

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 West Masterplan Framework

1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Hoyland West 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 Hoyland West;**
- 2.2 **Cabinet recommends that the final version of the Masterplan Framework is presented to Full Council for adoption on 24th September 2020.**

3. Introduction

- 3.1 The Council's Local Plan was adopted on 3rd January 2019 (**cab 12.12.2018/8**). 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. The first two masterplan frameworks were adopted by Full Council on the 19th December 2019 for Hoyland North and Barnsley West (MU1).
- 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.
- 3.4 This consultation took place in May and June and this report therefore seeks Cabinet approval to adopt the Masterplan Framework for Hoyland West, which has the capacity to deliver 101 housing units and 49.3hectares of employment land.
4. **Hoyland West Masterplan Framework**
- 4.1 The Hoyland West Masterplan Framework incorporates sites:
- **Housing site references HS57 and,**
 - **Employment site references ES13**
- 4.2 A Masterplan Board for Hoyland West was established at the start of the year. The Board consists of council officers and landowners/their agents and planning consultants with an interest in the above-mentioned sites. The final Masterplan Framework document has been produced by Cushman and Wakefield and FPCR on behalf of the Board.
- 4.3 Work commissioned to underpin the Masterplan Framework document includes a Drainage Strategy; Highways Infrastructure feasibility, traffic modelling and Traffic Impact Assessments, intrusive site investigations, Archaeological Desk Based Assessment, geophysical survey, trial trenching and ecology surveys.
- 4.4 Evidence provided in support of the Local Plan suggested that if developed in full, the employment site would be capable of providing approximately 3,000 – 3,500 jobs. As the masterplan site area includes one of the largest employment allocations in the Local Plan and consistent with the Government’s desire for the Planning Process to continue during lockdown, a six week public consultation exercise was undertaken in May/June 2020. Full details of the public consultation exercise are provided within the Statement of Community Involvement. In summary, the public consultation included:
- Council hosted online consultation material and questionnaire
 - Hard copy consultation packs hand delivered on request
 - Hard copy consultation packs available from the Forge Community Café and Hoyland Tesco
 - Consultation material provided to Forge Community Partnership for distribution to user groups of the Rockingham Centre
 - Email notification to the following community groups:
 - Mates of Milton
 - Rockingham Brass band
 - Hoyland Milton and Rockingham Joint Ward Alliance
 - The Friendship Group
 - Hoyland Brownies – for adult awareness
 - The Youth Group – as above
 - Salvation Army

- Owd Martha's Yard
 - Canon Richard Parker (St Peter's)
 - Media releases
 - Social media campaign including facebook and twitter
 - Letter drop to residents living close to the Masterplan sites
 - Email notification to internal and external consultees
 - 23 site notices erected around the site, public rights of way and main routes around the site
 - Discussion with Tankersley Parish Council
 - Online consultation events to replace physical drop in sessions
 - Telephone consultations with those unable to access online resources
- 4.5 Overall, the consultation exercise provoked a higher level of response to the questionnaire (113) than was the case last year when we sought views regarding the nearby Hoyland North Masterplan (79 responses). Accordingly, whilst methods of engagement did differ as a result of lockdown (and therefore attracted some criticism), it is not considered that lockdown has materially impacted on levels of public participation.
- 4.6 On this occasion an online petition covering the Hoyland West, North and South masterplan framework areas was submitted. It seeks to stop future development and attracted 1,420 signatures. However, members will be aware that the decision to allocate land around Hoyland for development was arrived at following an objective, evidence based planning process culminating in the adoption of the Local Plan in early 2019. Seeking to resist development of these sites is therefore unrealistic and would undermine our corporate objectives, particularly the creation of a strong and resilient economy, which is all the more important given the economic consequences of the pandemic.
- 4.7 Statement of Community Involvement and Design Evolution section of the Masterplan Framework explain how this feedback has shaped the final Masterplan Framework. In summary the main areas where the document as evolved following the consultation exercise are as follows:

