

## BARNSELEY 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 22 SEPTEMBER 2021

Public or private: Public

#### Goldthorpe Masterplan Framework

#### 1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Goldthorpe Masterplan Framework and to seek approval for adoption of the final document.
- 1.2 To update Cabinet on progress in securing external funding to facilitate the delivery of the ES10 land south of Dearne Valley Parkway

#### 2. Recommendations

It is recommended that:

- 2.1 **Cabinet notes the progress made in the development of the masterplan framework for Goldthorpe, and;**
- 2.2 **Cabinet recommends that the final version of the Masterplan Framework is presented to Full Council for adoption September 2021.**
- 2.3 **Cabinet delegates acceptance of £0.580m grant funding via Sheffield City Region from Ministry of Homes Communities and Local Government (MHCLG) Get Building Fund (GBF) to Executive Director of Core Services in consultation with the Executive Director of Place to facilitate the necessary infrastructure improvements required to facilitate the ES10 land south of Dearne Valley Parkway as per approved Strategic Growth Clusters update Cabinet report (Cab.20.3.2019/17)**

#### 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). Hoyland West was adopted at Full Council on the 24<sup>th</sup> September 2020 with Hoyland South

adopted on the 26<sup>th</sup> November 2020. Royston was adopted on the 29<sup>th</sup> July and the final masterplan framework, MU2&MU3 Carlton, due for adoption in November 2021. All sites identified within the Local Plan requiring a masterplan framework will have one in place.

- 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 community consultation and be approved by the Council prior to the determination of any planning applications on the affected sites. This six-week public consultation took place between 25 January 2021 and 8 March 2021. This report therefore seeks Cabinet approval to adopt the Masterplan Framework for Goldthorpe, which has the capacity to deliver around 73ha of employment land.
- 3.4 Notwithstanding the necessity for the Local Plan strategic sites to prepare, consult and have masterplan frameworks adopted, Cabinet will remember that as per approved Strategic Growth Clusters update Cabinet report (Cab.20.3.2019/17) £7.676M grant funding was secured to fund the major road infrastructure required to improve the capacity in the existing highway network around ES10. An additional £0.580M grant via Sheffield City Region from MHCLG's GBF fund has been secured to facilitate the delivery of the access into the ES10 site to address any necessary land acquisition, associated legal fees and necessary due diligence including site surveys, fees to support the planning application and delivery of the new access.

#### 4. **Goldthorpe Masterplan Framework**

- 4.1 The Goldthorpe Masterplan Framework incorporates site **ES10 Land South of Dearne Valley Parkway** which is allocated for employment uses.
- 4.2 The Masterplan Framework document has been produced by council officers based upon the High Level Viability Study produced by Edward Architecture. Further associated feasibility studies and consultation responses and works commissioned include: high level viability, traffic modelling and Traffic Impact Assessments and ecology surveys and drainage strategies. Works completed also include early development options. Consultation responses received have been reviewed and explored to in further detail to shape the final Masterplan Framework.

4.3 As well as having regard to all necessary Planning Policy and Supplementary Planning Document (SPD) requirements, the FINAL Goldthorpe Masterplan Framework document specifically considers:

- Topographical constraints
- Existing biodiversity assets
- Coal mining legacy
- Access requirements and impact upon the wider highway network to enable delivery of allocations in their entirety
- Public Rights of Way
- Archaeological constraints
- Renewable energy
- Flooding

### Community Consultation

4.4 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 the following approach:

- **A combination of traditional and digital methods** to ensure everybody has access to information. Ensure that information is available in different formats. Materials created will be available online and as hard copies on request with a telephone number available for those who are unable access to digital materials. It was not possible to leave hard copy information in community facilities such as Goldthorpe Library.
- **Establishing and communicating new ways to interact** with stakeholders and the community due to COVID-19. As face to face engagement was not possible during this consultation, online engagement sessions were offered for the opportunity to allow engagement with the public through live Q&A sessions. Posters and flyers available in the community and letter notifications will raise 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.

