

A TIMELINE OF EVENTS REGARDING THE NEED AND  
DESIRE FOR A STRATEGIC TRANSPORT INTERCHANGE  
ON LAND ADJACENT TO

‘PENISTONE RAILWAY STATION’

SOUTH YORKSHIRE



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REPORT

by

**YORKSHIRE LAND**  
Limited

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## 1. BACKGROUND

Penistone Railway Station (the station) is situated approximately midway along the Huddersfield to Sheffield Line operated by Northern Rail in the West Yorkshire Metro/Travel South Yorkshire Area. Attached at **Appendix 1** are photographs of two separate public information boards affixed at the Station, which present details of the destinations available from each of the station platforms, an illustrative layout of other destinations available on the northern network within this region and a brief background of Penistone.

At present the station is served by hourly train services. Commuters boarding the train at Penistone have a journey time of circa 35 minutes to Huddersfield station from where there are direct services available to Manchester Piccadilly (and onwards to Manchester International Airport) Liverpool, Leeds (via Bradford and Halifax) and York. The rail service from Penistone to Sheffield Station takes approximately 45 minutes, routing via Barnsley<sup>1</sup> (from where there are direct services to Leeds and Wakefield) and Meadowhall Shopping Centre. At Sheffield Station (which we understand is being considered as a stop on the HS2 Rail Network) there are direct services available to London St Pancras Station, routing via Derby, Leicester and East Midlands Parkway, which is the closest Railway Station to East Midlands Airport.

The desire for improved Bus, Rail and Car Parking infrastructure at the station has existed for almost 25 years, throughout which time its delivery has been supported by Barnsley Metropolitan Borough Council (BMBC/The Council), Local Members of Parliament, Penistone Town Council, the local public of Penistone and the South Yorkshire Passenger Transport Executive (SYPTe).

Early identification for the delivery of a Transport Interchange at the Station can be found within the Consultation Draft Barnsley Unitary Development Plan (UDP) which was largely prepared during the early 1990's and finalised for adoption in 1997; although the adoption process was subsequently delayed until December 2000 due to an unrelated legal matter.

UDP Volume 12 'Penistone Community Area' sets out expressly within Policy PE19 (Bus and Rail Infrastructure) which is attached at **Appendix 2**, that:

*In accordance with Policy T11, Improvements to the infrastructure of the Bus and Rail Network will be undertaken on the following Site as shown on the Proposals Map:*

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<sup>1</sup> The service stops at Dodworth enroute, which contains a substantial enterprise area close by M1 Junction 37

### **PE19/1 PENISTONE RAILWAY STATION**

*An area of unused land to the east of the railway station is to be levelled and hard surfaced to provide parking facilities for passengers. Access will be required through the former Cammell Laird Site.*

The Land identified by Policy PE19/1 to be levelled and hard surfaced to provide parking facilities for passengers is in the ownership of Yorkshire Land Limited (YLL), identified edged red on the plan at **Appendix 3** and shown on the Aerial Photograph at **Appendix 4**. This land represents the only suitable location for the development of such important Transport Interchange facilities.

Upon the adoption of the UDP in December 2000, the land identified by Policy PE19/1 was in the ownership of British Rail. However in 1997, YLL as then owner of the adjoining Cammell Laird Foundry Site constructed (at its own expense) the access road (together with street lighting) which was identified to be required by the Council within Policy PE19/1 in the form of a 7.3 metre carriageway stretching to the site of the proposed Transport Interchange from the B6462 'Sheffield Road'. This carriageway is named 'Lairds Way' and was adopted as a public highway by BMBC following its delivery by YLL.

It is important to recognise that this non standard 7.3 metre wide carriageway (which can be seen on the aerial photograph at Appendix 4) was **specified by BMBC** to accommodate the envisaged future flows of traffic, including buses, utilising it enroute to and from the proposed Transport Interchange site.

Having successfully delivered the access road, YLL removed the only significant *physical* barrier preventing the delivery of the Transport Interchange, yet despite these actions coupled with the proactive support for the facility by the local serving Borough Councillors, Penistone Town Councillors and Member of Parliament, Mr Michael Clapham MP; *disappointingly*, such a facility was never progressed by the Council.

During 2007 (some 10 years after the Lairds Way access road was delivered by YLL and in which time a scheme for the development of a Transport Interchange could and should have been progressed by the public sector) the land identified by Policy PE19/1 was listed for sale by British Rail (as part of a larger land parcel) in a public auction held at Old Trafford (Manchester) on Thursday 18 October 2007. Please see the Auction Particulars attached at **Appendix 5**. YLL attended this auction and purchased the land.

Shortly after having secured the land at auction, representatives of YLL attended a meeting with BMBC, at the request of its Head of Planning and Interim Chief Executive, to discuss their intentions for the land. At this meeting, it was made known to YLL that BMBC had a continued desire to see the land developed with a Transport Interchange, and Council officers also expressed the possibility of it accommodating office/managed workspace. The

Council further disclosed to YLL that it had attempted to acquire the land at the auction on 18 October 2007 via telephone bids from Barnsley Town Hall and that they were the final under bidders for the site. Unaware of this, YLL had expended in excess of £ 500,000 (five hundred thousand pounds) including stamp duty and legal costs, to secure the land with the intention of **finding a financially viable private sector solution** for the delivery of the long awaited Transport Interchange. Indeed, YLL was aware at the time of purchasing the land at public auction of the continued desire across Local Government and the Public of Penistone to see the delivery of a Transport Interchange and the decision to purchase was based upon YLL having witnessed no progress whatsoever by the public sector toward its eventual development in the **10 years** since it had removed the only physical barrier preventing this (i.e. the lack of suitable access highlighted in UDP Policy PE19/1). Furthermore, the land adjacent to the station also provides access to an adjoining parcel of land already in YLL's ownership (shaded blue on the attached plan at **Appendix 6**) which combined, provides a much superior site extending to 3 Acres (1.2 Hectares) in size.

Shortly after YLL's purchase of the land at Public Auction, the British Economy suffered a serious economic collapse and ensuing recessions. Considering this major factor, YLL deemed it imprudent to progress any proposals for the land at that time.