Tankersley Lane

- 4.8 Views were sought on 3 possible options for how the deal with Tankersley Lane in light of the introduction of a spine road through the masterplan site. These included:
1. Closing Tankersley Lane to the east of the proposed link road to create a cul de sac for existing residents on Tankersley Lane that are most affected by the development. This would therefore introduce a slight detour via the new spine road for vehicles currently seeking to access the centre of Hoyland Common from Tankersley and Pilley but would retain the link to Chapelton, Elsecar and beyond
 2. Leaving Tankersley Lane fully open and therefore introduce a crossroad junction,

3. Closing Tankersley Lane to vehicles the west of the link road to prevent possible rat running but severing the vehicular connection with Tankersley and Pilley of the link road
- 4.9 Some confusion arose with these options as many responders said “none”. However, having analysed e-mail responses and letters that were submitted separate to the questionnaire responses, option 3 was by far the least popular. This was on the basis that it would sever the vehicular link via Tankersley Lane forcing all traffic from Pilley and Tankersley to use J36 and Birdwell roundabout thus reducing the resilience of the highway network. Tankersley Parish Council favour option 2 and have made representations strongly advocating this or a variation to this that enables vehicles to continue across the link road to the existing crossroads. However, this is not favoured by Highway Officers due to safety concerns regarding conflicting manoeuvres at the crossroad junction. In addition, they do not support signals or a roundabout on Tankersley Lane given the purpose of the spine road is to act as a bypass for Hoyland Common, which necessitates a free flowing 40mph road).
- 4.10 Option 1 has therefore been chosen because, whilst this represents a slight detour for people travelling by car between Tankersley/Pilley and Hoyland Common, it at least maintains a safe vehicular route which can be used as an alternative to the M1 Junction and the A61. In addition, the option will also provide amenity and safety benefits for existing residents on Tankersley Lane, who are likely to be most affected by the development.

Rockingham Sports Ground

- 4.11 In the consultation responses, there was a desire to retain Rockingham Sports Ground as is. However, diverting traffic away from Hoyland Common was also identified as one of the most important points for guiding the design. As explained above, for the proposed spine road to be an effective bypass, it will have to be a direct and free flowing 40mph road. In recognition of this, the Local Plan allocates the rear part of Rockingham Sports Ground for employment use with a requirement that the area lost is relocated to an appropriate location within Hoyland.
- 4.12 Working closely with Forge Community Partnership, who are leaseholder and run Rockingham Sports Ground, a site south of Parkside to the west of Sheffield Road has been identified. This site is primarily within the Council's ownership and falls within the land covered by the Hoyland South Masterplan, which has also been subject to public consultation over the summer. The Parkside site is large enough to accommodate two full size football pitches and an archery facility. Planning permission is required for such a proposal as it entail cut and fill to create flat pitches and would also involve installation of boundary fencing and car parking. Nonetheless and without prejudice to the outcome of such a planning application, as a principle, the relocation to Parkside reflects the requirement of the Local Plan policy.

- 4.13 The remaining area of the Sports Ground is then proposed to be reconfigured with a football pitch turned 90 degrees and the cricket pitch remaining in situ until a new cricket facility is provided within the Hoyland North residential development after which the sports ground would be available for further employment use. This would also be subject to further investment occurring at the Parkside facility as part of a second phase. Such investment would be funded primarily through S106 contributions envisaged from the housing development anticipated to come forward from the housing allocations within the Hoyland South masterplan area, which would be capable of funding artificial grass pitches. This would again be subject to planning permission being forthcoming and the agreement of Forge Community Partnership.
- 4.14 The net effect of this would be two modern purpose-built facilities to the north and south of Hoyland within walking distance of the new residential sites and much of the existing settlement. This is consistent with the feedback received to the public consultation in which promotion of walking and cycling is identified as a main method of reducing the impact of new development.