4.5 Full details of the public consultation exercise will be provided within the Statement of Community Involvement. However, in summary, the public consultation included:

- Council hosted online consultation material and questionnaire
- Hard copy consultation packs posted/ hand delivered on request
- Consultation material provided to Dearne Area Council for wider distribution within local community

- Media releases
  - Social media campaign including facebook and twitter
  - Letter drop to residents living close to the Masterplan site and Billingley village
  - Email notification to Hickelton & Marr Parish councils
  - Email notification to Hickleton & Marr Bypass Action group
  - Email notification to internal and external consultees
  - Consultation with Doncaster MBC Highways
  - 23 site notices erected around the site, public rights of way and main routes around the site and within Billingley
  - Online consultation events to replace physical drop in sessions
  - Telephone consultations with those unable to access online resources
- 4.6 Overall, the consultation exercise provoked a low level of response from the public (25), compared to masterplan framework consultations undertaken last year (Hoyland South 79 responses, Hoyland North Masterplan 79 responses and Hoyland West consultation 113 responses).
- 4.7 However, this is more likely to be a result of lower levels of interest as during examination of the Local Plan, a total of 12,435 comments were received from 3047 consultees. Interest in ES10 was relatively limited with 10 comments being received.
- 4.8 The main thrust of the feedback received included:
- Disagree with the principle of development
  - Concerns around traffic congestion
  - Concerns around air quality and pollution levels
  - Environmental impact – impact on biodiversity
  - Flood risk and drainage concerns
  - Loss of greenspace
  - Impact on learning environment for adjacent primary school
  - Would like to see improved wildlife opportunities
  - Would like to see improved energy efficiency/support climate change
- 4.9 The feedback received has led to the following changes/development of the Masterplan Framework:
- Proposed enhancements to the existing PROW's surrounding the site in order to ensure that the existing routes provide better active travel opportunities in accordance with the movement framework.
  - Requirement for improved renewable energy opportunities and sustainability measures due to concerns over environmental impact and climate change agenda
  - Clear requirement to protect and integrate existing trees where appropriate in order to assist in carbon offset and retain landscape interest in response to concerns around loss of trees.
  - Requirement for the site to deliver a minimum 10% Biodiversity Net Gain
- 4.10 The council has received criticism as a result of undertaking community consultation on masterplan frameworks during the COVID-19 lockdown last

year. During previous consultations, many participants felt that this work should have been paused until face to face events could be held to ensure that as many people as possible were aware of the consultation.

- 4.11 During the consultation and for a period after, there were no complaints received that residents were unaware of the proposals. Therefore, when considering this and the levels of engagement for previous masterplan consultation, it is not considered that lockdown materially impacted upon levels of public participation. However, over recent months, a community group have established themselves and created a petition with the aim of stopping development and the masterplan framework. Although it must be noted that some residents within this group did engage with the consultation. The group have raised concerns around loss of greenspace, impact on the road network and impact on education.

## **Consultation Feedback**

### Landowner Feedback

- 4.12 ES10 allocation includes several different landowners. During the consultation period, a number of these landowners expressed concern about the deliverability of the site due to the available net developable areas. This prompted them to collaborate and produce an alternative proposal including a revised location for the access roundabout, realignment of Carr Dike and felling of associated woodland, off site flood attenuation ponds, off site biodiversity mitigation and larger development plots within the north of the site.
- 4.13 Officers have actively worked with these landowners to explore their proposals to understand if they are deliverable and could be made policy compliant. This is particularly in relation to retention of Carr Dike and the associated woodland in order to create a more extensive development plot on the site frontage capable of accommodating a large building. They consider this will be necessary to finance site wide infrastructure akin to the approach taken at Hoyland West. They nonetheless recognise the Local Plan policy requirement and have worked with an ecologist to provide biodiversity net gain that goes significantly beyond the 10% net gain through a combination of on and off site enhancements.
- 4.14 Further evidence gathering was undertaken by landowners and their agents to better understand the impact on the highway, impacts to biodiversity through the loss of woodland on site and drainage implications. Proposals were considered by Officers, however, due to a number of departures that would be required from the local plan and outstanding information required, it was decided that the alternative proposal could not be taken forward as a preferred option within the Masterplan Framework. Instead, the masterplan framework includes a section referencing the alternative proposal and sets out the minimum what we would expect should the landowners decide to submit a planning application for such a proposal.

