

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

Goldthorpe Masterplan Framework

1. Purpose of report

- 1.1 To update Cabinet on progress in developing the Goldthorpe 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 Goldthorpe, and;**
- 2.2 **Approves the proposal to undertake a Community Consultation exercise planned to commence during January 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 first two masterplan frameworks were adopted by Full Council on the 19th December 2019 for Hoyland North and Barnsley West (MU1). Hoyland West was adopted at Full Council on the 24th September 2020 whilst Hoyland South is due to be considered on the 26th November 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 community consultation and be approved by the Council prior to the determination of any planning applications on the affected sites.
- 3.4 This report seeks Cabinet approval to undertake community consultation for a six-week period commencing in January 2021. The site has the potential to deliver 72.9ha of employment land.
- 3.5 The masterplan framework provides a significant opportunity to deliver corporate objectives relating to zero carbon.

4. **Goldthorpe Masterplan Framework**

- 4.1 The Goldthorpe Masterplan Framework incorporates site:

- **Employment site reference ES10 Land South of Dearne Valley Parkway**

- 4.2 A Masterplan Board for Goldthorpe has now been established. The Board consists of council officers and landowners/their agents and planning consultants with an interest in the above-mentioned sites. The final Masterplan Framework document will be produced by council officers based upon the High-Level Viability Study produced by Edward Architecture. Further associated feasibility studies and consultations will be managed and procured by the Spatial Planning Project Manager on behalf of the Board. These include the development of an energy strategy, landscape and visual assessment and a drainage strategy.
- 4.3 The Masterplan Framework Funding for this has been set aside via the one-off investment monies approved by Council as part of the 2020/21 Budget. This was prior to the moratorium on spending that was implemented as a result of Covid 19. This funding has now been approved for release. Master planning works are now underway. To date, works commissioned include high level viability study, traffic modelling and Traffic Impact Assessments and ecology surveys. 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.
- 4.4 As well as having regard to all necessary Planning Policy and Supplementary Planning Document (SPD) requirements, the FINAL Goldthorpe Masterplan Framework document must specifically consider:
- 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

4.5 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 have adopted a new approach, which includes:

- **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. If Goldthorpe library remains open during the consultation period, consultation material will also be placed in here.
- **Establishing and communicating new ways to interact** with stakeholders and the community due to COVID-19. As face to face engagement may not be an option during this consultation, online engagement sessions will be 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 will run 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.

4.6 The council has received criticism as a result of undertaking community consultation on masterplan frameworks during the COVID-19 lockdown earlier this year. 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. However, response rates to the consultations undertaken during summer 2020 were similar and in some cases higher than those consultations undertaken in 2019, using more traditional methods. Therefore, whilst methods of engagement did differ as a result of lockdown, it is not considered that lockdown materially impacted upon levels of public participation.

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, although it is anticipated that the masterplan framework will generate more interest as more detail is provided.

Sustainability

- 4.7 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 facilities which should help to sustain its vitality and vibrancy in a way that is sustainable and healthy.
- 4.8 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 and active travel links to existing communities.
- 4.9 The masterplan framework will consider the key landscape views from Billingley and residential development to the south east of the site.
- 4.10 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

- 4.11 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 will therefore be prepared to accompany the masterplan framework.

5. Consideration of alternative approaches

- 5.1 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.

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 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.
- 6.3 It is recommended that Cabinet approve the proposal to undertake a community consultation exercise on the DRAFT Goldthorpe Masterplan Framework.

7. Implications for local people / service users

- 7.1 The Goldthorpe Masterplan Framework will support the development of employment growth across this Principal Town. 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 and biodiversity.

8. Financial implications

- 8.1 Consultations on the Financial Implications have taken place with representatives of the Service Director – Finance (S151 Officer).
- 8.2 Funding for this masterplan framework has been set aside via the one off investment monies approved by Council as part of the 2020/21 Budget. This was prior to the moratorium on spending that was implemented as a result of Covid 19. This funding has now been approved for release.
- 8.3 As a result of this proposal, 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.

9. Employee implications

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

10. Communications implications

- 10.1 A Stakeholder Engagement Plan is currently being produced by officers in consultation with the Communications Team in order to determine key stakeholders and how best to engage them in the process. In addition, an

Equalities Impact Assessment has been completed to ensure that due regard is applied to the 9 protected characteristics in terms of access and communication. Due to the current situation relating to COVID-19 and uncertainty relating to this over the coming months, it is likely that the consultation will be digital only. In order to ensure that stakeholders aren't excluded from the consultation and can shape the Masterplan Framework, officers will be working closely with the Engagement Team to ensure that information is disseminated through the Equalities Forum and other relevant user groups. Hoyland West, Hoyland South and Royston masterplan frameworks consultations have been undertaken during COVID restrictions this summer using the same methodology and have been successful.

11. Consultations

- 11.1 Consultations have already been undertaken with the Portfolio Holder for PLACE, Local Members, as well as local stakeholders. Further consultation is planned with Local Members, Landowners and key stakeholders such as the RSPB.

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 employment growth 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 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.
- 13.2 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.

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 resident's 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. A drainage strategy is in the process of being commissioned. 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.

15. Risk Management Issues

- 15.1 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. 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 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 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.

18. List of Appendices

Appendix A - Financial Implications

Appendix B – DRAFT Masterplan Framework consultation material (To Follow)

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