



Doncaster  
Council

# Doncaster Local Plan: Statement of Common Ground

February 2020





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## 1.0 Introduction

1. The Localism Act 2011 places a statutory duty on local planning authorities and other certain specified bodies to cooperate with each other (the 'duty to cooperate') to address strategic issues relevant to their area during the preparation of a development plan.
2. The duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before submitting their Local Plans for examination.
3. At examination, local planning authorities must demonstrate how they have complied with the duty. If a local planning authority cannot demonstrate that it has been complied with, then the Local Plan will not be able to proceed further in examination.
4. This paper sets out how the Council has approached the duty to cooperate in the preparation of the Local Plan and demonstrates how the Council has fulfilled its obligations in meeting the requirements of the duty. It identifies the strategic and key issues to be addressed and on which the Council has sought to work collaboratively with other relevant planning authorities and organisations throughout the preparation of the Local Plan.
5. This Statement of Common Ground accompanies the Doncaster Local Plan and provides information on:
  - The national context for the duty to cooperate;
  - The parties involved i.e. neighbouring local authorities and prescribed bodies;
  - Signatories to the Statement;
  - The strategic geography;
  - What the council considers to be the strategic matters, priorities and relevant cross boundary issues to be addressed;
  - What potential impact the strategic matters may have, how this is, or will, be evidenced and any resolution/mitigation and monitoring
  - The agreements that the signatories can sign up to including those which need to be progressed or are outstanding;
  - Governance arrangements; and
  - The timetable for review.
6. In particular, this Statement of Common Ground enables the Council to demonstrate that engagement has been constructive, active, ongoing, collaborative and of mutual benefit.

7. It should also be noted that the Council has produced a Regulation 22 Consultation Statement<sup>1</sup> which sets out how the Council has consulted the local community as well as other relevant bodies during the preparation of the Local Plan, and regard should be had to this when reading this Statement of Common Ground.

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<sup>1</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

## 2.0 What is the Duty to Cooperate?

### Localism Act

8. The Localism Act 2011 (through the inclusion of Section 33A into the Planning and Compulsory Purchase Act 2004), introduced the concept of the duty to cooperate<sup>2</sup>. It places a legal duty on local planning authorities, county councils and prescribed bodies<sup>3</sup> 'to engage constructively, actively and on an ongoing basis' to maximise the effectiveness of Local Plan preparation in relation to strategic matters.
9. Strategic matters are defined in the Act as:
  - i) Sustainable development that has or would have a significant impact on at least two local authority areas; and
  - ii) Sustainable development in a two-tier area where the development is a county matter, or has or would have a significant impact on a county matter (i.e. typically waste and minerals proposals).
10. The engagement required under the duty to cooperate includes, in particular, considering whether to consult on, prepare, enter into and publish joint approaches to the undertaking of local plans; and whether to publish joint local plans.
11. The Act also extends the purpose of the independent examination of a local plan to included determination as to whether the duty has been complied with.<sup>4</sup> At the examination, the Planning Inspector will assess whether the duty to cooperate requirement has been met. Where the duty has not been complied with, the Inspector will have to recommend the plan is not adopted.<sup>5</sup>

### National Planning Policy Framework (NPPF)

12. The NPPF (2018) states in paragraph 24 that local planning authorities and county councils are under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries. It goes on to say that strategic policy-making authorities should collaborate to identify the relevant strategic matters which they need to address in their plans. They should also engage with the relevant bodies including Local Enterprise Partnerships, Local Nature Partnerships, the marine management organisation, county councils, infrastructure providers, elected mayors and combined authorities.

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<sup>2</sup> Through inclusion of Section 33A into the Planning and Compulsory Purchase Act 2004

<sup>3</sup> As set out in the Town and Country Planning (Local Planning) (England) Regulations 2012

<sup>4</sup> Through the inclusion of Section 20 (5) (c) into the Planning and Compulsory Purchase Act 2004

<sup>5</sup> Procedural practice in Examination of Local Plans, Planning Inspectorate, June 2016

13. The Framework states that effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy. Joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere such as objectively assessed needs for housing and employment and aggregate mineral requirements.
14. To demonstrate effective and on-going joint working, strategic policy-making authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matter being addressed and progress in cooperating to address these. Matters considered in discussions with neighbouring authorities include accommodating some of the identified need for development rather than losing Green Belt land and the provision and sharing of mineral resources to support development.
15. This Doncaster Local Plan: Statement of Common Ground has been produced and agreed jointly between Doncaster and the relevant authorities to identify areas of cross boundary commonality and issues. The Statement demonstrates how the authorities are working together to comply with the duty to co-operate which is set out in section 110 of the Localism Act 2011<sup>6</sup>. It also sets out how the issues will be addressed to deliver (where possible) positive outcomes for all areas. Areas where issues remain unresolved are also shown.

### **Planning Practice Guidance (PPG)**

16. The PPG in a section called Plan-making: Maintaining and Effective Cooperation (updated 2018) further expands upon the duty to cooperate and explains the purpose and process behind a statement of common ground. It states that the statement of common ground is a written record of the progress made during the process of planning for strategic cross boundary matters. The statement should document where effective co-operation is and is not happening, and should demonstrate at examination that the plan is deliverable over the plan period. It should include key strategic matters; governance arrangements for the cooperation process (including how to keep it up to date); state the plan-making authorities responsible for joint working; and list any additional signatories needed. Additional strategic matters which have not already been addressed in the statement should also be included together with a brief description on how the statement relates to any other statement of common ground covering all or part of the same area.
17. Statements should be prepared and maintained on an on-going basis throughout the plan making process and can be used to identify outstanding matters which need to be addressed, the process for reaching agreements on

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<sup>6</sup> Inserted as section 33A of the Planning and Compulsory Purchase Act 2004

these and (if possible) indicate when the statement is likely to be updated. The statement should reflect the most up to date joint working position and updates would occur when either agreements are reached, or a decision is taken to update strategic policies in the area covered by the statement.



### 3.0 Parties involved in the Statement of Common Ground

#### Who is involved in the Statement of Common Ground?

18. In line with the relevant legislation and government guidance as stated in section 2 above (What is the Duty to Cooperate?), for the Doncaster Local Plan, the duty to cooperate bodies<sup>7</sup> are:

#### Neighbouring Local Authorities

- Barnsley Metropolitan Borough Council (including minerals)
- Bassetlaw District Council
- East Riding of Yorkshire Council
- North Lincolnshire Council
- Rotherham Metropolitan Borough Council (including minerals)
- Selby District Council
- Sheffield City Council – although not a neighbouring authority they are involved due to minerals and housing need
- Wakefield Council (including minerals)
- North Yorkshire County Council (minerals)
- Nottinghamshire County Council (minerals)
- Derbyshire County Council (minerals)
- West Yorkshire Combined Authority (minerals)

#### Prescribed Bodies

- Environment Agency (EA)
- Historic England (formally English Heritage)
- Natural England
- Highways England
- Civil Aviation Authority (CAA)
- Homes England (formally known as Homes and Communities Agency (HCA))
- Marine Management Organisation
- Doncaster Clinical Commissioning Group (formerly Primary Care Trust)
- Office of Rail Regulation<sup>8</sup> (ORR)
- South Yorkshire Integrated Transport Authority (formally the South Yorkshire Passenger Transport Authority) (now part of the Mayoral Combined Authority)
- Yorkshire and Humber Aggregates Working Party (YHAWP) (minerals)
- East Midlands Aggregates Working Party (EMAWP) (minerals)

#### Prescribed bodies – updated situation

19. During consultation on the Draft Statement of Common Ground in June – July 2019, the Civil Aviation Authority (CAA) confirmed that they have comment to make on the document and that planning matters for airports were handed

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<sup>7</sup> in line with Part 2, Section 4 (1) of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

<sup>8</sup> The ORR (now known as the Office of Rail and Road)

back to all relevant Aerodrome Certificate and Licence Holders in 2003 under a ODPM directive. Therefore, the CAA does not need be involved in duty to cooperate and are not a signatory to the Statement of Common Ground.

20. The Marine Management Organisation (MMO) responded to the Council in September 2019 to state that they do not consider there to be any significant relevant cross boundary issues arising from the Doncaster Local Plan to warrant agreement on a Statement of Common Ground. Any issues regarding water quality and flooding fall under the Environment Agencies/Doncaster Council's remit. Therefore, the MMO is not a signatory to the Statement of Common Ground.
21. Homes England have been consulted on throughout the preparation of the Local Plan including the Statement of Common Ground. No responses have ever been received. However, Homes England are fully engaged with the development management process as and when required, as also with the Council's Strategic Housing team. Therefore, Homes England are not a signatory to the Statement of Common Ground.
22. The Office of Rail and Road (ORR) published guidance in February 2013 that unless a strategic matter requires consideration of transport matters there is no need to include them in the consultation process. The Council also received communication in August 2015 requesting that the ORR is excluded from planning correspondence which does not affect the current or (future) operation of the mainline network in Great Britain. However, for transparency, the ORR was continued to be consulted throughout the Local Plan process including the Statement of Common Ground. No responses were received. Therefore, the ORR is not a signatory to the Statement of Common Ground.

### **Other bodies**

23. Local Enterprise Partnerships (LEPs) and Local Nature Partnerships (LNPs) are not subject to the requirements of the duty to cooperate but local planning authorities must cooperate with them and have regard to their activities when preparing their local plans, provided those activities are relevant to plan making. For the purposes of preparing the Local Plan, the following bodies will also be treated as duty to cooperate bodies:
  - Sheffield City Region Local Enterprise Partnership (SCR LEP)
  - South Yorkshire Local Nature Partnership
24. The duty also applies to the prescribed bodies below. However, given the strategic issues which have been identified, Doncaster Council consider it would be unnecessary and not effective to actively seek cooperation with these bodies because the borough is not covered by such a body or their area of activity is not relevant to the district:
  - Mayor of London
  - Transport for London

## Sheffield City Region

25. As stated above, Doncaster Council must cooperate with the Sheffield City Region LEP. The LEP was borne out of the South Yorkshire/SCR Forum so collaboration had been taking place for a number of years. The LEP is a voluntary business-led partnership which brings together business leaders, local politicians and other partners to promote and drive economic growth across the Sheffield City Region. Formed in 2010, the LEP leads on strategic economic policy development within the City Region and sets the blueprint for how the SCR economy should evolve and grow. The LEP raises the profile, image and reputation of the Sheffield City Region as a place to visit, live, work and invest in. The SCR Mayoral Combined Authority (MCA) was formally constituted in law in April 2014. Chaired by Dan Jarvis MBE MP, as the elected SCR Mayor, the MCA comprises the nine local authorities in the City Region. The MCA is the legal and Accountable Body for all funds awarded to the LEP and approves the LEP annual capital and revenue budgets prior to the start of the financial year. However, the LEP retains ultimate decision-making authority over how these funds are prioritised and spent. Together, the LEP and MCA form the core decision-making Boards for the Sheffield City Region. The SCR terms of reference can be found at: <https://sheffieldcityregion.org.uk/resource/terms-reference-lep/draft-lep-terms-of-reference-19-20/>. The most up to date description of governance arrangements and responsibilities is set out in the [2019 Assurance Framework](#).
26. The MCA is formed by nine councils, which are: Barnsley Metropolitan Borough Council, Bassetlaw District Council, Rotherham Metropolitan Borough Council, Bolsover District Council, Chesterfield Borough Council, Derbyshire Dales District Council, North East Derbyshire District Council and Sheffield City Council.<sup>9</sup>
27. The SCR LEP was set up in 2012 to:
- Originate economic policy, author and maintain a Strategic Economic Plan (SEP) for the SCR and determine key funding priorities;
  - ensure the SCR bids for public funding made available by government for LEPs in support of economic growth;
  - ensure SCR policy and decisions receive the input and views of key business leaders and take account of the views of the wider business community;
  - engage with local businesses to understand the needs of different sectors and markets;
  - engage business, opinion formers and policy makers at a national and international level in promoting economic growth in the region.

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<sup>9</sup> It should be noted at Bassetlaw District Council, Bolsover District Council, North East Derbyshire District Council, Chesterfield Borough Council and Derbyshire Dales District Council are non-constituent members of the MCA

28. Doncaster Council and the MCA have and continue to work closely with one another on the Local Plan as well as other strategic documents and strategies including those related to housing, transport, infrastructure, skills and business investment. This involves on-going engagement and attendance at meetings through the Housing and Infrastructure Executive Board (n.b. the SCR Boards are currently being restructured) and SCR Heads of Planning. Current work includes planning's role in supporting the SEP growth ambitions (which are currently being updated) and a SCR wide employment land review (due for completion early 2020). A Sheffield City Region Statement of Common Ground has also been produced and is included in the Statement of Compliance with the Duty to Cooperate which can be found on the Local Plan website<sup>10</sup>.
29. The Council has ensured that the MCA understands and is fully aware of the work that has been undertaken regarding objectively assessed housing need and job need. It has been necessary that the starting point for planning Doncaster's local housing and job need has been the Strategic Economic Plan (SEP) and the target to create 70,000 new jobs over its 10-year period (2015-25). The targets allow for an economic uplift of 1% of jobs per annum to take account for economic ambitions of the current SEP and those emerging through the recent initial work to review the SEP.

### **Adjoining Local Planning Authorities – other issues**

#### **YNYERH Spatial Framework**

30. The county and districts of North Yorkshire and the unitary authorities of York, East Riding of Yorkshire and Hull are looking to prepare a long term Spatial Framework. As part of the initial work, wider consultation was been undertaken to seek the views of the neighbouring authorities to that area. Doncaster Council responded to the consultation setting out the issues of strategic importance, which should be considered in any future strategy. As part of the Strategy, further work is being undertaken on Strategic Development Zones (SDZ), one of which will focus on an energy/M62 corridor and may have relevance to Doncaster. Further consultation will take place with Doncaster on the SDZ in the future. It should be noted that although Doncaster Council was consulted during the initial work, the Spatial Framework and its timescales are not within the Council's control.

