

## **Goldthorpe ES10 Delivery Strategy**

### **Introduction**

The purpose of this document is to set out the proposed delivery strategy for the Goldthorpe Masterplan Framework. It sets out the roles and responsibilities of the various landowners and developers involved in the scheme alongside Barnsley Metropolitan Borough Council (BMBC) as both the Local Planning Authority and Highway Authority.

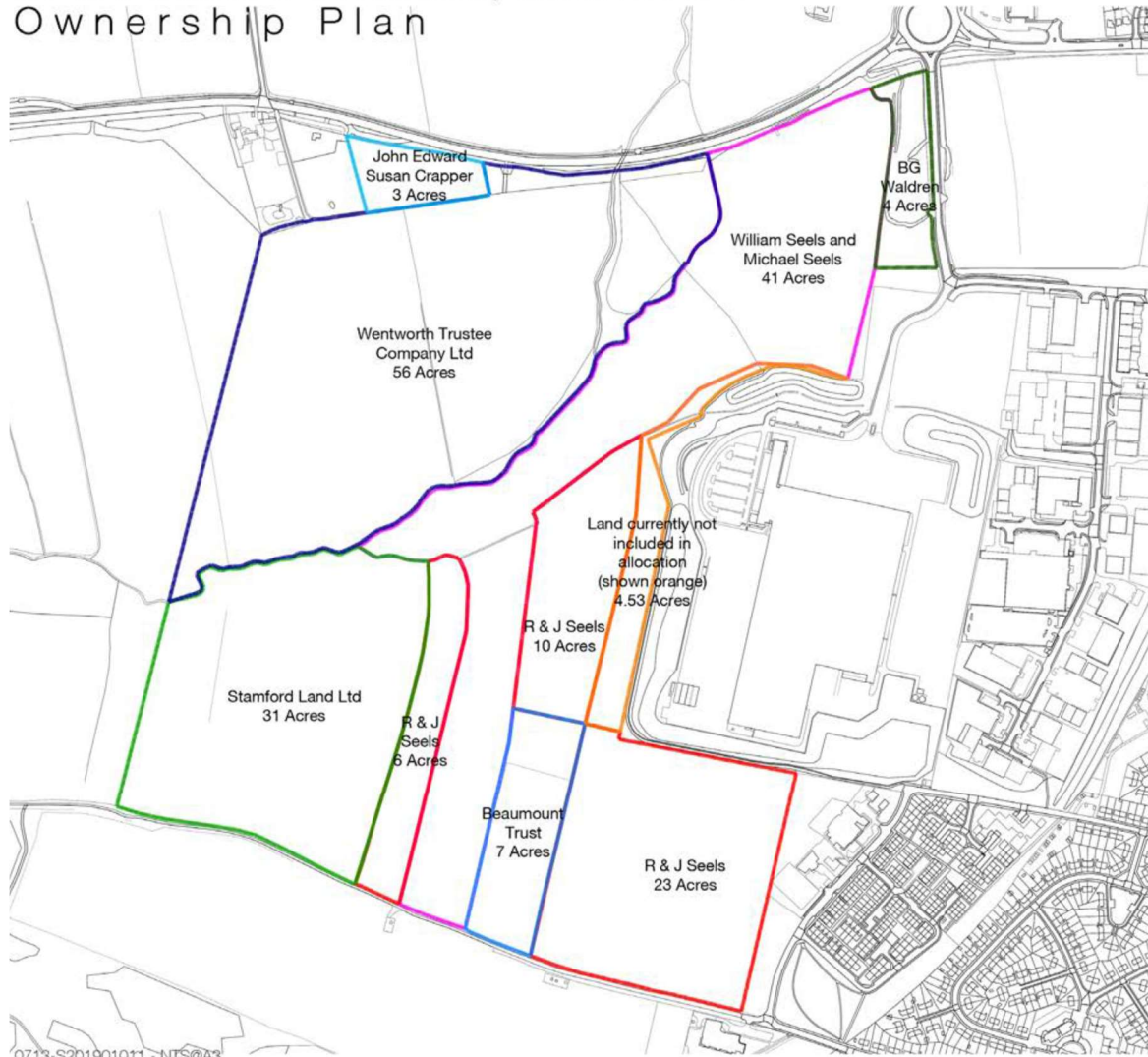
It therefore encompasses the following

1. Planning strategy.
2. Phasing strategy.
3. Infrastructure Requirements.
4. Infrastructure Delivery.

## 1. Planning Strategy

1.1 The Goldthorpe site allocation (ES10) provides for 72.9ha of employment land. It is recognised that this is within a number of land ownerships of differing sizes:

### M1 J36 GROWTH CORRIDOR, GOLDTHORPE Ownership Plan



1.2 This Masterplan Framework therefore seeks to provide an increased level of certainty for landowners and developers to enable them to work together on land assembly and delivery of the site. This is particularly so given the strategic infrastructure requirements associated with the site. These include the necessary off site highway improvements, active travel and public transport enhancements, utilities (including the solar farm) and drainage (including off site attenuation ponds/basins and associated biodiversity net gain).

