

## 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 South Masterplan Framework

#### 1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Hoyland South 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 South;**
- 2.2 **Cabinet supports the measures proposed relating to energy, sustainability, health and wellbeing.**
- 2.3 **Cabinet recommends that the final version of the Masterplan Framework is presented to Full Council for adoption on 26<sup>th</sup> November 2020.**

#### 3. Introduction

- 3.1 The Council's Local Plan was adopted on 3<sup>rd</sup> 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 19<sup>th</sup> December 2019 for Hoyland North and Barnsley West (MU1). The Hoyland West Masterplan Framework was presented to Full Council on the 24<sup>th</sup> September 2020.
- 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 Following a six week public consultation exercise in June/July this year, the draft Masterplan Framework has now been updated to include a Design Code that seeks to respond to the feedback received during the consultation and provide a clear guide for developers, stakeholders and the wider public.
- 3.5 This report seeks Cabinet approval to adopt the Masterplan Framework for Hoyland South. The site has the capacity to deliver 1,100 new homes together with a new primary school, community facilities and small scale retail facility.
- 3.6 The Masterplan Framework provides a significant opportunity to deliver corporate objectives relating to zero carbon and public health improvements.

#### 4. **Hoyland South Masterplan Framework**

4.1 The Hoyland South Masterplan Framework incorporates sites:

- Housing site references HS58 Land at Broad Carr Road, Hoyland
- HS61 Land at Clough Fields Road, Hoyland Common
- HS62 Land off Meadowfield Drive, Hoyland
- HS65 Land North of Stead Lane, Hoyland
- HS68 Land between Stead Lane and Sheffield Road, Hoyland Common
- Relocation of the Rockingham Sports Centre to Land at Parkside Road, Hoyland

4.2 The Masterplan Framework is being funded by BMBC Local Plan underspend and will be produced by Ove Arup Partnership who have co-ordinated all associated feasibility studies, masterplan concepts and consultations on behalf of the Board. The Masterplan Framework will continue to be updated as the report progresses towards cabinet. To date, works completed include background evidence base and technical analysis, development of the Masterplan Framework document, ecology surveys, heritage assessments, green space analysis and early development options. Consultation responses have been reviewed and will help shape the final Masterplan Framework.

#### **Public Consultation**

4.3 The government have been clear that planning activity should continue during the current pandemic and that planning is critical to support economic recovery post COVID-19. Due to restrictions on holding public gatherings, we adopted a new approach, which involved:

- **A combination of traditional and digital methods** to ensure everybody has access to information. This ensured that information was available in different formats. Materials created were available online and as hard copies on request and a telephone number was available for those who could not access digital materials.
- **Establishing and communicating new ways to interact** with stakeholders and the community due to COVID-19. While face to face engagement was not an option during this consultation, online engagement sessions offered the opportunity to allow engagement with the public through live Q&A sessions. Posters and flyers available in the community and letter notifications raised awareness about the new ways to get involved.
- **Extending the standard consultation period for a Masterplan Framework from four weeks to six weeks.** The consultation period for this Masterplan ran for a period of six weeks rather than the four-weeks identified in the Council's Statement of community Involvement in order to allow more time for people to access the information, to receive any requested hard copy materials and review these materials.

4.4 Full details of the public consultation exercise are provided within the DRAFT Statement of Community Involvement (Appendix D). In summary, the public consultation included:

- Council hosted online consultation material and questionnaire
- Hard copy consultation packs hand delivered on request
- Consultation material provided to Forge Community Partnership for distribution to user groups of the Rockingham Centre
- 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
- 25 site notices erected around the site, public rights of way and main routes around the site
- 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 similar level of response to the questionnaire (79) as last year when we sought views regarding the nearby Hoyland North Masterplan (79 responses), although a lower response rate than the recent Hoyland West consultation (113).

4.6 Figures for the engagement with the consultation exercise demonstrate that overall there has been an increase despite potential impact of Covid-19, in comparison to Barnsley West (MU1) last year. 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.

	Launch Press Release	Facebook	Twitter	Website hits
MU1	633 pageviews / 477 unique pageviews	12 posts / Reach 25,697 / Engagements 1,174	14 posts / Impressions 18,931 / Engagements 271	Pageviews 768 / Unique pageviews 482
Hoyland South	658 pageviews / 472 unique pageviews	7 posts / Reach 36.7k / Clicks 3,410 / Reactions, comments shares 240	7 posts / Reach 10,907 / Engagements 326	Pageviews 1,989 / Unique pageviews 1,494
Hoyland West	1,037 pageviews / 694 unique pageviews	7 posts / Reach 34.4k / Clicks 1,820 / Reactions, comments shares 240	7 posts / Reach 10,985 / Engagements 288	Pageviews 1,115 / Unique pageviews 779
Royston	846 pageviews / 590 unique pageviews	5 posts / Reach 33.3k / Clicks 3,406 / Reactions, comments shares 237	6 posts / Reach 11,293 / Engagements 385	Pageviews 1,961 / Unique pageviews 1,461

- 4.7 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 c2,100 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 homes and sustainable attractive greenspaces which is all the more important given the economic consequences of the pandemic.
- 4.8 The Statement of Community Involvement and Design Evolution section of the Masterplan Framework will explain how this feedback has shaped the final Masterplan Framework.

