areas	This layer will reflect the existing Air Quality Management Areas (which are designated through a separate process)
	Nature Improvement Areas	This layer will show the boundaries of the two nationally recognised Nature Improvement Areas that are present in Doncaster.
Efficient Use of Resources	Groundwater Source Protection Zones	This layer will reflect the existing Groundwater Source Protection Zones (which are designated through a separate process)
	Mineral Safeguarding Areas	This layer shows which mineral areas will be protected beyond the plan period. These minerals include aggregate sand and gravel and magnesian limestone and shallow coal. It is anticipated that all the proposed areas are shown at the consultation stage for comment.

Theme	Layer	Summary
	Aggregate Quarries (existing	These layers show existing sites and potential new sites/extensions and areas for new aggregate sites. It is
	sites and potential new	proposed to show existing application areas and all the proposed area extensions at the consultation stage
	sites/extensions)	for comment.
	Areas of Search	This layer identifies the Areas of Search for aggregate minerals. It is proposed to show all the proposed areas at the consultation for comment.
	Industrial Mineral Sites (existing	This layer identifies the location of a potential extension to Warmsworth Quarry for industrial limestone and
	sites plus potential extensions)	includes an identified area for industrial mineral safeguarding. It is proposed to show both the proposed extension area and the safeguarding proposal at the consultation stage for comment.
	Colliery Spoil Disposal (new and existing)	This layer identifies the locations of the area of granted permission for colliery spoil disposal and the proposed area for new colliery spoil disposal. It is proposed to show both areas at the consultation stage for comment. It is also proposed to make the 'assessment of alternatives' evidence base made available to the public
	Strategic Waste Sites, Safeguarded Sites and Landfill Sites	This layer will show the sites as identified in the Joint Waste Plan

Appendix 3: Draft Policies

Below is an indicative summary of the proposed policies to be included within the Sites and Policies Development Plan Document

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
Overall Approach	Up to 4 detailed policies covering Green Belt and Countryside Policy Area	New Buildings in the Countryside This policy acknowledges some new development may be appropriate in a countryside setting, to ensure rural economies can grow and diversify, and so support rural communities and practices into the future, whilst protecting the countryside for the enjoyment by all for many generations to come. Such developments include leisure, outdoor sport and recreation, agricultural practices and diversification schemes, and garden centres. The policy includes the use of occupancy conditions to ensure any tourism related temporary accommodation is not used as permanent living accommodation throughout the year.
		Agricultural Dwellings This policy acknowledges that in exceptional circumstances there may be a case to be made for an isolated dwelling in the countryside to be supported where there is a genuine need and to support the proper operation of an agricultural or forestry activity. Where such a proposal exists, it is important that planning conditions are imposed to ensure the dwelling remains in use in the future for the purposes of which it was originally permitted.
		Conversion of Buildings in the Countryside This policy supports the conversion of buildings in the countryside, as long as they are of architectural merit and permanent construction, into more modern day uses that can support rural economies and diversification, such as farm shops. It is preferential for conversion to commercial buildings first and foremost, although the policy acknowledges that this may not always be viable and also supports residential conversions. Removal of permitted development rights will help to control the ancillary uses (sheds/outhouses etc) within the curtilage of the conversion so that it remains appropriate to its rural setting.
		Replacement Dwellings and Extensions to Dwellings in the Countryside This policy supports the replacement or extension to dwellings in the countryside so long as the proposal is an improvement on the design of the original building and, in the case of the Green Belt, replacement dwellings are not materially larger than the dwelling it replaces, or extensions not disproportionately over and above the size of the original dwelling.

