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DATE: 27 November 2023

LPA Refs: RB2021/1090

Development Management
Barnsley Metropolitan Borough Council
Sent by email only: developmentmanagement@barnsley.gov.uk

To whom it may concern,

Please see below comments on behalf of South Yorkshire Mayoral Combined Authority (SYMCA) regarding the following planning applications - please note that these comments represent the views of officers and do not represent the formal views of SYMCA unless this is specifically stated:

Reference: 2021/1090

Description: *Hybrid application for residential development for 1,560 dwellings comprising: a) Full planning permission for: earthworks to create development platforms; strategic drainage ponds/dry detention basins and associated drainage infrastructure; construction of a new link road; location of strategic landscaping and ecological areas; demolition of existing buildings; works to Hermit Lane; and erection of Phase 1(a) residential development comprising 216 dwellings, b) Outline planning permission for: Residential development comprising up to 1,344 dwellings; new primary school; small shops and community facilities; and associated infrastructure works, (Amended Description and Amended Plans).*

Location: *Land south of Barugh Green Road and east of Higham Common Road, Barnsley.(Residential).*

SYMCA places an emphasis on the importance of connecting residents to services, facilities, and employment opportunities via means of high-quality public transport and active travel (walking, cycling and wheeling), and this approach should be integrated within any new development.

Previous consultation responses

SYMCA has previously provided the following responses on the 17th October 2022, and 3rd October 2023 in which were set out estimates for developer contributions for public transport enhancements including provision of bus stops and shelter infrastructure, subsidised bus diversion, assessment of travel to school routes, and identification of requirement for statutory travellers.

In this consultation response we have provided a more detailed response regarding preferred bus route, bus stop locations, and quantity of bus stop infrastructure required. Reference is also made where appropriate to the adjacent application for employment uses, and for which we have provided a separate response: 2021/1089 Land to the South East of Higham Common Road.

Amended Proposals

The proposals have undergone changes since first being submitted in 2021 including an amended layout and updated Transport Assessment. Some changes include the reduction in the overall

homes proposed, the moving of the school and community facilities from the north end of the site to a more central location, and a new road layout including a central loop.

Public transport benefits

SYMCA's *Transport Strategy* (2019) sets out that improving people's quality of life can be achieved by integrating sustainable transport considerations into the design of all new development, with emphases on enabling sustainable and active travel choices, and ensuring safety and security. Buses as well as other public transport are defined in national planning policy as sustainable modes of transport. As set out in SYMCA's *Bus Improvement Plan* (2021), a high-quality bus network can play a role in incentivising modal shift away from private vehicles and therefore reduce car use, decrease congestion, reduce emissions and improve air quality.

In the section below we set out our request for developer contributions that are proportionate in scale to the proposals and are required in order to make the development acceptable. Effectively delivered public transport is key to enabling and enhance the uptake of public transport and in-so-doing encourage a modal shift from private vehicle use to sustainable modes of transport.

Existing public transport infrastructure

There are two pairs of bus stops on the A635 north of the application site (see Annex 1). There are no existing bus stops within the application site.

Public transport enhancements

No proposed bus stop locations are shown on the submitted plans. In the amended (September 2023) *Planning Statement: Appendix 3* in response to comments from Officers regarding confirmation of provision of a bus route along the link road the applicant sets out the following:

Buses are able to freely pass along the link road. At this stage no bus stops are proposed on the link road. Bus stops will be centred around the local centre and school area. The new road configuration in this area now allows for buses to loop around rather than turning.

It will be necessary to install bus stops and appropriate bus stop infrastructure along the agreed route of the bus service(s) to support both the proposed residential and employment uses. The current layout is shown on the *Proposed Indicative Site Plan*, drawing no. BWM BBA ZZ XX DR A 1004 rev. P16, dated September 2023. With reference to the current layout we have the following comments to make.

Preferred route: The applicant has indicated that buses will be able to travel around the loop road, and suggests that bus stops are located in that central area. We do not recommend that the bus service are routed via the loop road, and our preference is for a direct service along the link road. Locating a bus stop on the loop road would increase travel times compared with locating a bus stop on the link road. There is a risk of conflict with the residences if a bus stop is retrospectively located on the loop road. And due to the catchment area of the school the bus service is unlikely to see much usage by the primary school pupils – this is corroborated by the applicant's *Transport Assessment* – should any pupils use the bus then this can be safely accommodated by well-designed bus stops on the link road.

Bus laybys: If the link road is to be designated for a speed limit faster than 30mph then laybys should be provided for the bus stops. We ask that bus stop locations and laybys, if required, are shown on a plan that can be conditioned in the event of the grant of planning permission; this will help to ensure that road and/or pavement works are constructed as part of the link road works.

Bus stop requirements: There is a need for 2 pairs of bus stops (4 total) to adequately service the proposed residential development. This is in addition to the stops required for the employment use, detailed in our response to application 2021/1089. These bus stops should be located on the link road at indicative locations shown at Annex 1.