During 2012, BMBC invited YLL to attend a meeting with the Council to update the Director of Development, Environment and Culture (Dr Ann Gosse) of the Company's latest intentions for the land. Dr Gosse understood and accepted YLL's reasoning for not wishing to progress development due to the continuing uncertainty over the economic climate at that time, but expressed the Council's desire to acquire all or a part of the land in YLL's ownership adjacent to the station in due course if YLL would consider such a sale. Confirming verbally to YLL's Director, Mr Steven Green, that **she recognised YLL owned and controlled 'the most strategic site in Penistone'**.

Mr Green provided Dr Gosse with assurances that YLL would keep the Council fully informed of its proposals for the land, as and when the economic outlook improved.

## **2. BMBC PLANNING POLICY**

As set out above, Volume 12 (Penistone Community Area) of the adopted UDP confirms at Policy PE19/1 (Bus and Rail Infrastructure) that *'An area of unused land to the east of the (Penistone) railway station is to be levelled and hard surfaced to provide parking facilities for passengers. Access will be required through the former Cammell Laird Site.'*

Both the Barnsley UDP (adopted December 2000) and the emerging Local Plan confirm that Penistone is the Principal Town serving the Western part of the Barnsley Metropolitan

Borough, which makes up geographically over fifty percent of the land mass land within the entire Borough. Diagram 4 of the Councils Adopted Core Strategy which illustrates the extent of the western part of the Borough (shaded green) and the existing railway routes through the Borough (including from Penistone Railway Station) is attached at **Appendix 7**.

### BARNSLEY CORE STRATEGY

The Barnsley Core Strategy was adopted by the Council in September 2011 and replaces all but the saved policies of the UDP. It sets out the key elements of the planning framework for Barnsley and the approach to its long term physical development to achieve the Council's vision of what sort of place Barnsley wants to become.

The Foreword of the adopted Core Strategy ascertains that the document provides a spatial strategy for the future development of Barnsley up to the year 2026, that Barnsley has a big role to play in the wider City Regions, being within both the Leeds and Sheffield City Regions, and that the Council intends to take full advantage of any opportunities that this fortunate position may present.

Key extracts from the adopted Core Strategy regarding the need for suitable Transport Infrastructure are attached at **Appendix 8**; important themes include improving accessibility, both within and outside the borough, together with a focus on **promoting sustainable transport**. The 'Transport Strategy' policies **set priorities for improvements to existing transport infrastructure** as well as ensuring sustainable travel considerations are integral to all development as People have shown a willingness to travel further to work, **with 33% of the working population travelling out of the Borough, mainly to Sheffield, Wakefield, Rotherham and Leeds**. Paragraph 4.21 (page 22) of the Core Strategy confirms that **only 1%** of Barnsley's workforce travel to work by rail compared with **4% nationally**; a very disappointing statistic!

Core Strategy Policy (CSP) 8 identifies the Principal Towns (which includes Penistone) as a priority for development and the main local focus for Housing, Employment, Shopping, Leisure, Education, Health and Cultural activities and Facilities. CSP23 identifies Penistone for a Community Accessibility Study with the aim of improving accessibility in the Accessibility Improvement Zone (AIZ).

Supporting text to Policy CSP 23 'Accessibility Priorities' includes a diagram of the AIZ on which Penistone is identified as a 'Community Accessibility Action Plan' location. Paragraph 9.128 confirms that the AIZ is directly associated with the main focus of

development and renewal set out in the Core Strategy:

*"It is a broad area reflecting the focus of growth within the Barnsley Growth Corridor, the associated former RSS regional regeneration priority area and our location as a key part of the transport corridor connecting the Sheffield and Leeds City regions, as set out in the earlier vision and spatial strategy sections. The zone is also being recognised in emerging City Region transport and housing strategies. By focussing Transport investment in this area the transport strategy supports the delivery of continued sustainable growth set out in the Core Strategy"*

Crucially, paragraph 9.131 recognises that:

*"...Establishing mini or local interchanges would provide an opportunity to improve the travelling experience outside of the Town Centre. However, such facilities require significant investment. Therefore as part of the focus of the AIZ we will explore the potential for developing local public transport interchanges in the Principal Towns, in partnership with the South Yorkshire Passenger Transport Executive (SYPTe)." (Our Emphasis)*

Paragraph 9.296 on page 160 of the adopted Core Strategy sets out unambiguously that:

*"We will work with infrastructure providers, partners and agencies to establish infrastructure needs and ensure that infrastructure necessary for growth is programmed and deliverable."*

Elsewhere within the Core Strategy, it is identified that **the Council will be maximising opportunities to lever in investment to support growth, delivering infrastructure in tandem with new development**; a point set out within correspondence sent to the Council on behalf of YLL by Walton and Co (Planning Lawyers) which is referred to in further detail within Section 4 of this report. At a local level, the Councils stated aims for the future of Penistone are to improve car parking and movement for pedestrians, cyclists and the disabled.

DRAFT LOCAL DEVELOPMENT FRAMEWORK – DEVELOPMENT SITES AND PLACES, DEVELOPMENT PLAN DOCUMENT 2012

The Draft Local Development Framework Development Sites and Places Development Plan Document (Draft LDF DPD) was formulated in response to the Economic Strategy

(2012-2033) agreed by the Council in June 2012. In this regard, the foreword of the Draft LDF DPD confirms that:

*“The Core Strategy was adopted in September 2011. Since the adoption of the Core Strategy an Economic Strategy for the Borough has been agreed. A key element of the Economic Strategy must be underpinned by this document which is to ‘Create the conditions for economic growth and greater prosperity through the provision of quality employment sites, appropriate housing mix and fully **integrated transport infrastructure**. It is important that the DPD delivers the Council’s priorities and aspirations set out in the Economic Strategy and this is what this consultation draft version is taking the first step towards achieving.”*  
*(Our Emphasis)*

Although the Draft LDF DPD did not progress beyond the first draft stage due to the Council’s decision to pursue an alternate policy via the ‘Local Plan’ Process, the adopted Economic Strategy (attached at **Appendix 9**) remains the driving force behind all emerging development plan policy, reflecting the fact that Barnsley still has an undersized economy, with the Council **recognising the need to do more in supporting the transition to a more private sector led economy and accommodate a step change in delivery, capitalising on all opportunities** to ensure the Borough is in the strongest position possible to fulfil this economic ambition.

