

BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the council's definition and has been included in the relevant Forward Plan.

Report of the Executive Director for PLACE

Barnsley West (MU1) Masterplan Framework

1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Barnsley West (MU1) Masterplan Framework and to seek approval for adoption.

2. Recommendations

It is recommended that:

- 2.1 **Cabinet notes the progress made in the development of the Masterplan Framework for Barnsley West (MU1); and**
- 2.2 **Cabinet recommends that the final version of the Masterplan Framework is presented to Full Council for adoption on 19th December 2019.**

3. Introduction

- 3.1 The Council's Local Plan was adopted on 3rd January 2019. When the Local Plan was being examined it was agreed that for the larger, strategic sites it was necessary to prepare Masterplan Frameworks to ensure that sites could be developed in a comprehensive manner taking into account cumulative infrastructure requirements. Looking at large allocations in this way, rather than a piecemeal fashion dictated by land ownerships, ensures that we can make the best use of sites and secure sustainable and inclusive growth reflecting each of our corporate priorities.
- 3.2 Whilst each Masterplan Framework will be bespoke to the area, the Local Plan prescribes that the Masterplan Frameworks shall contain the following:
- A planning policy summary, site location and description, land ownership, a summary of the existing evidence, site evaluation (opportunities and constraints), a land use framework, sustainable movement framework, protection of existing public rights of way routes and their incorporation within new development layouts, vehicular movement framework, green and blue infrastructure framework, place-making framework (including design guides for character and neighbourhood areas where applicable), sustainability and energy use, health and wellbeing, design evolution, conceptual masterplan, infrastructure and delivery phasing.
- 3.3 The Local Plan also states that Masterplan Frameworks shall be subject to public consultation and be approved by the Council prior to the determination of any planning applications on the affected sites.

4. **Barnsley West (MU1) Masterplan Framework**

- 4.1 The Barnsley West Masterplan Framework encompasses the full extent of Local Plan Mixed Use Site MU1.
- 4.2 A Masterplan Project Board for Barnsley West was established earlier this year. The Board has been established consisting of council officers, the Barnsley West Consortium which is a joint venture between Strata Homes and Sterling Capitol, and their agents. The final Masterplan Framework document has been produced by the Strata Sterling Barnsley West Consortium (SSBW) and council officers. The Masterplan Framework has been funded by SSBW.
- 4.3 An illustrative layout together with a masterplan vision were presented in a six week public consultation exercise in September/October 2019. Full details of the public consultation exercise will be made available as part of the Statement of Community Involvement. In summary, the public consultation included:
- Two x four hour exhibitions at at Barugh Green Club and St Thomas Community Centre
 - Member briefing
 - One exhibition at the Darton West Ward Alliance
 - Two x briefing events for Keep it Green 2014
 - One briefing event for the Redbrook TARA
 - Display boards and information packs at Library @ the lightbox
 - Information pack at Library @ the lightbox
 - Media releases
 - Social media campaign including a short video
 - Leaflet drop to residents living close to the Masterplan site
 - Email notification to internal and external consultees
 - 21 site notices erected in the surrounding areas
- 4.4 Following the end of the public consultation period Pegasus reviewed all questionnaire feedback. The Statement of Community Involvement (SCI) provides a summary of comments received for each theme of the Masterplan Framework, however the full responses can be provided on request. The SCI and Design Evolution section of the Masterplan Framework set out how this feedback has shaped the final Masterplan Framework. Examples include :
- **Healthcare Capacity**-Public consultation feedback indicated concerns relating to healthcare capacity. Barnsley Council has worked in partnership with the Clinical Commissioning Group (CCG) to develop a healthcare briefing note which sets out the current provision in the CCG neighbourhood area and a commitment to engage with local GP practices to plan and respond to growth, this may include workforce recruitment and/or upskilling the existing workforce;
 - **Impact during construction.** Public consultation feedback indicated concerns relating to the likely 15 year build programme, impact on existing residents including impact on noise and air quality. In response the Masterplan Framework has set out a clear requirement for a Construction

Management Plan to be submitted as part of a planning application and encourages developers to explore opportunities to use a best practice Customised Code of Considerate Construction Conduct in order to provide a positive commitment to existing residents and a pro-active approach to ongoing community liaison during construction

