

Network Space Developments Ltd

Shaw Lane, Carlton

Planning Statement

Revision B February 2022



Revision Record

Revision Reference	Date of Revision	Nature of Revision	Author	Checked By
A	01.02.2022		HL	HR
B	01.02.2022	Client Amends	HR	HR

Report Author	Hannah Langler
Report Date	February 2022
Project No.	3921
Document Ref.	P0-TP-SPA-RP-P3921-0011
Revision	B

Contents

1.	Introduction	4
2.	Site Context and Development Proposals	5
	Development Proposals	8
3.	Relevant Planning History and Designations	12
4.	Stakeholder Engagement Summary	14
	Overview	14
	Engagement Objectives	15
	Engagement with the Local Planning Authority and Statutory Bodies	15
	Statutory Body Engagement	19
	Community Engagement	20
5.	Statutory Policy Context and Other Relevant Policies	24
	Statutory Development Plan	24
	National Planning Policy Framework (The Framework)	28
	Other Relevant Policies	32
6.	Reasoned Justification for Proposed Development	39
	Principle of Development	39
	Highways and Transportation	42
	Design	44
	Built Heritage and Archaeology	46
	Other Material Considerations	48
	Ground Conditions	48
	Flood Risk and Drainage	49
	Ecology	50
	Noise	52
	Air Quality	53
	Arboricultural Survey	54
	Sustainability	55
	Planning Balance	57
	The Balance	61
7.	Section 106 Heads of Terms	62
	Affordable Housing	62
	Education	62
	Public Open Space	63
	Highways	63
8.	Summary and Conclusions	64

I. Introduction

- I.1. Spawforths have been instructed by Network Space Developments Ltd (referred to hereafter as Network Space) to prepare and submit an outline planning application for Land to the North of Shaw Lane Site, located off Shaw Lane, Carlton. The proposal comprises:

Outline planning application for up to 215 dwellings with associated car parking/garages, landscaping, public open space including both equipped and non-equipped areas of play, SUDS and drainage, with details of a new vehicular access onto Shaw Lane. All other matters reserved.

At Land to the North of Shaw Lane, Carlton, Barnsley

- I.2. The Applicants have taken professional advice from a development team and supplementary information has been prepared in support of the application by the following consultants. This Statement should be read in conjunction with these reports.

- Spawforths - Planning Statement
- Spawforths – EIA Screening Request
- Spawforths – Indicative Masterplan and Design and Access Statement, including Design Code Compliance Statement
- Tetra Tech - Flood Risk Assessment and Drainage Strategy
- Tetra Tech - Ground Investigation Report
- Rachel Hacking Ecology – Ecological Phase I Habitat Survey
- Tetra Tech – Tree Survey Report
- Pell Frishmann - Transport Assessment and Travel Plan
- Tetra Tech - Noise Assessment
- Tetra Tech – Air Quality Assessment
- Wardell Armstrong – Archaeological Desk Top Study
- Tetra Tech – Sustainability Statement

2. Site Context and Development Proposals

- 2.1. The Site is located to the north east of Barnsley, to the east of Carlton, and forms part of mixed use allocation MU3. The Site is accessed via Shaw Lane, which leads to the A628, to the east of the Site beyond the disused railway line, providing excellent transport connections to Shafton, Brierley, Hemsworth, with the A1 to the east, and Barnsley to the south.



Figure 1 – Site Location Plan

- 2.2. The Site is within walking distance of bus services, with bus stops located on Fish Dam Lane, Royston Road/Church Street (Route 57/59), and B6132/Carlton Road (Route 193), connecting Carlton to the surrounding area including Barnsley Town Centre, Shafton, Cudworth,

Royston, and Wakefield. The Site within walking distance of a range of local services including schools (Carlton Primary Academy, Outwood Academy Carlton), community facilities, local shops, and employment opportunities (including Premier Foods, Ardagh Glass off Fish Dam Lane, and Carlton Road Industrial Estate, located to the south west of the Site).

- 2.3. The Site benefits from being in close proximity to a Public Right Of Way network. With Bridleway No. 30 located to the west of the Site, along the Barnsley Canal, and Footpath No. 31 to the south of the Site. This Bridleway, along the Barnsley Canal connects to the wider network, including Bridleway No. 17 and No. 28, and Footpath No. 24 and No. 25. These provide opportunities for both active travel and recreation.
- 2.4. The Site is approximately 7.57 hectares in extent, and is currently used as agricultural land along with areas of marshland. The Site is relatively level. Shaw Lane forms the southern boundary to the Site, and is bounded to the east by the embankments to the disused railway line. Agricultural land forms the northern and western boundaries to the Site. The Barnsley Canal lies outside the Site boundaries, to the west of the Site, with Carlton Park and Carlton beyond. To the east of the railway embankment are a variety of industrial/sui generis uses, including metal recycling, and building supplies. Land to the south and north forms part of the wider allocation MU3.



Figure 2 -Site in the Context of MU2 and MU3 Masterplan Framework

Development Proposals

2.5. The application proposal is described below:

***“Outline planning application for up to 215 dwellings with associated car parking/garages, landscaping, public open space including both equipped and non-equipped areas of play, SUDS and drainage, with details of a new vehicular access onto Shaw Lane. All other matters reserved.*”**

At Land to the North of Shaw Lane, Carlton, Barnsley”

2.6. The proposal is for high quality residential development, comprising up to 215 dwellings, in a range of house types, 10% of which are proposed to be affordable, with associated car parking, garages, access, landscaping, open space, and drainage provision, with all matters reserved except for details of access.

2.7. Vehicular access to the Site will be taken from the south, from a new junction with Shaw Lane. The access from Shaw Lane allows the Site to come forward independently of the wider allocation, ensuring the Site is capable of making a meaningful contribution to the five year supply. The access and internal road layout and hierarchy, will enable access into the wider allocation.

2.8. The Indicative Masterplan and Parameters Plan acknowledge the Council’s ambition to deliver a relief road from Lee Lane, Royston to the A628 via Carlton. The route of the relief road includes a section within the northern part of MU3, through the Site, and a section to the northwest of MU3, located within the Green Belt. The Land Use Plan, safeguards a route through the Site, which will facilitate the delivery of the Northern Vehicular Movement Link, subject to the demonstration of need, viability and deliverability, and release of land from the Green Belt.

2.9. Parking will be provided based on Barnsley Metropolitan Borough Council’s standards for residential car parking and garages, as provided in the Parking SPD.

2.10. Public Open Space, including a Locally Equipped Play Area (LEAP) will be provided within the Site, the Indicative Masterplan locates this centrally within the wider allocation to the north of Shaw Lane, enabling the LEAP to benefit the wider allocation. Further informal play space

will be located centrally within the Site, an informal landscaped area, including SuDs will be located at the south of the Site along the southern section of the access Road, and with an area of greenspace incorporating the proposed SuDs pond to the south eastern corner of the Site. The overall provision will be consistent with the achievement of at least 15% of the Gross Site Area. Where practicable Street Trees will be planted along the new road within the public open spaces, and along some of the internal residential streets, within the public open spaces, ensuring that the trees have sufficient space to grow.

- 2.11. The Indicative Masterplan identifies a wildlife corridor to the southern boundary of the Site, supporting the retention of the existing boundary hedgerow where possible, some removal of the vegetation will be necessary to facilitate the access to the Site. A wildlife corridor will be supported along the eastern boundary of the Site, development will be set back from the eastern boundary in order to respect the appropriate root protection zones around identified trees.
- 2.12. The indicative Masterplan demonstrates that linkages to the wider PRow network can be created, with new links to and through the land to the west, providing scope for access to the Canal. Two links are proposed through the public open space to the north western corner of the Site. A new pedestrian cycle path is proposed to the south of the Site, along Shaw Lane, set back from the existing hedgerow, facilitating access to the wider PRow network, and providing a safer route along Shaw Lane for pedestrians and cyclists.