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<sup>10</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

## 4.0 Signatories

31. In line with national guidance, a Statement of Common Ground is required to be signed by relevant parties i.e. local authorities and strategic bodies/prescribed bodies. Table 1 below, shows the signatories and which issues are relevant to them individually. It also highlights where agreements are still to be made or resolved. The strategic matters/issues and agreements refer to those in Section 6: Strategic Matters and Appendix 2: Strategic and Cross Boundary Matters of this Statement of Common Ground.

**Table 1: List of Signatories and Relevant Agreements**

Organisation	Relevant Agreement	Signatory
<b>Local Authorities</b>		
<b>Doncaster Council</b>	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 11, 12, 13, 14, 15, 17, 18, 19	Signature..... Title..... Date.....
<b>Barnsley MBC</b>	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 15, 17, 19	Signature..... Title..... Date.....

Organisation	Relevant Agreement	Signatory
<b>Bassetlaw District Council</b>	1, 2, 3, 4, 5, 6, 7, 8*, 10, 11, 13, 15,	Signature..... Title..... Date.....
<b>Calderdale Council</b>	19	Signature..... Title..... Date.....
<b>East Riding of Yorkshire Council</b>	1, 2, 3, 5, 6, 7, 11, 13, 14, 17,19	Signature..... Title..... Date.....

Organisation	Relevant Agreement	Signatory
<b>North Lincolnshire Council</b>	1, 2, 3, 5, 6, 7, 11, 13, 14, 15, 19	Signature..... Title..... Date.....
<b>Rotherham MBC</b>	1, 2, 3, 4, 5, 6, 7, 11, 13, 15, 17, 19	Signature..... Title..... Date.....
<b>Selby District Council</b>	1, 2, 3, 4, 5, 6, 7, 9, 11, 13, 15	Signature..... Title..... Date.....

Organisation	Relevant Agreement	Signatory
<b>Sheffield City Council</b>	1, 2, 3, 4, 5, 6, 7, 17, 19	Signature..... Title..... Date.....
<b>Wakefield Council</b>	1, 2, 3, 4, 5, 6, 7, 9, 11, 12, 13, 15, 17, 19	Signature..... Title..... Date.....
<b>North Yorkshire County Council</b>	19	Signature..... Title..... Date.....



Organisation	Relevant Agreement	Signatory
<b>Nottinghamshire County Council</b>	19	Signature..... Title..... Date.....
<b>Derbyshire County Council</b>	19	Signature..... Title..... Date.....
<b>Leeds City Council</b>	19	Signature..... Title..... Date.....

Organisation	Relevant Agreement	Signatory
<b>Prescribed bodies/additional signatories</b>		
<b>Historic England</b>	15	Signature..... Title..... Date.....
<b>Natural England</b>	14	Signature..... Title..... Date.....
<b>Highways England</b>	3, 6, 7	Signature..... Title..... Date.....

Organisation	Relevant Agreement	Signatory
<b>Doncaster Clinical Commission Group</b>	3	Signature..... Title..... Date.....
<b>South Yorkshire Integrated Transport Authority</b>	3, 6, 9	Signature..... Title..... Date.....
<b>Yorkshire and Humber Aggregates Working Party</b>	19	It has been agreed that there is a conflict of interest between industry and local authority members regarding the signing of Statements of Common Ground. Currently awaiting direction from Central Government on how to proceed regarding the consideration of SoCGs.
<b>East Midlands Aggregates Working Party</b>	19	It has been agreed that there is a conflict of interest between industry and local authority members regarding the signing of Statements of Common Ground. Currently awaiting direction from Central Government on how to proceed regarding the consideration of SoCGs.

Organisation	Relevant Agreement	Signatory
<b>MCA/Sheffield City Region</b>	1, 3, 5, 6, 7, 8, 9	Signature..... Title..... Date.....
<b>South Yorkshire Local Nature Partnership</b>	13	Signature..... Title..... Date.....

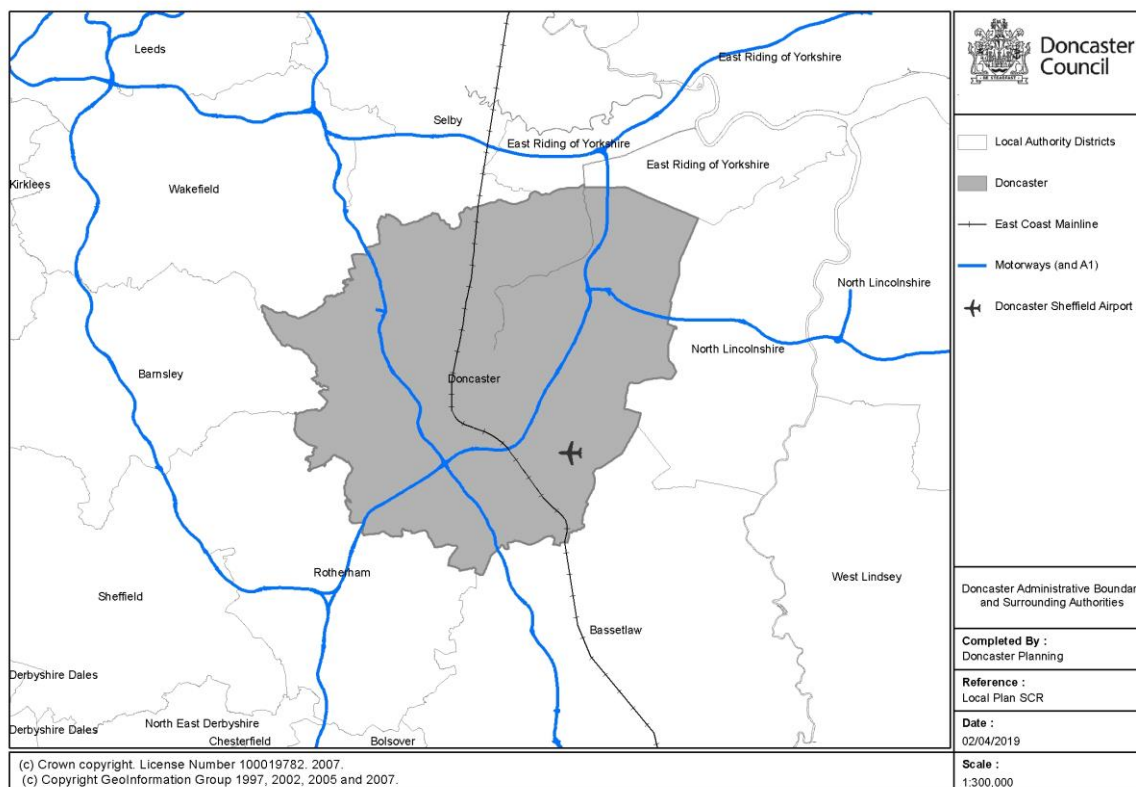
## 5.0 Strategic Geography

32. This section explains the geographical area for the issues covered by the Statement of Common Ground. The strategic geography relating to minerals is covered in paragraph 42 to 50.

### Area (excluding minerals)

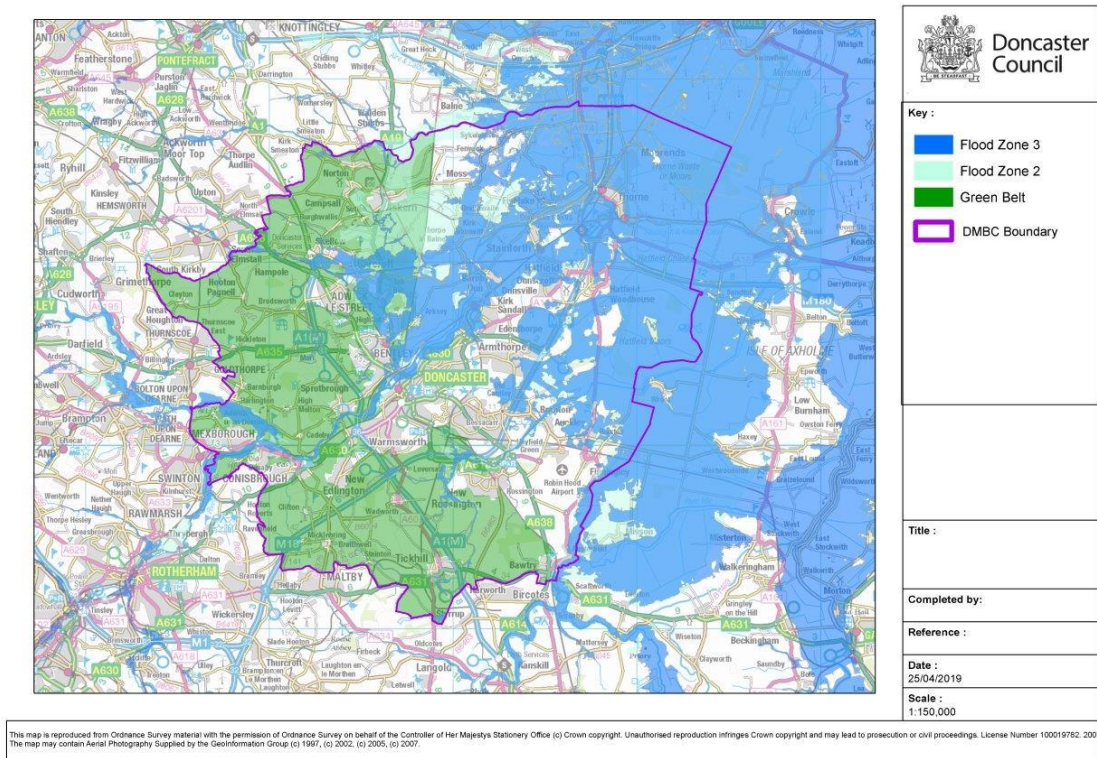
33. Doncaster borough covers 226 square miles and is the largest metropolitan borough in England. It has a population of over 300,000 inhabitants. It is located within South Yorkshire and the Yorkshire and Humber Region some 20 miles from Sheffield, 26 miles from Leeds, 30 miles from York and 47 miles from Hull. The borough lies to the south of Wakefield, Selby and East Riding, east of Rotherham, Barnsley and Sheffield and north and west of the rural districts of Bassetlaw and North Lincolnshire. See Figure 1 below.

**Figure 1 – Map showing Doncaster borough administrative area**



34. Much of the borough is rural in nature with over two thirds of the borough in agricultural use. Green Belt covers 41% of the borough in the west (roughly delineated by the East Coast Mainline) and 43% of the borough is at medium (flood zone 2) or high (flood zone 3) residual risk of flooding from both the River Don and Trent catchments. Areas at risk include Carcroft, Askern, Thorne, Moorends, Hatfield and Stainforth and large parts of the main urban area. Figure 2 shows the extent of the flooding and Green Belt in the borough.

**Figure 2 – Green Belt and Flood Risk within Doncaster Borough**



35. The town of Doncaster sits in the centre of the borough on the river Don, with former mining settlements (Mexborough, Denaby and Conisbrough to the west, Stainforth to the east, Adwick and Carcroft to the north and Rossington to the south) and large areas of open countryside surrounding it. There are a number of historic market towns (e.g. Thorne, Tickhill and Bawtry) and commuter villages (e.g. Auckley and Finningley) and hamlets that serve the wider rural hinterland. The borough also includes sites of national and international importance including sites of special scientific interest (e.g. Potteric Carr nature reserve) and special protection areas: Thorne and Hatfield Moors, which are in the north east of the borough bordering with North Lincolnshire Council.
36. Doncaster has excellent access to major conurbations, coastal ports and other parts of the UK and beyond, linking east to west and north to south. Over 6 million people live within a 45-minute drive of the borough. The borough is well served by transport infrastructure including Doncaster Sheffield Airport; roads and motorways (A1(M), M18 and M180, links to the M1 and M62 and the A18, A638 and A630); rail (Doncaster train station lies on the East Coast Mainline); and ports (access to international ports, particularly the Humber ports).
37. Regarding Doncaster's economy, the Employment Land Needs Assessment (ELNA, 2019) demonstrates that Doncaster is currently a single functional economic market area. The economy is relatively self-contained with 76% of

residents working in the borough; and 78% of residents expenditure on comparison retail goods is spent within the borough.

38. More and more people are commuting in and out of the borough and Doncaster is developing stronger mutual labour market ties within the Sheffield City Region area, but also with West Yorkshire, the Humber and North Lincolnshire. Since the decline of its traditional industries, Doncaster has experienced considerable economic growth but the local economy is still underperforming compared with the regional and national averages in terms of business stock, availability of jobs and employment rates. Deprivation is also higher than average and around a quarter of children live below the poverty line.
39. However, there are three SCR Major Growth Areas within the Doncaster area which have been identified by the LEP and MCA as opportunities for significant growth and a focus for investment through the Integrated Infrastructure Plan. These areas are: the Airport; Unity; and part for the Dearne Valley. These will have a positive impact on Doncaster and beyond - more information can be found in the Council's Employment Land Review on the Local Plan website<sup>11</sup>.
40. Doncaster's economy is the second largest in the city region and the sixth largest in the Yorkshire and Humber region in terms of the value of its goods and services. Doncaster town centre is a major sub-regional centre and is the sixth largest shopping centre in the Yorkshire and Humber region. Mexborough and Thorne are the largest centres outside of Doncaster and serve a wide catchment area. The other centres (e.g. Bawtry, Armthorpe and Askern) within the borough serve more day-to-day needs.
41. Doncaster has a relatively self-contained housing market area as indicated in the 2015 Housing Needs Survey. This is additionally confirmed by the 2019 Housing Needs Survey, which explains that although the borough is part of the Sheffield City Region, it has a self-contained housing market. The housing sub-market in the south and south-east is difficult to define and this is due to the existence of many rural settlements that form a sub-market that share similar characteristics across boundaries with Rotherham and Bassetlaw. Approximately 70% of house moves are within the borough boundary.
42. Doncaster has a good balance of housing types and tenures. Despite lower than average house prices, the vast majority of new households in the borough are unable to afford market housing. There is a shortfall of family and single person homes, private rented accommodation and specialist types of accommodation, such as extra care accommodation and supported living.