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
	Washland and Bentley Flood Corridor	The Functional Flood Plain This policy seeks to protect the functional flood plain from inappropriate development through only supporting water compatible uses (open space, sand and gravel workings etc) or essential infrastructure (subject to successfully passing the exceptions test) in this location. Any development must be able to demonstrate a net gain in the capacity and/or function of the flood plain.
		The Bentley Flood Corridor The Bentley Flood Corridor is a low lying area on the left bank of the River Don between the River Don and Bentley. The corridor is only functional and required to hold floodwaters during large flooding events. However, the corridor has been identified as an important flood mitigation asset in extreme flood events, reducing the risks posed to large parts of Doncaster and surrounding areas. This policy is important therefore to ensure its functionality is maintained and ensure any development is appropriate to in this location. It is intended to link this policy to wider work on flooding, including any opportunities to reduce the likelihood of existing properties in the area from experiencing flooding.
Employment, Town Centres & Transport	Major Employment Sites and Local Employment Sites (both new and existing) (3 policies plus, in	Major Employment Sites This policy allocates both existing and new major employment sites i.e. for large uses such as distribution warehousing. Some are existing i.e. built out, while new allocations are required to meet the employment land requirements set out in the Core Strategy Policy 2.
	the final submission version, key development requirements for the main site allocations). Also retailing on employment sites and policy	Local Employment Sites This policy allocates both existing and new local employment sites i.e. those for uses such as light industry and manufacturing. Some are existing i.e. built out, while new allocations are required to meet the employment land requirements set out in the Core Strategy Policy 2.
	requirements in terms of local people being prioritised for new jobs. Approximately 6 retail	Local People Accessing New Jobs This policy will help local people i.e. people within the borough, to access local employment opportunities. It encourages developers, sub-contractors and occupiers to make use of local recruitment and training programmes. Town Centre Boundaries
	 policies covering: Town Centres (Sub- Regional Centre, 	The town centre boundary is the widest possible extent of the borough's town centres. This policy provides details on the uses that will be acceptable within the borough's town centres and some detail on the developer contributions that will improve the public realm. It also identifies new retail allocations.
	Town Centres,	Primary Shopping Area and Designated Shopping Frontages

Core Strategy	Proposed Allocations &	Summary
Theme	 DM Policies District Centres, Local Centres, Primary Shopping Area) and new retail allocations Primary & Secondary Shopping Frontage Vacant buildings/Upper Floors within retail frontages Night-time economy, hot-food takeaways etc Key Town Centre Sites (e.g. Doncaster Waterfront) Approach to proposals for out-of- town facilities (including protecting local services in villages) 	This policy provides further details on the uses that would be acceptable with the Primary Shopping Area, Primary Shopping Frontages and Secondary Shopping Frontages. Its aim is to protect the retail function of our town centres but also to provide some flexibility it outlines where non-retail uses may be acceptable (such as restaurants, offices etc). Maintaining a Focus on Retail within Town Centres The purpose of this policy is to provide criteria for when vacant buildings within town centres can be re-used to try to prevent long-term vacancies becoming a blight on our streets. The policy also outlines provisions for encouraging uses on the upper floors of buildings, to try to counteract the wastefulness of vast amounts of empty floor-space. The Evening Economy This policy provides clarity on where new hot food takeaways, pubs and clubs will be supported. Much anti-social behaviour and damage to business is caused by the over-concentration of these uses on Silver Street. This policy seeks to curb that damaging influence. Key Town Centre Sites This policy provides development guidance for Doncaster Waterfront, Marshgate, St Sepulchre Gate West, Lakeside and Mexborough Waterside. These are all mixed use area which are either suitable for town centre uses or are currently characterised by town centre uses (Lakeside in particular). This policy sets out what uses the regeneration of these sites should contain, and what direction these regeneration sites should take in the future. Proposals in Out of Town Locations This policy serves a dual purpose of a) restricting major out of centre development of town centre uses but b) supporting the protection and creation of small scale facilities which serve a local area. This specifically includes
	Up to 3 transport policies covering: Requirements for new developments Supporting the strategic road	provisions for protecting the last remaining facilities in a village such as a pub or village shop.New Development Transport RequirementsThis policy is absolutely essential to provide developers with clear principles and guidance of the transport and highways related funding, standards and works required for any type of new development. This policy aims to ensure the following as outputs; mitigate additional traffic on the network created from new development, the delivery of transport and highways projects associated with new development sites, minimal environmental impact, reduced liability for the council for maintenance, sites that are accessible by a range of modes, the protection of land for essential new highways projects.

