

For publication

Chesterfield Station Master Plan – Approval of draft for Consultation

Meeting:	Cabinet
Date:	2 nd February 2021
Cabinet portfolio:	Leader Economic Growth
Directorate:	Economic Growth

1.0 Purpose of report

- 1.1 To seek approval for the Draft HS2 Chesterfield Station Master Plan (The Master Plan) and supporting material for consultation.
- 1.2 To seek approval to commence a public consultation on the Draft HS2 Chesterfield Station Master Plan from Monday the 8th February 2021 for a four week period.
- 1.3 To seek approval for the Director of Economic Development to amend the Draft Chesterfield Station HS2 Master Plan (The Master Plan) following consideration of responses to public consultation and finalise it with a view to bringing it back to Cabinet for consideration as a revised final version with a view to it being adopted.

2.0 Recommendations

- 2.1 That Cabinet agree the draft Master Plan and the associated supporting material for public consultation.
- 2.2 That the Director of Economic Development has delegated authority, in consultation with and with the agreement of the Executive member for Economic Growth, to make minor amendments and corrections to the Draft Master Plan and associated supporting material to make it ready for public consultation.
- 2.3 That following consultation the Director of Economic Development has delegated authority to review the draft masterplan in the light of

comments received and amend it with a view to reporting back to Cabinet on the consultation with a finalised masterplan for adoption.

2.0 **Background**

- 2.1 *The draft Master Plan is attached to this report as Appendix A and the draft consultation plan is attached at Appendix B.*
- 2.2 Since the proposals for a HS2 route which include at least a one hourly stopping service at Chesterfield Station the Chesterfield Council has been working to try and make the most of the likely economic benefits of HS2.
- 2.3 Regionally work has also been carried out to this end and the East Midlands HS2 Growth Strategy published in 2017 sets out how HS2 could benefit the economy of the region and what needs to be done to realise such benefits. Two key elements of the EM HS2 Growth Strategy are the construction of an Infrastructure Maintenance Depot at the former Staveley Works site and the regeneration of Chesterfield station and an area around the station, with the provision of a Link Road between Hollis Lane and Brimington Road.
- 2.4 Chesterfield Borough Council has been actively seeking to achieve the aims and objectives of the East Midlands HS2 Growth Strategy since 2017, including through the preparation of a station masterplan to help co-ordinate public and private investment in the station area.
- 2.5 Funding for regeneration at and around the Station and the preparation of a masterplan has been obtained by Chesterfield Borough Council and Derbyshire County Council through both the Sheffield City Region (SCR) and East Midlands (D2N2) Local Economic Partnerships. The element of this funding which is being used to create a masterplan has a spending deadline of the end of March 2021.
- 2.6 A masterplan for the station area has been under development since 2017, when consultants AECOM were appointed to prepare a 'Development Vision' which in turn led to the production of an Investment Strategy by the consultants Cushman and Wakefield alongside a more detailed draft masterplan by their associate Whittam Cox Architects in 2019 with a view to securing further funding. The draft master plan was endorsed by the Chesterfield and Staveley HS2 Delivery Board in 2019. However, concurrently with the adoption of new statutory Local Plan the assumptions made in the 2019 draft masterplan were

reviewed early in 2020 in a process involving key stakeholders and this identified a need for further evidence. Local Plan Policy SS7 sets out the Council's intention to prepare a masterplan or development framework to maximise the regeneration benefits of future HS2 services and conventional rail services utilising the station, and sets criteria against which new development should be assessed

- 2.7 Since September 2020 Chesterfield Council has progressed necessary further evidence for the masterplan and also at the same time prepared a draft masterplan for consultation, working in collaboration with Derbyshire County Council using the consultants AECOM and Whittam Cox Architects. It is now at the stage where public consultation is necessary before the masterplan goes any further. The funding deadline has meant a rapid production of a draft masterplan document over a period of six weeks, a process that ideally take several months. However, Derbyshire County, Network Rail, East Midlands Railway and HS2 Ltd have been involved in the preparation of evidence for the draft masterplan.
- 2.8 There is now a need to undertake public and wider stakeholder consultation to get a broader range of input, with a view to considering responses and preparing a final version for adoption before funding expires at the end of March 2021.
- 2.9 It is not intended for the masterplan to be part of the statutory development plan (the legal plan against which town and country planning decisions are made). However, the masterplan will carry weight in planning decisions including those relating to land assembly and planning applications, should it be adopted following consultation and finalisation. It will also provide the basis for planning guidance and will show how public and private investment can be co-ordinated in the area.
- 2.10 **Master Plan**
- 2.11 The following includes summaries of elements of the draft masterplan but is not a substitute for reading the masterplan as a whole and its supporting evidence.
- 2.12 Main Drivers of Change
- 2.13 Whilst the economic growth anticipated by HS2 has been a significant driver and is the reason behind funding to create and implement a