Figure 3 – Illustrative Masterplan

- 2.13. A Parameters Plan can control key design features and elements of the layout proposal that are not submitted in detail as part of the outline. For this scheme, this includes the areas of high and medium density, open space, the route for the primary street and the approximate location of the LEAP, along with works to hedgerow and trees. Future detailed Reserved Matters submissions will be made in accordance with these parameters.
- 2.14. These are detailed on the following plan:

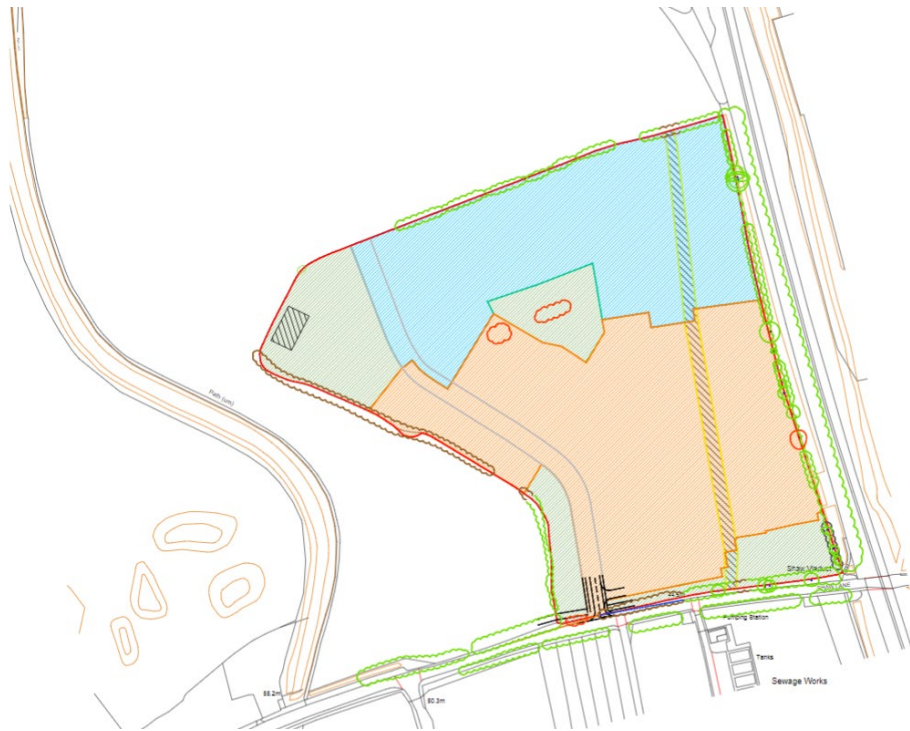


Figure 4 – Parameter Plan

2.15. The following table summarises the details of the Site proposals as per the Parameters set for the Proposed Development:

Land Use	Area (HA)	Area (Acres)	Number of Homes	Density (DPH)	Area (%)
Residential (Medium Density)	2.46	6.07	82	33.4	32%
Residential (High Density)	3.28	8.10	133	40.6	43%
POS inc Local Area of Equipped Play	1.14	2.82			15%
SUDS	0.293	0.72			4%
Infrastructure (Primary Road)	0.402	0.99			5%
TOTAL	7.57	18.71	215		

Figure 5– Use and Amount of Proposed Development

3. Relevant Planning History and Designations

3.1. A review of the Local Authority’s website reveals that the Site has a limited planning history. This is summarised within the table below:

Application Ref.	Description of Development	Site Address	Decision
B/89/0975/BA	Landfill Site (Tipping of inert excavation wastes)	Land at Shaw Lane, Carlton	Refused 15/03/1990
B/82/1371/HR	Deposit of waste material and construction of temporary garage	Cudworth Junction, Royston (pin point within Site)	10/12/1982
B/77/0230/BA/EL	Proposed 11,000 volt overhead lines consisting of 3 conductors supported on wood poles	Monkton and Carlton	Approved 28/04/1977

Figure 6 – Planning Application History

3.2. Figure 7 below identifies relevant planning considerations connected to the Site and the application proposals including conservation areas, listed buildings, ancient monuments, tree protection orders (TPO) SSSI's, floodplain / flood risk zones, air quality management areas and ecology designations.

Planning Designations / Considerations	Site Address / Proximity to the Site
Conservation Areas	The Site is not within or adjoin a Conservation Area. Carlton Conservation Area is located to the west of the Site, with intervening development between the Site and the Conservation Area.
Listed Buildings	None on the Site.
Ancient Monuments	None on the Site.
Archaeological Sites	None on the Site.

Planning Designations / Considerations	Site Address / Proximity to the Site
Tree Preservation Orders	None on the Site.
SSIs/SSSIs	The Site is not within a SSSI. The Deane Valley Wetlands SSSI is located to the South of the Site, over Shaw Lane. The Site falls within an Impact Risk Zone
Flood Risk Zone	The Site is in Flood Zone 1.
Other Ecology Designations	The Site lies close to the identified Local Wildlife Site/Local Nature Reserve Carlton Marsh
Rights of Way (PROW / Bridleway)	None on the Site. There is a public right of way (Bridleway No. 30) to the west of the Site, and running along the southern boundary and then to the south (Footpath No. 31). This route connects to the wider public right of way network. (Bridleway No. 17, Bridleway No. 28, Footpath No. 24 and Footpath No. 25)
AONB or Landscape Designation	The Site is not located within a landscape designation. The Site is located 14.5 miles from the Peak District National Park.

Figure 7 – Relevant Planning Considerations

4. Stakeholder Engagement Summary

Overview

- 4.1. This section sets out the statutory and non-statutory consultation undertaken, including consultation with the local community, local stakeholders and pre-application discussions with the local authority. This section is known as the Statement of Community Involvement document.
- 4.2. The National Planning Policy Framework, 2021 (the Framework) sets out the Government’s approach to engagement with stakeholders with an increased emphasis on the role of community involvement in the planning process and the importance of quality early engagement with the Local Planning Authority as essential to good planning and improved outcomes for the community.
- 4.3. Encouragement to engage with the Local Planning Authority and local community before a planning application is submitted is provided at Paragraph 40 of the Framework. Paragraph 41 advises that the more issues that can be resolved at the pre-application stage, the greater the benefit. Therefore for the process to be effective and positive, statutory consultees are advised by the Framework to take an early, pro-active approach and provide advice in a timely manner.
- 4.4. The Framework states at Paragraph 40 that:

[Local Planning Authorities] should also, where they think this would be beneficial, encourage any Applicants who are not already required to do so by law to engage with the local community before submitting their applications.

- 4.5. The Framework goes on to explain in paragraph 132 that “Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot”.

Barnsley Statement of Community Involvement

- 5.6. The Statement of Community Involvement (SCI), 2020 explains how the community and organisations can take part in the planning process. It sets out how the Council will engage with people and organisations when preparing and reviewing of the Local Plan and other Planning Policy Documents and in considering planning applications for the area of Barnsley Council.

Engagement Objectives

- 5.7. The following engagement objectives were identified by Spawforths:

To undertake early engagement with the Local Planning Authority

To provide an opportunity for the Local Planning Authority to feedback on emerging proposals for the Site to address any matters prior to submission

To provide an opportunity for members of the local community to feedback on emerging proposals for the Site

Engagement with the Local Planning Authority and Statutory Bodies

- 4.6. This section should include a summary of the consultation with the local planning authority and a record of the issues discussed with the Council at pre-application stage.

Pre-application Discussions

- 4.7. A pre application enquiry was submitted on 30th July 2021, a meeting with the Council was held on Thursday 28th October, and this has subsequently been followed by a formal pre application response from the Local Planning Authority. Attendees of the meeting and a summary of the key points raised within the pre application response are provided below.

Date	Venue	Attendees	Purpose of Meeting
28/10/2021	Microsoft Teams Meeting	Stacy White, Barnsley MBC (Spatial Planning Project Manager); Wayne Lake, Barnsley MBC (Highways Officer); Nicolas King, Barnsley MBC (Senior Urban Designer); Simon Peters, Network Space; Jack Sullivan, Network Space; Hannah Richardson, Spawforths; and Elissa Harte, Spawforths	<ul style="list-style-type: none"> • To provide an overview of the scheme. • To discuss changes to the Masterplan Framework following consultation. • Discuss Biodiversity net gain. • Confirm the Planning Application requirements. • Confirm the approach to Stakeholder and Community Engagement. • Highlight Section 106 requirements (affordable housing and education).

