

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 TO FULL COUNCIL

9th November 2021

Public or private: Public

<p>If private complete the following: Exempt Information, Local Government Act 1972 Schedule 12A Part 1 Paragraph [Insert number] [See Appendix 2 for further guidance on this matter]</p>
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CARLTON MASTERPLAN ADOPTION

1. PURPOSE OF REPORT

- 1.1 To seek approval to adopt the Masterplan Framework for Carlton (sites MU2/MU3)**

2. RECOMMENDATIONS

It is recommended that Full Council:

- 2.1 Notes the progress made in the development of the Masterplan Framework for Carlton (sites MU2/MU3);**
- 2.2 Notes the submission of a late representation (petition) gathered contemporaneously with the consultation period in June/July; and**
- 2.3 Approves the recommendation to adopt the Carlton Masterplan Framework.**

3. INTRODUCTION

- 3.1** The Council's Local Plan was adopted on 3rd January 2019. 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 considering cumulative infrastructure requirements. Looking at large allocations in this way, rather than a piecemeal fashion dictated by land ownerships, ensures that we can make the best use of sites and secure sustainable and inclusive growth reflecting each of our corporate priorities.

- 3.2 Whilst each masterplan framework 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 Following a six-week public consultation exercise in June/July 2021, 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.
- 3.4 This report seeks Full Council approval to adopt the Masterplan Framework for Carlton (sites MU2/MU3). The site(s) have the capacity to deliver up to around 2,000 new homes together with an extension to Carlton Primary Academy, green space and small-scale retail facility.
- 3.5 The Masterplan Framework provides a significant opportunity to deliver corporate objectives relating to zero carbon and public health improvements.

4. PROPOSAL AND JUSTIFICATION

- 4.1 The Carlton Masterplan Framework encompasses the full extent of Local Plan Mixed Use Sites MU2 and MU3 collectively.
- 4.2 The Masterplan Framework has been funded by BMBC from existing earmarking's and has been produced by Ove Arup Partnership and Gillespies who have coordinated all associated feasibility studies, masterplan concepts and consultations on behalf of BMBC. 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.

Public Consultation

- 4.3 A public consultation exercise was undertaken in June/July 2021 for a period of six weeks. The aim of the consultation was to raise awareness of the proposals in the local community and gather feedback from the public and stakeholders about the proposed Masterplan Framework. This enabled the team to identify any comments or design suggestions about the Masterplan Framework

principles, which could be addressed during design development.

4.4 The government have been clear that planning activity should continue during the 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 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 are provided within the Community Feedback Report which is presented at appendix 3 of this report. In summary, the public consultation included:

- Dedicated Council hosted webpage and online consultation material including questionnaire
- Hard copy consultation packs delivered on request
- Press releases
- Social media campaign including Facebook and Twitter
- Letter drop to residents living within 250m of the Masterplan Framework site boundary (926 properties)
- Email notification to internal and external consultees
- Over 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

4.6 Feedback was received through the following channels:

- **Questionnaire** – Via a submission of the consultation form found on the BMBC website, which could be submitted online or by post. We received 142 completed questionnaires.
- **Master planning Inbox** – Via emailing feedback to the designated inbox.

- 4.7 A petition containing 3,797 signatories, gathered contemporaneously with the consultation period in June/July, was submitted by residents at the Cabinet meeting held on the 3rd November 2021. The petition is ineligible for consideration under the Council’s petition scheme since it doesn’t say what actions the petitioners want the council to take. It is therefore being treated instead as a late response to the consultation exercise. The matters raised within the petition were also highlighted by other residents during the public consultation period and are therefore identified within the Statement of Community Engagement (appendix 3). The masterplan process has therefore considered those issues and incorporates the necessary requirements to ensure any negative impacts are minimized or mitigated where required.
- 4.8 Overall, the consultation exercise provoked a higher level of response to the questionnaire (142 responses) than the Hoyland North consultation (79 responses) which was undertaken pre COVID utilising traditional methods of engagement, although a lower response rate than the MU1 Masterplan which received 213 responses (however this was always anticipated given the level of opposition to MU1 during the Local Plan process).
- 4.9 The table below outlines the level of engagement with online consultation material, demonstrating that overall, there has been an increase despite the potential impact of Covid-19. Accordingly, whilst methods of engagement did differ because 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	Pageviews 1,961 / Unique pageviews

