

## 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

#### Hoyland North Masterplan Framework

#### 1. Purpose of report

- 1.1 To update Full Council on progress in developing the Hoyland North Masterplan Framework and to seek approval for adoption.

#### 2. Recommendations

It is recommended that:

- 2.1 Full Council notes the progress made in the development of the Masterplan Framework for Hoyland North; and
- 2.2 Full Council accepts the recommendation to adopt the Hoyland North Masterplan Framework following approval at Cabinet on 11<sup>th</sup> December 2019.

#### 3. Introduction

- 3.1 The Council's Local Plan was adopted on 3<sup>rd</sup> January 2019. When the Local Plan was being examined it was agreed that for the larger 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. Hoyland North Masterplan Framework

4.1 The Hoyland North Masterplan Framework incorporates sites:

- **Housing site references HS64, HS66, and HS56; and,**
- **Employment site references ES14 and ES17**

4.2 A Masterplan Framework Board for Hoyland North was established earlier this year. The Board consists of council officers and landowners/their agents with an interest in the above mentioned sites. The Masterplan Framework document is being produced by WYG who have co-ordinated all associated feasibility studies and consultations on behalf of the Board.

4.3 The Masterplan Framework has been funded jointly by the landowners/their agents with a contribution from Homes England as the site lies in a designated Housing Zone area. Master planning works are now nearing completion. To date, works commissioned include: development of the Masterplan Framework document, Drainage Strategy; Highways Infrastructure feasibility, traffic modelling, Traffic Impact Assessment, interim Travel Plan, intrusive site investigations and a Utility Survey.

Three indicative layout options were presented in a six week public consultation exercise in August/September 2019. Full details of the public consultation exercise are provided within the Appended Statement of Community Involvement. In summary, the public consultation included:

- Two x four hour exhibitions at Kirk Balk Academy
- One exhibition at Hoyland Library for the Ward Alliance, local businesses and wider public
- Display boards and information packs at Hoyland Library
- Information pack at Library @ the lightbox
- Information packs provided to the Forge Partnership for distribution to user groups of the Rockingham Centre
- Media releases
- Social media campaign including three short videos
- Letter drop to residents living close to the Masterplan sites
- Email notification to internal and external consultees
- Email notification to local businesses
- 23 site notices erected around Hoyland Common

Following the end of the public consultation period WYG reviewed all questionnaire feedback. The Statement of Community Involvement and Design Evolution section of the Masterplan Framework set out how this feedback has shaped the Masterplan Framework. Examples include:

- **Healthcare provision** - 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 Hoyland 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.

- **Schools** - A number of residents raised concerns over the capacity of local schools. Education colleagues have assessed the current provision and projections based on Local Plan growth. The Masterplan Framework now includes wording which anticipates that intervention in primary provision will be required by September 2023 and that there is capacity in secondary schools in the South Place Planning Area into the foreseeable future. Barnsley Council commits to continue working with Kirk Balk Academy to manage pupil numbers through the admissions procedure given its close proximity to a number of masterplan framework areas. However, the Council will also need to work with other secondary schools and developers on a wider basis within the planning area in order to ensure sufficient school places are available over the Local Plan period and promote sustainable travel as required.
- **Sustainable travel** – Question 14 of the consultation questionnaire focussed on minimising the impact of development upon the highway network. 47 people considered the promotion of walking and cycling would help to reduce the impact, whilst 31 people considered that the promotion of bus travel to and from the site would also help. This was echoed in stakeholder comments from Highways England and the Trans Pennine Trail Executive. As such, an interim Travel Plan Framework has been prepared to make sure that over-arching aims, objectives and targets can start to be identified for the whole Masterplan Framework area including for businesses, workers, residents and visitors. The Travel Plan Framework requires the appointment of a Travel Plan Manager for the whole Masterplan Framework area and Travel Plan Co-ordinators for individual developments. The Travel Plan initiatives will be progressed in conjunction with other sustainable travel initiatives, including the measures set out in the Sustainable Travel SPD. In addition, a Movement Framework has been developed in partnership with Barnsley Bus Partnership and Stagecoach to encourage bus travel. This includes identifying temporary diversions and new bus routes through the site, specification of new bus infrastructure and phasing of delivery.
- **Link road** – The consultation questionnaire feedback indicated that of those who had a preferred layout, Options A and B were equally preferable (16 responses each). Option B (access from Shortwood Roundabout) has been chosen as the preferred option when balancing the full range of opportunities and constraints. This takes into account questionnaire responses which identified ‘existing trees and vegetation’ as the second (42 responses) and ‘wildlife’ as the third (41 responses) most important features of the site, as well as comments from Yorkshire Wildlife Trust. Option B allows the retention and enhancement of the existing wildlife corridor to the western part of ES17. Further consideration will now be given to the technical design of this road. This will make sure that the design achieves the right status of road to

address public concerns about highway impact, particularly upon Hoyland Common.

- **Climate emergency** - Following the declaration of the climate emergency the Masterplan Framework now sets out the Council's expectations on new development. This takes into account responses to question 16 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 (48 responses), landscaped areas that hold water during wet periods (44 responses), and sustainable design and construction techniques (41 responses). 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.
- **Stewardship and maintenance of green spaces** – Green space was identified as the single most important feature of the existing site (60 responses). 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.
- **Heritage and landscape impact** - Design principles minimising the visual impact of development from the wider landscape, and maximising views to and from Hoyland Lowe Stand (Grade II Listed) have been advanced following a strong public response to questions nine and 10 of the consultation questionnaire. The Masterplan Framework now includes a number of design principles relating to the design of new employment units. These include; a requirement for the delivery of strong landscape buffers (63 responses), appropriate colour palettes for larger buildings so that they sit comfortably within the wider natural landscape (rather than taking design cues from existing employment units (49 responses)), and identifying opportunities for green roofs on employment buildings (43 responses). These design principles will be used to assess future planning applications.