22/11/2021	Written Pre Application Response		<ul style="list-style-type: none"> • Confirms the principle of residential development is acceptable on the Site, and the need to take account of the Masterplan Framework • Highlightes changes to the Masterplan Framework following consultation, including a retail store within the Site; revised greenspace location; a proposed Northern Link road road road through the Site. • The Delivery Strategy identifies the Site within Phase 3. It confirms that phases may not be delivered sequentially, it will be depended on availability of infrastructure. • Phase 3 and 4 identified as being reliant on the delivery of the northern access road, due to existing highway capacity issues at Shaw Lane/Church Street junction. • Junction improvements at Shaw Lane/Church Street Junction should not be instead of/in replacement of the northern access. A S106 contribution would be expected. • Internal design of dwellings, and external spacing to meet standards within the Design of Housing Development SPD and South Yorkshire Residential Design Guide. • Building for Life Assessment to be submitted. • Parking provision to be consistent with the SPD. • Outline Application to include detailed layouts to confirm Site capacity. • To set out design principles for the subsequent Reserved Matters applications. • Support for centrally located POS • Ensure links made to neighbouring land. • Promote green infrastructure links and tree lined streets. • Density to be of 40 dph. Higher density to Shaw Lane frontage with medium lower
------------	----------------------------------	--	---

			<p>density towards the north east part of the Site</p> <ul style="list-style-type: none"> • SHMA mix of house types • POS as identified in the draft Masterplan has been moved, and the outline application should accord with its location. Contributions required towards formal recreation (off Site). • 10% affordable housing, 60% affordable rent, 40 % affordable home ownership, to be tenure blind. • An education contribution of £1,152,000 • The Site is within an accessibility improvement zone, a contribution of £1000, per dwelling less 25% is sought. • One EV charging point per dwelling • The train station has been relocated to another parcel within the wider masterplan area. • Design of residential streets to follow the South Yorkshire Residential Design Guide. • Design the Site to encourage safe, sustainable movement, with links to existing networks. • Sets out the parameters for the transport Assessment. • Movement framework, street hierarchy, and location of connectivity to existing routes to be in accordance with the Masterplan Framework. • Make reference to the Councils Ecological Surveys, and PEA. • The boundary vegetation to the Site's eastern and south eastern boundaries to be retained, enhanced and managed. • The Barnsley Canal is a designated Local Wildlife Site. • The Site is within a SSSI Impact Risk Zone, Dearne Valley Wetlands SSSI is located to the south of the Site. LPA to consult Natural England. However Natural England
--	--	--	--

Date	Venue	Attendees	Purpose of Meeting
			<p>have indicated that they think it is unlikely that MU3 will significantly impact on the SSSI. However this should be addressed at Application stage.</p> <ul style="list-style-type: none"> • 10% Biodiversity Net Gain. • Create above ground SuDs to contribute to biodiversity habitats. • Air Quality Assessment to take account of expected total development of MU2 and MU3. • Sets out the requirements for a Noise Assessment and relevant parameters. • Requirements for Tree Survey and Arboricultural Impact Assessment were identified. • Highlighted the need for superfast broadband and to ensure sufficient turning points and facilities to support refuse collection. • Confirms that additional community consultation in advance of the application is not required but provides Member details should further consultation be undertaken. • Sets out the validation requirements. • Network Rail and the Coal Authority have responded, their responses are summarised in figures 6 below.

Figure 8– Pre-application Discussions

Statutory Body Engagement

4.8. Figure 6 provides an overview of the engagement with Statutory Bodies in relation to the Proposed Development.

Date	Statutory Body	Method of Consultation	Response Received
21/09/2021	Coal Authority	Written Pre-Application Response	The Site lies within the coalfield, however it is outside the defined Development High Risk Area. There are no recorded coal mining legacy hazards at shallow depth that could pose a risk to land stability. Confirms that there is no requirement to submit a Coal Mining Risk Assessment.
	Network Space	Written Pre Application Response	The Site is adjacent to an operational railway. The need to protect Network Rail's assets was identified, along with the need for appropriate drainage, boundary treatments, landscaping and lighting, and the need to mitigate Railway Noise.

Figure 9 – Statutory Body Engagement

Community Engagement

- 4.9. The Site forms part of allocation MU3 within the Barnsley Local Plan. The Carlton Masterplan Framework was adopted on 25th November 2021. Prior to the adoption of the Masterplan Framework consultation on the Masterplan was undertaken between 16th June and 28th July 2021. In order to avoid consultation fatigue, or risk confusion it was determined through pre-application discussions with the Local Authority that it was not necessary to undertake any further pre-application with the community with respect of the Proposed Development. In order to ensure that the community aspirations are reflected within the Proposed Development, the Applicants have had regard to the response to the consultation on the Carlton Masterplan Framework. A Statement of Community Involvement with respect to the Masterplan Framework was prepared by Arups, and reported to Council. The comments relative to the Site are as follows, the full report is available on the Council's website¹:

¹ Statement of Community Engagement Report, 27th July 2021, (Item 8 Appendix 3, full Council Thursday 25th November 2021. <https://barnsleymbc.moderngov.co.uk/documents/s90249/Appendix%203%20Community%20Feedback%20Report.pdf>

- 4.10. There were 143 questionnaire responses. In response to Question 2 concerning features pertaining to an environmentally friendly masterplan, the most frequently selected options related to supporting and enhancing local wildlife (biodiversity, plant and animal life), followed by improving air quality, encouraging walking, cycling and the use of public transport, and sustainable design, other responses included the need to reduce energy use in buildings, better water management, recycling facilities, keeping as much green space as possible, not building the masterplan framework, concerns about air pollution, traffic and impacts upon the wildlife and habitats. In relation to Question 4 the majority of respondents did not support the schools expansion proposals, with those not supporting citing concerns that the proposed expansion of the primary school was not enough for the size of the development, not supporting the framework, traffic concerns, alternative locations. Question 5 related to the location of the Shop, 74 of the 139 responses considered that the Shop should be located at an alternative location, either considering that a shop was enough, they didn't support the Framework, there were enough shops in the area, small shops were not useful, concerns on traffic generation.
- 4.11. There was support from respondents for the movement framework and the prioritisation of active travel, such as walking and cycling and the use of public transport. Although 63 respondents disagreed/strongly disagreed. There was support for the provision of clear and obvious walking/running routes, and landscaped pedestrian routes with better links to Barnsley, cycle parking facilities, and reduced vehicle speeds.
- 4.12. Question 8 related to the aspirations for a train station which was proposed in the draft masterplan to be located off Shaw Lane to the east of the Site. 142 responses were received to this question with 59 respondents strongly disagreeing and 15 disagreeing, in comparison to 25 strongly agreeing and 22 selecting agree.
- 4.13. Question 10 related to the Northerly vehicular link, 66 of the respondents strongly disagreed with the northerly vehicular link, with 22 disagreeing, compared to 4 strongly agreeing, and 27 strongly agreeing with the proposal.
- 4.14. Respondents were asked about the natural features they would like to see, the most selected options included habitat provision (123 responses), wild planting (119 responses), natural play areas (63 responses), community allotments (40), alongside responses which sort to keep the existing green areas as much as possible, and those that did not support the Framework.

4.15. In terms of the email responses, the Arups' report summarises the key themes. This Statement highlights those comments where they relate to the Site.