			385	1,461
Goldthorpe	180 pageviews/146 unique pageviews	Five posts 33,637 reach/450 clicks/ 369 reactions/comments/shares	Five posts 12,821 reach/119 engagements	Pageviews 720/Unique pageviews 526
Carlton	101 pageviews / 71 unique pageviews	10 posts 63,746 reach 480 link clicks 152 reactions (likes, etc.) 420 comments 98 shares	9 posts 14,046 impressions 203 engagements 60 link clicks 10 retweets 4 likes	1028 pageviews / 705 unique pageviews

4.10 The main thrust of the feedback received included:

- Residents really concerned about the impact of this development on their small community.
- Do not want the building out of this development.
- There are too many houses proposed for this community.
- Concerns about the existing infrastructure and how it can cope with an increase in population (road, GP & dentist, schools).
- Loss of green space, wildlife and habitat and how this impacts on the community (such as mental health); and
- Existing traffic congestion and concerns about worsening traffic congestion resulting from the development.

4.11 The feedback received has led to the following changes/development of the Masterplan Framework:

- Reduction in housing numbers/density across the scheme.
- Relocated railway station.
- Relocated community garden and green space to be closer to existing community; and
- Revised movement framework to remove access road to South of Premier Foods to reduce impact on Wharncliffe Woodmoor.

Sustainability

4.12 The Masterplan Framework 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

4.13 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.

4.14 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.

4.15 The Masterplan Framework 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

4.16 Under the Government's current plans, there will be a gas and oil boiler ban in newbuild homes from 2025. In time, it is possible there could be a complete gas boiler ban. UK homeowners would have to replace their boiler with a low-carbon alternative. As a result of this, BMBC have been exploring the feasibility of a green smart energy system based along the lines of district heating network, powered by a combination of industrial waste heat and minewater. This is being explored for the newbuild homes but could also be retrofitted to some of the older housing stock should a heat network prove to be viable

Health and wellbeing

4.17 Masterplan frameworks provide an opportunity to influence future physical and mental health of communities and new residents in a positive manner. The proposed masterplan framework 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

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 The Council could have delayed work on the masterplan and left developers/landowners to work in collaboration to develop the Masterplan Framework, however the complex land ownership arrangements are prohibitive on this site. In addition, there is developer interest in this site with developers keen to gain permission for their schemes; the Masterplan Framework is needed to ensure that the scheme comes forward in a

comprehensive manner and that all infrastructure is delivered and shared proportionally across the phases. The absence of a masterplan framework would leave the authority having to determine planning applications in the absence of an overall strategy for land in multiple ownership thus increasing the likelihood of piecemeal and substandard development.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The Carlton Masterplan Framework will support the development of significant housing in Carlton. 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 will address key issues raised through the public consultation.
- 6.2 The aim of the Masterplan Framework is to ensure environmental, social and economic conditions are balanced 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.

7. FINANCIAL IMPLICATIONS

- 7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2 This report seeks approval to adopt the Masterplan framework for Carlton which will ultimately see development of the area, in line with the Council's Local Plan.
- 7.3 As part of the proposal / masterplan framework, there is the anticipated extension of Carlton Primary Academy to consider. On the current projections, a 105-place extension would be required to facilitate the additional housing from the site. The indicative, high level estimated cost of this extension is £2.4M, inclusive of measures that meet the Council's zero carbon aspirations, which is proposed to be funded from expected Section 106 contributions. This is subject to change.
- 7.4 This report is not seeking the approval for the extension of the school at this stage, and it is expected that a subsequent report will be presented to Members in due course, once greater certainty is known around the scope of the requirements, cost certainty etc.
- 7.5 Whilst this has had no bearing on the decision to recommend approval to Cabinet, it is expected that the Council will receive a capital receipt when the associated land at MU2 and MU3 is sold to the developer. The value of these receipts is unquantifiable at this stage until a full valuation is undertaken by the Council's estates department. Furthermore, in terms of timescale of the expected receipts, this is obviously dependent on how the development progresses. Once the Council is certain of the value and timing of these