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<sup>11</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

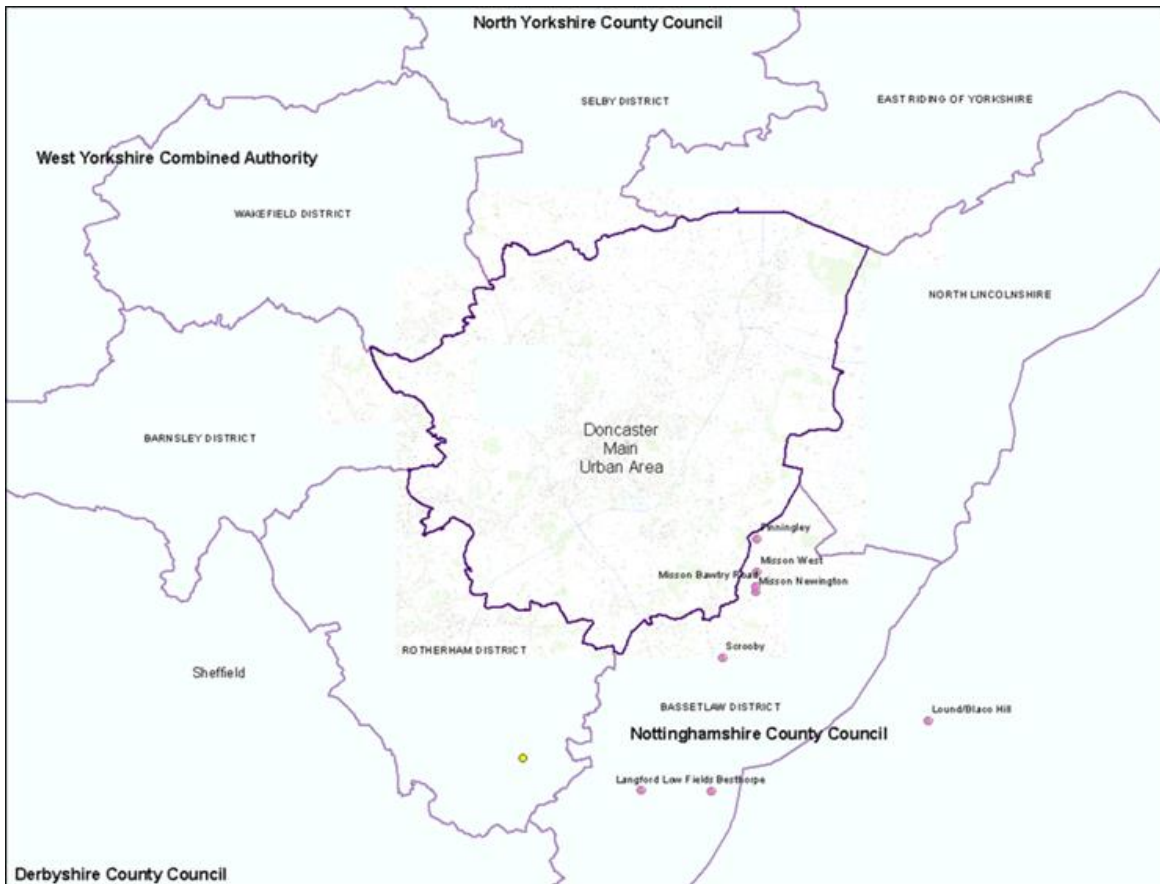
## Conclusion for matters (excluding minerals)

43. Due to the strategic geography of the Borough, this Statement of Common Ground considers Doncaster borough as the most appropriate boundary for matters other than minerals. The borough is a single functional economic market area and has a relatively self-contained housing market area.

## Minerals Strategic Geography

44. This Statement of Common Ground covers a wider strategic area in relation to minerals and includes authorities not adjacent to Doncaster as shown on Figure 3 below. This is due directly to the regional and sub-regional flow of aggregate minerals between the areas, which predominantly make up the area covered by the Yorkshire and Humber Aggregates Working Party (Y&HAWP) and to a lesser degree the East Midlands Aggregate working Party (EMAWP). From a Doncaster perspective and in the context of this statement, the additional areas in relation to minerals include North Yorkshire County Council, Nottinghamshire County Council, Lincolnshire, East Riding of Yorkshire, the West Yorkshire authorities of Leeds and Wakefield, and the South Yorkshire authorities of Barnsley, Rotherham and Sheffield.

Figure 3 Doncaster and Surround Authorities





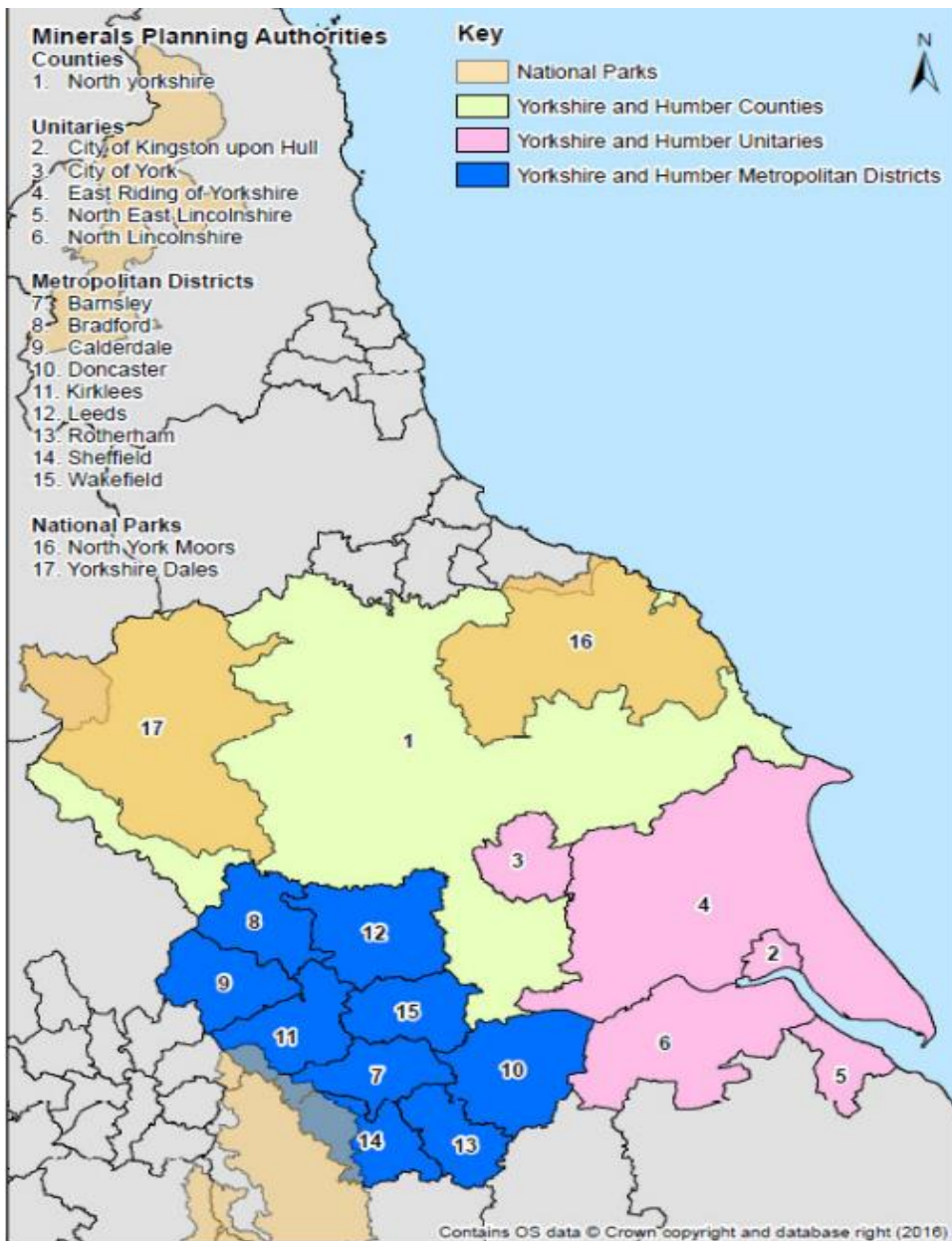
45. As a Minerals Planning Authority, Doncaster is required to plan for minerals as part of the Local Plan process. Doncaster produces the South Yorkshire sub region's<sup>12</sup> share of aggregate, minerals and contributes towards meeting the local, regional and national demand for resources to support infrastructure and construction projects. We also produce some industry and energy minerals, but these are not monitored nationally to the same degree as aggregate minerals. National planning policy identifies how important minerals are to the local economy and advocates the need for sustainable mineral extraction and the Council is required to provide for an adequate and steady supply of construction aggregate for industry by maintaining landbank of mineral planning permissions. The provision of adequate mineral resources is therefore a strategic priority.
46. Doncaster's aggregate minerals include Magnesian Limestone (crushed rock), sand and gravel. Sand is sub-divided into soft (or building) sand and sharp sand (suitable for concreting products). Sand and gravel is commercially extracted within Doncaster, with resources located to the east around the small towns of Bawtry and Armthorpe. Sand and gravel is also extracted over the administrative border in North Nottinghamshire (East Midlands AWP). Crushed rock, Dimension stone and industrial minerals are extracted from a number of large quarries within the Magnesian Limestone ridge which runs north to south along the western side of Doncaster between Barnsdale Bar in the north and Stainton in the south. Detail on resources is available to view at: <http://www.doncaster.gov.uk/services/planning/doncaster-geodiversity-assessment>.
47. The Aggregates Working Parties (AWPs) were established in the 1970s to collect and monitor data on aggregates provision as an aid to minerals planning. AWP's are joint local government-central government-industry bodies that monitor the supply of, demand for, and reserves of, all aggregates including both primary aggregate and alternative sources in local authority areas. AWP's consider the implications of aggregate supply, but are not policy-making bodies. They provide information to facilitate the work of Mineral Planning Authorities (MPAs), national government agencies and the minerals industry. AWP's also feed regional views to the Government through the national forum and the National Coordinating Group (NCG).
48. The core functions of the AWP, as set out in the Planning Practice Guidance, are to:
- consider, scrutinise and provide advice on the Local Aggregate Assessments (LAAs) of each mineral planning authority in its area including whether, in its view, the area is making a full contribution towards meeting both national and local aggregate needs. This assessment should be based on local aggregate assessments and should be informed by other economic data. It should also include an indication of emerging trends of demand in the Aggregate Working Party area;

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<sup>12</sup> Minerals are monitored, nationally, regionally and sub-regionally, not by local authority.

- provide an assessment of the position of overall demand and supply for the Aggregate Working Party area; and
  - obtain, collect and report on data on minerals activity in their area.
49. Doncaster Council contributes toward the Yorkshire and Humber Aggregates Working Party (see Figure 4 below for the region's AWP authorities), with regard to providing minerals information and contributing toward the delivery of annual monitoring and annually produces a Local Aggregates Assessment (jointly with Rotherham MBC). Doncaster's Local Aggregates Assessments can be viewed on the website<sup>13</sup>.

**Figure 4 Yorkshire and Humber Aggregate Working Party Authorities**



<sup>13</sup><https://www.doncaster.gov.uk/services/planning/monitoring-and-implementation>

50. Cross boundary issues, such as mineral provision and supply are identified and considered by AWP's, with information from collaborating areas identified in their respective LAAs. Appendix 1 of this document identifies and summarises the information from the 2014 monitoring and the most recently published area LAA (where available). Doncaster also borders on to Nottinghamshire County Council (Bassetlaw District) who are part of the East Midlands Aggregates Working Party (AWP). The Statement of Common Ground is currently being considered by the Y&HAWP and East Midlands AWP<sup>14</sup>.
51. It is acknowledged through the NPPF that a sufficient supply of aggregate minerals is required to provide for planned infrastructure and development proposals identified in Local Plans. Minerals also move around the country to meet the requirements of supply and demand especially in deficient areas and areas of growth and no mineral resources. This is discussed below in Section 6: Strategic Matters'.
52. Given the nature of mineral flow around the area the extent at which the Statement of Common Ground requires consideration is greater than the immediate boundary of the borough. See paragraph 42 and figure 3 for full extent and 2014 aggregate mineral flows in appendix 1.

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<sup>14</sup> Awaiting direction from Central Government on how to proceed regarding consideration of SoCGs.

## 6.0 Strategic Matters

53. This section explains the strategic and cross-boundary matters that are relevant for Doncaster and the Doncaster Local Plan. It goes through each one in turn. Appendix 2: Strategic and Cross Boundary Matters has further detail (the relevant section in Appendix 2 is referenced for each topic below). The relevant agreements are also listed and are numbered to match the relevant strategic matter.

### **Housing – including scale and location, impact on Green Belt and infrastructure (ref 1, 2 & 3)**

54. The Housing Needs Survey demonstrates that the Doncaster is a single housing market area and as a result of that there are no strategic issues with the relevant neighbouring authorities (including Sheffield).
55. The Doncaster Local Plan has a housing requirement range of 585 – 920 houses per annum which will be met in full within the borough boundary in line with the settlement hierarchy (within the plan period of 2015-2035). Some Green Belt sites are needed within the borough in order for that housing need to be met and therefore paragraph 137 of the NPPG applies. This paragraph states that before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the local planning authority must take into account whether a neighbouring authority could accommodate some of the identified need for development. In order to meet and demonstrate this, Doncaster formally wrote to each neighbouring local planning authority (including Sheffield) to ask if they could accommodate some of Doncaster’s identified housing need (i.e. 920 dpa). Each one stated that it was not in a position to allocate land to meet some of Doncaster’s need or that it would not be appropriate to accommodate some of Doncaster’s need – such as having weaker housing market relationship or that it would be unsustainable. See Table 2 below.