1.3 Save for an anticipated planning application for the proposed new roundabout on the A635, it will not therefore be possible for the site to come forward on a

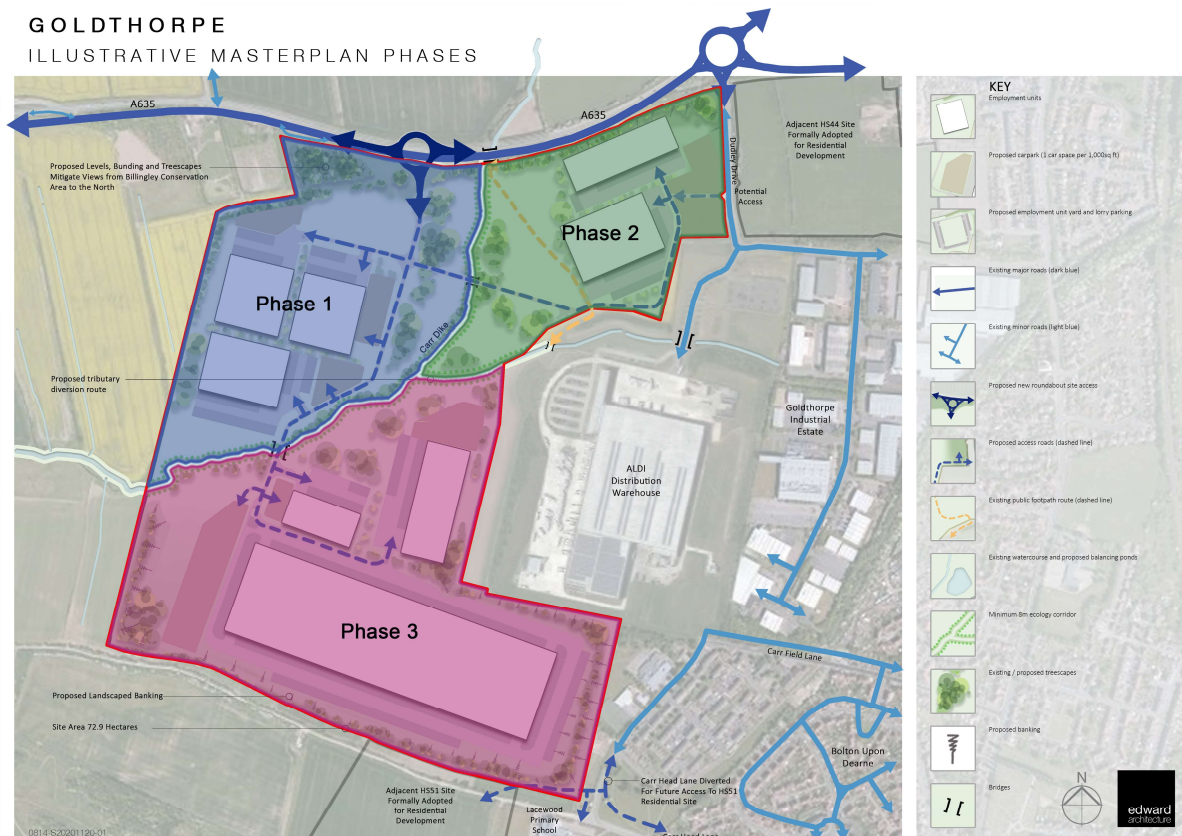
piecemeal basis where each phase seeks only to understand its own impacts. To avoid such a scenario, it is expected there should be either:

- An outline planning application relating to the whole E10 allocation including the provision any off site requirements; or
- A 'Hybrid' application (one-part full application on first phase of development if end user is known/ one part outline application; or
- A full application covering the whole site

1.4 To help scope out the content of the planning application, it is strongly recommended that formal pre-application advice is sought from the Council and relevant statutory consultees prior to submission of an application.