- **Climate emergency** - Following the declaration of the climate emergency the Masterplan Framework now sets out the Council's expectations for new development. This takes into account responses to question 12 of the consultation questionnaire. The public considered the following to be important principles in achieving sustainable development and reducing the impact on climate change; investing in green open space that can deliver a wide range of environmental benefits (52% of respondents), landscaped areas that hold water during wet periods (45% of respondents), and sustainable design and construction techniques (36% of respondents). The Masterplan Framework sets out a requirement to; incorporate space in new homes to accommodate low-carbon technology in the future, demonstrate compliance with the latest sustainability standards, and include measures to minimise carbon emissions and waste material over the lifetime of the development. The Masterplan Framework also sets out the level of detail required in Energy Statements. If zero carbon cannot be achieved, developers should demonstrate why this has not been possible and explain what steps have been taken in the provision of infrastructure and the design of individual properties to achieve zero carbon through retro fit at a future point.
- **Sustainable travel** – Question 11 of the consultation questionnaire focussed on minimising the impact of development upon the highway network. 64% of respondents thought that directing traffic away from residential areas would help reduce the impact, whilst 38% of respondents considered the promotion of walking and cycling would help to reduce the impact. In addition 33% of respondents considered that the promotion of bus use to and from the site would help to reduce the impact. This was echoed in stakeholder comments such as the National Trans Pennine Trail Office. In response, the Masterplan Framework clearly recognises that public transport will play an essential role in reducing congestion in the area and the potential benefits to people's health by encouraging walking and cycling. On this basis, the Masterplan Framework requires the planning applications to be supported by a Framework Travel Plan which encourages trips to the site to be made by sustainable modes of transport. It also recognises that the existing public transport accessibility of the site is unlikely to adequately support the development of the site and as a result sets out a requirement for a programme of bus service enhancements which will be required to address frequency, convenience and attractiveness. Furthermore the Masterplan Framework requires planning applications to set out how the site has been designed to provide sustainable forms of transport to ensure that accessibility is achieved for all.
- **Capacity of highways infrastructure and impact on traffic flows.** A series of technical assessments have been undertaken to determine the impact that the development will have on traffic flows in the surrounding area. Planning applications will be expected to present the traffic

modelling data which demonstrate whether the existing highway network has capacity to accommodate additional numbers and where modelling indicates the requirement for future highways improvements works.

- **Link Road** -Public consultation feedback indicated concerns relating to the additional traffic generated during construction (any additional traffic including construction vehicles) and the impact that would have on surrounding communities prior to the opening of the link road. In response the Masterplan Framework has included a clear expectation that the link road should be delivered as early as possible in the development in order to enhance early connectivity and deliver local community benefit. Options for earlier delivery of the link road than the indicative threshold in the transport modelling will be explored further at the planning application stage when more detailed assessment of the surrounding highway network will be undertaken.
- **Loss of existing green infrastructure.** A series of landscape and ecological assessments have been undertaken which provide a baseline to understand which features of the site should be afforded consideration and protection through the Masterplan Framework. The Masterplan Framework embeds the principles of the health scape and seeks to deliver a landscape led scheme that provides a variety of good quality green corridors throughout the site, connecting to the wider area.
- **Stewardship and maintenance of green spaces** – Green space was identified as the second most important feature of the existing site (69% of respondents) with existing trees and vegetation the most important feature (74% of respondents). Following concerns raised by Members and residents across the borough regarding the long-term maintenance of greenspace on new developments, there has been active engagement with Yorkshire Wildlife Trust and the Land Trust. Both organisations are amenable to partnership working, are charitable in nature, and focus on key principles including; biodiversity gain, health, education and learning, as well as community cohesion and volunteering. The Masterplan Framework clearly sets out the Council’s expectations in terms of appointing a single management organisation/trust, and promotes early engagement to allow for input into the design of biodiversity assets including attenuation basins, green space and swales. This will help to ‘design out’ future maintenance issues.
- **Design of green space, play spaces**– Public feedback indicated that to maximise usage, new facilities should be; high-quality that are clean, safe and well-maintained (46% of respondent), well-located facilities accessed by footpaths/cycle routes with secure and convenient cycle parking (43% of respondents) and Community involvement in the use of the spaces (33% of respondents). The Masterplan Frameworks creates a healthscape that includes connected cycle routes, a range of formal and informal spaces and the design principles set emphasise the need for natural surveillance of green space, clean and well maintained signage, appropriate surfacing, lighting and heart spaces throughout the development. These principles seek to maximise usage and provide a range of formal and informal spaces to attract all age groups.
- **Landscape impact/site topography** – A significant concern raised during the consultation process was the potential scale of the employment units,

topography of the site and landscape impact of the proposal. Further work has been undertaken to understand the proposed cut and fill exercise in order to create development platforms. The Masterplan Framework now requires the submission of a detailed landscape and visual impact assessment to be submitted with the planning application in order to determine whether the proposed levels sufficiently complement the surrounding landscape and minimises the impact on neighbouring areas. The text now states that in the event that this work results in the proposed configuration being deemed unacceptable, further earthworks modelling will be required to inform alternative options that minimise the impact.