- Premier foods supported Option A of the movement framework (northerly link road), they also suggested that housing was located further from Premier Foods, or sufficient mitigation is provided to reduce noise and odour.
- Dan Jarvis MP, concerns in relation to impacts on Carlton Marsh SSSI, increased pressure on the local road network, loss of distinctive towns and villages, pressure on local infrastructure
- Objection report, this stated a desire to retain and conserve existing green space as possible, concerns about traffic congestions.
- Trans Pennine Trail highlighted the importance of connections to green space, and reducing the need to travel, and provide opportunities for more sustainable forms of travel.
- National Highways stated the need for a Transport Assessment and Travel Plan
- PRow officer highlighted the opportunity to enhance PRow, realignment of the Trans Pennine Trail, and consider any unrecorded but well used paths at the Site. Another PRow officer observed that the northerly vehicle link has implications for existing NMU routes.
- Saul Homes suggested a new access link road taken to the north west corner of the Site, a new roundabout on Shaw Lane, new pathways and active travel routes, further enhancement of the NCT and TPT, and housing to front Shaw Lane.

4.16. The SCI details that in response to the consultation the allocation yield is to be reduced, with areas of the allocation that were proposed to be housing identified to be removed, including land to the south and east of premier foods. The land at the Site is not an identified area for removal or a reduction in density.

4.17. In response to concerns relating to the impact on the local highway network the report confirms as part of the masterplan process a detailed Assessment of Church Street/ Fish Dam Lane/ Shaw Lane junction has been undertaken to identify the impacts and consider mitigation

measures, informing the proposals for the masterplan. The report notes that this included a new access road to the north of the Masterplan area, reducing the impact on the existing road network. It considered that this was likely to alleviate congestion on the existing Church Street/ Fish Dam Lane/ Shaw Lane junction by accommodating existing trips travelling between Shaw Lane and Church Street. The report confirmed the need for detailed transport Assessments and Travel Plans as part of any future planning applications. The report notes that there will be further discussions relative to the potential for enabling future rail access.

5. Statutory Policy Context and Other Relevant Policies

- 5.1. Section 38 of the Planning and Compulsory Purchase Act 2004, states that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.2. This section identifies the planning policies and other material considerations which are relevant to this proposal.

Statutory Development Plan

- 5.3. The statutory Development Plan for the consideration of this application comprises:

The Statutory Development Plan in Barnsley consists of:

- Local Plan, Adopted in 2019
- Joint Waste Plan, Adopted in March 2012
- Oxspring Neighbourhood Plan, Adopted May 2019; and
- Penistone Neighbourhood Development Plan, Adopted July 2019.

Site Specific Allocation

- 5.4. The Barnsley Local Plan was adopted in 2019. The Site is allocated in the Barnsley Local Plan as Site MU3 Land Off Shaw Lane Carlton, which allocates the Site for mixed use housing and green space. An extract of the policy is provided below:

Site MU3 Land off Shaw Lane Carlton

This Site is proposed for mixed use for housing and green space. The indicative number of dwellings proposed for this Site is 1683. These are included in the Housing figures for Urban Barnsley in the Housing Chapter.

The development will be subject to the production of a phased Masterplan Framework covering the entire Site to ensure that development is brought forward in a comprehensive manner.

The development will be expected to:

Retain areas of woodland, not affected by the road. Should any part of the existing Wharnccliffe Woodmoor green space be developed, an area of compensatory biodiversity – value green space of equivalent size should be created on the land within Site MU3 to the east of the existing Wharnccliffe Woodmoor green space. Compensatory areas will need to be linked to Wharnccliffe Woodmoor by wildlife corridors.

Provide access from Far Field Lane roundabout;

Provide off Site highway works;

Retain the higher ecological value habitats in the southern part of Wharnccliffe Woodmoor green space, together with the water courses in the centre of the Site with a buffer;

Provide robust measures to mitigate ecological impact where the construction of the access road impacts upon the southern part of the Site which has high ecological value and in particular woodland blocks;

Provide robust mitigation measures to mitigated against noise, odour and other potential impacts arising from the existing industrial operations at Manor Bakeries and Boulder Bridge;

Provide small scale convenience retail and community facilities in compliance with Local Plan policy TC5 Small Local Shops; and

Avoid locating built development in parts of the Site within flood zone 2 and 3.

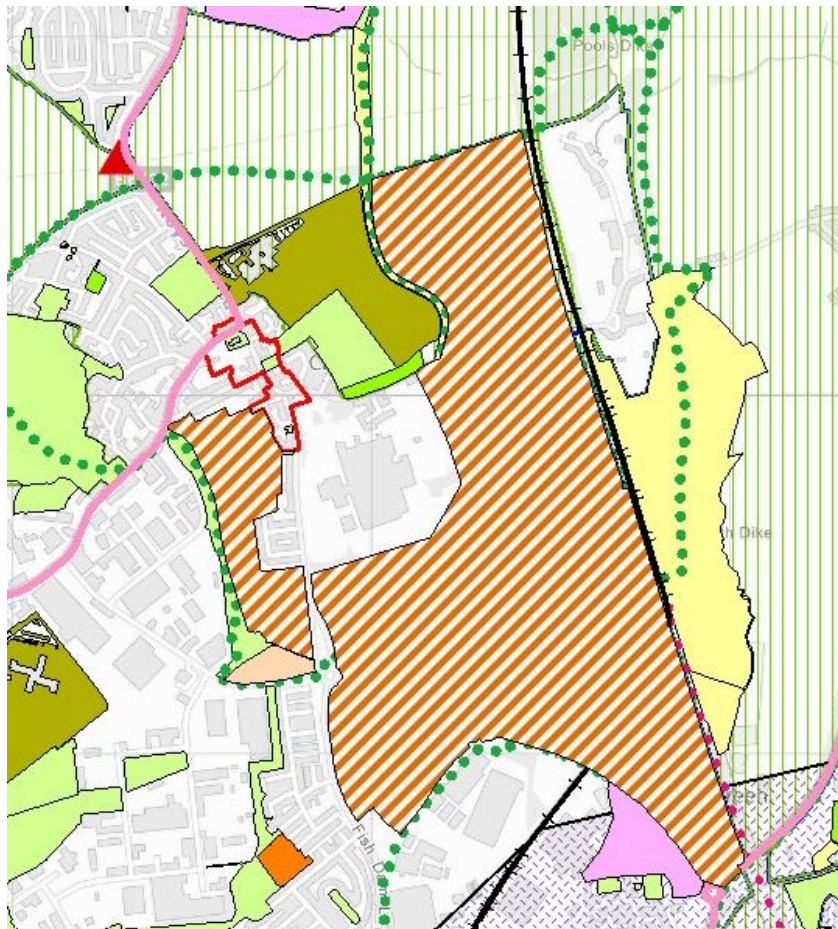


Figure 10 - Extract Policies Map

Barnsley Local Plan

5.5. The Barnsley Local Plan was adopted in 2019. The development plan policies relevant to this application are as follows:

Policy	Summary
SD 1	Presumption in favour of Sustainable Development.
GD 1	General Development
LG 1	City Regions
LG 2	The Location of Growth

H 1	The Number of New Homes to be Built
H 2	The Distribution of New Homes
H 3	Uses on Allocated Housing Sites
H 6	Housing Mix and Efficient Use of Land
H 7	Affordable Housing
H 8	Housing Regeneration Areas
MU3	Land off Shaw Lane, Carlton
T 1	Accessibility Priorities
T 2	Safeguarding of Former Railway Lines
T 3	New Development and Sustainable Travel
T 4	New Development and Transport Safety
T 5	Reducing the Impact of Road Travel
D 1	High Quality Design and Place Making
LC 1	Landscape Character
GI 1	Green Infrastructure
GS 1	Green Space
GS 2	Green Ways and Public Rights of Way
BIO 1	Biodiversity and Geodiversity
CC 1	Climate Change
CC 2	Sustainable Design and Construction
CC 3	Flood Risk
CC 4	Sustainable Drainage Systems (SuDs)

RE 1	Low Carbon and Renewable Energy
CLI	Contaminated Land and Unstable Land
POLL 1	Pollution Control and Protection
AQ 1	Development in Air Quality Management Areas
I 1	Infrastructure and Planning Obligations
I 2	Educational and Community Facilities

Figure 11 – Relevant Local Plan Policies

National Planning Policy Framework (The Framework)

- 5.6. The publication of the National Planning Policy Framework (the Framework) on 20th July 2021 replaced the previous National Planning Policy Framework (2019) which sets out the approach to planning at a national level. The publication of the earlier National Planning Policy Framework was accompanied by a Written Ministerial Statement by James Brokenshire MP which emphasised that:

“this revised planning framework sets out our vision of a planning system that delivers the homes we need...minister have been clear on their ambition to achieve 300,000 new homes a year by the mid-2020s”.