## 2. Phasing Strategy

2.1 It is expected that development of the site will come forward in a series of phases. Illustrative phasing is depicted in Figure 2. This will likely have to be delivered sequentially given access is taken from the A635 and delivery of phases will also be influenced by infrastructure requirements (e.g. highways, drainage, utilities, etc.) to serve the respective parts of the site.



### Phase 1

2.2 Phase 1 forms the first development platform to be taken from the proposed access roundabout on the A635 and is therefore assumed to come forwards early as per the planning strategy (e.g. a hybrid application comprising a full application for phase 1 and an outline for the remainder of the site). This phase would likely include the off-site attenuation basins, the delivery of the 10% biodiversity net gain, necessary upgrades to utilities infrastructure, and a 50,000 sqft building to be funded by the Goldthorpe Towns Fund.

### Phase 2

2.3 Phase 2 will form the north-eastern plot with access taken from either phase 1 or Dudley Drive (if feasible). If access is taken from phase 1, it should cross

Carr Dike at a point which minimises the impact on existing trees and particularly the woodland containing higher value specimens. Arrangement of buildings will need to reflect where the access point is in order to adhere to the placemaking objectives within the Framework. A Public Right of Way run through this part of the site and will need to be enhanced and possibly be realigned.

### Phase 3

- 2.4 Phase 3 is the final phase of the development and represents land from the bridge crossing Carr Dike and the southern part of the site. Site ES10 policy requires some land to the south-east of the allocation to remain free from development and site works to enable access into housing allocation HS51 to be delivered.

### **3 Levies & Charges**

#### Overview

3.1 A brief overview of applicable levies and charges that could be used to fund infrastructure is provided below.

#### Section 106

3.2 Section 106 (“S.106”) allows for funding of smaller impacts caused by development. Examples of Section 106 conditions include access roads, active travel routes and green infrastructure.

#### Community Infrastructure Levy

3.3 Barnsley has not adopted the Community Infrastructure Levy (CIL) and so no payments will be required from any of the phases.

#### Planning White Paper Infrastructure Levy

3.4 The ‘Planning for the Future’ White Paper consultation proposed reforms of the planning system to streamline and modernise the planning process.

3.5 This included proposals for CIL and planning obligations to be reformed as a nationally set, value based flat rate charge called ‘the infrastructure levy’. To take effect, this will require a new Planning Bill to be enacted. At the time of writing this document, there is uncertainty regarding content and timing of the Planning Bill as well any transitional arrangements but if any phases come forward after the Bill has been enacted and the transitional arrangements have ended, they would likely be liable to pay the new levy as an alternative to Section 106 payments.

3.6 The levy would:

- Be charged on the final value of a development based on the applicable rate at the point planning permission is granted;
- Be levied at point of occupation;
- Include a value-based minimum threshold below which the levy is not charged. Therefore, if the value of development is below the threshold then no levy would be charged, but where the value is above the threshold, the levy would only be charged on the proportion of the value that exceeded the threshold;
- Apply to all uses.

3.7 The levy also allows local authorities to borrow against Infrastructure Levy revenues so that they could forward fund infrastructure.

- 3.8 Where infrastructure is identified as being needed to support the Masterplan Framework it is proposed that any future Infrastructure Levy contributions generated from the Goldthorpe site will be ringfenced for use for this site, and/or will make use of surplus Infrastructure Levy funds generated from elsewhere in the Borough.

## **4. Infrastructure Requirements**

### Overview & Terminology

4.1 To deliver the ES10 site, a range of infrastructure provision is required across multiple infrastructure sectors; including:

- Transport;
- Green infrastructure;
- Blue infrastructure;
- Utilities;
- Foul sewerage;

4.2 In the following sections the following terminology applies:

- The term “developer” is used to denote the legal entity responsible for carrying out development on the site under an approved planning consent.
- The term “utilities” encompasses electricity, potable water and a choice of telecommunications provider.

### General Plot Infrastructure

4.3 Some infrastructure elements will be delivered by developers as an intrinsic part of their scheme, as set out in Table 1.