- **Broadband infrastructure** - Following further consultation on the delivery of broadband infrastructure, the Masterplan Framework has evolved to include a requirement for developers to deploy gigabit-capable full-fibre broadband infrastructure across the whole Masterplan Framework area. This is above and beyond the current requirement for full-fibre broadband infrastructure therefore future-proofing the development. In addition, the Masterplan Framework will support the deployment of broadband infrastructure from a range of providers, this will avoid one provider monopolising the new development and offer consumers choice and competition. The Masterplan Framework also includes design principles to minimise the impact of infrastructure upon place making principles, including; visual impact and physical obstructions on footpaths and cycleways.

- **Housing mix, scale & Design** – Questions 6-8 of the consultation questionnaire focussed on the type, size and tenure of housing to be delivered. The greatest preference was for:
 - Bungalows (78% of respondents), Semi-Detached (64% of respondents) and detached (59% of respondents)
 - 3 bed (83% of respondents), 2 bed (70% of respondents) and 4 bed (47% of respondents)
 - A mix of market and affordable homes (45% of respondents)In recognition of the concerns raised around the relationship between the proposed and existing residential properties, the Masterplan Framework recognises that all boundaries around the site with existing development are sensitive edges. The Design Code seeks to ensure that the parameters set will protect existing and proposed residential amenity levels through consideration of scale, massing, boundary treatment and appropriate materials palette. This will ensure that the proposed dwellings do not overshadow existing single storey dwellings. The overall housing mix will be determined by the Strategic Housing Market Assessment at the time the planning application is submitted. The Masterplan Framework and Design Code allows for a broad range of house types (including bungalows) to be delivered whilst maintaining consistency in design principles across the site.

- **Design code**-In order to provide design consistency and quality across the site and to provide certainty to residents and stakeholders through the planning process, a Design Code has been developed to sit alongside the Masterplan Framework. The Design Code is not a policy requirement but

has evolved in order to set clear parameters and set a benchmark for quality across the development. Government guidance states that “design codes can be commissioned or prepared by either the local planning authority or developer, but are best prepared in partnership to secure agreed design outcomes and maintain viability, particularly across complex sites and phased and multi-developer schemes”. The Design Code has therefore been prepared on this basis with significant input from the Council and the independent Barnsley Urban Design Advisory Panel (BURDAP).

4.5 This report seeks Cabinet approval to adopt the Masterplan Framework for Barnsley West (MU1). The site has the capacity to deliver 1700 homes and 43 hectares of employment land together with a new primary school, community facilities and small scale retail facilities.

4.6 Appendices comprises the following:

- Appendix A: Financial Implications
- Appendix B: Combined Masterplan Framework & Design Code
- Appendix C: Statement of Community Involvement (SCI)
- Appendix D: Equalities Impact Assessment

4.7 As well as having regard to all necessary Planning Policy and Supplementary Planning Document (SPD) requirements, the Barnsley West (MU1) Masterplan Framework document also considers:

- Topographical constraints
- Existing biodiversity assets
- Coal mining legacy
- Access and crossing requirements
- Impact upon the Strategic Road Network
- Travel Planning
- Public Rights of Way
- Heritage assets
- Archaeological constraints
- Climate change and sustainability
- Infrastructure phasing and delivery
- School place planning
- Public health and service planning
- Delivery of open space
- New formal recreation facilities
- Air quality
- Acoustic measures
- Utilities including broadband infrastructure

5. Consideration of alternative approaches

5.1 The Council could have instructed an independent masterplanning consultant to produce the Masterplan Framework however the Council has worked

alongside developers to shape the scope and format of the final document, including the process for public consultation. This approach is consistent with the Local Plan which promotes working with developers, partners and agencies to facilitate development on key sites.

6. Proposal and justification

6.1 It is recommended that Cabinet approve the proposal to adopt the Barnsley West (MU1) Masterplan Framework.

6.2 The Masterplan Framework will allow development to come forward on strategic sites, ensuring that new developments positively support, and contributes to, existing communities, their services and infrastructure.