### **Relocation of Rockingham Sports Ground to Land at Parkside Road**

- 4.9 Working closely with Forge Community Partnership, who are leaseholder and run Rockingham Sports Ground, a site south of Parkside Road to the west of Sheffield Road has been identified as being suitable for a relocated facility. This site is primarily within the Council's ownership and falls within the land

covered by the Hoyland South Masterplan. 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 Road reflects the requirement of the Local Plan policy.

- 4.10 Further investment as part of a second stage of development 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 potentially be capable of funding artificial grass pitches. This would again be subject to planning permission being forthcoming and the agreement of Forge Community Partnership.
- 4.11 Combined with the cricket ground required within the Hoyland North Masterplan, the net effect of this would be two modern purpose-built sporting 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**

- 4.12 The housing allocations were assessed to be sustainable locations for housing, being close to Hoyland and key public transport routes and links to Elsecar rail station. The site will be accessed from the new roundabout required as part of the Hoyland West masterplan framework on Sheffield Road and from a new access from Clough Fields Road to the north. Vehicles will be able to easily access the new spine road, diverting traffic from Hoyland Common crossroads and existing residential areas. Residents would be within walking distance of Hoyland facilities which should help to sustain its vitality and vibrancy in a way that is sustainable and healthy. The masterplan framework proposes large areas of greenspace and the upgrade and creation of accessible routes for a variety of uses through the site and onwards to the Trans Pennine Trail which was one of the key points that was raised during the community consultation.
- 4.13 The masterplan framework considers the key landscape views from the site towards Elsecar and Wentworth and considers the impact of proposed residential development, whilst also seeking to maximise views from within the site.
- 4.14 The masterplan reflects the requirements of local plan policies relating to sustainable construction, climate change resilience, drainage and sustainable travel. It also requires 10% net gain to biodiversity. These matters and other planning considerations are then assessed in more detail when planning applications are considered

## Health & Wellbeing

- 4.15 Masterplan frameworks have an opportunity to influence future physical and mental health of communities and new residents in a positive manner. The proposed masterplan framework therefore seeks to contribute to the priorities of the Barnsley Public Health Strategy 2018-2021, particularly in relation to residents living longer, healthier lives. A Health Impact Assessment has therefore been prepared to accompany the masterplan framework. A draft can be found at Appendix C.
- 4.16 Sustainable travel is at the heart of the masterplan framework, including green links, which link new development into existing rights of way, safe and attractive rights of way for a variety of users. The masterplan framework has developed a hierarchy which prioritises active travel over vehicles to encourage sustainable travel and reduce the impact of private vehicles. The scheme design therefore considered access requirements for all users in the following order;
- Pedestrians
  - Cyclists/equestrians
  - Public transport
  - Specialist service vehicles
  - Private vehicles
- 4.17 The provision of active travel routes throughout the site, provide attractive, safe and direct links through the site, linking to local facilities and services. The promotion of active travel has the potential to contribute to healthy lives and obesity levels as well as having positive impacts on mental health. During COVID-19 restrictions, the importance of access to green space has been highlighted – the masterplan framework has created new areas of green space, links to existing communities and proposes the enhancement of existing spaces. The site is also capable of delivering signposted walking/running routes and a community garden/orchard which again has the potential to have a positive impact on the health of the community and assist in developing a sense of community.
- 4.18 Throughout the public consultation, questions were asked about the impact on health services as a result of the proposed developments. Throughout the development of the masterplan framework we have worked closely with the Clinical Commissioning Group to understand the implications on primary healthcare. Within Hoyland, there are 5 practices which cover the site. The CCG have confirmed that the existing GP surgeries are willing to expand to meet the needs of the Hoyland North, West and South developments. However, there is a lack of GP provision within England as a whole and recruitment is typically difficult within Barnsley, therefore dialogue needs to be maintained to ensure that there is awareness of the build programme.
- 4.19 Road safety is a further public health consideration that was raised during the consultation. This is consistent with the findings of survey work undertaken by

Public Health in 2019. As stated above, the starting point is to ensure the needs of pedestrians take priority over those of car users. Nonetheless, as car use will be unavoidable, the masterplan framework, combined with Local Plan policies and guidance in our Supplementary Planning Documents, will ensure that new roads are designed in accordance with relevant design standards. In addition, whilst Sheffield Road or Clough Fields Road are not flagged as areas of concern in terms of accident frequency or severity, road safety audits will be carried out where any works are required under S278 of the Highways Act (i.e. changes to existing highways).