Whilst the Council’s desire for the construction of the Transport Interchange adjacent to the Station has existed for in excess of two decades, the Councils ‘Core Strategy’ does not include any *specific* reference to this need, even though (as set out above) paragraph 9.131 of the core strategy does identify that the Council will explore the potential for developing local transport interchanges in the Principal Towns. In any event, the Councils **Draft LDF DPD sets out specifically** in section 10 (Transport) with regard to ‘Integrated Transport Sites’ that:

*“**In order to make the travel and station experience sustainable and more attractive there will be improved access to railway stations for pedestrians, cyclists, bus users together with increased car parking. Additionally as appropriate the range of facilities and uses offered at stations will be improved to realise their potential as community hubs.**”*

*Work to date has identified Goldthorpe, Elsecar and **Penistone** as three stations which could be promoted as Integrated Transport Sites where investment in access and appropriate ancillary uses **will be promoted and supported to strengthen their role as transport hubs and components of the Principal Town Centres.**”* (Our Emphasis)

Whilst this text within the Draft LDF DPD encouragingly provides more detail than is

contained within the Core Strategy, identifying specifically that Penistone Station could be promoted as an Integrated Transport Site, it is no longer being progressed and still falls short of the Council's UDP in failing to identify the only suitable land required to accommodate such facilities, being that which is located adjacent to the station and in the ownership of YLL.

### THE EMERGING BARNESLEY LOCAL PLAN

The emerging Barnsley Local Plan has progressed through various rounds of public consultation, the last of which, the Publication Draft consultation, took place between 24 June and 5pm on 19 August 2016. We are advised that the Publication Version of the document will be submitted to the Secretary of State by 16 December 2016 for its assessment prior to an Examination in Public, expected during Spring 2017.

The Barnsley Local Plan is therefore reaching an advanced stage, however, the Council have failed to identify or safeguard in any way the land adjoining Penistone Railway Station (in the ownership of YLL) for Transport Interchange use, despite the voluminous representations highlighting the opportunity to provide the facility submitted by or on behalf of YLL and moreover in the full knowledge of the desire and support for such by South Yorkshire Passenger Transport Executive (SYPTTE). Further detailed information regarding the involvement of SYPTTE and its desire for a Transport Interchange at the site is set out in Section 5 of this report.

The foreword of the Local Plan identifies that Barnsley has changed, and will continue to change...for the better and that the Local Plan document provides Local Planning Policy for the future development of Barnsley up to the year 2033. Paragraph 1.2 identifies that the Local Plan sets out the key elements of the planning framework for Barnsley and the approach to its long term physical development to achieve the Council's vision of what sort of place Barnsley wants to Become. Paragraph 1.3 then goes on to state how the document reflects the Council's hopes and aims for the people who live, work, run businesses and enjoy leisure in Barnsley.

In respect of Planning Policy, paragraph 3.7 (page 8) of the Local Plan Publication Version confirms that until the Local Plan is adopted 'saved' policies from the Unitary Development Plan (UDP) will continue to form part of the policy context for planning decisions, together with the adopted Core Strategy and current National Planning Policies. It is important to note however that whilst the Local Plan retains the settlement hierarchy of the adopted Core Strategy, paragraph 3.24 (page10) denotes a crucial departure from Core Strategy Policy in that it confirms **Barnsley's housing needs and aspirations cannot be accommodated**

**without the need to release land from the Green Belt.**

Section 4.6 (page 17) of the Local Plan Publication Version explains the 'Economic Strategy – Jobs and Business Growth Plan' :

*“The Jobs and Business Plan 2014-17 was agreed by Barnsley MBC in May 2014 and is a three year business plan which sets the direction for a strong and stable economic future for Barnsley. Barnsley’s economy is too small for the size of the borough. The town is unable to maintain enough jobs and businesses to support its working population. Therefore significant intervention in the local economy is needed...”*

Within paragraph 4.9 (page 17) it is confirmed that one of the Councils five key steps as part of the action plan is to **Invest in Infrastructure.**

In terms of Transport Policy, the Local Plan reproduces much of the text contained within the Core Strategy. For instance Paragraph 12.34 (page 147/148) of the Publication Draft Local Plan identifies that:

*“To encourage people to make smarter choices, they need to feel safe when walking, cycling and using public transport...**Establishing mini or local interchanges would provide an opportunity to improve the travelling experience outside of the town centre.** However, such facilities require significant investment. Therefore as part of the focus on the AIZ (Accessibility Improvement Zone) **we will explore the potential for developing local public transport interchanges in the Principal Towns, in partnership with the South Yorkshire Passenger Transport Executive (SYPTTE).**” (Our Emphasis)*

### **3. PENISTONE COMMUNITY LED PARISH PLAN**

Throughout 2011 and 2012 Penistone Town Council’s Development and Regeneration Committee (which included serving Councillors on the Barnsley Borough Council elected to represent both Penistone East and West Wards) consulted with the public of Penistone to understand their priorities for the development of the area. Following lengthy public consultation, these priorities were then presented in the form of the first ‘Penistone Community Led Parish Plan’ launched in 2013. A full copy of this document is attached at **Appendix 10.**

The Penistone Community Led Parish Plan (Community Led Plan) encompasses many

aspects and whilst we recognise that it is not adopted as a statutory policy document by BMBC, it does, at this time, provide an up to date independent assessment of the local circumstances and should therefore be considered to represent both the local public and Penistone Town Council's aspirations for the future development of the Town, for the time being.