## Public Feedback

- 4.15 Feedback received during the consultation period included concerns about impact of the proposals on wildlife, noise and light pollution, screening from existing buildings and air quality and traffic impacts predominantly along the A635 running east towards the A1M. From the three layouts that were presented, support was split between Option 2, a mix of large and medium sized units and option 3, all small units. Respondents wished to see sustainable design and construction including low carbon and renewable technologies. Many of these concerns appear to arise from existing sites and perceived problems.
- 4.16 Responses were also received from Parish Councils within Doncaster MBC, concerned about bringing the site forwards in advance of a bypass for these villages. The consultation questionnaire specifically asked questions around the quantum of development that was felt could be delivered without a bypass being in place. Doncaster MBC highways worked closely with the project team in advance of and during the consultation period, including attending the online consultation events to update residents on progress of a bypass and how delivering this scheme may impact on the road network. This joined up approach was extremely helpful to demonstrate that wider implications of the masterplan framework were being considered.
- 4.17 Around 6 weeks after the closure of the consultation period, a group of residents made contact about their objections and referenced a petition with around 300 signatures, although to date this has not been presented to the Council. The issues raised related to noise, pollution and traffic impacts on local primary schools and loss of greenspace. They also cited wider concerns about residential developments and school places which are not part of this masterplan framework.
- 4.18 The residents shared an alternative proposal which sought to substantially reduce the size of the employment site, retain the green space fronting Billingley View which has planning permission for the creation of 16 eco homes, and to introduce a one-way system for school drop off/pick up as well as providing cycle tracks for active travel to school. In response, members of the project team held a socially distanced meeting with residents to understand their concerns, explain the role of the masterplan framework and to provide clarity on proposals. In doing so, it was explained that concerns regarding the scale of development and its associated impact on local infrastructure and the local environment would be addressed through the design and layout and a package of on and off site mitigation.
- 4.19 This group have now created a more formal group and have continued to collate a petition against the masterplan framework. However, it is important to remember that the land is allocated for employment use within the Local Plan and therefore the public consultation period wasn't about if the land should be developed.

- 4.20 It is intended to feedback to residents as to why it is not appropriate to amend the masterplan framework to include their proposal and the FAQs on the masterplan framework webpages will be updated to try to provide additional clarity to ensure that misinformation can be minimised. Changes to the masterplan framework as a result of the consultation feedback will be presented as 'you said, we did'.

### Feedback from Key Consultees

- 4.21 Responses Highways England, Natural England, RSPB, Environment Agency and Yorkshire Wildlife Trust were supportive of the proposals as presented. Partnership working will continue as we continue to develop the masterplan framework.
- 4.22 Doncaster MBC representatives continued to stress the importance of minimising impacts on the A635 at Hickleton and Marr and key areas of text relating to highways and air quality were therefore shared with them.