- 5.8. This Governments commitment to the delivery of 300,000 homes a year was reaffirmed in the consultation on ‘changes to the current planning system’, and subsequently in the response to the consultation in December 2020.
- 5.9. The Framework is a key material consideration as the statement of national policy and should therefore be taken into account and given significant weight when assessing this planning application.

- 5.10. The policies contained in the Framework are set within the overarching context of the need to achieve sustainable development and the Framework carries an implicit presumption that sustainable development should be approved without delay.
- 5.11. Sustainable development is defined as ‘*meeting the needs of the present without compromising the ability of future generations to meet their own needs*’. Paragraph 8 of the Framework sets out three dimensions of sustainable development: economic, social and environmental and sets out that to achieve sustainable development, the three overarching objectives, need to be pursued in mutually supportive ways to achieve net gains across each of the different objectives.
- 5.12. Adopted as an expression of national planning policy, the Framework sets out the presumption in favour of sustainable development and the Government’s key objective to increase significantly the delivery of new homes.
- 5.13. The key elements of the Framework relevant to the proposals are, in summary, as follows:

- Achieving sustainable development
- Decision-Making
- Delivering a sufficient supply of homes
- Promoting healthy and safe communities
- Promoting sustainable transport
- Making effective use of land
- Achieving well-designed places
- Meeting the challenge of climate change, flooding and coastal change
- Conserving and enhancing the natural environment

- 5.14. Paragraph 10 states that “*at the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development***”. Paragraph 11 outlines that decisions should apply a presumption in favour of sustainable development which means:

- *Approving development proposals that accord with an up-to-date development plan without delay; and*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

- 5.16. In relation to decision making, Paragraph 38 of the Framework states that “Local planning authorities should approach decisions on proposed development in a positive and creative way”, and that “decision makes at every level should seek to approve applications for sustainable development where possible”. This includes working proactively with Applicants to “secure developments that improve the economic, social, and environmental conditions of the area”.
- 5.17. In determining applications, paragraph 47 requires that “*applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise*”. Paragraph 11 confirms that in assessing and determining development proposals, “*Plans and decisions should apply a presumption in favour of sustainable development*”.
- 5.18. Paragraph 60 explains that the Government objective is to significantly boost the supply of home through meeting the needs of groups with specific housing requirements.
- 5.19. Annex 1, Paragraph 219 of the Framework states “*existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)*”.

- 5.20. Chapter 9, “Promoting sustainable transport”, requires at Paragraph 104 that “transport issues should be considered from the earliest stages of development proposals”, including the environmental impacts of traffic and transport infrastructure, and opportunities to promote walking, cycling and public transport use.
- 5.21. Paragraph 105 states that “significant development should be focused on locations which are or can be made sustainable”. Paragraph 110 considers that in assessing Sites it should be ensured that appropriate opportunities to promote sustainable transport have been taken up having regard to its location, and that the design of streets and parking areas have regard to the National Design Guide.”
- 5.22. The natural environment is addressed in Chapter 15. Paragraph 174 seeks to protect and enhance “valued landscapes”; minimise impacts upon biodiversity; prevent new development from contributing to unacceptable levels of pollution; and remediate despoiled, degraded, derelict and contaminated land. Paragraph 175 indicates that plans should “allocate land with the least environmental or amenity value, where consistent with other policies in this Framework”.
- 5.23. Paragraph 179 seeks to promote the conservation, restoration, and re-creation of priority habitats and, and identify and pursue measurable net gains for biodiversity. Paragraphs 179-188 set out the principles that should be applied when determining planning applications, including biodiversity, noise, and land stability.
- 5.24. The Framework requires Applicants to describe the significance of any heritage assets affected by the Proposed Development, but is clear that this should be proportionate to the assets importance. It requires the HER to be consulted, where a Site has the potential to include heritage assets with archaeological interest, a desk based Assessment should be submitted. Paragraph 203 relates to non-designated heritage assets and states “the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”.
- 5.25. Paragraph 205 requires “developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and impact”.

National Planning Practice Guidance (PPG)

- 5.26. The National Planning Practice Guidance (PPG) provides guidance to support the policies within The Framework, and in that sense does not provide additional policy but rather more detailed consideration of how policies within The Framework should be approached and met. The guidance covers all relevant planning policy areas under separate topics and will be updated online as and when required.
- 5.27. PPG confirms that local authorities will need to be able to demonstrate a 5 year supply when determining planning applications. It confirms that the adopted housing policies should be used to calculate the 5 year housing land supply figure, where a Plan was adopted in the last 5 years. And that undersupply is required to be addressed within the first five years.
- 5.28. The National Design Guide, January 2021 and the National Design Code, serve to support the 2021 Framework and form part of the collection of Planning Practice Guidance. The National Design Guide Sets out the characteristics of well-designed places and serves to demonstrate what good design means in practice. The National Model Design Code provides guidance on the production of design codes, and expands on the characteristics set out in the national design guide. The National Design Codes sets a baseline standard of quality and practice to be taken into account when developing design codes or determining planning applications.

Other Relevant Policies

Relevant Local Supplementary Planning Documents

- 5.29. The relevant Supplementary Planning Documents include the following SPD's:
- Financial contributions for schools (May 2019);
 - Trees and hedgerows (May 2019);
 - Design of housing development (May 2019);
 - Open space provision on new housing developments (May 2019);

- Affordable housing (May 2019);
- Biodiversity and geodiversity(May 2019);
- Planning obligations (November 2019);
- Sustainable Travel (November 2019);
- Section 38 agreements; and
- Section 278 Agreements.

Carlton Masterplan Framework and Design Code

- 5.30. The Council consulted on the draft Carlton Masterplan Framework between 16th June and 28th July 2021.