**Table 2: responses received from neighbouring authorities regarding the request to meet some of Doncaster’s housing need**

<b>Local Planning Authority</b>	<b>Response received after asking LPAs if they could accommodate Doncaster’s housing need</b>
<b>Barnsley MBC</b>	The Local Plan housing need figure requires the deletion of around 300 ha of Green Belt. The public transport offer within Barnsley is inferior to elsewhere in the SCR and therefore it would be unsustainable for Barnsley to accommodate unmet need from elsewhere within the plan period and probably beyond
<b>Bassetlaw District Council</b>	Not considered appropriate to make provision for housing needs as Bassetlaw is currently developing the evidence underpinning their Local Plan, such as setting housing growth and economic growth targets and identifying Local Plan site allocations. Therefore it is not in a position to plan for any additional housing needs. It is also not considered appropriate to make provision for housing needs for an authority within a separate housing market area.

<b>East Riding of Yorkshire</b>	Not considered appropriate to make provision for housing needs for an authority within a completely separate housing market area. It would result in an unsustainable pattern of development
<b>North Lincolnshire Council</b>	Not in a position to allocate land to meet some of Doncaster's housing need
<b>Rotherham MBC</b>	There is no reserve of land outside of the Rotherham Green Belt that would be suitable for housing need in neighbouring authorities
<b>Selby District Council</b>	Support Doncaster's commitment to plan for all its housing needs within its own borough boundaries. Selby is currently progressing its Site Allocations Local Plan and is not in a position to plan for any additional housing needs
<b>Sheffield City Council</b>	Sheffield has a weaker housing market relationship with Doncaster compared to other authorities that adjoin. Meeting some of Doncaster's housing need would potentially worsen commuting patterns. Therefore Sheffield is not in a position to assisting in meeting some of Doncaster's housing needs
<b>Wakefield Council</b>	Can confirm that Wakefield cannot accommodate any of Doncaster's housing need

56. As well as being engaged throughout the local plan process, quarterly meetings have taken with Homes England and bids have been put forward through SCR for funding such as the Housing Infrastructure Fund. Issues such as the use of more modern construction methods are also discussed.
57. Any future cross boundary infrastructure provision requiring the involvement or endorsement of neighbouring authorities would be subject to separate discussions and agreement.

**Agreement 1:** The Doncaster Local Plan proposes to fully meet the borough's objectively assessed needs to 2035 and is not proposing to accommodate any neighbouring authorities need as Doncaster functions largely as a self-contained housing market area. This will be kept under review through AMRs and 5-year deliverable housing land supply statements.

**Agreement 2:** Engagement will continue to take place with adjoining authorities to ensure that the loss of Green Belt is kept to a minimum. For this Doncaster Local Plan, it has been confirmed that no adjoining districts are in a position to accommodate any of Doncaster's needs.

**Agreement 3:** Doncaster Council will continue to share evidence and information including updates to and the content of the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to meet the scale and location of housing need. On-going work will continue with adjoining authorities, the MCA, Highways England and SYPTTE on issues such as traffic impacts and mitigation.

### **Gypsies, travellers and travelling showpeople (ref 4)**

58. Doncaster has a significant gypsy and traveller community base with estimates which equate to between 0.2% and 1.3% of the total population.

The most recent needs assessment<sup>15</sup> was undertaken in February 2018. As part of that, all Sheffield City Region local authorities were consulted to find out if any gypsy, traveller and travelling showpeople households currently residing in their area had expressed a wish or intention to move to Doncaster. Those who replied said they had no gypsies or travellers who had an intention to migrate to Doncaster. No local authorities outside of the SCR area have raised any strategic issues with gypsies, travellers and travelling showpeople despite being asked to comment on that as a strategic issue. The current 2018 Study has a surplus of pitches and yards over the next five years. The evidence will be update periodically throughout the plan period.

**Agreement 4:** The Gypsy and Traveller Accommodation Need Assessment and Travelling Showpeople Accommodation Need Assessment will be updated as and when required. Doncaster Council will work closely with adjoining local authorities to meet any recognised gypsy and traveller need.

#### **Employment – including scale and infrastructure (ref 5 & 6)**

59. The Employment Land Needs Assessment (Update 2019) identifies that Doncaster is a separate functional economic market area. Discussions and consultation on the Local Plan so far with neighbouring authorities have not raised any concerns relating to issues such as the overall level of employment provision, potential allocations and their associated infrastructure. The Doncaster Local Plan will meet the identified employment land need (481 ha) in full with an appropriate level of flexibility built in.
60. Any future cross boundary infrastructure provision requiring the involvement or endorsement of neighbouring authorities would be subject to separate discussions and agreement.

**Agreement 5:** The Doncaster Local Plan proposes to meet the borough's job needs/land requirement to 2035. Doncaster is a separate functional economic market area. This will be kept under review through AMRs, employment land availability and updates to Employment Land Reviews/Employment Land Need Assessments.

**Agreement 6:** Doncaster Council will continue to share evidence and information including updates to and content of the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to meet the scale and location of employment need. On-going work will continue with adjoining authorities, the MCA, Highways England and SYPTE on issues such as traffic impacts and mitigation.

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<sup>15</sup> <https://www.teamdoncaster.org.uk/housing-needs-assessments>

## Transport Infrastructure – strategic road network, local highway network, public transport and rail

### Strategic Road Network (SRN) (ref 7)

61. Doncaster benefits from excellent motorway access (A1(M), and M18 and M180) and therefore dialogue with Highways England (HE) is imperative. Doncaster Council and HE have developed a collaborative approach to improvement works on and around the Strategic Road Network (SRN). There is a history of cooperative working between both parties to identify issues on the SRN and secure funding streams for scheme delivery.
62. Throughout the preparation of the Local Plan, a number of meetings have been held with HE. These discussions have informed the site selection process and shaped the proposed transport schemes presented through the Local Plan. All proposed site allocations have been provided to HE who have undertaken modelling work to review the potential cumulative impact on the Strategic Road Network (SRN). We have agreed the principle of necessary mitigations on the SRN. Both parties will maintain a collaborative working approach to securing developer contributions where appropriate and investigating other potential funding opportunities in order to bring forward sites allocated in the Local Plan. Details of the mitigations, funding mechanisms and triggers are included in the Doncaster Infrastructure Delivery Plan (IDP).

**Agreement 7:** Doncaster Council will continue to liaise and share evidence with adjoining authorities, the MCA and Highways England to help identify and quantify specific strategic highway network capacity, shortfalls and future requirements linked to scale and phasing of development.

### Local Highway Network (ref 8)

63. Ongoing discussions with neighbouring authorities regarding their local plans and the Doncaster Local Plan have highlighted two cross boundary/strategic issues regarding transport infrastructure. These concern the borough of Barnsley and the district of Bassetlaw:
  - **Barnsley** – in light of significant recent development and further growth plans around the Dearne Valley area in Barnsley, connectivity improvements are required between the Dearne Valley and the A1(M). The A635, which forms the principle route between Dearne Valley and the A1(M), is currently a low capacity, single carriageway road. The high volumes of traffic experienced along the road causes severance issues as well significant air quality challenges in the villages of Hickleton and Marr. Both villages are conservation areas and Hickleton is a designated as an Air Quality Management Area.

Strategic discussions and collaborative working is ongoing between the MCA, Doncaster Council and Barnsley Council to investigate potential mitigation and funding opportunities. This includes the Hickleton and Marr Bypasses to divert traffic and congestion away from the villages, connecting the A635 Barnsley Road/ Doncaster Road with the A1(M). The MCA, Doncaster Council and Barnsley Council are currently working on a feasibility study and business case for the delivery of a bypass.

- **Bassetlaw** – Harworth and Bircotes in the north of Bassetlaw District have seen significant housing and employment development over recent years. This has impacted on the highway network in Doncaster, specifically along the A631 Bawtry/Tickhill corridor.

Doncaster Council and Bassetlaw Council are working closely together on addressing the impact that development is having on the local road network in Doncaster, particularly the A631 Bawtry/Tickhill corridor. Bassetlaw District commissioned transport modelling which included modelling of the local road network in the south of the Doncaster borough. Doncaster Council part funded this work, which identified that by 2037 with committed developments added, 4 out of 5 of the junctions that were assessed in Doncaster are over capacity in one or both peaks. The Councils will continue to work together to investigate how the required mitigation schemes will be delivered and funded including considering the use of developer contributions, external funding or any other available and appropriate funding sources.

**Agreement 8:** Doncaster Council will continue to liaise and work closely with the MCA, SYPTE, Barnsley Council and Bassetlaw Council to address the pressure on the local highway network as a result of proposed development.

**Barnsley**

Ongoing issue – work is on-going to investigate potential mitigation on the transport network including bypasses at Hickleton and Marr.

**Bassetlaw**

On-going work and liaison is taking place to ensure that potential congestion in Harworth/Bircotes does not have a detrimental impact on the local roads.

Ongoing: Doncaster Council and Bassetlaw Council are working closely to investigate how the required mitigation schemes will be delivered and funded.



### **Public Transport (ref 3 & 6)**

64. Doncaster has a comprehensive public transport network serving urban and rural communities. South Yorkshire Passenger Transport Executive (SYPTE) have responsibility for supporting public transport services throughout South Yorkshire including bus, tram, tram/train and train. SYPTE and Doncaster Council have a partnership approach to public transport network enhancements. Doncaster Council works with SYPTE and bus operators through the Doncaster Bus Partnership to deliver service improvements and increase patronage. Launched in 2016, the Doncaster Bus Partnership Agreement outlines the basis upon which the parties will work together to improve bus services, grow patronage and encourage modal shift in Doncaster.
65. Doncaster Council has been in regular communication with SYPTE throughout the Local Plan preparation process and has consulted on emerging housing and employment strategies and draft policies during the plan formation. Both parties are keen to ensure the accessibility and resilience of the public network in light of future growth. Where changes to service provision are required as a result of planned development, SYPTE and Doncaster Council will work in partnership to ensure delivery of schemes through the planning process and will continue to work together to bring out improvement schemes and identify funding streams.

**Agreement 3:** Doncaster Council will continue to share evidence and information including updates to and content of the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to meet the scale and location of employment need. On-going work will continue with adjoining authorities, MCA, Highways England and SYPTE on issues such as traffic impacts and mitigation.

**Agreement 6:** Doncaster Council will continue to share evidence and information including updates to and content of the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to meet the scale and location of employment need. On-going work will continue with adjoining authorities, the MCA, Highways England and SYPTE on issues such as traffic impacts and mitigation.

### **Rail including local services and HS2 (ref 9)**

66. Doncaster Council works closely with SYPTE on the provision and improvement of local rail services and infrastructure. This includes the potential for new railway stations as well as delivering a safe, reliable and accessible public transport network, supported by effective infrastructure. SYPTE also work in partnership with the regional train operating companies.
67. There has been on-going involvement and engagement with Northern Powerhouse Rail. Doncaster Council support the principle of HS2 but believe

the current Phase 2B route is the wrong solution for South Yorkshire. Doncaster Council has responded to consultations from HS2 Limited throughout the scheme development and route refinement process. Doncaster Council has provided information to HS2 Limited to inform the project and the assessment and evaluation work for the scheme, including environmental assessments.

68. Doncaster Council is also working with Network Rail and Transport for the North, alongside Doncaster Sheffield Airport and Sheffield City Region, to further plans for a new East Coast Main Line loop and station at Doncaster Sheffield Airport. The introduction of a new loop and station and associated strategic Park and Ride site will stimulate transformational economic growth and investment in the SCR Doncaster Sheffield Airport priority growth area and beyond, as well as unlocking housing growth. Full details of the background, objectives, and cost benefits of the new station are set out in the Strategic Outline Business Case (not yet publically available) developed by Doncaster Council in partnership with Sheffield City Region and Peel Airports.
69. Importantly, the Council has also been engaging with Network Rail about capacity issues and constraints on the East Coast Main Line in the Doncaster Station Area and how those constraints might be alleviated, and also with Northern Powerhouse Rail over their proposition for improved rail connectivity and journey times between Sheffield and Hull via Doncaster Station.

**Agreement 9:** Doncaster Council will undertake on-going work with the MCA, SYPTE, HS2 Ltd, Network Rail and adjoining councils. Local Plan site choices will take HS2 safeguarded land into consideration.

### **Air Quality and Noise (ref 10)**

70. There are potential cross boundary issues regarding the traffic implications of proposed development In Goldthorpe (Barnsley) and Harworth/Bircotes (Bassetlaw) and the impact these may have on air quality and noise in Hickleton and Marr, and Tickhill and Bawtry (respectively). The section on the Local Highway Network above explains in more detail how the issues are to be resolved.

**Agreement 10:** Doncaster Council will continue to liaise and work closely with Barnsley Council and Bassetlaw Council to address the pressure on the local highway network as a result of proposed development.

For Barnsley – work is on-going to investigate potential mitigation on the transport network including bypasses at Hickleton and Marr. A MoU may be required.

For Bassetlaw – Doncaster Council and Bassetlaw Council are working closely to investigate how the required mitigation schemes will be delivered and funded which will address the impact that development is having on the local highway network.

## **Retail and town centres (ref 11)**

71. There are no strategic issues relating to retail and leisure. The retail catchment is relatively self-contained with 78% of resident's expenditure on comparison retail goods being spent in the borough. No adjoining authorities raised any issues regarding retail and town centres.

**Agreement 11:** Evidence relating to retail and town centres will continue to be monitored however it is likely that no cross boundary issues will be identified. Doncaster Council will liaise with adjacent local authorities to identify any specific impacts and consider if mitigation is necessary.