Within pages 26 and 28 of the 'Local Economy' Section of the Community Led Plan it is stated that:

*"When business owners and potential business starters were asked what they thought would help their business develop in our area, 274 responses were given, with 33% of respondents citing 'Improved Transport Links' quite a few respondents also chose to give added comments and some of these were: Improve parking facilities, could use derelict area near the station as car park..." (Our Emphasis)*

*"Within the comments we see a familiar concern regarding parking in Penistone"*

This text is further supplemented by that contained within the 'Travel and Transport' section (commencing at page 30 of the Community Led Plan) which identifies that:

*"With the proposed developments in the Penistone area creating an ever-increasing population, it is imperative that there is a suitable transport infrastructure network in place to sustain and cope with the demands of the residents and businesses."*

*"Another problem highlighted by the survey about Penistone Railway station is the small amount of parking available and the lack of connecting bus services, limiting its use for park and ride. The low number of existing car parking spaces means that they do get filled very quickly, so there is a need to expand in the future. Proposals have been made for rail station interchange in the past, but the adjacent land suggested for such a development is currently in private ownership" (Our Emphasis)*

For Clarity and the avoidance of any doubt, the land suggested for 'Rail Station Interchange' in the Community Led Plan is that which is in the ownership of YLL.

The Travel and Transport section at Page 32 of Community Led Plan provides photographic evidence illustrating the vehicular congestion which occurs around the location of the one way 'square-about' system at the junctions of Market place, Shrewsbury Road and Church Street within the Town Centre. This Serious congestion is experienced on a daily basis and aggravated by numerous buses making up their waiting time at the Town Centre stop

which happens to be located abeam the square-about on market place. The photograph referred to at Page 32 of the Community Led Plan shows two buses parked in that area (one of which is positioned precariously across a public footpath and protruding dangerously into the road) limiting the full width of carriageway which would otherwise be available.

Unfortunately, congestion is worsened further when weddings, funerals or other services are held at the Parish Church which is located adjacent to the bus stop. We are also aware that on a daily basis large high sided HGV vehicles (including those with tri-axle trailers) travelling predominantly from business parks in Springvale and Oxspring to the south of Penistone, have no option but to utilise the one way square-about system as the only accessible route through the town (due to height restrictions on a low bridge in Oxspring preventing access and egress via the south avoiding Penistone). However, due to the large turning radius required by these vehicles, they are very often not able to navigate the junctions when buses are parked at their stop abeam the square-about, contributing to the vehicular traffic congestion in this part of Penistone, particularly at peak times.

We note that the Council have allocated Green Belt land for the development of additional employment uses in Oxspring to serve the needs of Penistone (Barnsley Local Plan Site Reference P2) however, a large proportion of the commercial vehicular traffic servicing this site would require access and egress via Penistone (a direct result of the presence of low bridges preventing such access/egress via Oxspring, as identified above) further exacerbating the current congestion in Penistone Town Centre and particularly around the square-about.

The Community Led Plan makes known at page 24 that a lot of people commented they felt unsafe crossing Penistone High Street, Market Street and St Mary's Street (the square-about) and that this may have had an effect on the footfall in the centre of the town. Text at page 32 also sets out that road safety is a concern amongst residents with the centre of Penistone (including the square-about) featuring highly in the survey:

*"Major issues identified in the responses, are for cyclists and pedestrians crossing the High Street, Market Street and St Mary's Street... The newly installed one way (square-about) system in the town centre is also high on the lists of concerns with pedestrians and drivers alike."*

We attach at **Appendix 12** a screenshot of a social media post and the small selection of photographs uploaded with it by a member of the public present in the centre of Penistone at 15:20 hrs on Friday 25 November 2016, which serve to illustrate frustration with the square-about. These photographs show not only how vehicular traffic congests all sides of the square-about at peak times but how, on this occasion, an ambulance on an emergency

callout was impeded by it, adding crucial seconds/minutes to its response time.

An article which featured in the Penistone Edition of the Barnsley Chronicle on Friday 16 January 2015 entitled 'Congestion Needs Sorting' (attached at **Appendix 11**) was **printed circa 2 years after the publication of the Community Led plan in 2013** and serves to highlight the significance of highways issues presently affecting Penistone - especially around the square-about.

We believe all of this evidence further emphasises the need to provide a Transport Interchange (which would include the provision of circa 100 car parking spaces) on the land in YLL's ownership adjacent to the station, where buses could make up their waiting time in order to help ease congestion in Penistone Town Centre, whilst still allowing embarkation/disembarkation at the town centre square-about stop enroute through the Town. Timetables could reasonably be programmed to ensure that only one bus at any given time stops at the square-about, providing more efficient services and minimising disruption to the road network and this course of action would wholly align with the Councils adopted policies and aspirations, as set out above.

#### **4. YORKSHIRE LAND LIMITED DEVELOPMENT PROPOSALS**

Following a period of inactivity within the Borough, YLL submitted comprehensive development proposals to BMBC during 2013 in response to its 'call for sites' as part of the Draft LDF DPD process. Prior to the departure of the Councils Director of Development (Dr Gosse) a meeting was arranged at her request to take place between Mr Steven Green and Mr Samuel Green of YLL and the Council's then Assistant Executive Director of Development (Mr Mahmood Azam) and Head of Housing (Mr Ian Prescott). At the meeting discussions took place on a broad range of matters concerning development within the Borough, including the Councils aspirations for the **strategic site** in YLL's ownership adjacent to the Station.

Mr Steven Green made known to Mahmood Azam and Ian Prescott, that YLL has a track record of delivery and in the light of the emerging strategies developed in response to the Economic Strategy (**which presents the need for a more enterprising and private sector led approach to development in the Borough**) YLL were keen to work with and assist the Council in achieving delivery of the much needed growth and regeneration to help provide greater prosperity for Barnsley and its inhabitants.

YLL's development proposals, importantly, include for the delivery into Council ownership of its land adjacent to the station (which the Council was so keen to acquire both at auction

and subsequently from YLL during 2012) along with additional funding of circa One Million Pounds for its comprehensive development with a Transport Interchange, subject to the allocation of its two proposed housing sites in Penistone and Oxspring, both of which attained the highest achievable score as suitable and deliverable housing sites within the Councils Strategic Housing Land Availability Assessment (SHLAA) undertaken by a professional planning consultancy commissioned by the Council.