masterplan, the draft masterplan seeks to co-ordinate public and private investment in a way that tries to achieve a broad range of economic, social and environmental aims and objectives working within the parameters set by the Local Plan. It sets out proposals that could be implemented independently of HS2 if necessary.

- 2.14 The station area is recognised to have the potential for positive physical change to bring not just wider benefits to the economy of the borough but also to improve other aspects of how the place functions environmentally and is experienced. The draft masterplan is intended to show how the opportunities identified by past and present town centre masterplans and Local Plans can be taken, within the context of an anticipated growth in passenger numbers and enhanced rail services and the challenge posed by climate change.
- 2.15 The Masterplan Evidence
- 2.16 The masterplan uses an evidence base which includes work dating from 2017 to current date and this encompass work carried out to directly deliver the East Midlands HS2 Growth Strategy. Most recently in autumn/winter 2020 further evidence has been developed within the parameters set by a draft masterplan framework (vision, aims, objectives and design principles), this framework having been created by a scoping exercise involving a range of stakeholders.
- 2.17 The further evidence developed in late 2020 includes an Integrated Transport and Accessibility Study and Public Realm Strategy. Given tight timescales this evidence work has been produced to a greater degree concurrently with the development of a draft masterplan by Whittam Cox Associates, with co-ordination being carried out between the consultants tasked with each element of work.
- 2.18 This recent evidence underpins the masterplan by providing a recommended layout for walking, cycling and motorised transport infrastructure, combined with an indicative design. The draft masterplan for consultation builds on this recommended layout and design and reflects the consultant's recommendation as to how best improve accessibility for all modes of transport whilst meeting the operational requirements of Network Rail and East Midlands Railway
- 2.19 Derbyshire County Council Highway Officers have been involved in the preparation of the integrated transport and accessibility study and to

date at an officer level have raised no fundamental concerns at the layout and design recommended by the transport consultants.

2.20 The Draft Masterplan

2.21 The draft masterplan sets out the strategy and policy context within which it has been prepared, and describes how the plan has been developed from the draft vision, aims, objectives and design principles and underpinning evidence, in light of an urban design analysis of the area which includes the identification of constraints and opportunities.

2.22 Key notable suggested proposals in the draft masterplan upon which views are sought during consultation include:

- New developable plots to accommodate a mix of uses with the potential to generate at least 853¹ jobs.
- Closure of the A61 on-slip road
- A new station link road (a through route) between Brimington Road and Hollis Lane with a new lay by bus stop (north bound).
- A new public 'boulevard' for pedestrians and cyclists (with an element of segregated cycle lanes) leading from the station to Corporation Street, crossing over the new link road via a 'toucan' crossing.
- Replacement of the existing A61 bridge between the station area and corporation street with a new wider bridge (positioned to the south side of the existing bridge which would be demolished) incorporating a segregated cycle route.
- Limiting vehicular access to Corporation Street to improve accessibility for pedestrians and cyclists.
- A 'travel hub' including a 550 space multi-storey car park and space to accommodate a new cycle hub.
- A layout that has the potential for bigger, better natural habitats including more tree planting than existing.
- A new station forecourt to accommodate buses, coaches, taxis and a drop off/collection point.
- A repositioning of the cycle link from the south and its continuation to Crow Lane.