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
	network	
	Sustainable	The Strategic Road Network
	infrastructure	This policy is to ensure that all developments which have a significant cumulative impact and a collective requirement for infrastructure (e.g. FARRRS) are (where schemes and evidence exist) subject to pooled contributions to a wider project. This policy ensures that sites affecting the motorway and HA managed network have to give due consideration and where necessary mitigation to ensure that network is protected from the adverse effects of increased traffic. The policy will ensure where schemes need public sector funding that appropriate local policy and evidence exists to support such requests.
		Sustainable Infrastructure This principles provided through this policy supports that all new development and (where public funding is available) existing development will provide a choice of travel for modes alternative to non electric cars. The benefits of this policy will be minimised environmental impact from new development (associated with emissions from transport), mitigation to increased traffic on the transport network and improved accessibility by creating and alternative to the private car. The policy also provides support for the reduction of HGV freight movements by the considerations of non-road freight alternatives.
Homes &	Residential Policy Areas	Housing Allocations
Communitiesand new Housing Sites (1- 2 policies plus, in the final submission version, keySets out the allocations to meet the Core Strategy housing requirement. commitments (planning permissions and housing renewal sites) amounti but following consultation it will include additional allocations to meet the		Sets out the allocations to meet the Core Strategy housing requirement. Currently it sets out only existing commitments (planning permissions and housing renewal sites) amounting to around half of the overall requirement but following consultation it will include additional allocations to meet the balance of the housing requirement. Accompanying this Policy is a Table proposing de-allocation of some of the UDP housing allocations that appear unlikely to be developable.
	,	Developments within Residential Policy Areas
		Sets out the development management criteria for assessing applications for both residential and non-residential proposals within existing residential areas.
	Mixed Use Policy Areas	This follows a similar approach to SP19 in respect of mixed-use (housing and employment etc.) sites. Again, prior to consultation, the list of sites is confined to existing commitments.
	Gypsy and Traveller Sites	This sets out the proposed approach to meeting the identified need for new pitches and yards to accommodate gypsies and travellers and travelling show people. This includes some site-specific proposals (but relating to sites where there are existing travellers or traveller facilities) and more general measures.
	Community Facilities (potentially)	This all-inclusive policy covers the wide range of built community facilities considering new facilities and the loss of existing.

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
Attractive, Safe & Healthy Places	Approximately 4 design policies covering: • Residential • Domestic • Commercial • Adverts	Residential Design Policy 14 of the Core Strategy sets out generic design requirements for all building types, this policy sets out specific design requirements in relation to residential developments of all sizes with criteria covering internal design, external design, landscaping, car parking. The policy aims to encourage high quality housing that is sensitive to the character of the borough and which meets a range of different needs whilst managing change in existing areas. The policy therefore covers a variety of different forms of housing including private homes, communal forms of living and Houses in Multiple Occupation.
		Residential Extensions and Domestic Alterations This policy directs the design of alterations and extensions to ensure that they maintain or enhance the character and amenity of buildings, streets and the environment.
		Design of Commercial Developments Policy 14 of the Core Strategy sets out generic design requirements for all building types, this policy sets out specific design requirements in relation to commercial and retail developments. The criteria based policy will seek to ensure these developments are designed to complement the area in which they are located, look attractive, are well built and benefit from good landscaping.
		Design Policy: Advertisements: This policy is to be used to ensure that adverts and signage are used appropriately and are not at detriment to the attractiveness of the borough, people's safety or amenity
	Views, Gateways and Taller Buildings	Policy 14 of the Core Strategy sets out the key qualities of an attractive place which we are promoting in Doncaster, this includes creating an attractive, welcoming environment that is easy to understand and navigate. This policy aims to achieve the aspirations to create a legible, attractive, successful, modern, forward thinking borough. Landmark buildings, major transport routes and gateway locations are critically important because they create the first impression of an area for many people. They play a key role in contributing to an areas image and help people navigate the borough. This policy will help to direct taller buildings to appropriate locations and ensure new development is sensitive to key views throughout the borough, that are important to its character and the settings of its towns and villages.
	Approximately 5 policies covering the historic environment (including Local Parks & Gardens)	Understanding and Recording the Historic Environment Core Strategy Policy 15 explains that the heritage significance and setting of the borough's historic environment will be preserved, protected, or enhanced. Part A of this policy requires proposals to be supported by an adequate heritage statement so that the heritage significance referred to in Core Strategy Policy 15 is clearly understood and informs proposals. In exceptional circumstances where loss or damage to heritage assets may be acceptable Part