YLL's proposals would both enable and ensure that the much needed Transport Interchange Infrastructure is provided for the Public benefit and this would be consistent with Council policies, highlighted in the preceding sections of this letter, which seek to **maximise opportunities to lever in Investment to support growth, delivering infrastructure in tandem with new development**. In this regard, we attach at **Appendix 13** a letter sent by Mr David Walton of Walton and Co (Planning Lawyers) to the Councils Director of Development (Mr Matthew Gladstone) on 12 June 2015. Disappointingly, within his short email response to Mr Walton, dated 25 June 2015, **declining a meeting to discuss the exciting opportunity to deliver the Transport Interchange together with additional Tourism facilities and improvements for the station**, Mr Gladstone sets out how he considers it important that the Council are consistent in terms of how they engage with those making representations in order to ensure that they **devote time only to matters of strategic importance**. This response from Mr Gladstone is attached at **Appendix 14**.

We do consider Mr Gladstone's response most perplexing, particularly when taking into consideration that the Council attempted to purchase the land in YLL's ownership adjacent to the Station both at the public auction and subsequently from YLL during 2012 and because the Councils previous Director of Development, Environment and Culture (Dr Anne Gosse) informed YLL that she viewed the site as **the most strategic site in Penistone**. Furthermore and importantly, we are aware that SYPTE specifically requested that the Council give regard to the future safeguarding of the land for Transport Interchange use within a letter dated 08 May 2013, sent over two years prior to Walton and Co's letter to Mr Gladstone. Further details of SYPTE's letter are considered within section 5 of this report.

An article entitled 'Developers Ambitious Plans' which featured in the Barnsley Chronicle (Penistone Edition) on Friday 12 December 2014, providing additional details of YLL's proposals, is attached at **Appendix 15**.

As set out above, whilst the Draft LDF DPD was abandoned by the Council during 2014 in favour of the 'Local Plan' process, YLL has repeatedly reiterated its proposals (first established through the earlier LDF process) via a number of comprehensive representations prepared by renown professional planning consultancies, which have been submitted to subsequent consultation processes undertaken by the Council to date. The last of which (the Local Plan Publication Version Consultation 2016) was held between 24 June and 5pm on

19 August 2016. These representations can be viewed on the Councils online consultation portal at:

<http://consult.barnsley.gov.uk/portal/development/planning/lppd2016/lppd2016>

## 5. SOUTH YORKSHIRE PASSENGER TRANSPORT EXECUTIVE

During **November 2013**, YLL were contacted for the first time by SYPTE's Principal Project Planner (Mr Gavin Bland) whom made known via email that the land in YLL's ownership adjoining the station was desired for Transport Interchange use by SYPTE as part of its programme of improvements to rail stations in South Yorkshire.

SYPTE's approach to YLL is consistent with Policy CSP 23 and paragraph 9.131 of the Core Strategy which (as set out above) identifies that **the potential for developing local public transport interchanges in the Principal Towns will be explored by the Council in partnership with SYPTE.**

Text on the homepage of SYPTE's website (<https://www.sypte.co.uk/>) confirms that SYPTE is the driving force behind the development of Public Transport in South Yorkshire.

YLL responded to Mr Bland, informing him that YLL's proposals for the development of a comprehensive Transport Interchange on the land had recently been presented to BMBC as part of its response to the then Draft LDF DPD call for sites process and that it was keen to open discussions with SYPTE in order to explore and develop aspirations, which could then be presented more comprehensively for consideration by BMBC.

Mr Bland along with SYPTE's Planning Officer (Mr Matt Reynolds) subsequently met on site with Steven and Samuel Green of YLL. At this meeting Messrs Bland and Reynolds made known that SYPTE would like to develop an Interchange scheme enabling buses to link up in that location in order to help ease the congestion and disruption in Penistone Town Centre, which would then become a minor drop of and pickup point only, unlike at present where some buses park for a considerable time.

YLL provided authorisation for SYPTE to instruct representatives to enter upon its land and undertake a boundary and level survey which would allow SYPTE to commission preliminary layout schemes and undertake further detailed research into feasibility and requirements, following their provision. Two preliminary layout schemes were

subsequently designed for SYPTE by 'Arup' and these are attached at **Appendix 16** for your perusal.

A number of high level meetings were held between YLL, SYPTE and BMBC at the Council offices at Westgate Plaza, which included attendance by the Councils Head of Planning (Mr Stephen Moralee), Director of Development Environment and Culture (Mr Mahmood Azam), SYPTE's interim Director of Strategy (Ms Julie Hurley) and by representatives of YLL including Mr David Walton of Walton and Co (Planning Lawyers) limited. We attach at **Appendix 17** detailed minutes of one such high level meeting which took place between YLL, SYPTE and BMBC on Thursday 29 April 2014 and serve (in our opinion) to evidence the best efforts provided by YLL and SYPTE in assuring comprehensive Transport infrastructure improvements were identified by the Council through its Development Plan process.

A newspaper article entitled 'Bid to Create Bus Interchange' which featured in the Barnsley Chronicle (Penistone Edition) on Friday 30 May 2014, further highlighting YLL's proposals in the public domain, is attached at **Appendix 18**.

During June 2014 at the request of YLL, SYPTE's Planning Officer (Mr Matthew Reynolds) provided an independent review of a 'Transport Considerations' report compiled by Pell Frischmann (one of the UK's leading firms of consulting engineers) on behalf of YLL which, amongst other things, presents the sustainability credentials of YLL's proposed Oxspring Fields housing site from which (providing the site is allocated) YLL has committed £500,000 (five hundred thousand pounds) funding toward the development of the Transport Interchange in Penistone. Although, this figure could rise depending upon the Community Infrastructure Levy Contributions required by the Council at the time of the site's development. Further information regarding Community Infrastructure Levy is set out within Section 9 of this report.