## **5. Sustainability**

- 5.1 The employment allocation was assessed to be a sustainable location for employment, being close to Goldthorpe and key public transport routes, links to Goldthorpe rail station and within walking distance of residential areas. The site will be accessed from a new roundabout on the A635 at the entrance to the site. Employees would be within walking distance of Goldthorpe and Bolton-on Dearne facilities which should help to sustain its vitality and vibrancy in a way that is sustainable and healthy.
- 5.2 The proximity of active travel routes to the site and the role of the A635 as a public transport corridor connecting Barnsley to Doncaster via Goldthorpe will ensure employees living further afield are able to commute using modes other than the car and each phase of development will require a robust travel plan to encourage use of the more sustainable modes of travel.
- 5.3 The masterplan framework has considered the key landscape views from Billingley and residential development to the south east of the site. In response there are restrictions on building heights and requirements to use a restrained pallet of materials that will assimilate into the landscape and which would be screened by suitable landscaped buffers.
- 5.4 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

## **6. Health & Wellbeing**

- 6.1 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 been completed to accompany the masterplan framework

## **7. Consideration of alternative approaches**

- 7.1 The Council could have delayed work on the masterplan framework until a developer has been identified to work in collaboration with to develop the masterplan framework. However, as this site is intrinsically linked with the Goldthorpe Towns Fund, it is prudent to adopt this masterplan framework as soon as possible.
- 7.2 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 on an overall strategy for land in multiple ownership thus increasing the likelihood of piecemeal and substandard development.

## **8. Proposal and justification**

- 8.1 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.
- 8.2 Section 4 of this report demonstrates that the local community and stakeholders have been involved albeit recognising that feedback has not always related directly to the Masterplan Framework itself.
- 8.3 Inevitably, the Masterplan Framework is not able to positively address all the comments made during the public consultation. However, it would help to facilitate significant employment growth within Goldthorpe and the Dearne. It is therefore recommended that Cabinet approves the proposal to adopt the Goldthorpe Masterplan Framework.

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

- 9.1 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:
- Impact on road network and air quality concerns
  - Biodiversity improvements and retention of existing trees and hedgerows



- Landscape and visual amenity impacts
- Access to greenspace
- Climate change and sustainability
- Impact on flooding within the site and wider implications

9.2 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.

## **10. Financial implications**

10.1 Consultations on the Financial Implications have taken place with representatives of the Service Director – Finance (S151 Officer).

10.2 There are no direct financial implications arising from the adoption of the Masterplan Plan but it is expected that the Council will benefit from new business rates into its tax base in future years. These are unquantifiable at this stage and will be considered as part of the Council Medium Term Financial Strategy.

10.3 As noted in paragraph 4.2, various preparatory works will be required to advance this scheme. The cost of these is estimated to be in the region of £50,000. This funding was approved by Council as part of the one-off investment monies prior to Covid-19.

10.4 Approval is sought to accept MHCLG GBF grant funding via Sheffield City Region Investment totaling £0.580M.

## **11. Employee implications**

11.1 There are no issues arising directly from this report.

## **12. Communications implications**

12.1 A communications strategy and Statement of Community Involvement has been produced for the Goldthorpe Masterplan Framework.

## **13. Equality impact**

13.1 Full Equality Impact Assessment completed

13.2 By ensuring that the consultation exercise is available to as many people as possible, in a variety of formats, it is envisaged that the impact on protected groups will be minimal.