receipts, they will be considered within the Council's Medium Term Financial Strategy, specifically giving due consideration to both the Capital Investment and Reserves strategies respectively.

- 7.6 In addition to the above, it is expected that the adoption of the Masterplan Framework, if approved, will see development of both housing and retail units in the area. The Council will therefore benefit from the expected additional Council Tax and Business Rate income in the future, which have already been factored into the Council's Medium Term Financial Strategy.

Financial Implications/Consultation  <i>(To be signed by senior Financial Services officer where no direct financial implications)</i>
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8. EMPLOYEE IMPLICATIONS

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

9. LEGAL IMPLICATIONS

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

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 A 6-week public consultation period was undertaken on the Draft Masterplan Framework. Whilst this was restricted to digital/online consultation, stakeholders with accessibility constraint had the opportunity to request paper copies of consultation material or discussion with officers via telephone to provide assistance. The digital engagement statistics are positive and demonstrate a wide reach was achieved.

11. COMMUNICATIONS IMPLICATIONS

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

12. CONSULTATIONS

- 12.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, statutory consultees as well as residents and businesses through the public consultation exercise.

13. EQUALITY IMPACT

- 13.1 A Full Equality Impact Assessment has been completed and is attached at Appendix 4.
- 13.2 In addition, 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 Framework has been prepared in the context of these policies to ensure that equality, diversity and social inclusion are promoted.

14. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 14.1 The Local Plan is a key Council strategy document that will support the achievement of each of the five main priorities set out in our Council Plan and in working towards Barnsley 2030. The masterplan document will help ensure sustainable housing growth is achieved, integrating active travel and green space opportunities. In turn, this will support the Health and Sustainable Barnsley priorities together with the renewable and low carbon energy opportunities on the site. It will also provide a new primary school for local children that will support the priority of Learning Barnsley ensuring that existing and future residents have access to quality education close to where they live.
- 14.2 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.

15. TACKLING THE IMPACT OF POVERTY

- 15.1 Good quality planning can have a transformational role in improving the quality of life of our communities by helping to deliver places that include good quality, energy efficient homes; integrated public transport and active travel opportunities; access to good quality and varied green space to provide opportunities for exercise and connections to nature to improve physical and mental wellbeing; and access to education and community infrastructure.

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 Health Impact Assessment has been produced to support the Carlton Masterplan Framework in consultation with Public Health representatives. This is available at Appendix 5.

17. REDUCTION OF CRIME AND DISORDER

- 17.1 South Yorkshire Police have been consulted as part of the stakeholder engagement process to ensure that the masterplan and design code meet secure by design principles and seek to reduce the likelihood of antisocial behaviour and security issues.

18. RISK MANAGEMENT ISSUES

- 18.1 There is a risk that the Masterplan Framework is not well received by the local community. However, the community consultation exercise has presented an opportunity to involve local communities at an early stage to ensure that the Masterplan Framework addresses key concerns and is shaped by the views of the local community. In addition, the site was consulted upon as part of the Local Plan consultation process.

19. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

- 19.1 There are no immediate implications arising directly from this report.

20. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

- 20.1 The proposal is fully compliant with the European Convention on Human Rights.

21. CONSERVATION OF BIODIVERSITY

- 21.1 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.

22. LIST OF APPENDICES

Appendix 1: Masterplan Framework and Design Code
Appendix 2: Delivery Strategy
Appendix 3: Community Feedback Report
Appendix 4: Equalities Impact Assessment
Appendix 5: Health Impact Assessment

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