- 4.20 In considering the location of uses on the sites and how they relate to the existing settlement, the Masterplan Framework has also considered the locations of the school and community facilities in order to reduce the need to travel by private car, offering safe and direct routes that will encourage active travel.
- 4.21 Overall, whilst it is recognised that existing residents do have some inevitable concerns about large scale development in and around Hoyland, each of the Masterplan Frameworks has sought to prioritise health and wellbeing to ensure that impacts on the existing community are minimised as far as possible. They also seek to ensure the existing community is able to benefit from the required infrastructure, such as new sporting facilities and walking/cycling routes and that residents within the new development will benefit from living within a high quality and sustainable development.

### **New Primary School**

- 4.22 When the Local Plan was being prepared, based on pupil projections available at that time (2016), a need was established for 3 new primary schools and a significant expansion of another. These are identified at Barugh Green as part of the MU1 site, Royston as part of the MU5 site off Lee Lane, Wombwell on the former High School site with the expansion proposed at Carlton. Since then update projections have revealed that a further primary school will be required in the Hoyland area.
- 4.23 As the Hoyland South Masterplan includes land within the Council's ownership, and is well related to the existing settlement, the masterplan framework identifies a site for a primary school off Clough Fields Road. This could be either an entirely new school to complement the existing schools in the area or a relocation and expansion of the nearby Hoyland Springwood Primary School.

## **5. Consideration of alternative approaches**

- 5.1 The Council could have delayed work on the masterplan framework until a developer is seeking to develop the site and work in collaboration to develop the masterplan framework. However, as this site is intrinsically linked with the Hoyland West site, it is prudent to deliver this masterplan framework at a similar time.

5.2 The Council could decide not to adopt the masterplan framework, but the absence of a masterplan framework would leave the authority having to determine planning applications in the absence of an overall strategy for the collection of sites increasing the likelihood of piecemeal and substandard development.

## **6. Proposal and justification**

6.1 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.

6.2 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 housing growth within Hoyland Principal Town in order to meet identified housing needs, including a mixture of dwelling types and tenures. In addition, the masterplan framework will secure benefits locally including a new primary school to the north of the site and new sporting facility. It is therefore recommended that Cabinet approves the proposal to adopt the Hoyland South Masterplan Framework.

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

7.1 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:

- Need to reduce traffic in Hoyland Common
- Biodiversity improvements and retention of existing trees and hedgerows
- Landscape and visual amenity impacts Public open space and community facilities
- Climate change and sustainability

7.2 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 future planning applications adhere to the Masterplan Framework, Local Plan policies and relevant Supplementary Planning Documents.

## **8. Financial implications**

- 8.1 Consultations on the financial implications have taken place with representatives of the Service Director – Finance (S151 Officer)
- 8.2 It should be noted that at this stage there is an expectation that S106 funding will be utilised to help support the delivery of the masterplan in terms of the school extension/new school. This will need to be further considered when the detailed costs supporting the proposals have been developed – a further report will be presented to Members for decision when these details have been established.
- 8.3 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 South Masterplan Framework.

## **11. Consultations**

- 11.1 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.

## **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 documents will ensure that housing 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 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.

- 13.2 A representative from Public Health is a member of the masterplan board and has assisting the master planners to produce a masterplan focussed Health Impact Assessment and Health and Well-being delivery strategy.

#### **14. Climate Change & Sustainable Energy Act 2006**

- 14.1 Following the declaration of the climate change emergency last year, the council have committed to ensuring that climate change features as a corporate priority with a commitment to delivering a zero-carbon borough. Reducing the impact of climate change is a key objective of the Barnsley Local Plan providing a policy framework that seeks to reduce the causes of and adapt to the future impacts of climate change by:

- Promoting the reduction of greenhouse gas emissions through sustainable design and construction techniques;
- Locating and designing development to reduce the risk of flooding;
- Promoting the use of Sustainable Drainage Systems (SuDS);
- Promoting and supporting the delivery of renewable and low carbon energy; and
- Promoting investment in Green Infrastructure to promote and encourage biodiversity gain.

- 14.2 In 2019 the UK transport sector was responsible for 24 per cent of overall greenhouse gas emissions, whilst 19 per cent came from residents energy use. The biggest potential gains are therefore to be made in the way people travel, and in the energy demand and supply to buildings.