2.23 The masterplan also includes an outline phasing plan which in summary shows:

¹ Calculated as part of successful funding bids for the East Midlands Local Growth Fund

- 2.24 Phase 1: Provision of the new link road and associated cycle infrastructure.
- 2.25 Phase 2: New station forecourt and removal of the A61 on-slip road.
- 2.26 Phase 3: Public Realm (plot A) outside the station, Travel hub (including MSCP) and new pedestrian and cycle bridge to Corporation Street.
- 2.27 The phasing plan is by necessity outline at this stage for consultation and serves to assist in understanding how and when the broad components of the masterplan can happen in a reasoned order. Following consultation, a more detailed phasing plan can be developed around the need to maintain the continuity of operations at the railway station and meet public funding obligations.
- 2.28 Some parts of the masterplan area could be developed outside of this phasing, for example the Chesterfield Hotel site could be developed independently and the Jewsons Builders' yard (subject to allowing space for the approved layout of the first phase of the Link Road). The remaining plots to the southern end of the site, identified for predominantly commercial development, could be brought forwards following construction of the Link Road and re-provision of relevant parking.
- 2.29 Next Steps following consultation
- 2.30 The responses from the consultation will be summarised and used to review the masterplan. The intention is to carry out this process as soon as is possible during March 2021 with a view to creating an amended final masterplan, which can be reported back to Cabinet alongside a consultation statement with a view to adoption.
- 2.31 Once the masterplan is adopted the process of preparing a Supplementary Planning Document (SPD) containing planning guidance which builds on the masterplan, can begin. However, in light of the Government's intentions to change the planning system there is currently a degree of uncertainty as to whether or not the option of an SPD will be available or most appropriate, and it may be that other new options will exist to provide planning guidance.

Strategic Environmental Assessment and Appropriate Assessment

2.32 The masterplan has been prepared as a non-statutory document and has been subjected to a Strategic Environmental Assessment screening (SEA). The screening concluded that SEA is not required. The masterplan has also been subjected to a screening against the Habitats Regulations to see if an 'Appropriate Assessment' (AA) is necessary. The screening concluded that Appropriate Assessment is not necessary.

3.0 **Human resources/people management implications**

3.1 Additional staff and member time will be needed to assist with the consultation and following this the review and finalisation of the masterplan.

4.0 **Financial implications**

4.1 The council has already in place external funding to carry out the proposed consultation, post consultation review and finalisation of the masterplan. This funding has been provided by the East Midlands Local Economic Partnership (D2N2) and expires at the end of March 2021.

4.2 The D2N2 funding being used for the masterplan is linked to other related work and projects for which the Chesterfield Borough Council and Derbyshire County Council are under contractual funding obligations to show that the following has been completed by the date specified:

- Indicative design for phase 2 of the station link road (Hollis Lane Link Road) by March 2021
- Design of a new bridge over the A61 by March 2021
- Completion of a public realm strategy for the station area by March 2021
- Construction of phase 1 of the station link road (Hollis Lane Link Road) by early 2022.
- Design (indicative) of phase 2b of the station link road (Hollis Lane Link Road) by March 2021
- Provision of 553 jobs through the development of plots C1, C2 and G by 2028.
- Provision of 100 jobs on plot E by 2026 and a further 200 jobs within the station masterplan area by 2030.

5.0 **Legal and data protection implications**

- 5.1 The masterplan has been screened and neither a full Strategic Environmental Assessment nor Appropriate Assessment are considered necessary at this stage. The screening statement must be consulted upon alongside the masterplan document.
- 5.2 The masterplan is a non-statutory document and so it means that the land affected will not fall within the specified descriptions of 'blighted land' in Schedule 13 Town & Country Planning Act 1990 as amended by the Planning & Compulsory Purchase Act 2004.
- 5.3 Those providing comments on the masterplan during public consultation will be made aware that their names and comments will be publicly available. However, information such as email addresses, signatures and addresses will be redacted on any documents made visible online. The details of those making comments and responses made will be retained by the Council for no more than 3 years after which they will be destroyed.

6.0 **Consultation**

- 6.1 The draft Master Plan will be the subject of a minimum of four weeks public consultation between the 8th February and the 8th March 2021.
- 6.2 Appendix 2 contains an outline consultation plan. The consultation will take place between the 8th February and the 8th of March 2021.
- 6.3 The intention is to seek the opinions of a range of people including the public, business owners, station users, landowners and statutory bodies such as Historic England and Derbyshire County Council on the suggested proposals in the masterplan. Key stakeholders will be notified of the publication of the cabinet report and papers and this includes nearby residents, landowners and those previously engaged in reviewing the masterplan and its underpinning evidence.
- 6.4 Given uncertainty over the likely risk posed by the COVID19 pandemic, currently the plan is to carry out an online consultation using a 'virtual' exhibition room hosted by the consultants AECOM. The Council will provide a webpage with an introduction and explanation of the consultation process, and a link to a 'virtual' exhibition room. A link will also be provided to a webpage containing the supporting evidence base for the masterplan.

