

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 Place to
Cabinet on 2 June 2021

Carlton Masterplan Framework

1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Carlton Masterplan Framework and to seek approval to undertake community consultation on the DRAFT spatial framework.

2. Recommendations

It is recommended that:

- 2.1 **Cabinet notes the progress made in the development of the DRAFT Masterplan Framework for Carlton, and;**
- 2.2 **Approves the proposal to undertake a Community Consultation exercise planned to commence during June 2021.**

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 Masterplan Frameworks for MU1 (Barnsley West), Hoyland North, Hoyland South and Hoyland West have already been adopted by Full Council. The Royston Masterplan was the subject of a public consultation exercise in June/July 2020 and is currently on hold whilst the strategic transport model is more advanced and a valuation is agreed for the land. The Goldthorpe Masterplan Framework has recently been the subject of a public consultation exercise and the final version submitted to Cabinet for approval in due course.
- 3.2 Whilst each Masterplan Framework is 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 report seeks approval from Cabinet to undertake a community consultation exercise on the DRAFT Carlton Masterplan Framework.

4. **Carlton Masterplan Framework**

4.1 The Carlton Masterplan Framework incorporates mixed use sites MU2, Land between Fish Dam Lane and Carlton Road and MU3, Land off Shaw Lane, which will collectively be referred to as 'the site'. The Local Plan anticipated that the site will eventually deliver just under 2000 dwellings, an extension to Carlton Primary Academy, a small-scale convenience retail facility to serve the local community and green and blue infrastructure.

4.2 Throughout the Local Plan process, there was relatively limited opposition to the sites. A local group was formed to oppose the nearby Gypsy and Traveller site allocation but no such group was created specifically to oppose what is now site MU3. However, we understand that this position has now changed and we do expect more interest in the masterplan framework consultation. The council own a significant proportion of the MU3 site including the Wharnccliffe Woodmoor green space in the central portion of the site and a parcel in the south east corner. The council also own the majority of the MU2 site to the west of Fish Dam Lane. The Wharnccliffe Woodmoor green space is currently managed on the council's behalf by Yorkshire Wildlife Trust via partnership arrangement and YWT have been consulted as part of the early options development.

4.3 The Masterplan Framework is being funded by BMBC via Planning Policy earmarkings and is being produced by Ove Arup Partnership. Ove Arup are co-ordinating all associated feasibility studies and consultations on behalf of the Project Team. Masterplanning works are now well underway. 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. The next stage of the 'place making' process requires a robust Community Consultation exercise and a communication plan. A Statement of Community Engagement Report will be produced following review of the community consultation responses and will help shape the final Masterplan Framework.

4.4 This report seeks Cabinet approval to undertake a community consultation exercise with residents and stakeholders in Carlton.

- 4.5 As well as having regard to all necessary Planning Policy and Supplementary Planning Document (SPD) requirements, the FINAL Carlton Masterplan Framework document must specifically consider:
- Existing biodiversity assets
 - Access requirements and impact upon the wider highway network to enable delivery of the allocation in its entirety
 - Public Rights of Way
 - Delivery of an extension to the primary school on the site
 - Delivery of open space and new formal recreation/enhancements to existing provision
 - Provision of small-scale local facilities.
 - Opportunities to contribute towards the council's climate commitments through renewable energy opportunities.
- 4.6 The draft consultation boards are presented at Appendix B and includes site context, opportunities and constraints and emerging draft preferred option.
- 4.7 The process to date including emerging preferred option has been informed through a series of workshops with internal technical officers, planning officers, landowners and elected members. Ove Arup are now in the process of producing the Design Code and text that will frame the Preferred Option masterplan concept and form the basis of the consultation material.
- 4.8 Officers have recently met with representatives of Premier Foods who own a portion of the MU3 site and have expressed a desire to expand their operations in the medium term with a potential to create an additional 500 jobs at the site. The Masterplan Framework will need to retain some flexibility to allow the future expansion or seek an additional residential phase should the expansion plans not come to fruition.
- 4.9 There is ongoing interest from Network Space who are seeking to deliver a first residential phase on land north of Shaw Lane such that the benefits of progressing the Masterplan Framework to adoption this calendar year is clear. This would avoid the scenario where developers seek to progress planning applications in advance of the Masterplan Framework adoption, and before site wide infrastructure requirements are determined
- 4.10 The proposed consultation format will be digital due to ongoing restrictions relating to the pandemic. Views will be sought via a questionnaire aimed at offering residents and interested parties with the opportunity to feed back on the masterplan's main themes and proposals. Part of the questionnaire will be aimed at seeking feedback on the movement framework and will offer stakeholders a number of options looking at proposed junction improvements, access strategy including an option to provide a northern link to connect to the proposed Royston Relief Road.