- 14.3 An Energy Strategy has been commissioned to support the Masterplan Framework and provides an evidence base for energy and sustainability measures that can be introduced on the site. The section below demonstrates how the Masterplan Framework will assist in meeting the policy requirement and corporate objective in terms of zero carbon and adaptation to climate change.

#### **Flood Risk**

- 14.4 The Masterplan Framework includes a blue infrastructure framework that seeks to complement the green infrastructure framework for the site and deliver flood risk improvements by providing SUDs to slow surface water run-off and provide storage for flood water during periods of high rain fall. The blue infrastructure will provide amenity value to people and the design will enhance biodiversity opportunities.

#### **Promoting and supporting the delivery of renewable and low carbon energy**

14.5 The Energy Strategy includes a review of potential low carbon technologies and their applicability to the site. With regards to building performance, high fabric performance of a dwelling is key to reducing the space heating demand and the associated carbon emissions. The Energy Strategy sets targets for developers to meet in this regard and whilst these may seem ambitious, as technology and construction techniques improve and costs decrease, the targets may become more obtainable.

With regards to energy supply and distribution, the Energy Strategy sets recommended pathways for the site which were developed through an assessment of current building energy standards, energy demand estimates, low carbon technology options and an energy options appraisal alongside engagement with BMBC officers. The preferred pathway for Hoyland South includes:

- Distributed Air Source Heat Pumps in all dwellings
- Roof mounted PV panels with battery storage on dwellings with south-facing roofs, ad grid backup
- Grid supply to all other dwellings
- Roof mounted PV panels on the convenience store, and grid back up

The table below shows the equivalent carbon emissions from the preferred pathway in comparison to its counterfactual scenario which would include meeting heating and electricity demand through gas boilers and grid electricity. This demonstrates the CO<sub>2</sub> savings that can be achieved by using the preferred pathway.

Table 1: Summary of equivalent CO<sub>2</sub> emissions for preferred pathways vs. counterfactual scenarios

		Hoyland South	
		Preferred Pathway	Counterfactual Scenario
CO <sub>2</sub> e emissions (tonnes)	Construction (2022-2033)	5,000	14,900
	Operation from estimated site completion to 2045 (2034 -2045)	2,400	17,500
	Total	7,400	32,400

14.6 However, these pathways are limited to homes and buildings operation, and they do not consider emissions from transport, street lighting or development maintenance. These sources of emissions should be explored further as part of Barnsley’s next steps.

- 14.7 Electric vehicle charging points will be required for all residential development.
- 14.8 There are additional carbon saving methods highlighted in the Energy Strategy report, which could be implemented to reduce emissions and assist BMBC in becoming a net zero carbon borough by 2045. For Barnsley to reach its net zero goal, the remaining emissions should be offset. The developers will need to do this through investing in offsite renewables or rewilding and tree planting schemes.

## **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 as far as possible, by the views of the local community.
- 15.2 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.

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

## **17. Conservation of Biodiversity**

- 17.1 In recognition of the consultation feedback and the Government's Environmental Bill, the Masterplan Framework requires a 10% net gain to biodiversity following completion of the development. This goes beyond current Local Plan requirements and fully reflects the Council's Statutory Biodiversity Duty.
- 17.2 Loss of biodiversity and habitats was raised during the public consultation. The masterplan framework proposes the retention and enhancement of hedgerows and trees. The masterplan framework also proposes a planted buffer of approximately 30m between the edge of the development and Skiers Spring Wood Ancient Woodland and Local Wildlife site. A variety of habitat types will also be created throughout the site and the green corridors across the site will also act as habitat corridors.
- 17.3 Future planning applications will have to be accompanied with relevant ecological surveys. Comments received during the public consultation period highlighted the presence of bat roosts across the site. Applications will be accompanied by bat surveys and will include appropriate mitigation where bats and roosts are identified.

## **18. Transport**

18.1 The overall aim of both the Local Plan and Masterplan Framework is to promote sustainable travel by firstly reducing the need to travel but where travel is necessary to make it easy for people to move between home, work, health, community and leisure facilities by walking and cycling or where necessary using public transport. The movement framework developed for the Masterplan Framework provides active travel opportunities connective to the wider area and landscape in order to encourage smarter choices and thus play a part in improving health, quality of life and reduce the impact of climate change. Every dwelling will be provided with an electric vehicle charging point. In addition to this, proactive travel planning on the part of the developers will reduce carbon emissions associated with transport from residents and occupiers of the scheme.

## **19. List of Appendices**

**Due to the size and length of the appendices, these are not circulated with the report. A link to these will be circulated.**

**Appendix A- Financial Implications**

**Appendix B – Masterplan Framework**

**Appendix C - Design Code**

**Appendix D – Health Impact Assessment**

**Appendix E –Statement of Community Involvement**

**Appendix F- Equalities Impact Assessment**

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