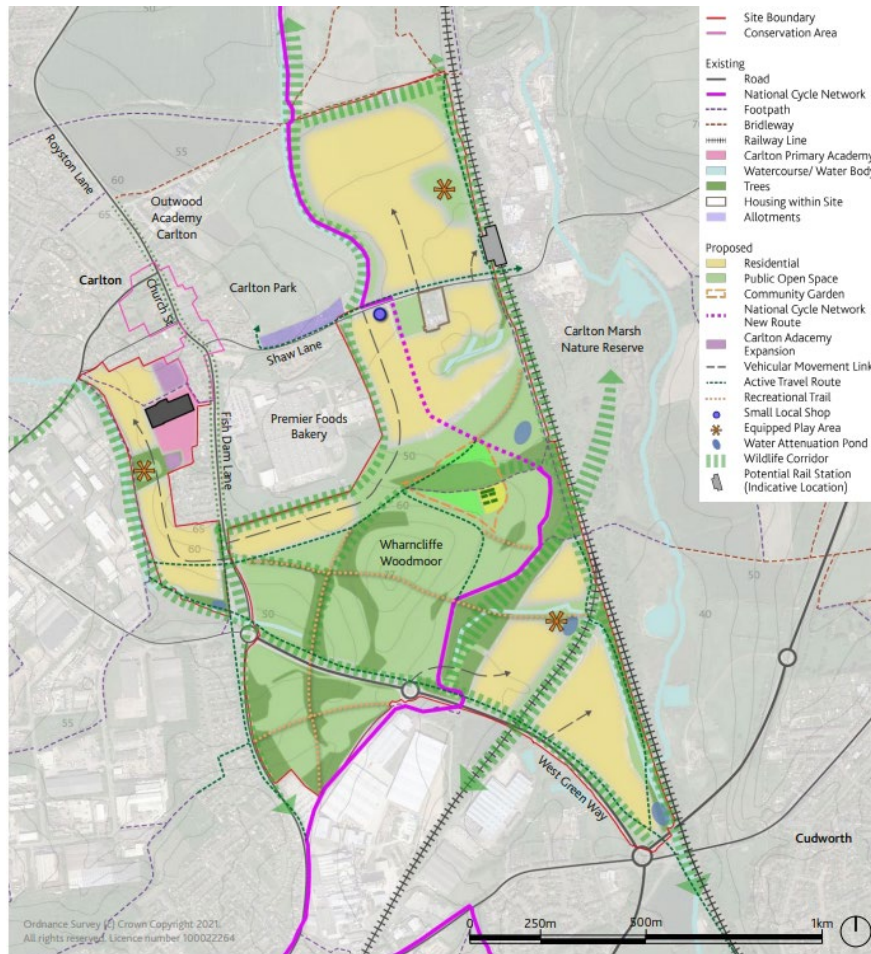


Figure 12 – Draft Masterplan Framework

5.31. A number of revisions were made to the Masterplan Framework following the consultation in the summer. This included a reduction in the number of dwellings, with areas of land identified for housing near to Premier foods being removed. This results in a reduction in the yield of the allocation from circa 1,977 dwellings, circa 1,500 dwellings. A number of changes impact directly upon the Application Site. This includes a revised location for Public Open Space and the Locally Equipped Play Area, a revised location for the potential new train station, which is no longer located on the eastern edge of the Site. A proposed new shop indicated to be located within the centre of the Site, this was previously indicated to be south of Shaw Lane. The Site was previously identified within Phase 1, the Cabinet version of the Masterplan and delivery framework identifies the Site as being a Phase 3 Site. The revised Masterplan Framework requires a northern movement link from Royston Lane to MU3, to relieve existing

Carlton transport pressure. The revised Masterplan Framework was adopted on 25th November 2021.

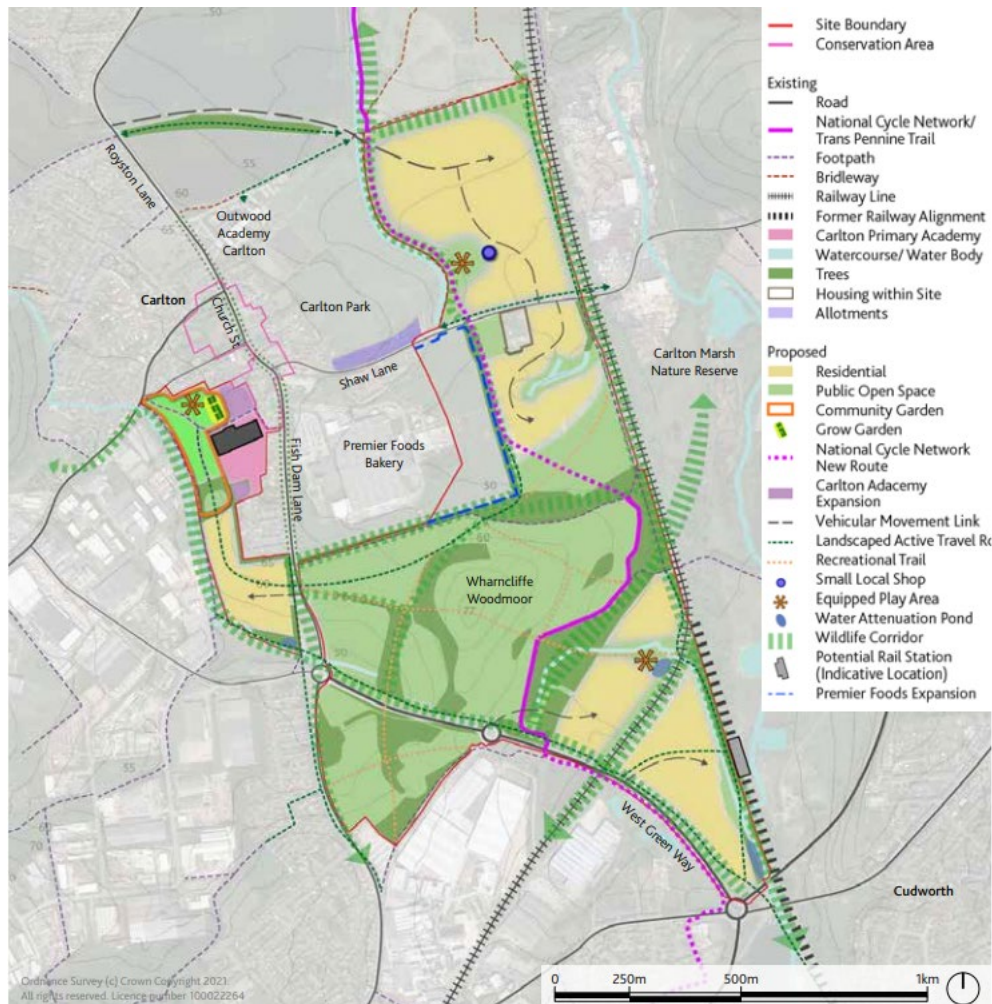


Figure 13 – Masterplan Framework, November 2021

- 5.32. The Carlton Masterplan Framework relates to the allocations MU2 and MU3, within which the Site, off Shaw Lane, is located. A Design Code forms part of the Masterplan Framework, and has been based on Building for a Healthy Life Standard. The Masterplan Framework is accompanied with a Delivery Strategy.
- 5.33. The Carlton Masterplan Framework establishes seven overarching principles: Quality Homes and Neighbourhoods, Community, Heritage and Local Character, Landscape and Biodiversity, Sustainable Transport Connections, Facilities and Local Hub, Smart Technology and Low

Carbon; and Partnership and Delivery. The Masterplan seeks to respond to the climate emergency through the consideration of sustainable transport and active travel; provision of high speed digital fibre connections; historic mine workings as a heat source; and smart technology.

- 5.34. The Masterplan Framework, seeks to lead to the creation of sustainable and distinctive neighbourhoods, delivering around 1,500 homes, establish wildlife corridors, and connect neighbourhoods with Fish Dam Lane. The Masterplan seeks the expansion of Carlton Primary School, with a 210 place expansion. A small local shop, below 500sq.m, is also sought by the framework, which requires its location to be adjacent to the proposed primary street through the north of MU3, capable of catering for new and existing residents, the Framework notes that “there is a degree of flexibility as to the final location of the small shop, which shall be determined on viability”.
- 5.35. The movement strategy seeks to prioritise walking, cycling and public transport, proposing a network of active travel routes, to improve or divert part of the National Cycle Network/Trans Pennine Trail along the eastern edge of MU3 and along Shaw Lane, create a route for pedestrians and equestrians, away from the rail line, and extend bus services through the Site. The Masterplan reflects an aspiration for a new train station. The indicative location is identified as being located to the south eastern edge of the wider Allocation MU3, to the south of the Site.
- 5.36. Character areas are defined for the Masterplan Framework area, the Site lies within the Canal Side Character area. This is highlighted as being central in the new development, including important local services, such as a shop, park, and play facilities.
- 5.37. Primary vehicular access into MU3 is proposed from West Green Way, providing the Primary access into the southern part of the allocation, With Access to land north of Wharnccliffe Woodmoor being provided from Royston Lane via a proposed Northern Link road, connecting to proposed Royston Relief Road. The Framework establishes the design parameters for the Primary route from Royston Lane. Vehicular access from the existing local highway network is provided via Shaw Lane. The Masterplan states that Shaw Lane shall be improved to provide sufficiently wide footways on both sides of the carriageway, supporting cycling provision in both directions.