YLL's proposed 'Oxspring Fields' housing site is located immediately adjacent to the Trans Pennine Trail (which forms the sites south western boundary) in Oxspring from where it would take **only 7 minutes by bicycle to reach the station and the site of proposed Transport Interchange**. Within section 2.2.5 of his letter on behalf of SYPTE (dated 12 June 2014) containing the results of their independent review in respect of the Oxspring Fields Site, Mr Reynolds confirms:

*"The proximity to the Trans Pennine Trail (TPT) is a very good feature of this site and this should not be overlooked. The High levels of accessibility to the TPT promote this site as a very sustainable option given the connections to a high quality walking and cycling network. Although this is not picked up within site assessment criteria, this should be stated within any supporting document. As the site is within 2km from the station (Penistone Railway*

*Station) SYPTE would deem it acceptable to expect a proportion of cycle based park and riding from Penistone, as well as a higher proportion of cycling trips for commuter purposes.”*

Interestingly, Paragraph 9.133 (page 102) of the Core Strategy identifies that alongside public transport, cycling and walking are key to reducing reliance on the car and that the Council will continue to work with the SYPTE travel advice teams who provide valuable support.

Mr Reynolds also sets out clearly on the final page of his letter to YLL, regarding the proposed Transport Interchange, that:

*“SYPTE support the on-going and shared aspiration of Yorkshire Land Limited for the development of Penistone Station through improved park and ride facilities. The current proposals for the park and ride provision include an interchange facility which would help ease the bottleneck around Market Place and St Mary’s Street (I.e. the square-about)*

*The Interchange facility away from the main Penistone thoroughfare would help alleviate local congestion problems and make better use of the street scene. However, it must be noted that this is an element of the scheme that would be confirmed through a detailed design of the scheme (it is only preliminary at this point).*

Mr Reynolds complete letter is attached at **Appendix 19**. For clarity, his letter was submitted to the Council by YLL within several of its representations evidencing why the proposed Oxspring Fields housing site should be allocated for development within the emerging Barnsley Local Plan.

Comprehensive details of the proposed Oxspring Fields housing site and the outstanding benefits its can provide may be viewed online at [www.oxspring-fields.co.uk](http://www.oxspring-fields.co.uk)

## **6. MEETINGS WITH PENISTONE TOWN COUNCIL**

On the evening of 22 January 2014, Steven and Samuel Green of YLL attended a meeting of Penistone Town Council’s ‘Development and Regeneration Committee’ to present members with details of YLL’s development proposals for the area. This included a statement of YLL’s aspirations for the delivery of a Transport Interchange on its land adjacent to the station, which are in accordance with the aspirations of Penistone Town Council and the Towns inhabitants, set out within the Community Led Plan. YLL’s presentation was

welcomed by the Committee, which included serving Barnsley Borough Councillors representing both Penistone East and West Wards.

Over two years later (during the evening of 19 July 2016) YLL attended a second meeting with the 'Development and Regeneration Committee' of Penistone Town Council in order to provide an update of its progress with the Transport Interchange scheme. Unfortunately, this update was limited in so far as the Council's failure to support its provision and identify the safeguarding of the required land (in YLL's ownership) within its emerging Barnsley Local Plan, despite best efforts by YLL and SYPTE in an attempt to ascertain such through various representations and high level meetings held with the Councils Senior officers over a period of circa three years, as highlighted in this report.

## **7. PRESENT SUPPORT FOR THE PROVISION OF A TRANSPORT INTERCHANGE AND CAR PARKING**

Bizarrely, it appears that the Councils current Senior Officers fail to appreciate the importance of the provision of a Transport Interchange adjacent to the station to serve the Penistone Area, despite SYPTE having identified the need for such a facility and the Council having previously wanted to purchase the land required for its development both at Auction in 2007 and subsequently from YLL in 2012.

Whilst we acknowledge several officers involved in the various meetings with YLL and SYPTE regarding the opportunity to deliver a Transport Interchange adjacent to the station have now left the authority, the Councils Group Leader (outer team) of Development, Planning and Transportation (Mr Matthew Smith) who was included in the discussions, remains in his post and yet is seemingly unconcerned with the Council's failure to support its provision and identify the need and importance for such a facility within the current Local Plan, despite his knowledge of **SYPTE's documented aspirations** for the scheme. As a matter of fact, within a consultation response addressed to Mr Smith on 8 May **2013**, concerning a planning application for the erection of residential dwellings on a section of land (not controlled by YLL) in close proximity to the site required for the Transport Interchange, SYPTE's Planning Officer set out unequivocally that:

***"It is our understanding the site's current status in the UDP is for Transportation Use (Rail and Bus Facility). The reason behind this allocation is because SYPTE has strong aspirations to build an extension to the existing car park at Penistone station which is currently operating significantly above capacity. This plot of land is the preferred***

location for additional car parking and will provide the local roads with much needed relief from existing obstructive on street parking. SYPTE is developing proposals for the plot of land to be used as a Park and Ride for the Penistone area, with the objective to displace existing commuters from the road to the rail network."

*"Based on indicative proposals, SYPTE do not require the whole plot of land (see below map). The green area is the boundary for this application. The red area shows the land required/wanted for any future park and ride scheme. The area to the west of Lairds Way is the ideal location for station related car parking as it remains close to the station platforms and utilises land suitable for this kind of development. The proportion of the site to the east of Lairds Way is therefore not required for transport purposes. SYPTE requests that upon the approval of this application, regard is given to the future safeguarding of the red area shown on the map for a future Park and Ride scheme." Our Emphasis*

This Consultation Response submitted by SYPTE is attached at **Appendix 20**. For completeness and the avoidance of any doubt; the land identified in the response being shaded red and to the west of Laird's way is that which is in the ownership of YLL. We also consider it prudent to note at this point that SYPTE's consultation response to the Councils Mr Smith was sent circa **six months** prior to SYPTE making first contact with YLL, regarding its identification of the site via a programme of Improvements to Railway Stations in South Yorkshire, for the development of a Transport Interchange.

At a local level in Penistone, we are advised that strong support for the delivery of a comprehensive Transport Interchange scheme is maintained by the elected Councillors representing both Penistone East and West wards on the Barnsley Borough Council, by Penistone Town Council and by many members of the public.