## **Flood risk (ref 12)**

72. Flood risk is a major issue for Doncaster as 43% of the borough is within Flood Zone 2 or 3. As a result of this, there has been regular on-going consultation and engagement with the Environment Agency. This has resulted in their involvement throughout the evolution of the Local Plan as their comments and suggestions have been considered and incorporated in to the policies and the Flood Risk Topic Paper<sup>16</sup>. This joint working has ensured that the Local Plan complies with national guidance regarding flooding and has guided where development can take place but also has regard to the regeneration needs of the borough.
73. While preparing the Strategic Flood Risk Assessment Level 1, the Council's consultants JBA shared the evidence base and data with neighbouring authorities, utility companies and bodies such as the Canals and Rivers Trust. Any comments and issues were incorporated into the work at the earliest stage and no further issues have been raised throughout the process.

**Agreement 12:** Doncaster Council will continue to liaise with the Environment Agency and neighbouring authorities where necessary. Hydraulic Modelling evidence will be kept under review and an update to the Level 1 Strategic Flood Assessment will be considered and then a more detailed level 2 Assessment may follow on.

## **Green Infrastructure & Thorne and Hatfield Moors (ref 13 & 14)**

74. There are no strategic issues relating to the natural environment. There is continuing dialogue with relevant local authorities, local nature partnerships and local records centres to ensure that biodiversity interests are addressed and communicated in development matters. There has also been ongoing engagement with Natural England through the Local Plan process and their

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<sup>16</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

comments and suggestions have been taken into account in the writing of relevant local plan policies. They have also been involved in and consulted upon through the Sustainability Appraisal process where Natural England Impact Risk Zones have been used to help assess potential housing, employment and minerals allocations, as well as through the Habitats Regulations Assessment work<sup>17</sup>.

75. The South Yorkshire Local Nature Partnership (SYLNP) covers the northern half of the Sheffield City Region and was formally recognised by Government in July 2012. Doncaster Council is represented on the Board and so far, work has included mapping the area's natural assets, priority habitats and ecosystem services (carbon sequestration, air quality etc) as part of developing nature recovery networks and informing future approaches to biodiversity offsetting and net gain. The adopted Terms of Reference and adopted Strategy can be downloaded from the [SYLNP website](#). Links to the maps can be found under point 1 '[Mapping Our Natural Assets](#)'. The Partnership has been consulted throughout the local plan process and their comments and suggestions have been taken into account in the writing of relevant local plan policies.
76. Thorne and Hatfield Moors are on the boundary between Doncaster Council, East Riding and North Lincolnshire. Doncaster Council has shared its Habitats Regulations Assessment work with key bodies including the Humberhead Levels Partnership. The Local Plan has taken into account the need for a sensitive choice of sites and locations for development in order to reduce the potential impact on the Moors. Again, this has been undertaken through the Sustainability Appraisal and the Habitats Regulations Assessment.

**Agreement 13:** Effective liaison is to take place to ensure established and new green infrastructure networks and ecological corridors are created and maintained and (if necessary) expanded.

**Agreement 14:** Local Plan allocations have had regard reducing the potential impact on the Moors. Access to the Moors will continue to be managed and monitored. HRA work will continue to be shared with adjacent authorities and key bodies such as Natural England.

### **Built and historic environment (ref 15)**

77. There has been on-going engagement with Historic England throughout the preparation of the Local Plan process and their comments and suggestions have been taken into account in the writing of relevant local plan policies and

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<sup>17</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

through the Sustainability Appraisal where impacts on heritage features have been considered.

**Agreement 15:** Consultation with Historic England will continue throughout the Local Plan process to ensure there are no adverse impacts on the existing built and historic environment from new allocations such as housing, employment and minerals.

*N.B. Agreement 16 has been deleted. Discussions have taken place with Bassetlaw District Council and it has been agreed that there is no substantive evidence to support the need for this Agreement which had said there was an impact on Tickhill and Bawtry conservation areas due to an increase in traffic from Harworth/Bircotes*

### **Waste Management (ref 17)**

78. Doncaster previously co-operated with Barnsley and Rotherham Councils to produce the Joint Waste Core Strategy, adopted in 2012 and continue to co-operate in the ongoing monitoring of the Plan. Doncaster contributes to ongoing co-operation regarding waste through the Yorkshire and Humber Waste Technical Advisory Body. The authorities of Doncaster, Rotherham, Barnsley and Sheffield are working towards producing a new Joint Waste Local Plan. The authorities are currently procuring consultants to produce an initial evidence base to identify what is needed and will use this information to identify the next stages of the project. All the authorities still need to sign up to a memorandum of understanding and legal agreement directly relating to the production of the Joint Waste Local Plan. Adjacent authorities will be requested to sign up to an additional Statement of Common Ground, which will support the Joint South Yorkshire Waste Plan in due course.
79. Beyond the co-operation with authorities in South Yorkshire identified above, the Council continues to receive and respond to requests for information from relevant authorities preparing and monitoring Waste Local Plans. The Council will continue to respond to such requests as part of its ongoing commitment to meet the requirements of the duty to co-operate.

**Agreement 17:** Work with the South Yorkshire authorities to agree to, and subsequently prepare a new joint Waste Plan and liaise / engage with adjacent and other relevant authorities as and when required.

### **Community facilities (health, education & cultural infrastructure) (ref 3)**

80. Engagement has taken place with the Doncaster Clinical Commissioning Group (CCG) throughout the preparation of the Local Plan. This has been particularly important due to the amount of objections and concerns raised through the Informal Consultation on the Local Plan in the autumn of 2018.

Many respondents were worried about the impact of proposed housing allocations on doctors surgeries, dentists and hospitals particularly A&E departments. There is ongoing dialogue between the Council and the CCG, and relevant information such as proposed housing allocations, is being shared so that agreement can be reached on the best way to address the issues being raised.

81. The Local Plans Team work closely with colleagues in the Local Education Authority on strategic planning for new homes and ensuring there are sufficient school places in both the primary pyramid and secondary school catchments. Annual returns to the Department of Education include latest monitoring of planning applications and progress of housing build-out in areas of high demand where there are issues with capacity. New allocations have been assessed by Education colleagues in order to understand potential requirements on school places, and whether this can be best met through new build allocation on new sites, or contributions towards increasing capacity to existing schools. Meetings have also taken place with the Department of Education to understand school place funding and expectations on the Local Plan.

**Agreement 3:** Doncaster Council will continue to share evidence and information including updates to and the content of the Infrastructure Delivery Plan to ensure that adequate infrastructure is provided to meet the scale and location of housing need. On-going work will continue with adjoining authorities and Highways England on issues such as traffic impacts and mitigation.

### **Water quality** (ref 18)

82. There are no strategic issues associated with water quality. Doncaster Council will liaise with adjacent authorities as well as the EA and utility companies as appropriate.

**Agreement 18:** Policies in the Local Plan protect and enhance the rivers and water bodies within the Don and Humber River Basin. Continue liaison with the EA and utility companies.

### **Minerals** (ref 19)

83. The demand for minerals is precipitated by the desire for economic growth and increased housing need. The provision of adequate aggregate mineral resources is a national, regional and local priority. As discussed earlier in section 5, Doncaster produces, uses and exports limestone, sand and gravel aggregate. This material is essential for development purposes, with sharp sand and gravel being an essential ingredient in concrete. Aggregate resources are not distributed evenly across Mineral Planning Authorities within

the Yorkshire & Humber Region. There are currently no supply issues in relation to crushed rock (limestone) aggregate in Doncaster<sup>18</sup>. However, Doncaster's sharp sand and gravel resources have been declining steadily over the last 15 years, and the availability of sharp sand and gravel is becoming an issue locally and regionally. The Yorkshire and Humber Aggregates Working Party is also concerned about the depletion of sand and gravel resources and the long-term provision of material. Consultation with the top four mineral operators confirmed the sharp sand and gravel resource is all but exhausted in Doncaster. This is reflective of the limited representations received for sand and gravel quarries. Doncaster is subsequently looking to allocate only two suitable sand and gravel sites in the Local Plan.

84. National aggregate monitoring takes place (generally) every four years, with the last monitoring taking place in 2014. However there is no planned monitoring in 2019, which is an issue for all minerals planning authorities due to the reliance on information that is becoming increasingly out of date. The [Aggregate minerals survey for England and Wales, 2014](#) (AM2014) provides information on aggregate flows around the country and is essential for identifying export and import information nationally, regionally and sub-regionally. It should be noted that this information is becoming increasingly out-of-date. Minerals flows around Doncaster and the surrounding area sourced from the AM2014 survey are discussed further in appendix 1.
85. Doncaster has produced a 'Forecasting the Demand for Aggregates' evidence base document, which uses historic consumption data, sourced from annual monitoring surveys, historic housing delivery information and planned housing delivery to identify and estimate future Local Plan aggregate needs. This document estimates around 3.7 million tonnes (Mt) of aggregate will be needed annually to deliver South Yorkshire's combined Local Plan requirements, and about 4.4Mt will be needed to delivery West Yorkshire's Local Plan requirements.
86. The document estimates Doncaster and Rotherham will require annually a maximum of approximately 0.7Mt of aggregate (sand, gravel and limestone) to meet Local Plan growth proposals. Barnsley will require approximately 0.8Mt of aggregate annually and Sheffield will require 1.5Mt.
87. The West Yorkshire sub region is also on track to increase their aggregate demand to meet Local Plan requirements. The estimated increase on aggregate requirements will have an impact on reserves, leading to accelerated resource depletion especially for sand and gravel. Additional sand and gravel supplies will need to be found in the medium term to replace depleting reserves. Reserves of crushed rock can meet demand in the short to medium term but will require long-term review. The agreements below will

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<sup>18</sup> Doncaster supplies South Yorkshire's crushed rock, sand and gravel.

assist the MPA in addressing the NPPF requirements in terms of aggregate flows to and from the plan area.

**Agreement 19.1:** To seek to provide for the sustainable use of aggregate minerals to ensure sufficient supply of material to provide for planned infrastructure and development proposals. Each producing area identified in this document will continue to supply (should conditions allow) aggregate to support infrastructure developments in authorities within Yorkshire and Humber Aggregate Working Party (AWP) area.

**Agreement 19.2:** To recognise Local Aggregate Assessments, [Aggregate Minerals Survey for England and Wales, 2014](#) (AM2014) and any subsequent national, regional or local monitoring as evidence of the cross boundary movements of aggregate minerals. This recognises movements between all producing and receiving areas, and will be used in determining the aggregate mineral provision required in each Local Plan area.

**Agreement 19.3:** That there are national, regional and sub-regional concerns regarding the supply of concreting aggregates, namely sharp sand and gravel. Doncaster, Nottinghamshire, North Yorkshire and East Riding's supply of sharp sand and gravel is declining and resources from other areas may be required (in the long term) to provide additional imports to meet Local Plan requirements. This raises concerns of accelerated resource depletion. These shortages will be identified in Local Aggregates Assessments and landbank calculations.

**Agreement 19.4:** Share advice and information (including aggregate monitoring information) to complement the preparation Local Plans and Aggregate Assessments (including landbanks, locations of permitted reserves (relative to the market), and capacity of reserves)

**Agreement 19.5:** To monitor the current situation and continue dialogue between MPAs regarding trends in imports / exports. Specifically forecasting aggregate mineral demand in different areas of Yorkshire and Humber and the likely impact on resources in the Yorkshire and Humber AWP area as a whole.

**Agreement 19.6:** To cooperate in the preparation of Local Plan policies and evidence base requirements including:

- Mineral Safeguarding Areas and safeguarding associated infrastructure
- Mineral Allocations (including Specific Sites, Preferred Areas, and Areas of Search)
- Aggregate, Non-aggregate and energy mineral requirements (where appropriate)

**Agreement 19.7:** Each non-mineral authority will seek to be more sustainable in the use of aggregates (such as crushed rock, sand and gravel and secondary aggregate) to reduce pressure on resources in Mineral Planning Authority areas.



## **7.0 Governance Arrangements**

88. This Statement has been prepared by Doncaster Council and has been published on the Council's website as when required during the Local Plan process. The preparation of the Statement has included joint meetings, individual meetings, email correspondence and consultation responses.
89. Going forward this Statement will be discussed and updated as and when a Local Plan Review takes place.
90. Regard has also been had to the progression of the Sheffield City Region Statement of Common Ground.
91. It should be noted that the signatories to this document have done so on the basis of the principals set out in this Statement, and by signing it, it does not prejudice the ability of any such signatory making detailed representations (in support or objection) to the content of the Local Plan.

## 8.0 Timetable for Review and on-going cooperation

92. The Council recognises that the production and updating of the Statement of Common Ground is an on-going requirement and will continue to engage and work with neighbouring authorities and partners through both the delivery of the Doncaster Local Plan and its evidence base as well as neighbouring local plans and their evidence base. This will include numerous documents such as Infrastructure Delivery Plans, Housing Need Assessments and Employment Land Reviews and Minerals Joint Position Statements. This may be particularly the case for Barnsley MBC and Bassetlaw Council where there are on-going matters to be resolved regarding the local transport network and air quality.
93. This Statement will be and has been maintained and kept up-to-date throughout the Local Plan preparation process (Publication, Submission and Adoption) and published on the website<sup>19</sup> as and when appropriate/necessary. It will be the Council's responsibility to ensure that this Statement reflects the most up to date position regarding joint working across the area.
94. Following on from Local Plan adoption, economic, social and environmental issues will continue to be monitored and evidence updated. These will inform the statutory need to consider whether to review the Plan (in whole or part) at least every five years.
95. Emerging issues and opportunities that may inform a Local Plan review could include:
  - Major changes in how we live, work and how businesses trade are reshaping our economy and transforming communities. Doncaster can seize opportunities such as supporting growth in industries that can provide higher-skilled, more productive and better paid jobs.
  - Doncaster has a wide portfolio of development projects (on going and in the pipeline). The ambitious plans include Unity; the Urban Centre Masterplan; University City; airport growth including East Coast Main Line link; and, new and improved transport links.
  - The increasing number of neighbourhood plans could gradually replace some of the non-strategic policies of the local plan.
  - National policy will evolve in response to climate change and the growing, changing needs of the population and economy including housing need.
  - A potential Yorkshire-wide Devolution Deal will provide an opportunity for Yorkshire to increase its contribution to improving productivity, rebalancing the national economy and spreading wealth and prosperity.
  - Central Government is promoting HS2. This is not the Council's proposal and the route will not be determined through the Local Plan.