- 5.38. A landscaped Active Travel Route, is proposed along Shaw Lane, the southern boundary of the Site, and along the eastern edge of the Site. The Framework sets out the principles for the active travel routes, and other cycle and pedestrian routes within the Allocation.
- 5.39. The Masterplan framework establishes three density zones, which it states is in order to achieve a diverse mix of housing types and tenures. The Site at Shaw lane lies within the High Density Zone of 40-45 dph along Shaw Lane, Medium Density Zone of 35-40 dph towards the centre of the Site, and the Low Density Zone of 30-35 dwellings per hectare towards the north eastern section of the Site.
- 5.40. The Framework proposes to retain and enhance the majority of Wharnccliffe Woodmoor, located to the south of Premier Foods. It establishes the principles for enhancing the biodiversity, including the creation of accessibly ecology buffers, 10% net gain. Sustainable Urban Drainage and existing water features are expected to be used to manage run off, and provide dual amenity, and biodiversity functions. The Framework establishes a phasing plan for the Framework area. This identifies the land north of Shaw Lane, including the Site as being within Phase 3. The Masterplan Framework highlights that there is flexibility on how phases may come forward, and that they may not be delivered sequentially, but highlights that certain phases could be dependent upon the availability of infrastructure networks such as highways etc. With regards to the Site, the Masterplan Framework states “ the delivery of Phase 3 is dependent on the delivery of the northerly access road, which will be delivered by BMBC using S106 contributions in Phases 3 and 4”.
- 5.41. A Delivery Strategy accompanies the Masterplan Framework and Design Code. The Delivery Strategy expands on the proposed Phasing Strategy. With regards to Phase 3 it states “Due to congestion on the existing highway network, access needs to be secured off Royston Lane via the northern access road. This access road fits in with BMBC’s wider strategic transport aspiration. The business case, alignment and environmental mitigation measures will need to be developed in detail. Services to be connected to existing infrastructure on Shaw Lane and /or Royston Lane”. It is expected that contributions are paid prior to the commencement of development with the road completed prior to the occupation of the first dwelling.
- 5.42. Table I of the Delivery Strategy identifies the infrastructure elements it expects to be delivered by developers as part of individual schemes. With regards to Phase 3, which incorporates the Application Site the following general elements are identified: Site roads and access junctions from existing roads that enter parcels; Improvements to Shaw Lane including

Active Travel Route; Diversion of the Trans Pennine Trail and National Cycle Network at the southern end of parcels in Phase 3; Bus Stop infrastructure; Green and Blue Infrastructure, including SuDs; Public Open Space; Utilities and Foul Sewerage; Expansion of the primary school; and A small local shop.

5.43. The northern access road is indicated to be delivered by BMBC, facilitated by S106 contributions from the developers of Phases 3 and 4. The Delivery Strategy also identifies specific requirements for Phase 3, Parcel L11, which relates directly to the Application Site. The requirements include:

- To provide highway infrastructure for adoption by the Highway Authority to permit access to Shaw Lane via parcel L11;
- Make available land to allow improvements to Shaw Lane;
- To provide the active travel route through the parcel as indicated in the Masterplan Framework;
- To provide a wildlife corridor on and around the parcel as indicated in the Masterplan Framework.
- Prior to occupation of 25% of dwellings within parcel L11 to complete the Public Open Space in coordination with the developer of parcel L12;
- In designing and installing the surface water system/ sewerage system and utility supply to parcel L11, the developer shall make provision for surface water runoff from parcel L2 and utility supply/sewerage for parcel L12; and
- To provide a small local shop;

5.44. Finally the strategy sets out the requirement for financial contributions towards formal public recreation area, primary school places and secondary school places consistent with the relevant SPDs.

6. Reasoned Justification for Proposed Development

6.1. This section evaluates the application proposals against the following issues:

- Principle of Development
- Highways and Transportation
- Design
- Other Material Considerations
- Planning Obligations
- Conformity with the Development Plan / The Planning Balance / Weighted Balance

Affording weight to planning policies

6.2. The Framework indicates that Development Plans which have been adopted post-2004 (but prior to the publication of The Framework) should carry weight in relation to Section 38(6) of the 2004 Act in terms of their compliance with the policies within The Framework. Where Local Plan policies pre-date the publication of The Framework, the national policy will hold sway in any conflict, whilst post-Framework development plans and policies will be afforded their full weight under the plan-led presumption so long as none of the policies therein are absent, silent or out-of-date (such as an absence of a five year housing supply).

Principle of Development

6.3. The principle of development of the Site for residential development and open space uses at this location has been established through the adoption of the Local Plan and allocation MU3, which is proposed for mixed use housing (1,683 dwellings) and green space. This has been accepted by the Council within their pre-application response. The allocation of MU3 is consistent with the Local Plans spatial strategy for the location of growth, which focuses growth in Urban Barnsley, which includes the settlement of Carlton, within which the Site is located.

- 6.4. The Local Plan Policy H1 establishes a housing requirement of at least 21,546 dwellings between 2014 to 2033, this equates to 1,134 dwellings per annum. The Site and allocation MU3, are therefore will play a fundamental role in the delivery of the Plan with particular regards to the overall housing requirement, Policy H1 and distribution, Policy H2.
- 6.5. The proposed land use at the Site is consistent with the adopted Development Plan and Allocation MU3. The proposed uses of the Site accord with the recently adopted Masterplan Framework. Thus, the suitability of the use of the Site for the proposed use has been accepted. It is in a sustainable and highly accessible location, within walking distance of employment opportunities, primary and secondary school provision, community facilities, and bus services providing access to Barnsley.
- 6.6. The Framework sets out a presumption in favour of sustainable development and the Governments key objective to significantly increase the delivery of new homes, reflected in Policy SD1 of the adopted Local Plan. The Framework further states that Councils' must identify and update annually a supply of specific deliverable Sites sufficient to provide five years' worth of housing against their housing requirement. The Council's Five Year Supply Statement indicates that the Council has a 5.8 year supply of housing (2020-2025). However, in a recent appeal decision [appeal reference: APP/R4408/W/19/3242646], whilst it was common ground that the Council could demonstrate a five year housing land supply, the Council accepted that there could be some slippage associated with the delay in Masterplan Framework production, and recognised the current 5 year requirement was challenging. At the time of the appeal, there was uncertainty in relation to the impact of Covid-19. The latest position on five year housing supply is set out within the Barnsley Five Year Deliverable Housing Land Supply Statement, December 2021. This indicates that the Council consider that they can maintain a five year land supply, however the margin has reduced to 5.6 years, with a 5% buffer, and significant windfall allowance. Furthermore, Table I demonstrates that there has been a significant drop in the completion of New Builds, with net completions at 588 dwellings, around half of the requirement, and significantly below the Standard Method. This points to the five year supply position remaining challenging and potential issues with housing delivery if completions remain subdued in the next year. Policy H1 confirms that the Council will seek to maintain a five year deliverable supply of housing. Critically, the five year supply position includes delivery at MU3, and this is forecast to play an increasing role over the next five years, and beyond. It is therefore imperative that this Site, which benefits from an allocation for the proposed use, is consistent with the Development Plan and the 2021 Framework, is brought

forward to ensure that it can play a role in meeting the identified housing need, and five year supply of housing.

- 6.7. Furthermore, the Proposed Development will, subject to viability, deliver a policy compliant level of affordable housing, 10%, within a Borough which has a significant level of affordable housing need as stated within the Barnsley Strategic Housing Market Assessment, 2021. This concludes that housing need in Barnsley amounts to 1,672 households in need, equating to net requirement of 190 additional affordable dwellings per annum. The delivery of Allocation MU3, and accordingly the development of the Application Site, is consistent with the Plan in this regard.
- 6.8. The Proposed Development will deliver at least 15% public open space, this is integrated into the indicative layout, to provide a network of multi-functional green spaces, a LEAP will be provided. This provision is consistent with the Development Plan, The Open Space Provision on New Housing Developments SPD and the provisions within the Masterplan Framework.

Summary

- 6.9. It is clear that the principle of development of the Site for housing and green space, is entirely consistent with the Development Plan, and allocation MU3, which proposes the Site for housing and green space. The quantum and type of housing provision is consistent with the Development Plan, and the Masterplan Framework. Therefore the principle of development is established.
- 6.10. The adopted Masterplan Framework identifies the Site as coming forward within Phase 3. The accompanying Delivery Strategy states that there is flexibility within the phasing. It is stated that the delivery of Phase 3 is subject to infrastructure provision, and that due to congestion in existing highway infrastructure it expects access to the Site, from Northern Link road from Royston Lane. The ability to deliver the scheme in advance of the delivery of the Northern Link road is addressed in the subsequent section on Highways and Transportation. This demonstrates clearly that the Site is capable of being accessed via Shaw Lane, and can come forward in advance of the delivery of the Northern Link road, and that this will not impede the provision of a Northern Link road, should this prove achievable, deliverable and viable.