YLL have also obtained a copy of a letter dated 22 October 2013 by the Leader of BMBC (Councillor Sir Stephen Houghton CBE) whom writing in response to a letter by a local citizen, confirms his support and encouragement for the Highways Department and South Yorkshire Passenger Transport Executive to provide infrastructure improvements in Penistone. Councillor Sir Houghton's letter is attached at **Appendix 21** and we note that it was copied to the Councils Planning, Transportation and Environmental Services Departments and to SYPTE. Indeed, the Leader makes clear in his letter that:

*"I will pass copies of your correspondence onto the planners so that they can give appropriate consideration and also to the Highways Department and South Yorkshire Passenger Transport Executive as you will appreciate that the provision of a rail station goes*

*under their remit, but I am happy to support and encourage them to provide improvements to Penistone as and when resources allow.” (Our Emphasis)*

The Leaders statement accords with paragraph 9.131 (page 101) of the adopted Core Strategy which (as set out above) identifies that the Council will explore the potential for developing local public transport interchanges in the Principal Towns **in partnership with the South Yorkshire Passenger Transport Executive**. Considering both the Leader’s comments and the content of SYPTE’s letter to the Council date 8 May 2013, attached at Appendix 20, it is frankly incomprehensible that the Council have **failed to identify, safeguard and promote/support the development of the Transport Interchange in any way** via its emerging Local Plan at the land in YLL’s ownership adjacent to the station, which SYPTE (as one of the Councils key Transport Infrastructure Partners and the driving force behind the development of public transport in South Yorkshire) have specifically identified is needed and are therefore keen to develop with a Transport Interchange at the earliest opportunity. We refer you again to Appendices 19 and 20 of this report (as referenced above) which substantiate SYPTE’s strong desire for a Transport Interchange facility on the land in YLL’s ownership adjacent to the Station.

## 8. **TOURISM**

Paragraph 7.81 (page 46) of the Councils adopted Core Strategy sets out that CSP 20 seeks to promote tourism and encourage the growth and development of cultural provision and tourist related development in rural areas such as Penistone.

Paragraph 5.56 (page 32) of the publication draft Local Plan identifies that the Council want Penistone to be the main local focus for development in the Borough’s Rural West, facilitating its renaissance as a market town and maximising its tourism role, whilst Policy E7 (page 66) of the publication Draft Local Plan confirms that the Council will promote tourism and encourage the growth and development of cultural provision. The supporting paragraph 8.31 (page 67) also recognises that the future development of tourism is an important issue in both urban and rural areas, stating that **Tourism has an important role to play in Barnsley’s economy**:

*“...We want to build on the existing tourism potential of current attractions and others close to our borders and to **support and explore all opportunities to improve existing destinations and create new tourism and cultural attractions**. We need to build on the legacy of the Tour de France and **maximise use of key assets in the Borough such as the Trans Pennine Trail**.” (Our Emphasis)*

Paragraph 8.34 (page 67) of the Publication Draft Local Plan states that in order to maximise

the benefits of tourism to rural economies, it is important to locate new tourism development in locations where visitors to such attractions can help to support local shops and services.

As can be seen from the photographs at **Appendix 22**, direct access to the Trans Pennine Trail is available from the station platforms.

The Tourism section of the Penistone Community Led Plan identifies that responses to a survey on suggested improvements to best cater for tourism within the Penistone Area include better public toilets, tourist information and public transport. Once again, the issue of car parking attracted numerous comments including; *“more car parking for special events”* and *“sort out parking at station”*. Importantly, the first ‘Action’ identified in the Parking Section of the Community Led Plan (Page 35) is to *“Review the provision of a dedicated rail station interchange, including increased parking”*. In this regard, we attach at **Appendix 23** an article entitled ‘Pensioners Hit by Parking Clampdown at Railway Station’ which featured in the Barnsley Chronicle (Penistone Edition) on Friday 27 November 2015.

In recent years BMBC along with Penistone Town Council and many other community groups have worked hard to improve Tourism in and around the area. However, for those members of the public attending events held in and around Penistone, the lack of car parking in the Town continues to be a major issue, as is identified within the Parking Section (page 34) of the Community Led Plan. Furthermore, everyone currently travelling to and from Penistone by rail must surely be very disappointed with the total lack of even basic supporting facilities at station, including (and perhaps most importantly) public toilets, surely a 21<sup>st</sup> century necessity.

We attach at **Appendix 24** an article entitled ‘Rural Areas Miss Tourism Boom, MP’s Told’ referencing comments made by Sir Gary Verity CBE (the Chief Executive of Welcome to Yorkshire) amongst others, which featured on the front page of the Yorkshire Post on Thursday 17 November 2016.

As matters presently stand, the Station is a drab and uninviting gateway to the town and on first impression does not reflect what Penistone truly has to offer; several photographs illustrating the present derelict nature of the land in YLL’s ownership adjacent to the station on which the Transport Interchange is proposed are attached at **Appendix 25**.

As part of the proposed regeneration of YLL’s site adjacent to the station with Transport Interchange use, there is the real possibility that additional ancillary facilities could also be provided, including such things as a Tourist Information Centre (helping to promote tourism in accordance with Council Policy), Newsagents, Cafe/tearoom, Waiting areas and

Public toilets. As the proposed site is located in very close proximity to the Trans Pennine Trail (**recognised by the Council as a key tourist attraction**) we strongly believe that these valuable community facilities could be viably supported by the private sector. Furthermore, In addition to standard car parking, it may also be possible to provide **coach parking** to cater for those visitors travelling to the town by coach from out of the area to attend local functions, such as amateur theatre productions and music events, which are often held at Penistone Paramount (close to the centre of the Town) where no such dedicated coach parking is currently available.

During 2014, YLL acquired and put into storage as a community gesture, at its own expense, the large and imposing stone facade entranceway to the former Fulford Building of Penistone Grammar School which had remained in place for circa 100 years but was destined to be crushed for hardcore (as the building was in the process of being demolished for housing) with the intention of having the feature form a prominent entranceway to a new tourist information building as part of the proposed Transport Interchange Development, thereby maintaining a link to an important historical structure of local importance and in the memories of many local residents whom attended the school as children. Two photographs of this stone entranceway facade are attached at **Appendix 26**, whilst three articles which featured in the Barnsley Chronicle in the run up to the Fulford building being demolished during 2014, which serve to demonstrate the public affection for it, are attached at **Appendix 27**.