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
		B sets out the local authority's expectations that a developer will undertake an appropriate level of recording for the historic building or archaeological asset so that understanding of the contribution of that asset to local character is not completely lost but adds to our knowledge of the heritage of the borough.
		Alterations and Extensions to Historic Buildings This policy expands on Core Strategy Policy 15A and 15B by encouraging reinstatement of historic features, traditional forms and materials. It also sets out historic character as a material consideration for proposals where historic buildings, both listed and unlisted, are to be adapted to improve energy efficiency.
		Development in Historic Areas This policy expands on Core Strategy Policy 15A and 15B by setting out criteria by which to assess proposals for development in historic areas such as conservation areas and historic parks and gardens.
		Demolition of Historic Buildings This policy sets out the criteria by which applications for the demolition of buildings of different heritage designations should be judged and for subsequent recording and making good. These are not covered by Core Strategy Policy 15.
		Development affecting the setting of Heritage assets Core Strategy Policy 15 states that the setting of the borough's historic environment will be preserved, protected, or enhanced. This policy gives more specific requirements regarding the setting of heritage assets of different designations.
	Approximately 3 policies covering Green Infrastructure (including Public Open Space)	Delivery of green infrastructure This policy sets out how developers will be expected to contribute towards the delivery of green infrastructure provision and sets out what information is required as part of a planning application involving major development. This amplifies and expands on policy 17 of the Core Strategy. This information will include an audit of existing assets and linkages to the wider network, details of where green infrastructure will be provided to address deficiencies or future needs and details of future maintenance, management and finance.
		Open Space and New Residential Development Proposals The policy covers the protection of POS and residential development requirements

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
		Outdoor Sport and Children's Play Space Design Requirements The policy covers the design requirements regarding green space and children's play facilities for new and existing developments
	Green Wedges	In accordance with Core Strategy policy 17, identifies eight green wedges on the edge of existing built-up-areas where development needs to be sensitive to the openness of the gap between existing settlements and the amenity of the landscape and sets out in circumstances in which development proposals within or adjoining these green wedges would be granted. The policy seeks to provide an extensive buffer of continuous, high quality landscaping (including open space) to prevent coalescence of settlements (preserving their distinct identity and setting) and enhance the amenity and visual appearance of the area as well as maintain openness and improve linkages between countryside and urban areas.
	Biodiversity Opportunity Areas and Local Wildlife and Geological Sites	Biodiversity Opportunity Areas This policy will help guide planning applications within Biodiversity Opportunity Areas in terms of directing the types of habitats that would be expected in instances when compensation is required.
		Local Wildlife and Geological Sites This policy will describe how Local Sites will be designated on the Proposals Map and how applications affecting these sites will be assessed against Core Strategy Policy 16.
Efficient Use of Resources	Renewable Energy (potentially)	Identification of opportunities for combined heat and power/district heating schemes, and requirements for new developments in opportunity areas in terms of future proofing to facilitate such schemes
	 2-3 minerals policies covering: Mineral Safeguarding Areas Mineral Site 	Sites, Areas of Search and Safeguarding Areas The policy identifies the areas which apply to Policy 20 in the Core Strategy. It advocates a tiered approach to mineral extraction, looking at site extensions in the first instance followed by 'Areas of Search'. The policy also identifies a proposed colliery spoil disposal area near Hatfield colliery.
	Extensions and Areas of Search (aggregates, industrial minerals and colliery spoil – with key	Borrow Pits and Incidental Extraction Policy requiring the proposal to be adjacent the project, to have clear amenity and environmental benefits, and have considered the use of reclaimed and recycled material
	development requirements the main site allocations/extensions)	Mitigating impacts from mineral development Policy requiring the provision of a justified need for the mineral and an 'Scheme of a Working for assessment by the authority
	 Borrow pits and 	

Core Strategy Theme	Proposed Allocations & DM Policies	Summary
	 incidental extraction Detailed policies covering Development Management requirements Reclamation of Mineral Sites 	Reclamation of mineral sites A policy supporting proposals which include a phased sequence of extraction, restoration, reclamation and implementation of the planned for after-use. And requiring mineral extraction sites within biodiversity opportunity areas to direct restoration towards the UKBAP priority habitat
Implementation	Collection and Use of Developer Contributions	This policy provides the detail on how contributions from developers will be collected, ensuring the appropriate mechanism is in place that fulfils both current and future legislation in relation to the legal changes to Section 106 Agreements and the new Community Infrastructure Levy.

Appendix 4: Draft process for dealing with Neighbourhood Planning

Stages

There are 5 main stages to preparing a Neighbourhood Plan for a parish/town council and 6 for non-parished areas. These are:

- **A.** Neighbourhood area designation
- B. Designation of Neighbourhood Forum*
- C. Plan preparation
- **D.** Independent checking
- E. Community referendum
- **F.** Adoption

(*only non-parished areas)

The process is expanded on below setting out the key stages.