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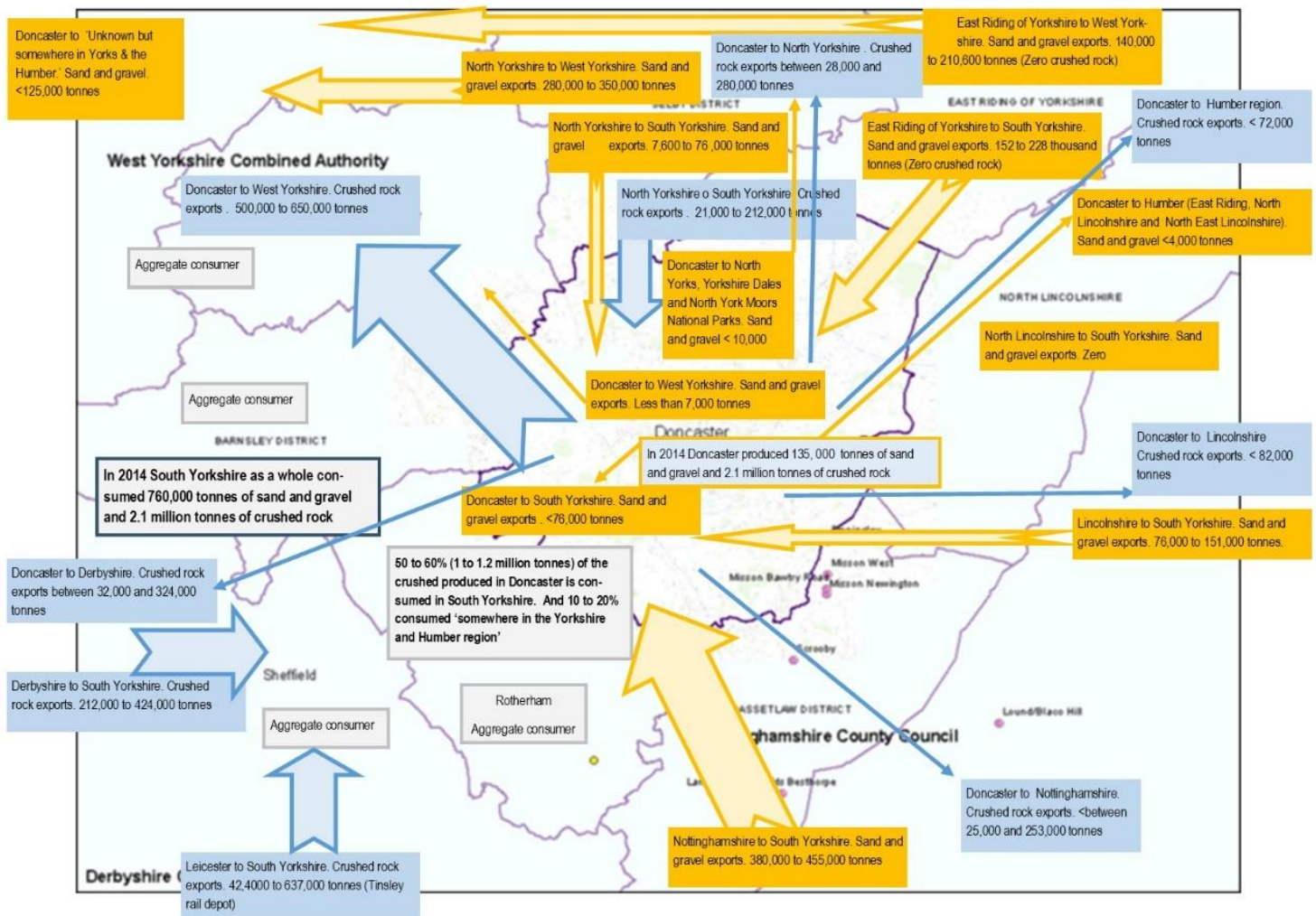
<sup>19</sup> [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

- Improved understanding of residual flood risk to the borough (especially Thorne-Moorends) following the completion of Hydraulic Modelling which is being finalised by the Environment Agency at the time of Plan preparation.
96. When the Local Plan is reviewed, this Statement of Common Ground will be reviewed and updated accordingly. A review of the Statement will also be required if agreements on issues included in this Statement are reached at a later stage.
  97. The Adoption and Review of neighbouring authorities' Local Plans may also trigger the need to review and update this Statement.
  98. Any updates and review will be undertaken in complete cooperation and engagement with the relevant neighbouring authorities and prescribed bodies.

# Appendix 1: Explaining Strategic Minerals: Aggregate Flows, Provision and Requirements

- The flow of minerals around Doncaster and the surrounding area is quite complex and best interpreted using the 2014 mineral survey information (and supplemented with neighbouring authorities Local Aggregate Assessment (where available)). The diagram below provides a visual interpretation of the 2014 aggregate flow (centred on Doncaster). This is explained further in this appendix.

**2014 Aggregate Flows (source 2014 National Monitoring)**






## **Nottinghamshire**

2. Doncaster shares a boundary with Nottinghamshire County Council and has had a close working relationship in respect of mineral requirements for a number of years; this includes a signed 'Minerals Joint Position Statement' dating from 2013. This statement set out how the adjoining council's ensured the development of consistent and complementary approach to plan making in terms of mineral policy, development and proposals, continued engagement and joint working where required. The 'position statement' covered the authorities of Nottinghamshire, Rotherham, Doncaster and Derbyshire. This Statement of Common Ground will replace the joint position statement.
  
3. Nottinghamshire is an important producer of sand and gravel and Sherwood Sandstone and has a large export market particularly to South Yorkshire and the wider East Midlands. The AM 2014 data shows that of the total amount of sand and gravel exported from Nottinghamshire to south Yorkshire is between 50-60% (380,000 - 456,000 tonnes). In contrast less than 1% (1,000 tonnes) of sand and gravel sourced in Doncaster was exported to Nottinghamshire. Nottinghamshire only has one crushed rock quarry which has been dormant for a number of years and therefore no crushed rock is exported. The information below is sourced from the 2016 Nottinghamshire Local Aggregates Assessment:
  - Eleven permitted sand and gravel quarries in Nottinghamshire, but only nine are active across the county
  - Five Sherwood Sandstone (soft sand) quarries with permitted reserves of 3.73mt
  - 2007 to 2016 ten-year average sales equate to 1.7 million tonnes and three year average sales equate to 1.4 million tonnes.
  - Reserves at 31<sup>st</sup> December 2016 were 17.5 million tonnes
  - The landbank of permissions is 10.3 years based on the ten year rolling average

## **East Riding of Yorkshire and North Lincolnshire**

4. Doncaster shares a boundary with East Riding of Yorkshire and North Lincolnshire Councils, both are important producers of sharp sand and gravel. In terms of mineral movements, AM2014 shows that 20% to 30% of South Yorkshire's aggregate sand and gravel consumption (amounting to 152,000 to 228,000 tonnes) came from the Humber in 2014 and all of this was from the East Riding. This amounts to between 36% and 54% of the Humber's primary aggregate sand and gravel sales, which is a significant proportion. The monitoring also shows that less than 1% (amounting to less than 4,240 tonnes) of the sand and gravel consumed within the Humber area was from Doncaster. The Humber LAA identifies the production of crushed rock and the landing of marine sand and gravel, but this is not exported to the South Yorkshire market.

5. For crushed rock, AM2014 shows that none of South Yorkshire’s crushed rock consumption was met from the Humber area, however 1% to 10% of the Humber area’s consumption of crushed rock, amounting to 7,240 to 72,400 tonnes, was supplied from Doncaster.
  
6. The East Riding of Yorkshire, North Lincolnshire and Hull produce the Humber Local Aggregates Assessment, which identifies:
  - nine active sand and gravel sites. Five are located within the East Riding of Yorkshire and two in North Lincolnshire
  - 2008 to 2017 average sales equate to 0.85 million tonnes and three year average sales equate to 0.89 million tonnes.
  - Reserves at as 31st December 2017) were 5.73 million tonnes, a decrease of 1.89 million tonnes compared with 2016 levels
  - The landbank of permissions is 6.74 years (based on the ten year rolling average). This figure reduces to 6.03 years when based on the indicative annual Humber sand and gravel apportionment.
  - Land won sand and gravel resources are declining year on year, see extract below

SUMMARY OF FINDINGS		
	<i>Performance in 2017</i>	<i>In comparison to previous year (2016)</i>
Land won sand and gravel (million tonnes)	0.84	 0.90
Permitted reserves of sand and gravel (million tonnes)	5.73	 7.62
Sand & Gravel landbank (years) against 10 year annual average sales rate	6.74	 8.37

### **North Yorkshire County Council**

7. Doncaster Council shares a boundary with North Yorkshire County Council one of the authorities responsible for minerals planning in the North Yorkshire sub-region. AM2014 identifies that between 1 and 10% (up to 76,000 tonnes) of the sand and gravel produced in North Yorkshire was consumed in South Yorkshire and small amounts (<1%) of sand and gravel were imported into the North Yorkshire sub-region from sources including Doncaster. For crushed rock, AM2014 shows that between 1 and 10% (up to 212,000 tonnes) of the crushed rock from North Yorkshire was consumed in South Yorkshire and Doncaster exported between 28,000 and 280,000 (1 to 10%) of crushed rock to North Yorkshire.

8. The information below is sourced from the 2017 North Yorkshire draft LAA which covers the areas of North Yorkshire County Council, City of York Council and the Yorkshire Dales National Park (YDNP) and North York Moors National Park Authorities.

#### Sand and Gravel

- 8 active concreting sand and gravel sites
- 3 active building sand sites
- NYCC ten year average sales equate to 1.7Mt
- NYCC reserve at 2017 equates to 17.4Mt
- NYCC landbank at 2017 equates to 7.1 years

#### Crushed Rock

- 5 active carboniferous limestone crushed rock sites (Yorkshire Dales NP)
- YDNP ten year average sales equate to 3.1Mt (including 0.8Mt high PSV aggregate)
- NYCC reserves at 2017 equates to 83.5Mt
- YDNP reserve at 2017 equates to 81.8Mt
- NYCC landbank at 2017 equates to 22.3 years
- YDNP landbank at 2017 equates to 26.3 years

9. Barnsdale Bar quarry (adjacent to the boundary of Doncaster borough and capable of producing a full range of aggregate products): the operators have recently (May 2019) submitted an application for an extension of approximately 8 million tonnes, which is proposed for extraction over a 20 year period.

#### **West Yorkshire**

10. Doncaster shares a boundary with Wakefield (part of the West Yorkshire sub-region for aggregates monitoring) and the West Yorkshire Combined Authority. As monitoring does not break down information into local authority area, the information provided is given at a West Yorkshire sub-region level and covers the areas of Wakefield, Leeds, Bradford, Kirklees and Calderdale. AM2014 identifies:
- Exports of sand and gravel from Doncaster to West Yorkshire were less than 1% (approximately 7,020 tonnes);
  - West Yorkshire imported 40 to 50% sand and gravel from North Yorkshire County Council, 20 to 30% from East Riding of Yorkshire Council and 10 to 20% from Nottinghamshire County Council
  - 20 to 30% of the crushed rock aggregate consumed in West Yorkshire was extracted from South Yorkshire (sourced in Doncaster).
  - West Yorkshire consumption of aggregate was also supported by imports of 30 to 40% crushed rock from the Yorkshire Dales National

Park, 10 to 20% from North Yorkshire County Council, and 10 to 20% internally from Leeds City Council, with Derbyshire and Calderdale contributing 10% of the sub-regions consumption.

**Doncaster Council, Rotherham, Sheffield and Barnsley (South Yorkshire sub-region)**

11. Doncaster shares a boundary with Barnsley and Rotherham Councils. Doncaster produces an annual Local Aggregates Assessment on behalf of Doncaster and Rotherham (as both authorities have aggregate mineral resources). The crushed rock (Magnesian Limestone) resource is a band of solid geology running roughly north (from Barnsdale Bar in Doncaster) to South Anston, in the southern area of Rotherham. Rotherham has one quarry with extant permission, but no extraction has taken place at this site for quite some time. Sand and gravel is found within Doncaster only, with resources located mainly to the east around the small towns of Bawtry and Armthorpe where the material is commercially extracted. Sheffield Council is a consumer of aggregate as is Barnsley Council. AM2014 identifies:

- South Yorkshire consumed 760,000 tonnes of sand and gravel and 2.1Mt of crushed rock in 2014.
- Doncaster produced just 135,000 tonnes of sand and gravel with the majority of the material produced remaining somewhere within the Yorkshire and Humber region, 6% of the material staying within South Yorkshire and 7% going elsewhere to various locations (such as West Yorkshire) as very small amounts.
- South Yorkshire's imports of sand and gravel significantly exceeded Doncaster's production and export, with Nottinghamshire County Council providing between 380,000 to 456,000 tonnes, East Riding of Yorkshire Council providing between 152,000 to 228,000 tonnes and Lincolnshire CC providing 76,000 to 152,000 tonnes of material into South Yorkshire.
- The majority of the crushed rock (50 to 60%) produced in Doncaster was consumed within South Yorkshire, 20 to 30% was exported and consumed in West Yorkshire and 10 to 20% exported and consumed by Nottinghamshire and further 10 to 20% staying somewhere in the Yorkshire and Humber region.
- 20 to 30% of South Yorkshire's consumption was imported from Leicestershire County Council by rail to a rail terminal in Tinsley Sheffield, with a further 10 to 20% originated from Derbyshire County Council.
- 1 to 10% of an areas consumption was exported from Doncaster to Derbyshire and Peak District National Park, Lincolnshire, North Yorkshire and the Humber sub regions respectively.