- 13.3 Sex – The majority of male respondents agree with the masterplan framework vision. They would prefer to see manufacturing and general industrial uses, office space and starter units within the proposed site. The majority do not think that there should be a relaxation of policy ES10 regarding Carr Dike. Regarding the build, they think that the following principles are important, maintaining and creating views of important buildings and landmarks, sustainable design and construction incorporating low carbon and renewable technology (Use local materials, good design, solar panels, high insulation levels, orientate buildings to maximise solar gain), water management included within the site, clear routes for pedestrians, cyclists and motorists.
- 13.4 Female – the majority of female respondents agree with the masterplan framework vision. They would wish to see end uses include office space, starter units and manufacturing and general industrial. The majority do not agree with a relaxation of policy ES10 surrounding Carr Dike. Regarding the build, respondents feel that the following principles are important, sustainable design and construction incorporating low carbon and renewable technology (Use local materials, good design, solar panels, high insulation levels, orientate buildings to maximise solar gain), water management included within the site, clear routes for pedestrians, cyclists and motorists. Several other comments were also made including, comments included noise and sound pollution, maintain habitats, reduce pollution & increase air quality, traffic congestion and public transport, keep it green.
- 13.5 Disability – One respondent identified as having a disability. They answered don't know asked if they supported the masterplan framework vision. They would like to see the development comprise office space. The respondent is unsure if they agree with the relaxation of ES10 policy relaxation surrounding Carr Dike. Regarding the principles of development they would wish to see Sustainable design and construction incorporating low carbon and renewable technology (Use local materials, good design, solar panels, high insulation levels, orientate buildings to maximise solar gain) and high-quality outdoor space with a clear distinction between public and private space.
- 13.6 Ethnicity – Feedback from BME people was not present in those that identified their ethnicity. It is anticipated that this is a result of the level of ethnic diversity in the area.
- 13.7 Age – The lowest support came from those within the 35—44 age range. It is anticipated that there is perhaps a misconception that resistance to the overall vision of the masterplan framework will stop development.
- 13.8 The consultation was successful in its aim of making the community aware of the masterplan framework proposals albeit with a small number of respondents. The consultation received 23 completed surveys which is far lower than Hoyland West (113) which was consulted on during summer 2020 Hoyland South (79) which was also out to consultation over summer 2020.
- 13.9 The masterplan framework is overall supported, although where this is not supported this appears to be from the principle of developing the site not

being supported, rather than the content of the masterplan framework. Therefore, a section will be included in the Masterplan Framework which confirms that the sites have been allocated in the Local Plan and that this vision relates to the Masterplan Framework.

#### **14. Consultations**

- 14.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, as well as local stakeholders. Further consultation will be undertaken with Local Members, Landowners and key stakeholders such as the RSPB and Doncaster MBC.

#### **15. The Corporate Plan and the Council's Performance Management Framework**

- 15.1 The masterplan documents will help to secure sustainable, employment growth in one of the more deprived areas of the borough consistent with the new corporate priorities.

#### **16. Tackling Health Inequalities**

- 16.1 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.
- 16.2 A representative from Public Health is a member of the masterplan board and will be responsible for assisting Officers to produce a masterplan focussed Health Impact Assessment and Health and Well-being delivery strategy.

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

- 17.1 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.
- 17.2 The Masterplan includes chapters covering a range of environmental considerations with measures incorporated to minimise the impact on climate change and ensure the development is resilient to the anticipated impacts of a

warmer climate. The following are of particular relevance given the anticipated uses and site constraints:

- 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 Masterplan Framework includes a blue infrastructure framework that will seek 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 also play a significant role in providing biodiversity net gain.
- A drainage strategy has been completed with the recommendations fed into the final layout. Development will be carefully designed to ensure that buildings are located outside of the Flood Zones 2 and 3 to the north west of the site.

## **18. Risk Management Issues**

- 18.1 There is a risk that the final masterplan framework is not well received by the local community. However, the community consultation was 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. There will be further public consultation at the planning application stage with opportunity to comment on detailed proposals.
- 18.2 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.

## **19. Promoting Equality & Diversity and Social Inclusion**

- 19.1 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 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.

## **20. Conservation of Biodiversity**

- 20.1. The master planning exercise has undertaken a variety of ecological surveys, including Phase 1 Habitat survey, Golden Plover survey and Marsh Harrier surveys to feed into the statutory processes to ensure that any issues that are identified can be fully considered. In addition to this, it will be a requirement of the masterplan framework that a 10% minimum Biodiversity Net Gain be delivered by forthcoming planning applications.

**21. List of Appendices**

Appendix A - Financial Implications

Appendix B - Masterplan Framework

Appendix C - Delivery Strategy

Appendix D - Health Impact Assessment

Appendix E – Statement of Community Involvement

Appendix F - Equalities Impact Assessment

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