- 6.5 The virtual exhibition room is depicted on screen with exhibition boards to browse, and when these exhibition boards are 'clicked' a document or image will open. A frequently asked questions sheet will be available and a response form with fixed questions and an open text response box. An email address will be provided by the Council to allow people to ask questions and received a response from the project team.
- 6.6 Requests for hard copies will be dealt with as and when these come in through the CBC customer contact centre to ensure that the digitally excluded and those needing reasonable adjustments can view the documents and respond.
- 6.7 Responses will be collected and summarised by the consultants AECOM in line with data protection regulations and provided to CBC so that these can be used to review the draft masterplan and also be reported back to Cabinet.
- 6.8 Members may be aware that Derbyshire County Council intends to consult on proposals for enhancing the cycle network within Chesterfield at a similar time to the masterplan consultation. This includes the retention of highway restrictions on Crow Lane as part of a project receiving funding from the national Active Travel Fund.

7.0 **Equalities Impact Assessment (EqIA)**

- 7.1 An EqIA has been undertaken. The report indicates that there are mostly no anticipated negative impacts of the plan with the exception of disabled parking spaces being further from the station. However, likely mitigation includes increased amount of disabled parking provision and improved approaches to and from the station especially in relation to the town centre. It should also be borne in mind that the masterplan will not be a statutory plan and so any specific development proposals within the station area will need to meet the requirements of Local Plan policies including policy CLP 20 which requires development to be designed to be adaptable and accessible to all users.

8.0 **Health Impact Assessment (HIA)**

- 8.1 A desktop health impact assessment has been carried out using a rapid health impact assessment tool published by the NHS London Healthy Urban Development Unit. Given the non-statutory status of the masterplan it is not thought to be necessary to carry out a more in-depth

assessment. Although the high level nature of the masterplan means that not all areas can be assessed at this stage, the overall outcome shows a positive or neutral outcome in most areas of assessment. The only potential negative relates to disabled parking, which is addressed further in paragraph 7.1, above.

9.0 Risk Management

Description of the Risk	Impact	Likelihood	Mitigating Action	Impact	Likelihood
Objections received to masterplan through consultation	Medium	High	Objections assessed, considered and reported in preparing revised plan	Low	Medium
Masterplan is not approved for consultation – council does not meet D2N2 funding deadlines.	High	Low	The masterplan has been prepared using evidence, involving key stakeholders and is a non-statutory document.	High	Low
HS2 phase 2b does not proceed – reduced investment prospects	Medium	Medium	The masterplan is a relevant and appropriate vision for co-ordinating regeneration and private and public investment in the station area regardless of the success or otherwise of HS2.	Low	Low

10.0 Recommendations

- 10.1 That Cabinet agree the draft Master Plan and the associated supporting material for public consultation.
- 10.2 That the Director of Economic Development has delegated authority, in consultation with and with the agreement of the Executive member for

Economic Growth, to make minor amendments and corrections to the Draft Master Plan and associated supporting material to make it ready for public consultation.

10.3 That following consultation the Director of Economic Development has delegated authority to review the draft masterplan in light of comments received and amend it with a view to reporting back to Cabinet on the consultation with a finalised masterplan for adoption.

11.0 **Reasons for recommendations**

11.1 To allow consultation to be undertaken on the draft Master Plan in accordance with the Council's published Statement of Community Involvement and Communications and Engagement Strategy.

11.2 To allow for minor amendments in the event of further information coming forwards.

11.3 To allow the production of a final version of the masterplan following consultation with a view to bringing it back to Cabinet for adoption.

Decision information

Key decision number	870
Wards affected	All

Document information

Report author	
<i>Antony Wallace – Principle Planning Officer, Strategic Planning and Key Sites Team, Economic Growth</i>	
Background documents	
These are unpublished works which have been relied on to a material extent when the report was prepared.	
<i>This must be made available to the public for up to 4 years.</i>	
Appendices to the report	
Appendix A	Draft Chesterfield HS2 Station Masterplan
Appendix B	Outline Consultation Plan
Appendix C	Preliminary Equalities Impact Assessment
Appendix D	SEA and HRA Screening
Appendix E	Desktop Health Impact Assessment
Appendix F	Schedule of supporting evidence to be published during the consultation