## **9. COMMUNITY INFRASTRUCTURE LEVY**

As part of its emerging Local Plan BMBC has proposed to introduce Community Infrastructure Levy (CIL) on new housing developments in the Borough as a mechanism to raise funding which will then be used to deliver infrastructure. We therefore believe that it would be wholly acceptable for the Council to utilise CIL funding which would arise from YLL's proposed housing sites in Penistone and Oxspring, to maximise the provision of tourism facilities alongside a comprehensive Transport Interchange development on the Land currently in YLL's ownership adjacent to the Station, working to enhance infrastructure and boost Tourism in Accordance with its Planning Policy. Utilising the CIL funding in this manner would importantly assist the Council in achieving its objective to maximise opportunities to lever in investment and support growth, delivering infrastructure in tandem with new development and to deliver upon its policies of improving the travelling experience, promoting sustainable transport, which will ultimately help to improve the percentage of Barnsley's workforce travelling by rail from a disappointing 1% currently, compared with 4% nationally.

The very important matter of funding the proposed Transport Interchange project is

addressed within three separate letters dated 4 and 10 April 2015, attached at **Appendices 28, 29 and 30** of this report, which were sent by Mr David Walton of Walton and Co (Planning Lawyers) to the Councils (then) Head of Planning, Mr Stephen Moralee.

## **10. THE PRESENT POSITION**

We are advised by the Councils Head of Planning (Mr Joe Jenkinson) that the Publication Version of the Barnsley Local Plan will be submitted to the Secretary of State by 16 December 2016 for its assessment prior to an examination in public, which is currently scheduled to take place during April/May of 2017. Crucially however, this advanced version of the Local Plan fails to identify whatsoever the need for and importance of the construction of a Strategic Transport Interchange in Penistone, which can be made viable by YLL on land in its ownership adjacent the station, despite the various high level meetings and correspondence which has been submitted professionally to Senior Council officers and officials including the Leader (Councillor Sir Stephen Houghton CBE), Chief Executive (Mrs Diana Terris) and Development Directors (Mr Matt Gladstone and David Shepherd).

We attach at **Appendix 31** one very important letter which was sent on behalf of YLL to the **Councils Chief Executive (Mrs Diana Terris)** and copied to the Leader on 13 August 2014 (over two years ago) which sets out YLL's disappointment with the Councils handling of the proposed Transport Interchange Scheme; most unsatisfactory considering that the **Leader of the Council (Councillor Sir Stephen Houghton)** confirmed his support for infrastructure improvements in Penistone within his letter in response to a local resident dated 22 October 2013 (referred to above and attached at Appendix 21) which was copied to SYPTE along with the Councils Planning and Transportation Departments **some 10 months prior** to the letter sent on behalf of YLL to the Chief Executive.

No fewer than fifteen detailed representations including reference to the opportunity for the development of a comprehensive Strategic Transport Interchange Scheme on YLL's land adjacent to the station have been submitted by YLL to the various consultations held by the Council throughout the Development Plan preparation process. YLL's land unambiguously represents the **only suitable area** on which to accommodate the Transport Interchange identified to be required in previous documentation by BMBC, Penistone Town Council and SYPTE, much of which has been highlighted in this letter.

We believe that paragraphs 1.1 and 1.3 of SYPTE's consultation response to the councils Group Leader (Outer Team) of Development Management, Planning and Transportation

(Mr Matthew Smith) dated 8 May **2013** (attached at Appendix 20) best summarise SYPTE's strong aspirations for the development of a Transport Interchange on the land in YLL's ownership adjacent to the station:

**Paragraph 1.1**

*... SYPTE has strong aspirations to build an extension to the existing car park at Penistone station which is currently operating significantly above capacity...*

**Paragraph 1.3**

*...The area to the west of Lairds Way is the ideal location for station related car parking as it remains close to the station platforms and utilises land suitable for this kind of development.*

*...SYPTE requests that upon the approval of this application, regard is given to the future safeguarding of the red area shown on the map for a future Park and Ride scheme.*

YLL met at the site with its planning consultant Mr Paul Butler (PB Planning), SYPTE's Principal Project Manager (Mr Gavin Bland) and Planning Officer (Mr Andrew Fosbueary) on Thursday 03 November 2016, where Mr Bland reiterated that SYPTE remains committed to seeing the delivery of a Strategic Transport Interchange on the site at the earliest opportunity.

Mr Bland also informed YLL and Mr Butler that he had recently met with senior officers of BMBC at the Councils offices at Westgate Plaza to discuss a number of various transport issues across the Barnsley Borough, where the Head of Planning (Mr Joe Jenkinson) made known in relation to Penistone, that he didn't feel a Transport Interchange at the Station was necessary. This is despite a collective opinion to the contrary.

## **11. CONCLUSION**

Taking all of this factual content into consideration, it is incomprehensible that the opportunity of this enabling facility, arising from new housing development, which would align with the Councils desire to deliver infrastructure in tandem with new development whilst achieving the aspirations and recognised requirement of SYPTE and others for a Transport Interchange and greatly assist the Council in achieving its tourism aspirations, is

not being grasped and supported by the Council.

The Councils Adopted Economic Strategy clearly recognises the need to do more in supporting the transition to a more private sector led economy and accommodate a step change in delivery, capitalising on all opportunities.

This real and incredible opportunity for Penistone will be lost forever should YLL decide to develop its land adjacent to the station for residential purposes within the remit of it being a dilapidated Brownfield site designated as Urban Fabric within the adopted development plan and adjoining the Railway Station serving the whole of the Penistone Principal Town. **Certainly, if the site is not required by the Council for the development of a comprehensive Transport Interchange**, especially considering that the site has not been considered nor identified for such a use by the Council as part of the Barnsley Local Plan preparation process; **it provides an ideal and highly sustainable location for housing in accordance with both Local and National Planning Policy.**

December 2016

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