- **Housing mix** – Questions 6-8 of the consultation questionnaire focussed on the type, size and tenure of housing to be delivered. The greatest preference was for:
  - o Semi-detached (51 responses), bungalows (49 responses) and detached (41 responses)
  - o 3 bed (59 responses), 2 bed (51 responses) and 4 bed (35 responses)
  - o A mix of market and affordable homes (34 responses)

The Masterplan Framework promotes a range of different housing densities creating ‘character areas’ that can accommodate a range of house types, tenures and sizes to reflect preferences expressed through the public consultation (cross-referencing with the most up-to-date Strategic Housing Market Assessment). Lower density areas will include some single storey properties, with higher density areas including 2, 2.5 and 3 storey houses, terrace and townhouses, along with a number of apartments (including older persons accommodation where appropriate).

- **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.
- **Crime** - The Police Architectural Liaison Officer has been consulted to develop design principles which ‘design out’ crime. Feedback from the consultation questionnaire considered the following features to be most important; well-lit walking and cycle routes (41 responses), linking CCTV and lighting (38 responses), and delivering well-overlooked greenspaces (36 responses). There is reference to creating safe spaces throughout the Masterplan Framework with specific reference to appropriate lighting of routes, natural surveillance of the public realm and secure storage for cycles at new homes, employment units and greenspace facilities. South Yorkshire Police will continue to be consulted as planning applications are submitted.
- **Design of green space, play spaces and new cricket facility** – Public feedback indicated that to maximise usage, new facilities should be; high-quality that are clean, safe and well-maintained (53 responses), a range of facilities to attract all age groups (38 responses), and well-located facilities accessed by footpaths/cycleways. The illustrative layout and text in the Masterplan Framework has been informed by the public consultation feedback and comments from the English Cricket Board (ECB) and Sport England. The Masterplan Framework shows a new cricket facility at the heart of

the residential development along with a children's play area which creates a strong focal point. This provision along with green corridors throughout the Masterplan Framework area will provide a range of formal and informal spaces. Design principles within the Masterplan Framework emphasise the need for over-looking of green spaces, clean and well-maintained signage, appropriate surfacing, lighting and resting places throughout the development. These principles seek to maximise usage and provide a range of formal and informal spaces to attract all age groups.

4.4 The Hoyland North Masterplan Framework area has the capacity to deliver 765 housing units across three sites (HS56, HS64, and HS66) and 37 hectares of employment land. 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.

4.5 Appendices comprise the following:

- Appendix 1: Masterplan Framework document
- Appendix 2: Masterplan Framework Appendices
- Appendix 3: Statement of Community Involvement
- Appendix 4: Equalities Impact Assessment
  
- Appendix A: Financial Implications (not required)

4.6 As well as having regard to all necessary Planning Policy and Supplementary Planning Document (SPD) requirements, the Hoyland North Framework document also considers:

- Topographical constraints
- Existing biodiversity assets
- Coal mining legacy
- Access and potential crossing requirements
- Impact upon the Strategic Road Network
- Travel planning
- Public Rights of Way and the relationship with the Trans Pennine Trail
- Heritage assets – Hoyland Lowe Stand and buffer
- 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 in partnership with developers to shape the scope and format of the 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 Full Council approve the proposal to adopt the Hoyland North Masterplan Framework.
- 6.2 The Masterplan Framework will allow development to come forward on strategic sites, ensuring that new developments positively support, and contribute to, existing communities, their services and infrastructure.

## **7. Implications for local people / service users**

- 7.1 The Hoyland North Masterplan Framework will support the development of significant housing and employment growth across this Principal Town. 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 addresses key issues raised through the public consultation (see paragraph 4.3).
- 7.2 Ultimately, the aim is to ensure environmental, social and economic conditions are balanced in order to promote sustainable development for the benefit of local place and service users. The Masterplan Framework 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 Full Council approval for the adoption of the spatial framework, in respect of the Hoyland North Masterplan Framework.
- 8.3 The cost of the masterplan work has already been agreed and funded by the developers, Local Plan surplus and Local Capacity Fund.
- 8.4 There are no direct financial implications as a result of this report.

8.5 The financial implications of the overall implementation of the masterplan works and specifically any costs associated with the key issues highlighted in paragraph 7.1 will be subject of further report to Members, once the outcome is finalised.

8.6 The Masterplan Framework 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 Hoyland North Masterplan Framework.

## 11. **Consultations**

11.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, Historic England, Highways England, Sport England and English Cricket Board as well as local stakeholders, 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 Framework 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 has assisted in the production of a DRAFT Health Impact Assessment for the Hoyland North Masterplan Framework. This will continue to evolve as planning applications come forward.

## 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. Paragraph 4.3 confirms how the Masterplan Framework has evolved following declaration of the climate emergency.

**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. Given the robust community consultation it is considered that the final version of the Masterplan Framework has been prepared with support of the local communities. In addition, all sites were 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 overarching 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 have been prepared in the context of these policies to ensure that equality, diversity and social inclusion are promoted.

**17. List of Appendices**

- Appendix 1: Masterplan Framework document
- Appendix 2: Masterplan Framework Appendices
- Appendix 3: Statement of Community Involvement
- Appendix 4: Equalities Impact Assessment
  
- Appendix A: Financial Implications (not required)

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