Sustainability, Landscape & Biodiversity Impacts

- 4.15 The employment site was assessed to be one of the more sustainable locations for employment use being close to Hoyland and a key public transport route. The proposed the spine road will ensure that servicing vehicles requiring access to and from the motorway network will be able to do so without having to travel through residential areas and will also divert trips away from Hoyland Common Crossroads. Combined with the proposed link to Dearne Valley Parkway through the Hoyland North Masterplan site this will ensure that Hoyland Common Local Centre is not overwhelmed by additional traffic and the increased population (residents and workforce) that would be within walking distance of the centre should help to sustain its vitality and vibrancy in a way that is sustainable and healthy.
- 4.16 Being close to M1 J36, it is inevitable that the site will appeal to the logistics sector, which is one of the few sectors holding up during a period of unprecedented economic uncertainty. Logistics buildings are increasingly larger in footprint and height. The site does not lend itself to the 500,000 sqft + buildings that could potentially be accommodated on the large employment allocation at Goldthorpe (site ES10) but, due to its topography and relationship with the settlement, it is better suited for 200,000 to 400,000 sqft buildings than either the Hoyland North or MU1 sites.
- 4.17 In order to minimise noise impacts, the larger employment units are envisaged to be located towards the western boundary of the site, adjacent to the M1 and as far from existing residents as possible. This will help minimise noise impacts, which was a key issue raised by residents during the consultation. In turn, the buildings should not appear overbearing from residential properties but their likely scale and height with unavoidably impact on the landscape (even when taking into account mitigation such as soft landscaping and use of appropriate building materials). These are matters which will require detailed assessment when the planning application is considered. However, given

adverse landscape impacts are considered unavoidable, officers have considered how the masterplan can assist in ensuring the proposal makes a more positive contribution to the environment.

- 4.18 The Masterplan Framework therefore requires a minimum 10% net gain to biodiversity, consistent with the Government's Environmental Bill. This is above and beyond our Local Plan requirement, which is for an unspecified net gain to biodiversity. Precisely how the minimum 10% net gain is arrived would again be determined at the planning application stage but it is anticipated that this would include off site enhancements in addition to the on-site works such as the tree belts.
- 4.19 In all other respects, the masterplan reflects the requirements of local plan policies relating to sustainable construction, climate change resilience, drainage and sustainable travel and has been subject to a health impact assessment.

5. Planning Application 2020/0647

- 5.1 Shortly after the Masterplan Framework public consultation closed a hybrid planning application was received seeking:
- Full planning permission for the development of plot 1 (31,571 sqm floorspace for use B8), associated earthworks and creation of access points including new roundabout
 - Outline planning permission for means of access and scale across 2 development plots (plots 2&3) of up to 71,515sqm of employment floorspace;
- 5.2 The timing of this application coming prior to the adoption of a Masterplan Framework has created confusion and concern particularly amongst those who responded to the masterplan framework expressing views that the employment site should not be developed or only partially be developed. This is entirely understandable but the timing of the submission was out of the Council's hands and is in part driven by occupier interest in the site.
- 5.3 Such interest in the site so soon after adoption of the local plan is welcomed and demonstrates that the site is an attractive proposition but the planning application is complex and is being considered in the usual way. The applicant has been advised that the applications will not be determined until the masterplan framework is adopted and that Planning & Regulatory Board is a separate decision-making body to the Cabinet. Whilst any decision to adopt the masterplan framework will be a step forward in enabling the planning application to be assessed against the framework, it does not prejudice the decision of the Planning & Regulatory Board.
- 5.4 Nonetheless, the arrival of the planning application in advance of the masterplan framework being adopted has enabled officers and consultees to look in more detail at site constraints and technical requirements. This has enabled a sense check of the masterplan framework to ensure that it is capable of facilitating sustainable development by including the necessary

safeguards to minimise adverse impacts as far as possible and requiring mitigation/compensation where adverse impacts cannot be fully avoided.

6. Consideration of alternative approaches

6.1 The Council could have instructed an independent masterplanning consultant to produce the Masterplan Framework. However, Council officers have worked in partnership with developers to shape the scope and format of the final document. This approach is consistent with the Local Plan which promotes working with developers, partners and agencies to facilitate development on key sites.