### Table 1



<b>Infrastructure Sector</b>	<b>General Plot Infrastructure Element</b>	<b>Party responsible for Delivery</b>
Transport	Site road that falls within development parcels	Developer(s) with stewardship of wildlife corridor preferably by a single management company
	Access junctions from existing roads that enter development parcels	
	Active Travel routes that fall within development parcels, including:  Existing public right of way  Wildlife corridor running adjacent to Carr Dike	
Green Infrastructure	Green Infrastructure – per plot  Wildlife corridor running through the site	Developer(s) with stewardship of wildlife corridor preferably by a single management company
	On-site biodiversity net gain	Developer(s) with stewardship of wildlife corridor preferably by a single management company
Blue infrastructure	On site Blue infrastructure including Sustainable Urban Drainage Systems	
Utilities	Utility networks required to serve development plots  Provision to use energy from solar farm to be considered	Phase 1 developer with a mechanism agreed to ensure each phase contributes proportionately based on anticipated demand (e.g. land assembly and equalisation).
Foul sewerage	Foul sewerage network required to serve development plots	Relevant developer

Specific Common Infrastructure

4.4 Certain infrastructure elements will have a wider benefit across the Goldthorpe site and in these cases can be termed “common infrastructure”. A schedule of common infrastructure for Goldthorpe is set out in Table 2.

Table 2

<b>Infrastructure Sector</b>	<b>Common Infrastructure Element</b>	<b>Party Responsible for Delivery</b>	<b>Funding Arrangement</b>
Transport	Roundabout on A635	Barnsley MBC	Public Sector funding
Transport	Off-site junction improvements on the A635:  Hickleton Road/Red Hill Lane junction (Hickleton)  Blacksmith Lane junction (Marr)  Church Lane junction (Marr)	Doncaster MBC	Junction design and costs and phasing to be agreed at the planning application stage with costs then secured by way of a S.106 agreement. If phasing requires delivery as part of phase 1 a mechanism will need to be agreed to ensure each phase contributes proportionately based on anticipated traffic generation (e.g. land assembly and equalisation).
Utilities	Off-site solar farm	Barnsley MBC	Should BMBC be required to provide match funding to secure any grant for a solar farm, this would take the form of S106 contributions in order to ensure compliance with Local Plan policy CC1. If the contributions are required early on in the process a mechanism will need to be agreed to ensure each phase contributes proportionately based on anticipated traffic generation

			(e.g. land assembly and equalisation).
Blue Infrastructure	Off-site flood attenuation	Developer(s)	Phase 1 developer to provide off site attenuation basins with a mechanism agreed to ensure each phase contributes to the cost proportionately (e.g. land assembly and equalisation)
Green Infrastructure	Off-site biodiversity net gain	Developer(s)	Phase 1 developer to provide off site biodiversity net gain with a mechanism agreed to ensure each phase contributes to the cost proportionately (e.g. land assembly and equalisation)

4.5 Specific infrastructure delivery requirements are set out below. These are not necessarily exhaustive and further requirements may be conditioned through the planning process.

#### Phase 1

Specific requirements to be placed on phase 1 in relation to infrastructure delivery are as follows:

- In installing broadband infrastructure, the developer shall ensure that the infrastructure reaches phase 3. If access to phase 2 is taken from phase 1, the developer shall also ensure infrastructure reaches phase 2.
- In planning, designing and installing the electricity supply, the developer shall make provision for electricity supply to reach phase 3. If access to phase 2 is taken from phase 1, the developer shall also ensure the electricity supply reaches phase 2.
- In planning, designing and installing the foul sewerage, the developer shall make provision for connection points for foul sewerage to phase 3. If access to phase 2 is taken from phase 1, the developer shall also ensure the foul sewerage infrastructure reaches phase 2.
- In planning, designing and constructing the plot highway, the developer shall ensure that the infrastructure reaches phase 3 and phase 2 if necessary.
- To provide Landscaped Active Travel routes and pedestrian routes prior to occupation to promote active travel as part of the development scheme and for these to reach the boundary with phase 3 and phase 2 (if required).

## Phase 2

- If feasible and preferred, to provide an access from Dudley Drive in a form to be agreed with the Highway Authority
- To provide Landscaped Active Travel routes and pedestrian routes connecting with phases 2 and 3 prior to occupation to promote active travel as part of the development scheme.

## Phase 3

- To provide land as per the approved drawing to provide access into HS51 and ensure reprofiling of the site avoids the need for retaining structures to construction the access into HS51.

## Practical Considerations

- 4.6 It is noted that where infrastructure crosses land ownership boundaries, the coordination of this in line and level will need to be ensured through the planning process.
- 4.7 In the case of the section of road through Phase 1 that will serve both Phase 1, Phase 3 and potentially Phase 2, it is recommended that BMBC make reasonable endeavours to coordinate the design of this with the relevant landowners or developers to provide access to those land parcels.
- 4.8 In the case of the common infrastructure elements of the Landscaped Active Travel Link beyond Plot 3, this will require liaison with other landowners/developers to ensure that this route has connections beyond.
- 4.9 It is noted that there remain risks in terms of how foul and surface water will be discharged from the site, along with how utilities will be provided in a coordinated manner. A coordinated approach to utility and sewerage provision across the site would be of benefit to developers.