5. Renewable and Low Carbon Energy

- 5.1 The Carlton area represents one of the best opportunities for a minewater heat scheme within the Sheffield City Region. Here, the vast area of mineworkings are accurately recorded on abandonment plans and are located at depths easily accessible by surface drilling techniques.
- 5.2 These mineworkings were last utilised for the purposes of methane abstraction in the early 2000's until they were cut off by rising minewater. The three boreholes cover a triangular area of over 12km² covering Royston, Monk Bretton and Grimethorpe with Carlton approximately in the centre. Therefore, we know that the minewater is already there but there is more that we can do to de-risk the project further.
- 5.3 The Sustainability and Climate Change team are currently working with the owners of the three boreholes, Infinis Energy, to take some current measurements at the three locations. We are hoping to obtain current water levels, temperature profiles and flow rates for all three sites and then model the data. This will be unique within the UK coalfields and if the readings are as good as anticipated will potentially make Carlton one of the best prospective sites for a heat network powered by minewater in the UK.
- 5.4 Further to this, officers are engaging with two large industrial sites adjacent to the site. This includes the Ardagh Glass factory and the Premier Foods facility. Ardagh are also looking into a solar PV farm at their Carlton site. If these can also be incorporated into a scheme and the waste heat be utilised by either storage in the minewater or supplied directly to domestic properties then this represents an exciting opportunity with no current UK equivalent.
- 5.5 The site is also in close proximity to the freight railway line serving Ardagh Glass, which is the subject of a line reopening bid. The emerging Masterplan Framework recognises this by including an indicative location for a station to serve communities in Carlton, West Green, Lundwood and Cudworth.

6. Consideration of alternative approaches

- 6.1 Whilst there are opportunities to shape the scope and format of the community consultation exercise, the Council has already agreed the process for approvals relating to consultations on the Masterplan Frameworks and their subsequent adoption.

7. Proposal and justification

- 7.1 It is recommended that Cabinet approve the proposal to undertake a community consultation exercise on the DRAFT Carlton Masterplan Framework.
- 7.2 It is essential that the local community and stakeholders are involved in the shaping of these strategic Masterplan Frameworks to ensure that new

developments positively support, and contribute to, existing communities, their services and infrastructure.

8. Implications for local people / service users

- 8.1 The Carlton Masterplan Framework will support the development of significant housing growth in Urban Barnsley. The consultation process will allow the local community and its stakeholders to help in the shaping and phasing of development in a comprehensive manner. The Masterplan Framework will consider the impact of development on existing communities, highway infrastructure, schools and other facilities/services.

9. Financial implications

- 9.1 Consultations on the financial implications have taken place with representatives of the Service Director-Finance (S151 Officer)
- 9.2 There are no direct financial implications associated with the proposal to undertake community consultation other than staff costs which are funded from within existing budgets.
- 9.3 A further report will be brought forward outlining any financial implications on a site by site basis as required.

10. Employee implications

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

11. Communications implications

- 11.1 A communications strategy is currently being produced for the Carlton Masterplan Framework this will ensure that timely and accurate information is provided through appropriate press releases via local press, social media/website updates, local member briefings, and engagement with key stakeholders.

12. Consultations

- 12.1 Consultations have already been undertaken with Local Members, as well as local stakeholders and landowners.

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 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.
- 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 will also include a Blue and Green Infrastructure Plan.

16. Risk Management Issues

- 16.1 There is a risk that the draft masterplan is not well received by the local community. However, the community consultation is designed to involve local communities at an early enough stage in the development of the over-arching place-making strategy to ensure that development, and the phasing of development, is done comprehensively and with the support of the local community. All sites were consulted upon as part of the Local Plan consultation process.
- 16.2 A key risk is around the evidence base to support the proposed movement framework and access arrangements. Officers in the councils Transportation Team are currently working with the Sheffield City Region to update the Strategic Model to ensure that it is Webtag compliant and provides the evidence required in relation to the impact of development on the existing network. This will enable officers to determine what junction upgrades are required and incorporate this into the Infrastructure Delivery Schedule to ensure that developer contributions are sought where required.
- 16.3 Due to site constraints and landowner willingness there is a risk that the residential yield is not achieved on the sites. This can in part be mitigated by virtue that many of the units were anticipated to deliver beyond the plan period.

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 The masterplanning exercise will ensure that all relevant surveys are completed to feed-in to the statutory processes to ensure that any issues that are identified can be fully considered.
- 18.2 In recognition of the the Government's Environmental Bill, the Masterplan Framework will require 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.

19. List of Appendices

Appendix A - Financial Implications
Appendix B- Draft consultation boards

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