7. Implications for local people / service users

7.1 The Barnsley West (MU1) Masterplan Framework will support the development of significant housing and employment growth in Urban Barnsley. The consultation process has allowed the local community and its stakeholders to help in the shaping and phasing of development in a comprehensive manner. The Masterplan Framework will address key issues raised through the public consultation, including:

- Highway impact
- Air quality
- Impact on healthcare services
- Impact on school place planning
- Climate change and sustainability
- Minimising impact upon views from the wider landscape

7.2 In response, the proposal seeks to provide a primary school with sufficient capacity to accommodate school places generated by the development of this site and nearby Local plan Allocations. The Clinical Commissioning Group is also now in a position to work with local GP practices to explore options for provision of additional facilities either by extending existing practices or taking floorspace within the new development. The scheme includes large areas of open space, which will enable habitat creation, sustainable urban drainage systems with an allowance built in for climate change, active travel (walking/cycling) infrastructure, requirements for each dwelling to have an electronic vehicle charging point, a design code to ensure high quality design and acceptable landscape impacts. The proposal is also expected to enhance the vitality and viability of nearby retail and community facilities as a result of the increased spending power within the local area.

7.3 The development of such a large area of land to meet the identified and accepted need for new jobs and homes will have some inevitable adverse impacts. In recognition of this, the masterplan framework includes mitigations and requirements for more detailed work to be undertaken at the planning application stage so that further mitigation can be secured if required.

7.4 Ultimately, the aim is to ensure environmental, social and economic conditions are balanced in order to promote sustainable development for the benefit of

local people and service users. The masterplan creates an appropriate framework to help achieve this but it will not be until a planning application is received that a detailed assessment can be undertaken to confirm for definite whether the proposed development of the site reflects the requirements of the Local Plan as a whole and is acceptable when taking into account other material planning considerations such as the Masterplan Framework and suite of Supplementary Planning Documents.

8. Financial implications

- 8.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 8.2 This report seeks Cabinet approval for the adoption of the spatial framework, in respect of the Barnsley West (MU1) Masterplan Framework.
- 8.3 The cost of the masterplan work has been funded by the developers Strata Sterling Barnsley West Consortium (SSBW).
- 8.4 The master plan if approved will contribute to the Council's core Council Tax and Business Rate income target currently included in the ongoing medium term financial strategy

9. Employee implications

- 9.1 There are no issues arising directly from this report.

10. Communications implications

- 10.1 A communications strategy and Statement of Community Involvement has been produced for the Barnsley West (MU1) Masterplan Framework.

11. Consultations

- 11.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, statutory consultees as well as local residents and businesses through the public consultation exercise.

12. The Corporate Plan and the Council's Performance Management Framework

- 12.1 The Local Plan is a key Council strategy document that will support the achievement of each of the three main priorities set out in the Corporate Plan and the 8 Town Spirit objectives. The masterplan document will ensure that housing and employment growth is delivered in a comprehensive manner with the support of the local communities they will enhance.

13. Tackling Health Inequalities

- 13.1 A Health Impact Assessment was produced to consider the Local Plan proposals on health. This considered the impact of the various policies within

the plan on the health of various communities as well as whether they contribute to the ambitions of the Corporate Plan and reduce health inequalities. It concluded that as a whole the plan would potentially improve the health of residents and help address health inequalities.

- 13.2 A representative from Public Health is a member of the masterplan board and is assisting in the production of a DRAFT Health Impact Assessment for the Barnsley West (MU1) Masterplan Framework.

14. Climate Change & Sustainable Energy Act 2006

- 14.1 The Masterplan Framework includes key principles relating to sustainability and energy usage, in line with national policy and the adopted Local Plan policies. Sustainability is a golden thread which runs through all sections of the Masterplan Framework, particularly with regards to travel and overarching design principles for all aspects of new development.

15. Risk Management Issues

- 15.1 There is a risk that the Masterplan Framework is not well received by the local community. However, the community consultation exercise has presented an opportunity to involve local communities at an early stage to ensure that the Masterplan Framework addresses key concerns and is shaped by the views of the local community. In addition, the site was consulted upon as part of the Local Plan consultation process.

16. Promoting Equality & Diversity and Social Inclusion

- 16.1 The Local Plan was subject to an over-arching Equalities Impact Assessment which considered its policies and procedures. This concluded that all policies and proposals apply to all sectors of the community equally. The policies make provision for a range of housing types to meet differing needs. The design policy D1 also seeks to ensure that development is designed to be accessible to all. The SPD's and Masterplan Framework has been prepared in the context of these policies to ensure that equality, diversity and social inclusion are promoted.

17. List of Appendices

Appendices:

- Appendix A: Financial Implications
- Appendix B: Combined Masterplan Framework & Design Code
- Appendix C: Statement of Community Involvement (SCI)
- Appendix D: Equalities Impact Assessment

Office Contact:	Stacey White	Date:	05/12/2019
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