Neighbourhood	d Planning Process
Application stages for parish/ town councils and Neighbourhood Forums	What the council will do
Pre-plan stage	
 Voluntary, but important stage where: Parish/Town Councils and potential neighbourhood forums thinking of starting a plan contact the council for pre-advice. Information on the intention to produce a Neighbourhood Plan is made public e.g. through a local newsletter. This is in order to gain early community support and buy in. 	 Following enquiries we will: Send out 'Neighbourhood Planning pack' (electronic documents only, including this process and support guide, list of useful contacts, statutory consultees etc.) Offer verbal advice (e.g. over the phone) Offer meeting with potential applicants to discuss the process and requirements (e.g. one hour long meeting per group) Give details of any relevant Area Managers
Stage A – Neighbourhood Area Designa	tion
Council receives application from Parish/Town Council or a neighbourhood forum to designate a neighbourhood area. This must include: A map identifying the area e.g. 1:10000 scale with a red line around the area for consideration.	 On receipt of application the council will: Check for any overlapping boundaries with other plans, check Parish or Town Council boundary is up to date Check the Parish/Town Council or neighbourhood forum has not made more than one application and decline if so
Statement as to why the area is appropriate for example, if it is the same as the Parish/Town Council boundary will the plan cover all areas, is it an area with particular development pressure or an area in need of	 Publicise: Advertise the application and its contents for at least 6 weeks on our website and make people aware of the application by any other methods where considered appropriate (e.g. community newspapers, Parish Council notice boards, local websites

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improvement. Statement as to who the council or forum is and how they are capable of being a qualifying body It must define the group as a relevant body under section 61G of the Town and Country Planning Act 1990. In the case of Parish/Town Councils this is relatively straightforward but it may be useful to mention if it is a particular sub-group of the Town Council. Neighbourhood forums must have a membership of at least 21 and a proportion of members must live/work in the area (please refer to 'section 61F of the 1990 Act' on Neighbourhood Forum Designation)	 or site notices) Invite comments from community, businesses and elsewhere. Giving details of timescales and methods for responses to be submitted. Notify neighbouring Parish/Town Councils Notify Area Managers and Local Ward Members Responses: Keep database of comments and details of respondents so they can be advised as the plan progresses. Analyse these in order to inform the decision. Decision: Report to Planning Committee with recommendation to approve, refuse or suggest changes to plan based on Doncaster's Local Plan, relevant parts of the 1990 Act as updated, Neighbourhood Planning Regulations 2012 and responses received as part of the publicity. Publicise designation (approval): Notify applicants of decision, then; Publish on our website: name of the neighbourhood area map of area name of the designated body e.g. Parish/Town Council or neighbourhood forum.
	or
	Publicise refusal:
	 Notify applicants of decision, then; Compile 'The decision document' detailing the reasons for refusal. Publish on website and give details of how to view the document.
Stage B – Designating a Neighbourhood F	orum
	cation to designate an area when the application
is not being made by a parish or town council	
When an application to designate a	On receipt of application to designate a
neighbourhood area is made by a group which is not a Parish or Town Council	 forum, the council will: check it does not cover an area
the group will also have to apply for Neighbourhood Forum status. They will	already covered by a Parish or Town Council and if it does <u>refuse</u> , or if not
need to submit:	go on to;
The name of the proposed forumCopy of their written constitution	Publicise alongside the area application,
Name and map of their	specifically:
neighbourhood area	 advertise for at least 6 weeks receipt of forum application on our website
Contact details of at least one member	of forum application on our website giving the name of the group and the
 A statement of how they meet 	area proposed to represent

to plan notify applicants of decision or changes to be made, then; Re-advertise any changes for 6 weeks following above precedure.
following above procedure or Publicise approval (designation): • Publish on our website:
 Publish on our website. name of the neighbourhood forum copy of their constitution name of the neighbourhood area contact details for at least one member
or
Publicise refusal:
Compile a 'refusal statement' detailing the reasons for refusal.

ising and undertaking consultation stage the council will support applicants advising of necessary consultees providing our LDF Statement of Community Engagement