Each stop should be provided with mains-power connected 3-bay shelters with seating and real-time passenger travel information, details of which are set out at Annex 2. The works and costs are summarised below in Table 1. The developer is to provide platform works to appropriate standards.

Table 1 – Public transport infrastructure (bus stops) costs

Proposed Works/Service		Cost (estimate)
2021/1090 (Residential Use)	Supply and installation of 4 no. mains powered 3-bay real-time enabled bus shelters	£66,000

We request that the Section 106 contribution trigger for the works set out in Table 1 is “prior to occupation”. This will ensure that the bus stop infrastructure can be delivered early on in the development.

Pedestrian access to bus stops: Each bus stop should be well related to a safe pedestrian crossing of the link road, and clearly marked access between the stops and the residential/employment areas should be follow desire lines where possible.

Bus gate/restrictions: We would ask for confirmation as to the intention to install a bus gate or any carriage restrictions on the link road in order to manage its use as a cut-through.

Public transport service contributions

The proposals include use of a new link road. To ensure that the development is serviced by bus it will be necessary to extend/divert and enhance a bus route or routes via the new link road. This will not initially be commercially viable and a **developer contribution is requested for a total of £270,000 per annum for a period 5 years** to fund 1 no. bus operation providing core daytime service Monday to Saturday with early morning and evening and Sunday journeys to match local shift patterns (Table 2). The service will support both the proposed residential and supporting uses, and the employment uses proposed in application 2021/1089. The figure above is the total figure required to support both applications.

Whilst the employment and residential applications are related and will be considered together, they will result in (subject to the grant of permission) two separate planning decisions, and potentially two separate S106 agreements. We set out in Annex 3 our approach to the planning obligations for the required bus service enhancement between the two applications in a way that

is reasonable and evidenced. The requested contribution for this application (RB2021/1090) is summarised in table 2 below:

Table 2 – Public transport service contributions costs

Proposed Works/Service	Proportional cost (annual) (est.)	Proportional cost (5-year) (est.)
Contribution towards 1 no. bus operation providing core daytime service Monday to Saturday-Sat with early morning and evening and Sunday journeys	£182,520 per year for 5 no. years	£912,600

We request that the Section 106 contribution trigger for the works set out in Table 1 is “*prior to occupation*”. This will ensure that the bus stop service can be delivered to support the development. The payments should be five equal amounts, plus index-linked increases to allow for inflation since the S106 agreement was signed. The first payment date becomes the anniversary date, and subsequent payments should be made on the following anniversary dates.

School transport (Statutory travellers)

As there is a significant residential element to the proposals it will be necessary to undertake a home-to-school transport assessment. This assessment will identify which primary and secondary sites the school age residents will attend, what walking routes are available, and if zero fare bus passes need to be provided. If bus passes are required, then a funding of £57,000 per annum (index linked) will need to be provided by BMBC through the levy or another means (Table 3).

Table 3 – Statutory traveller annual funding costs

Proposed Works/Service	Cost (estimate)
(If required) Annual funding, to be index-linked, for statutory travellers	£57,000 (annually, in perpetuity)
Total	£57,000/year

S106 Agreement for delivery of public transport enhancements

The requested developer contributions set out above should be managed by way of a Section 106 agreement. In summary the suggested contribution triggers are as follows:

- Bus stop provision: “*prior to occupation*”
- Service enhancement: “*prior to occupation*”

Advisory 1: The summary costs set out in this consultation response are estimates. Due to the potential time-frames involved between consultation and, subject to planning permission being granted, the procurement of the relevant infrastructure improvements and associated works, these

costs may change between the date of this letter and the date of the signing of any S106 agreements. We ask that an updated schedule of costs is requested prior to the signing of any relevant S106 agreement accordingly. The amounts agreed in the S106 agreement should be index-linked in order to capture any increase in costs due to inflation.

Advisory 2: Mains-powered bus shelters require a connection to the mains network by Northern Power Grid (NPG). The works undertaken by NPG are at cost, but which varies depending on the distance to the mains. Our estimates include a connection estimate from NPG of £3,000. Note that it is not possible to secure a quote from NPG until the precise location is known, and estimates are valid for 90 days.

Summary

In this consultation response SYMCA has requested a financial contribution towards public transport infrastructure and services with the reasoning and justification that the requested developer obligations are related to and in proportion to the proposals and are required to make the proposed development acceptable in planning terms.

If you require any further information, please do not hesitate to contact SYMCA's Planning Officer Nick Soucek at SYMCA.Planning@southyorkshire-ca.gov.uk.