12. The 2018 Doncaster and Rotherham Local Aggregates Assessment (LAA) <sup>20</sup> calculates a 10 year average of sales data for crushed rock and sand and gravel sales in line with the NPPF and identifies the permitted reserve and landbank for both resources. A comprehensive breakdown of mineral resources can be found in the 2016 Doncaster and Rotherham Local Aggregates Assessment (LAA).
13. The 2018 LAA shows 2017 sales of sand and gravel of 0.6Mt and crushed rock (limestone) sales equated to 2Mt. The sand and gravel reserve at 2017 equated to 5.6Mt with the landbank of 18<sup>21</sup> years. This landbank is inflated due to the long-term trend of decreasing sales levels. Three year average sand and gravel sales equate to 0.5Mt, which is up on the ten year average of 0.31Mt. The crushed rock reserve stands at 51.5Mt with a reserve of 30 years<sup>22</sup>. Three year average sales figures stand currently stand at 2.33Mt and the crushed rock reserve is steadily declining. Sales of aggregate peak and trough in line with economic circumstance and mirror housing delivery.
14. The 2018 LAA shows, Doncaster's aggregate resources are declining year on year. The table below is an extract from the 2018 LAA, and shows a brief summary of sales, reserves and landbanks for monitoring year 2017. The document also confirms most of the sand and gravel landbank is made up of soft sand, which is confirmed in AM2014 and the Yorkshire and Humber Aggregate Working Party, Annual Monitoring Report 2018. It should also be noted that the sand and gravel landbank is inflated due to the lower year on year sales, which are not strictly related to the economic downturn, but also a reflection of the declining resource in the area.

	<b>Performance in 2017 (Mt)</b>	<b>In comparison to previous year (Mt)</b>
Land won sand and gravel sales (tonnes) (mostly soft sand)	0.6 Mt	▲
Permitted reserves of sand & gravel (tonnes) (mostly soft sand)	5.6Mt	▼
Sand and gravel landbank (years)	18 years	▼
Land won crushed rock sales (tonnes)	2.0 Mt	▼
Permitted reserves of	51.7 Mt	▼

<sup>20</sup> Ratified by the AWP in January 2019

<sup>21</sup> 2017 - 10 year average sales for sand and gravel equate to 0.31Mt

<sup>22</sup> 2017 - 10 year average sales for crushed rock equate to 1.7Mt

crushed rock (tonnes)		
Crushed rock landbank (years)	30.2 years	▼

### **Cross Boundary Safeguarding (where relevant)**

15. Doncaster is safeguarding the mineral resources of coal, limestone, sand and gravel. The safeguarding areas follow roughly the extent of the mineral resources as identified in the BGS mineral resource map. The safeguarding policy map also includes a 250m buffer to account for geological anomalies and safeguard the resource from potential development. Doncaster’s safeguarding<sup>23</sup> evidence base document states: ‘Where buffer zones cross into an adjacent authority boundaries these have been clipped to the borough boundary. Where proposals could potentially impact on adjacent authority, consultation will ensure local plan designations are considered across borough boundaries.’

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<sup>23</sup> Mineral Safeguarding Areas, Version: (May 2016 post consultation), 2018 NPPF update

## Appendix 2: Strategic and Cross Boundary Matters

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
	<i>Summary of the issue and relevant strategic priority in National Planning Policy Framework</i>	<i>Description of why it is an issue for neighbouring authorities or other prescribed body</i>	<i>Details of the authorities /prescribed body affected by the issue</i>	<i>Evidence showing the issue (including links to source documents) and proposed evidence (studies) to be undertaken in order to progress the Local Plan further</i>	<i>Details of how the issue can be overcome or managed</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who leads and timescales)</i>	
1	<b>Scale and location of housing land –Objectively Assessed Housing Need</b> NPPF para 20: housing need	Doncaster’s ability and that of its neighbouring local authorities to meet their OAN	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council, Mayoral Combined Authority	MHCLG’s Local Housing Need Standard Methodology  Economic Forecasts and Housing Needs Assessment – Peter Brett Associates, June 2018  Doncaster Housing & Employment Land Availability Assessment  Doncaster Strategic Housing Market Assessment  Responses to Local Plan engagement and consultation  Doncaster Local Plan Sustainability Appraisal – assessment of different levels of housing need/requirement and options for its distribution	The Doncaster Local Plan proposes to fully meet the borough’s objectively assessed needs to 2035 and is not proposing to accommodate any neighbouring authorities need as Doncaster functions as a largely self-contained housing market area	Keep under review both through LPA’s Duty to Cooperate requirements and other SCR mechanisms  Annual Monitoring Report  Local Plan allocations, phasing and delivery  5 year deliverable housing land supply demonstrated at all times throughout the plan period  MHCLG’s Annual Housing Delivery Test Results	Review and assess when available reports on objectively assessed housing need and strategic housing market areas from adjoining authorities  Ongoing liaison with adjoining councils	None at this stage
2	<b>Scale and location of housing land - Green Belt</b> NPPF para 20: housing need	Impact of potential allocations on the Green Belt and the ability of neighbouring local authorities to take some housing need to mitigate the impact on Doncaster’s Green Belt	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council.	Doncaster Housing and Employment Land Availability Assessment  Consideration of relevant alternative site options – Site Selection Methodology  Doncaster Local Plan Sustainability Appraisal – assessment of different levels of housing need/requirement and options for its distribution  Doncaster Green Belt Review Phases 1-3 – prepared in accordance with the Sheffield City Region Common Approach which is the agreed methodology for consistency in approach to such reviews	Assessment of general extent of Green Belt boundary, how well it performs against the 5 Green Belt purposes and the implications of removing specific sites from the Green Belt to accommodate housing or employment allocations.  Criteria to inform site allocations site selection to ensure consideration of key functions in making revisions under exceptional circumstances.  Sequential approach to site selection based on use of land in urban areas first, where possible, appropriate, sustainable and deliverable.	Revised Green Belt boundary and amount of Green Belt lost/gained through production of Local Plan  Annual Monitoring Report	Engage with adjoining local authorities to ensure that the loss of Green Belt is kept to a minimum by understanding if any housing needs can be accommodated outside of the Doncaster boundary	Neighbouring local authorities have confirmed that for this plan period, they are not in a position to accommodate nay of Doncaster’s housing need.

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
				Responses to Local Plan engagement and consultation				
3	<b>Scale and location of housing land – infrastructure</b> NPPF para 20: housing need	Impact on infrastructure (including transport, education, health and green space) that may occur outside of the Borough's boundaries	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council; Doncaster Clinical Commissioning Group; Mayoral Combined Authority; Highways England; South Yorkshire Passenger Transport Executive	Infrastructure Delivery Plan  Consideration of relevant alternative site options – Site Selection Methodology  Adjoining local authorities infrastructure plans  Transport modelling both local and strategic  Education plans  <a href="#">Doncaster Health and Wellbeing Strategy</a>  Playing Pitch Strategy and Green Space Audit  Green Infrastructure Strategy  Responses to Local Plan engagement and consultation	Sharing of evidence and information including updates to and content of the Infrastructure Delivery plan.  Detailed choice and phasing of development sites in Local Plan.  Ongoing work with adjoining Councils in particular on transport impacts and mitigation	Local Plan choice of sites for development and supporting infrastructure where required  Monitoring housing completions  Monitoring and updating infrastructure plan  Section 106 Annual Monitoring Report	Ongoing liaison and sharing of evidence with neighbouring local authorities  Need to identify and quantify specific infrastructure capacities, shortfalls and future requirements, linked to scale and phasing of development. Where necessary, joint evidence bases may need to be established, e.g. joining up of local transport models to assess cumulative effects. This will specifically include modelling work with Highways England.  Joint working through the MCA on strategic infrastructure delivery  Joint working and DTC activity with Public Health, Clinical Commissioning Groups, NHS.  Consider implementation of the Community Infrastructure Levy post adoption of the Local Plan	None at this stage
4	<b>Scale and location of Gypsy and Travellers and Travelling Showpeople provision</b> NPPF para 20: housing need	Doncaster's ability and that of its neighbouring local authorities to meet gypsy and traveller provision	Barnsley MBC, Bassetlaw District Council; Bolsover District Council; Chesterfield Borough Council; Derbyshire Dales District Council; North East Derbyshire District Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council	<a href="#">Gypsy and Traveller Accommodation Needs Assessment and Travelling Show People Accommodation Need Assessment (2016)</a>	Update local need study as and when required	Annual Monitoring Report  Housing Needs Survey	Work closely with adjoining local authorities to meet any recognised gypsy and traveller need	None at this stage
5	<b>Scale and location of employment land – meeting the job need and employment land requirement</b>	Doncaster's ability and that of its neighbouring local authorities to meet their job need and therefore land requirement	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council;	Economic Forecasts and Housing Needs Assessment – Peter Brett Associates, June 2018	Local Plan proposes to meet the borough's job needs/land requirement needs to 2035	Keep under review both through LPA's Duty to Cooperate requirements and other SCR	Review and assess when available reports on economic needs and forecasts and employment land reviews/HELAAAs from	None at this stage

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
	NPPF para 20: employment need		Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council; Mayoral Combined Authority	Doncaster Employment Land Review (Colliers 2018) Employment Land Needs Assessment (2019) Responses to Local Plan engagement and consultation Doncaster Housing and Employment Land Availability Assessment Doncaster Green Belt Review		mechanisms Annual Monitoring Report Local Plan allocations and delivery Employment Land Availability	adjoining authorities Ongoing liaison with adjoining councils	
6	<b>Scale and location of meeting job need and new employment land – infrastructure</b> NPPF para 20: employment need	Impact on infrastructure (including transport) that may occur outside of the Borough's boundaries	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council; Mayoral Combined Authority; Highways England; South Yorkshire Passenger Transport Executive	Emerging Doncaster Infrastructure Delivery Plan Consideration of relevant alternative site options – Site Selection Methodology Doncaster Employment Land Review (Colliers 2018) Adjoining local authorities infrastructure plans Transport modelling both local and strategic Responses to Local Plan engagement and consultation	Sharing of evidence and information including updates to and content of the Infrastructure Delivery Plan. Detailed choice and phasing of development sites in the Doncaster Local Plan. Ongoing work with adjoining Councils in particular on transport impacts and mitigation	Local Plan choice of sites for development and supporting infrastructure where required Monitoring and updating the Infrastructure Delivery Plan Monitoring employment completions (Employment Land Availability)	Ongoing liaison and sharing of evidence with neighbouring local authorities Need to identify and quantify specific infrastructure capacities, shortfalls and future requirements, linked to scale and phasing of development. Where necessary, joint evidence bases may need to be established, e.g. joining up of local transport models to assess cumulative effects. This will specifically include modelling work with the Highways Agency. Joint working through the MCA on strategic infrastructure delivery	None at this stage
7	<b>Pressure on Strategic Road Network</b> NPPF para 20: infrastructure for transport	Potential impact of proposed development on the strategic road network. Potential for increased congestion and detrimental increase in traffic levels on the strategic road network – A1M and M18	Highways England; Mayoral Combined Authority; Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire; North Lincolnshire Council; Rotherham MBC; Selby District Council; Sheffield City Council; Wakefield Council	Highways Agency's modelling outputs. Doncaster Infrastructure Delivery Plan (IDP) District Transport Assessment by SDG Ongoing local modelling Doncaster Employment Land Review (Colliers 2018) Doncaster Housing and Employment Land Availability Assessment	Detailed choice and phasing of development sites in Local Plan. Ongoing work with adjoining Councils in particular on transport impacts and mitigation	Monitoring and updating the Infrastructure Delivery Plan Monitoring housing completions through Residential Land Availability Monitoring employment completions through Employment Land Availability Transport assessments associated with planning applications and future	Ongoing liaison and sharing of evidence with neighbouring local authorities as well as HE, which will identify and quantify specific strategic highway network capacities, shortfalls and future requirements, linked to scale and phasing of development. Collaborative working with Highways England which has agreed the principle of necessary mitigation.	Details of mitigations, funding mechanisms and triggers are included in the IDP after being agreed by HE

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
				<p>Consideration of relevant alternative site options – Site Selection Methodology</p> <p>Responses to engagement and publication consultation</p>		modelling	Details of mitigations, funding mechanisms and triggers are included in the IDP.	
8	<b>Pressure on local highway network</b> NPPF para 20: infrastructure	Potential impact of proposed development on the local highway network. Potential for increased congestion and detrimental increase in traffic levels on the local roads particularly – A631 (Tickhill/Bawtry corridor) and A635 (Hickleton and Marr)	Mayoral Combined Authority; Barnsley MBC; Bassetlaw District Council	Local Plan transport modelling (undertaken by AECOM)	On-going collaborative work with the MCA, Barnsley and Bassetlaw.	<p>Transport assessments associated with planning applications and future modelling</p> <p>Monitoring housing completions through Residential Land Availability</p> <p>Monitoring employment completions through Employment Land Availability</p> <p>Monitoring and updating the Infrastructure Delivery Plan</p>	<p>Ongoing liaison and sharing of evidence with neighbouring local authorities especially Barnsley and Bassetlaw as well as Bawtry Town Council and Tickhill Town Council.</p> <p>The MCA, Doncaster Council and Barnsley Council are currently working on a feasibility study and business case for the delivery of a bypass at Hickleton and Marr.</p> <p>Transport modelling has been commissioned by Bassetlaw and partly funded by Doncaster Council to assess the potential impacts on the local road network.</p> <p>Potential MoUs with Barnsley and Bassetlaw.</p>	None at this stage – there may be a requirement for relevant MoUs.
9	<b>HS2 Connectivity</b> NPPF Para 20: Infrastructure for Transport	Impact of HS2 route and HS2 connectivity in South Yorkshire on the Doncaster Local Plan spatial strategy and on the Local Plans of neighbouring authorities.	Barnsley MBC; Selby District Council; Wakefield Council; Mayoral Combined Authority; Transport for the North; HS2 Ltd; South Yorkshire Passenger Transport Executive	<a href="#">Sheffield City Region HS2 Route Mitigation Study</a>	<p>Ongoing work with HS2 Ltd and adjoining Councils</p> <p>Local Plan site choices with consideration of HS2 safeguarded land</p>	<p>Monitoring and updating the Infrastructure Delivery Plan</p> <p>Annual Monitoring Report</p>	Ongoing engagement	None at this stage
10	<b>Managing Air Quality and Noise</b> NPPF Para 20: Infrastructure for Transport	Cross boundary traffic implications of proposed development Potential for increased cross boundary traffic pressures and air quality implications. Hickleton and Marr are Air Quality Management Areas. There	<p>Barnsley MBC; Hickleton and Marr Parish Councils</p> <p>Bassetlaw District Council (regarding Tickhill, Bawtry and Tickhill Spital);</p>	<p>Local Plan transport modelling</p> <p><a href="#">Air Quality Action Plan and 2018 Air Quality Annual Status Report (ASR)</a></p> <p>Doncaster Employment Land Review (Colliers 2018)</p>	<p>Detailed choice and phasing of development sites in the Doncaster Local Plan.</p> <p>Ongoing work with adjoining Councils in particular on transport impacts and mitigation</p>	<p>Transport assessments associated with planning applications and future modelling</p>	Ongoing liaison and sharing of evidence with neighbouring local authorities especially Barnsley and Bassetlaw as well as Bawtry Town Council and Tickhill Town Council, including local transport modelling.	None at this stage