Publicising and undertaking	Plan preparation In this stage the council will
engagement and consultation This	support applicants by giving:
should be done in a way that enables as	 basic help with plan topics in the
many people as possible to be aware of the	form of meetings and review of draft
plans including people living, working and	plans. The amount of help and
doing business in the neighbourhood area.	support offered will be dependent on
It should include:	resources available and the priority
• A process by which the	assigned to the area;
community can influence the	 details and electronic copies of
content of the plan	existing and emerging Local
•	Development Framework plans such
Method by which it comments on	as the Core Strategy;
it can be made (e.g. workshop,	••
e-mail, letter etc)	 electronic copies of any existing
 A timescale in which the 	evidence base we may have;
representations can be made	 advice on need for Environmental
	Impact Assessments, Habitats
Key documents	Regulations Assessment, Flood Risk
In preparing a plan the applicants must	Assessment
also prepare a number of key. These need	
to be considered during the plan	Publicising The council will:
preparation stages as they will inform the	Provide details of statutory
plan content. These include:	consultees
	Advise on appropriate consultation
 the Consultation Summary 	strategy
(document explaining how the	
plans were consulted on, who	Submission Upon submission the council will:
was targeted for engagement	
and why, summarises the main	 Check the submission includes all the descent of the submission includes all the submission includes
issues raised during the	documents listed under regulation
consultation, how the issues	15(1) and any sustainability
have been considered and	statements as advised (and refuse to
	accept if not)
addressed)	 Publicise that the plan has been
 Sustainability Appraisal 	received
Other documents to consider are: a	But also, notifying respondents they
Community Engagement Strategy	can request to be informed of
, , , , , , , , , , , , , , , , , , , ,	decision
n preparing plans there may be a need to	Notifying any consultation body listed
produce other supporting documents such	in the consultation statement
as an Environmental Impact Assessment,	
	Advise Planning Committee on the
Habitats Regulations Assessment or Flood	plan.
Risk Assessment	
Draft document	
This should be written following	
consultation and engagement with the local	
community as their views will be important	
in forming key visions, strategies or	
policies. Other evidence should be	
reviewed and used to inform the plan	
content. Consideration should be given to	
the format and structure of the plan, the	
period of time it will cover and how it can	
be measured or monitored.	
Submission when a Neighbourhood Plan	
is submitted to the council it must include	1
the following (from regulation 15(1)):	
 the following (from regulation 15(1)): a map (or statement) identifying 	
 the following (from regulation 15(1)): a map (or statement) identifying the area which the plan relates 	
the area which the plan relates (as agreed in stage A)	
 the following (from regulation 15(1)): a map (or statement) identifying the area which the plan relates 	

Sustainability Appraisal and any

 other appraisal or assessment documents required under national/EU legislation the completed plan a statement explaining how the proposed neighbourhood plan meets the requirements of paragraph 8 of Schedule 4B to the 1990 T&CP Act 	
Stage D – Independent checking	
Parish/Town Council or designated Neighbourhood Forum must agree to the appointed independent assessor.	 This stage is organised by the council as soon as feasible following submission of the neighbourhood plan, but will be subject to the council's priority procedure The council will: Appoint an independent assessor from an approved source. (looking into potential for using a suitably qualified planner from a neighbouring council) Agree this appointment with applicant; then,
	 Provide the independent assessor: the plan and supporting documents any document under habitat regulations representations made at the submission stage. The plan will be considered by the assessor and will either here
	 and will either be: referred to be submitted for referendum, subject to modifications, refused. Note: Modifications are only on 'basic conditions' including covenant rights,
	compatibility and spelling and grammar.
Stage E – Community referendum The referendum is an important part of approval for a neighbourhood plan. The guidelines for referendums are yet to be published by the Government.	The council will: • Organise referendum Time, cost, need to be with other elections and need to be ran by democratic services all unknown at present. Currently awaiting announcement by Government
	 Results: Majority percentage of electorate must vote in favour If voted in favour it will be adopted The results and a statement will be publicised on line and potentially via the Parish/Town Council or designated Neighbourhood Forum If the plan unsuccessful applicants

	may make subsequent attempts starting with area approval again	
Stage F – Adoption		
	The council will:	
	 Make plan available online Use it when determining planning applications Use it when planning land allocations and other strategic policy 	
Plan updates and revocation		
The need to update and amend plans is a necessary part of all planning policy. As such it is a local requirement for Neighbourhood Plans to have a fixed time period suggested as 5 years by which time a review will take place (if not done so previous to this time) to assess if the plan is still up to date and effective and if the group responsible for the plan is still in place.		

Details of plan modifications will be publicised and a statement of modifications available on the council's website. Where a plan is revoked this decision will be published and the plan removed from the council's website.