Yours faithfully,

[Redacted Signature]

[Redacted Name]

Assistant Director Infrastructure, Housing & Planning

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Annex 1: Bus stop locations existing and proposed



Figure 1: Annotated Site Layout Plan showing locations of existing bus stops (orange stars), locations of existing stops to be replaced/moved (blue star), and indicative locations of new bus stops on link road (red stars)

Annex 2: Bus stop infrastructure

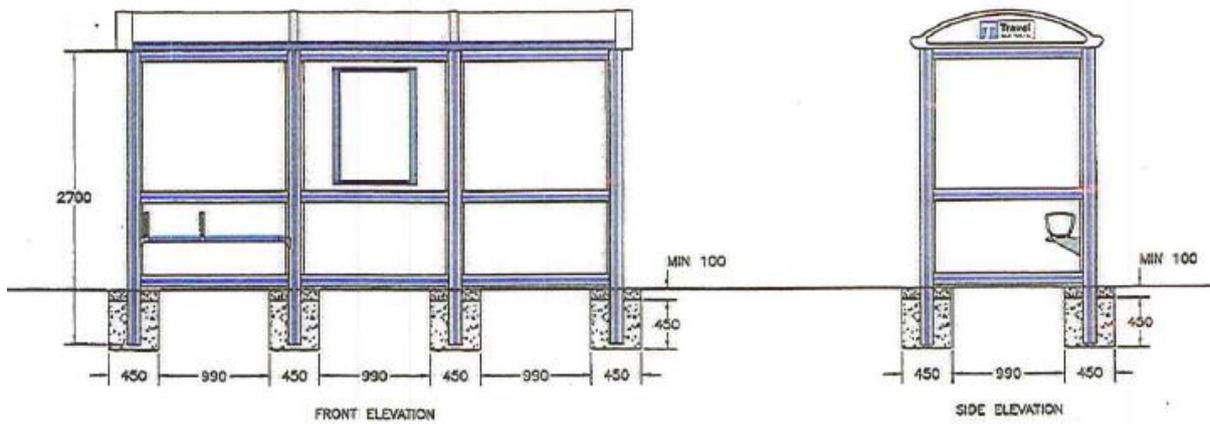


Figure 1: BSL Type 2 Shelter – 3-bay full-ends (indicative illustration)



Figure 2: Real Time Passenger Information – 4 Line Full Matrix LED Display provided by VIX

Annex 3: Bus service contributions

Based on the proposals in applications 2021/1090 and 2021/1089, a developer contribution is requested for a total of £270,000 per annum for a period 5 years to fund 1 no. bus operation providing core daytime service Monday to Saturday with early morning and evening and Sunday journeys to match local shift patterns.

In the first instance the trip figures set out in the Transport Assessment (TA) identify a proportional split between the two proposals as follows:

- 2021/1090 – Residential element of the proposals: Table 4 identifies AM (597) and PM (768) peak hour trips, which combine to give **1365 trips**
- 2021/1089 - Employment element of the proposals: Table 13 identifies AM (360) and PM (295) peak hour trips which combine to give **655 trips**

As proportions the figures from TA Table 4 and Table 13 can be represented as follows:

- Residential: 67.6%
- Employment: 32.4%

The TA weights the trip figures with baseline mode share percentages - using these gives the following proportions:

- Mode share (bus) of residential use (4.2%) = 58%
- Mode share (bus) of employment use (6.3%) = 42%

In addition the TA provides a higher aspirational mode share percentage for the employment use – using this figure instead gives the following proportions:

- Mode share (bus) of residential 4.2% (there is no goal objective) = 51.6%
- Mode share (bus) of employment use (goal of 8.2%) = 48.4%

It is helpful at this point to interrogate the mode share figures used in the TA. The 2011 and 2021 Census data gives the following statistics for '*Method used to travel to work: Bus, minibus or coach*':

- 2011: SY 10%
- 2011: Barnsley 6.6%
- 2021 SY 5.5%
- 2021 Barnsley 4.2%

The significant reduction in travel by bus between 2011 and 2021 requires appreciation of the covid-19 pandemic which had a significant impact on all aspect of life in the UK and globally, and this is clearly reflected in bus patronage statistics collected in 2021; these caveats are clearly set out along with the 2021 census data.

More recent data from SYMCA (September 2022) identifies the proportion of overall bus patronage as being at 77.5% of pre-Covid levels. This data suggests that current patronage figures are likely to be higher than the 2021 census data figures.

With the above taken together:

- The 4.2% mode share is considered to be low;
- It is clear there is a degree of uncertainty as to what the mode share % is likely to be presently and into the future;
- We would also ask why the TA does not include a higher 'goal' figure for increasing mode share in relation to residential use (as there is for the employment use)?

Given the above uncertainty around mode share percentages it is considered that the proportional split of the public transport service enhancement is based upon the trip figures from TA Table 4 and Table 13 without modification as follows:

- Residential: 67.6%
- Employment: 32.4%

The service costs would be proportioned between the residential and employment applications as follows:

Proposed Works/Service	Calculation	Proportional cost (annual) (est.)	Proportional cost (5-year) (est.)
Residential use (67.6% of trips)	$£270,000 \times 67.6\%$ per year for 5 no. years	£182,520 per year for 5 no. years	£912,600
Employment use (32.4% of trips)	$£270,000 \times 32.4\%$ per year for 5 no. years	£87,480 per year for 5 no. years	£437,400
		Total	£1,350,000

Please note that this figure is correct as of the date of this consultation response. An updated figure should be obtained as part of S106 discussions so as to reflect changing costs. Any agreed figures are to be index-linked to reflect changes to costs due to inflation.