6.2 The Council could decide not to adopt the masterplan framework but with a planning application under consideration, this would leave Planning & Regulatory Board having to determine the application without a framework in place against which to judge the application.

7. Proposal and justification

7.1 The aim of all Masterplan Frameworks is to ensure that sites identified for development in the Local Plan are developed in a sustainable and appropriate manner consistent with the Local Plan objectives, which are to:

- Provide opportunities for the creation of new jobs and protection of existing jobs;
- Improve the conditions in which people live, work, travel and take leisure;
- Widen the choice of high-quality homes;
- Improve the design of development; and
- Protect and enhance Barnsley's environmental assets and achieve net gains in biodiversity.

7.2 Inevitably the Masterplan Framework is not able to positively address all the comments made during the public consultation. However, for the reasons explained in section 4 of this report, it would help to facilitate significant employment growth and a housing site within Hoyland Principal Town consistent with these Local Plan Objectives. In addition, the masterplan framework will secure benefits locally including the spine road to divert traffic away from Hoyland Common and a new sporting facility. It is therefore recommended that Cabinet approves the proposal to adopt the Hoyland West Masterplan Framework.

8. Implications for local people / service users

8.1 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, including:

- The need to divert traffic away from Hoyland Common
- Not severing the vehicular link between Hoyland Common and Tankersley

- Securing a new Sports Facility to replace Rockingham Sports Ground
- Climate change and sustainability

8.3 Ultimately, the aim of the Masterplan Framework 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 be for Planning & Regulatory Board to decide whether the current planning application adheres to the Masterplan Framework, Local Plan policies and relevant Supplementary Planning Documents.

9. Financial implications

- 9.1 Consultations on the financial implications have taken place with representatives of the Service Director – Finance (S151 Officer)
- 9.2 The cost of the masterplan work has been funded by the developers
- 9.3 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.

10. Employee implications

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

11. Communications implications

- 11.1 A communications strategy and Statement of Community Involvement has been produced for the Hoyland West Masterplan Framework.

12. Consultations

- 12.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, as well as local stakeholders and landowners; including representatives from the school and sports organisations as well as local residents and businesses through the public consultation exercise.

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

- 13.1 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 documents will ensure that housing and employment growth is delivered in a comprehensive manner with the support of the local communities they will enhance.

14. Tackling Health Inequalities

- 14.1 A Health Impact Assessment has been 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.

- 14.2 A representative from Public Health is a member of the masterplan board and will be responsible for assisting the master planners to produce a masterplan focussed Health Impact Assessment and Health and Well-being delivery strategy.

15. Climate Change & Sustainable Energy Act 2006

- 15.1 Energy usage and sustainability will be a golden thread running through the Masterplan Framework document, with particular focus on sustainable movement framework including street hierarchy, pedestrian and cycle links, public transport provision and Travel Plan. The Masterplan Framework also include a Blue and Green Infrastructure Plan.

16. Risk Management Issues

- 16.1 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 as far as possible, by the views of the local community.
- 16.2 There is also a risk that the adoption of the masterplan framework is delayed. The consequence of this would be that planning applications cannot be determined for the site and BMBC fail to deliver against Local Plan targets.

17. Promoting Equality & Diversity and Social Inclusion

- 17.1 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 frameworks will support these policies in ensuring that equality, diversity and social inclusion are promoted.

18. Conservation of Biodiversity

- 18.1 In recognition the feedback received in response to the public consultation, the location of the site within the Nature Improvement Area and the likely impact of the development on the landscape, the Masterplan Framework requires a 10% net gain to biodiversity following completion of the development. This is consistent with the Environmental Bill and goes beyond Local Plan requirements.

18. List of Appendices

Appendix 1- Hoyland West Masterplan Framework document

Appendix 2 –Health Impact Assessment

Appendix 3 –Statement of Community Involvement

Appendix 4 – Equality Impact Assessment

Appendix A – Financial Implications

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