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
		is potential for increased traffic due to a proposed employment site in Goldthorpe (Barnsley) and housing and employment allocations in Harworth/Bircotes (Bassetlaw).		Doncaster Housing and Employment Land Availability Assessment  Consideration of relevant alternative site options – Site Selection Methodology  Responses to Local Plan engagement and consultation				
11	<b>Retail and Town Centres</b> NPPF Para 20: the provision of retail and leisure development	Potential that retail and leisure development in Doncaster may have significant adverse impacts in centres in adjoining districts	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Wakefield Council	Retail, Leisure and Town Centre Study 2015 (and addendum)	Monitor evidence however it is likely no cross boundary issues will be identified	Annual Monitoring Report  Local Plan allocations	Doncaster will liaise with adjacent local authorities to identify specific impacts and consider mitigation (if necessary)	None at this stage
12	<b>Flood risk in main river corridors and surface run-off</b> NPPF para 20: flood risk	Impact of proposed development on flood risk and the need for site allocations, particularly housing to avoid areas at risk of flooding	Environment Agency; Wakefield Council  Lead Local Flood Authority  Internal Drainage Boards	Ongoing Environment Agency Hydraulic Modelling  Doncaster Strategic Flood Risk Assessment (Level 1)  Infrastructure Delivery Plan  Consideration of relevant alternative site options – Site Selection Methodology & Sequential and exception Tests	<a href="#">Environment Agency Catchment Flood Management Plans</a>  Links with local infrastructure plans and provision of blue/green infrastructure.  Designation of Functional Flood Plain through Local Plan (FRZ3b)  Local Plan site choices  Use of Sustainable Urban Drainage Systems (SUDS) and work of SUDS approval body if this legislation is still taken forward	Annual Monitoring Report  Environment Agency Flood Map for Planning  Environment Agency Flooding from Surface Water Map	Ongoing liaison and sharing of evidence with EA and neighbouring local authorities if appropriate  Keep hydraulic modelling evidence under review and consider update to Level 1 Strategic Flood Risk Assessment when available, and scope to undertake a more detailed Level 2 Assessment following on from this	None at this stage
13	<b>Green Infrastructure</b> NPPF 20: conservation and enhancement of the natural environment	Managing and mitigating impacts of growth on strategic corridors and assets  Local Records Centres are developing a system of cross-boundary data sharing, to ensure that biodiversity interests (sites and species) are effectively communicated in development matters	Barnsley MBC; Bassetlaw District Council; East Riding of Yorkshire Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Wakefield Council; South Yorkshire Local Nature Partnership; Humberhead Levels Partnership; Dearne Valley Green Heart Partnership; North and East Yorkshire Ecological Data Centre	Green Infrastructure Strategy (2014)  <a href="#">South Yorkshire Local Nature Partnership Strategy</a>  Humberhead Levels Partnership: Vision, Mission, Strapline, Aims and Objectives.  Dearne Valley Green Heart Partnership Vision Document  Data Exchange Agreement: Doncaster Local Records Centre and North and East	Need to ensure effective liaison occurs to ensure that established and new green infrastructure networks and ecological corridors linking across local authority boundaries are created and/or maintained and expanded where possible  Continuing dialogue to deliver partnership objectives.	Monitoring and development of data sharing arrangements with neighbouring Local Records Centres	Liaison with adjoining councils and key bodies including local nature partnerships	None at this stage

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
				Yorkshire Ecological Data Centre.				
14	<b>Adequacy of protection of Thorne and Hatfield Moors and recognising the landscape value of the Moors</b> NPPF para 20: conservation and enhancement of the natural environment	Potential adverse impact on Thorne and Hatfield Moors SPA due to the scale and location of potential development. Impacts of public use and access to the Moors as well as loss of supporting habitats and feeding grounds	East Riding of Yorkshire Council; North Lincolnshire Council; Humberhead Levels Partnership; Natural England	Habitats Regulations Assessment for policies and site allocations  Doncaster Local Plan Sustainability Appraisal	Need for sensitive choice of sites and broad locations for development in order to reduce potential for impacts.  Managing and monitoring access to the moors.  There may be a need to consider potential for identifying additional areas of habitat and/or locations for recreation and funding mechanisms to support this	Managing and monitoring access to the moors.	Sharing HRA work and background with LPAs and key bodies. Liaise with them in developing further data and mitigation strategy in support of the Doncaster Local Plan. Ongoing work with Natural England on implementation of approach.	None at this stage
15	<b>Impact of allocations on the built environment – whole borough</b> NPPF para 20: conservation and enhancement of the built and historic environment	Potential adverse impact on the existing built and historic environment including listed buildings and archaeology sites	Barnsley MBC; Bassetlaw District Council; North Lincolnshire Council; Rotherham MBC; Selby District Council; Wakefield Council; Historic England	Archaeology scoping report of site allocations  Heritage Impact Assessment of site allocations (non-archaeological)	Consultation with Historic England throughout the Local Plan process  Assessment of impact of site allocations on heritage assets and how this will be mitigated	Numbers of heritage assets at risk recorded annually	Developer requirements included in Local Plan	None at this stage
17	<b>Waste Management</b>	Cross boundary movement of waste	Waste Collection and Disposal Planning Authorities including Barnsley MBC; Rotherham MBC; Sheffield plus others such as Wakefield Council & East Riding of Yorkshire Council	Adopted Barnsley, Doncaster and Rotherham Joint Waste Plan (2012)	Knowledge of cross boundary waste movements. The South Yorkshire authorities are currently procuring consultants to produce the initial evidence base joint research in relation to waste planning issues and will use this information to identify the next stages of the project. The Waste Plan Memorandum of Understanding and subsequent legal agreements (if required) are yet to be addressed and agreed. Adjacent authorities will be asked to sign up to an SoCG supporting the Joint Waste Plan in due course	Environment Agency – Waste Data Interrogator and; Waste Data Flow (DEFRA) <a href="http://www.wastedataflow.org">http://www.wastedataflow.org</a>  Planning Authorities for relevant Planning Permissions	On-going liaison within sub-region through the Yorkshire and Humber Waste Technical Advisory Body and adjacent (relevant) authorities where necessary	None at this stage – Adopted Waste Plan as and then necessary  Adopted Barnsley, Doncaster and Rotherham Joint Waste Plan. (To be reviewed separately and jointly with neighbouring authorities)
18	<b>Managing Water Quality</b> NPPF para 20: conservation and enhancement of the natural environment	Impact on water quality and efficient use of water resources	Environment Agency water authorities/ utility companies	Water Framework Directive – no deterioration requirement  <a href="#">Environment Agency – The Humber River Basin Management Plan</a> – watercourse within the district continue to show improvements overall and their ecological status improved in line with the quality standards	Ensure policies protect and enhance the rivers and water bodies within the Don and Humber River basin and make efficient use of water resources  The Environment Agency will not grant permits or licenses for certain activities within sensitive locations. Water is not freely available within the Idle and Torne catchment so new and	Annual Monitoring Report	Doncaster Council will liaise with adjacent authorities, if necessary, and the Environment Agency and Utility companies	None at this stage



Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
				<p>specified</p> <p><a href="#">Yorkshire Water - Water Resources Management Plan</a></p> <p><a href="#">Severn Trent Water – Water Management Plan</a> – currently being reviewed before consultation</p>	<p>existing abstractors may require a license from the EA.</p> <p>Possible expansion and upgrading of current sewage treatment systems to ensure that there is no detriment in the quality of the watercourses receiving any extra volume of treated effluent from growth in the borough.</p>			
19	<p><b>Minerals</b></p> <p>NPPF para 20: provision of minerals (sufficient provision of minerals) and section 17 facilitating the sustainable use of minerals</p>	<p>All authorities are consumers of minerals, only some authorities can supply minerals. Minerals are a finite resource and there are sand and gravel resource issues in the Yorkshire and Humber region</p>	<p>Planning Authorities within the Yorkshire and Humber and East Midlands Aggregate Working Parties. Specifically: Nottinghamshire County Council, East Riding of Yorkshire Council, North Lincolnshire Council, North Yorkshire County Council, Derbyshire County Council. The West Yorkshire Minerals sub-region, namely Wakefield Council, Leeds City Council, Bradford, Kirklees and Calderdale councils and the South Yorkshire Minerals sub-region namely Doncaster, Rotherham, Barnsley and Sheffield (of these only Doncaster produces aggregates)</p>	<p>Doncaster and Rotherham Local Aggregates Assessment 2018</p> <p>Yorkshire and Humber Aggregate Working Party Annual Monitoring Report 2018 (incorporating data for January – December 2017)</p> <p>Forecasting the Demand for Aggregates (Local Plan evidence base)</p> <p><a href="#">Aggregate minerals survey for England and Wales, 2014</a> (AM2014)</p>	<p>Minerals move around the country to meet requirements of supply and demand, especially in areas where supplies are limited. <i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>There are concerns regarding the long term provision of sand, gravel and to a lesser degree crushed over respective plan periods. Increasing demand will lead to accelerated resource depletion. All authorities within the Yorkshire and Humber region are currently experiencing an increase in Local Plan housing requirements. <i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>Need to provide for the sustainable use of aggregate minerals to ensure sufficient supply of material to provide for infrastructure and development proposals. <i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>The provision of additional of sharp sand and gravel reserves are needed for the long term supply requirements of the Yorkshire and Humber region as a whole. <i>Relevant authority / area (Doncaster, North Yorkshire, East Riding, North Lincolnshire, Nottinghamshire, Leeds City Council)</i></p> <p>Average sand and gravel sales are reducing and the number of new quarries coming on-line is</p>	<p>Yorkshire and Humber Aggregate Working Party Annual Monitoring Report</p> <p>Doncaster and Rotherham Local Aggregates Assessment</p> <p>Annual Monitoring Report</p>	<p>On-going liaison with relevant authorities and on-going contribution to Yorkshire and Humber Aggregate Working Party</p> <p>The AWP secretariat has raised concerns with Govt, and also industry reps have said that they will not be prepared to sign up to any SoCG as part of the AWP</p>	<p>None at this stage</p>

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
					<p>also reducing. <i>Relevant authority / area (Doncaster, North Yorkshire, East Riding, North Lincolnshire, Nottinghamshire, Leeds City Council)</i></p> <p>Sand and gravel resource depletion along the Idle Valley (adjacent to Doncaster) and the continued sand and gravel demand from South Yorkshire makes for less certain long term reserves. <i>Relevant authority / area (Nottinghamshire, Doncaster, Rotherham, Barnsley, and Sheffield)</i></p> <p>The movements identified from AM2014 above, conclude the supply of sand and gravel to South Yorkshire from Nottinghamshire and East Riding is essential to support housing and economic growth in Doncaster and South Yorkshire. <i>Relevant authority / area (Doncaster, Rotherham, Barnsley, Sheffield, East Riding and Nottinghamshire)</i></p> <p>Need to ensure the sharing of advice and information (including aggregate monitoring information) to complement the preparation Local Plans and Aggregate Assessments (including providing information on landbanks, locations of permitted reserves (relative to the market), and capacity of reserves) (for mineral planning authorities and estimates on aggregate requirements from aggregate consuming authorities. <i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>All authorities need to cooperate in the preparation of Local Plan policies and evidence base requirements (including)</p> <ul style="list-style-type: none"> <li>• Mineral Safeguarding Areas and safeguarding associated infrastructure</li> <li>• Areas of Search</li> </ul>			

Ref	Strategic Issue & link to NPPF paragraph 20	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution/mitigation	Monitoring	Actions/response	Outcomes
					<ul style="list-style-type: none"> <li>• Site Proposals and extensions</li> <li>• Energy mineral requirements (where appropriate)</li> </ul> <p><i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>Long term impacts of HS2 on all aggregate reserves needs consideration at the earliest outset. <i>Relevant authority / area (All as a supplier and consumer)</i></p> <p>Continue to work with Aggregate Working Parties, including identifying and producing common statements to sign up to and working together resolve issues (where required). <i>Relevant authority / area (All as a supplier and consumer)</i></p>			

n.b. many of the above documents can be found on the Council's Planning website – [www.doncaster.gov.uk/planning](http://www.doncaster.gov.uk/planning) or the Local Plan website – [www.doncaster.gov.uk/localplan](http://www.doncaster.gov.uk/localplan)