## Section 106 Contributions

- 4.10 In the absence of a CIL charging structure and noting that the proposals on the Infrastructure Levy remain at White Paper stage, it is proposed that S.106 contributions will be pooled by BMBC and utilised to fund the common infrastructure elements.
- 4.11 The basis for calculating S.106 contributions is set out below. This applies at the time of writing and it is noted that this may be subject to change in light of changes to legislation or the infrastructure needs that are established in further detail as planning applications come forward.

## Basis for Calculating S.106 Contributions

### *Transport*

- 4.12 Transport modelling has identified that this development can be accommodated within the Barnsley network. However, the site is likely to have a negative impact upon the Doncaster Highways network. Doncaster are considering a number of options to alleviate existing pressures, however, this is likely to include the acquisition of third-party land.
- 4.13 As this site will be built out over the next 5-10 years, over its lifetime it may add to the capacity issues at Hickleton and Marr. Short term this may be alleviated by the local junction improvements, but it is important to also consider the mid to long term operation. The Planning Strategy advocating either an outline, hybrid or full application for the whole site therefore reflects this as it would provide a means to ensure cumulative impact is considered and necessary improvements through Hickleton and Marr are provided as soon as possible but with costs met on an equitable basis so that they do not fall exclusively on the developer of phase 1. This would likely involve land assembly and land equalisation.
- 4.14 In order to calculate the level of contributions required, a Transport Assessment considering the cumulative impact of the whole site will be required. This would then help identify necessary junction improvements and designs aimed at increasing capacity and safety at the following junctions on the Doncaster network:
- A635/Hickleton Road/Red Hill Lane junction (Hickleton)
  - A635/Blacksmith Lane junction (Marr)
  - A635/Church Lane junction (Marr)
- 4.15 Once the designs are accepted, costs will also need to be agreed. To account for the risk of delivering the schemes falling on the Local Authority, the costs will need to include a significant contingency. These costs will then need to be divided on an equitable basis based on the assumed trip generation from each phase.

### *Utilities*

- 4.16 Barnsley MBC is looking to secure external funding along with some of its own financial resources to fund a solar farm. The estimated costs of such a solar farm is not currently known but where a funding bid will be strengthened by securing match funding, BMBC will identify the overall amount required from the development and this will be split on an equitable basis across the whole site by applying the assumed floorspace for each phase. Timing of any payment will then depend on a range of factors including deadlines for any funding bids and practical considerations relating to electricity supply.

### *Landscape Active Travel Link – North/South*

- 4.17 Contributions to the proposed Landscaped Active Travel Link and other PROW within the immediate area are required from all development parcels based on the size of development parcels as a proportion of the overall site.
- 4.18 It is proposed that these will form part of the Financial Contributions towards Public Transport and Active Travel as set out in the Supplementary Planning Document: Sustainable Travel.

### *Off-site Attenuation Basins*

- 4.19 This would be delivered as part of the first phase and be secured by way of either a planning condition or S106 agreement. It is not anticipated that delivery would take the form of financial contributions to the Council but as the basins would serve the whole site, it will be necessary to ensure costs are distributed fairly.

### *Off- site Biodiversity Net Gain*

- 4.20 Contributions to the off-site biodiversity net gain are based on the latest DEFRA metric are considered a last resort as preference is to identify mitigation and compensation schemes on and off site. Should this not be possible and payments are required to achieve the necessary credits then these again should be distributed fairly across the site having regard to credits required and provided by phases.

### Viability

- 4.21 This delivery strategy seeks to ensure that a full, hybrid or outline application comes forward for the whole site. In doing so, this will enable a detailed understanding of cumulative infrastructure requirements and associated costs. The strategy seeks to ensure infrastructure is provided as early as possible such that much of the burden would fall on phase 1. It is anticipated this could be managed by a master developer with associated land equalisation agreements or following a land assembly exercise.
- 4.22 The Masterplan Framework and delivery strategy are not accompanied by a viability assessment but, at the time of writing the strategy, the commercial property market is buoyant (particularly for large buildings that the site can accommodate). This suggests the site can achieve values sufficient to absorb infrastructure costs whilst achieving an acceptable uplift in land value for the various owners.
- 4.23 Nonetheless, it is also recognised that up front delivery of strategy infrastructure could present some challenges in terms of cashflow and at the planning application stage, the Council will be prepared to consider a viability appraisal to ascertain whether any support will be required to front fund some infrastructure with a view to recouping costs from later phases.