Highways and Transportation

- 6.11. Pell Frischmann have undertaken a Transport Assessment and Travel Plan. This confirms that the Site is located in a relatively sustainable location where the use of sustainable transport options can be maximised. There is an existing footway and street lighting to Shaw Lane between the Site and Carlton. The Trans Pennine cycle Route runs to the west of the Site and can be accessed via Shaw Lane. There are regular high frequency bus services accessible from Fish Dam Lane, which is circa 700m from the centre of the Site. It is noted that the adopted Masterplan Framework sets out the potential for a new railway station, within the wider MU3 allocation, to the south of the Site, if this is delivered it will further improve the sustainable transport options available within the vicinity of the Site.
- 6.12. The Assessment confirms that a safe and suitable access to the Site can be achieved by a new priority junction on Shaw Lane, this has been designed to standard complying with the relevant national and local policy. Critically, the location and layout of the Site access will support BMBC's ambition for a new Primary Road from Royston Lane in the north, through the northern parcels of MU3 to Shaw Lane. The scheme will deliver the section of the Primary Road through Parcel 11 and the Junction to Shaw Lane.
- 6.13. The Adopted Masterplan Framework and Delivery Strategy, identify the Site as falling within Phase 3, and whilst it highlights that there is some flexibility in the sequencing of Phasing, this is expressly stated to be subject to the delivery of key infrastructure. The Masterplan Framework and delivery statement expects access to be via northern primary road from Royston Lane due to congestion on the existing highway network. It is expected that the primary road is completed prior to the occupation of the first dwelling.
- 6.14. Accordingly the Transport Assessment has reviewed the impact of the Proposed Development, with regards to traffic generation, and the capacity of the existing highway infrastructure. The Assessment confirmed that the existing highway infrastructure can accommodate the additional traffic arising from the Proposed Development, with the exception of the Church Street/Shaw Lane/Fish Dam Lane junction. The Assessment highlights that the A628 Pontefract Road/ West Green Way/ Burton Road roundabout is expected to operate within capacity in the AM peak, however the PM peak would operate over capacity in the without and with development scenarios, however as only 11 trips are forecast to travel through the junction as a result of the Proposed Development, it is not considered significant

and cannot be considered a severe impact, accordingly the Assessment does not propose to deliver mitigation at this junction.

- 6.15. As a result of the Proposed Development there is anticipated to be a maximum of 7% increase in the traffic flow through the junction at Church Street/ Shaw Lane/ Fish Dam Lane (PM peak hour). The Assessment considers that this is insignificant when compared to usual daily variations in traffic volumes. The Assessment confirms that in the AM peak hour the junction is forecast to operate just below its theoretical capacity without development in 2027, and that with the development it will no longer be operating with capacity. The junction is demonstrated to operate within capacity within PM peak hours with minimal queueing. It should also be noted, that this is based on multi modal Trip Generation derived from the census, and that the Masterplan Framework, and Proposed Development which support improvements to the active travel network, and public transport options, could lead to the increase in the proportion of trips made on foot, bike and or bus, leading to reductions in the proportion of private car trips.
- 6.16. Despite a relatively modes increase of up to 1.5 PCU per minute, the Assessment has therefore considered the potential for mitigation works at the junction. A single controlled scheme has been developed to improve the efficiency of the existing junction and to improve pedestrian safety through the provision of a pedestrian crossing where none are currently provided. The mitigation scheme has been modelled, this demonstrates that the improvement scheme would mitigate the negative impacts of the development proposals. The degree of saturation is well within the acceptable limits, and would serve to offer spare capacity should some of the other Local Plan allocations come forward. It has concluded that a junction improvement scheme at the Church Street/ Shaw Lane/ Fish Dam Lane junction, including the signalisation of the junction would improve the junction efficiency and pedestrian safety.
- 6.17. The Assessment concludes that the development is consistent with the provisions of the 2021 Framework which states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”. The proposals successfully mitigate any severe impact associated with the development and improve highway safety at Church Street/Shaw Lane/ Fish Dam Lane Junction. The Proposed Development is in accordance with the Local Plan policies including being broadly in accordance with allocation MU3, and the requirement for off Site highways works, which are not prescribed. It is

proposed that the scheme is comes forward in advance of the completion of the Northern Link road, this is contrary to the requirements set out within the Masterplan Framework and delivery strategy, which is a material consideration. However, it is stated within the Framework that there is some flexibility with the phasing subject to the delivery of key infrastructure. The requirement for the Northern Link road is stated to be related to the congestion within the existing highway infrastructure. This Assessment has demonstrated that the Site can come forward within the existing infrastructure, with the delivery of a junction improvement scheme at Church Street/ Shaw Lane/ Fish Dam Lane. Furthermore, that these improvements create additional spare capacity at this junction, which would serve to facilitate the delivery of wider development. The Assessment concludes therefore that the scheme as proposed, is capable of coming forward in advance of the completion of the Northern Link road, and critically, the design and location of the access to the Site, will not hinder the delivery of the link road.

- 6.18. There are no highway related reasons why planning consent should not be granted for the proposed development.

Design

- 6.19. As set out earlier, the Council have recently adopted a Masterplan Framework and Design Code for allocation MU2 and MU3. This clearly establishes the Council's land use and design principles for the Site. Careful consideration has been given to the content of the Masterplan Framework and the Design Code, including an assessment of how the Proposed Development meets the principles set out in the Carlton Masterplan Design Code.
- 6.20. The Design and Access Statement, accompanying this Outline Application, details the evolution of the scheme, in response to both the pre-application discussions and the evolution of the Masterplan Framework, informed by the technical work supporting this application.
- 6.21. The Masterplan Framework provides a framework into which the subsequent development proposals should fit. The site seeks to deliver a proposal which aligns with the principles established in the framework whilst also delivering a viable and attractive housing site which will support subsequent development. This includes the following principles;
- Development Gateway
 - Local Shop

- Equipped Area of Play
- New Road
- Active Travel

- 6.22. The Masterplan Framework continues to identify the Site for housing and Green Space. It identifies the Site as falling within High, Medium and lower density areas. The indicative masterplan accompanying the Planning Application, demonstrates that 215 dwellings can be achieved having regard to the density requirements, technical requirements such as the easement to the east of the Site, the root protection zones, on the east, drainage requirements other masterplan requirements (primary road, LEAP, active travel routes).
- 6.23. The indicative masterplan demonstrates that the Site can deliver 215 dwellings, whilst meeting its policy requirement for open space, and demonstrates the delivery of a network of greenspaces within the Site, with varying functions, supporting the provision of the required equipped play area, serving the Site and wider allocation, the provision of surface SuDs, enabling the achievement of biodiversity net gain and ecological enhancements.
- 6.24. The arboricultural survey and ecologic survey, support the retention of the eastern boundary treatment, the masterplan responds to this and enables sufficient set back in response to root protection zones. Furthermore, the archaeological survey, in addition to the ecology and arboricultural surveys, highlighted the importance of the hedgerow to the southern boundary. This feature will be retained and enhanced, where possible. In order to achieve this, and to accommodate the Council's aspirations for an active travel route at this location, the route has been set back where possible from the hedgerow.
- 6.25. The adopted Masterplan Framework also highlights another potential active travel route, along the eastern boundary. The indicative masterplan identifies a number of routes and connections through the Site, including the provision of a residential street which runs north to south on the eastern side of the Site. In liaison with the local authority it was determined that this was sufficient to support pedestrian and cycle movement through the Site to the wider allocation and down to Shaw Lane, and the proposed active travel route to the south of the Site.
- 6.26. A shop is now proposed to be located within the Site in the adopted Masterplan Framework, the Masterplan Framework indicates that the location of the Shop is flexible and there may be alternative locations that are suitable, but indicates the purpose of the shop is to meet the

needs of the new residents, as well as serving existing residents, and it needs to be viable. The Design and Access Statement considers that the proposed location is not as likely to be as attractive to a future occupier, as a location that addresses both Shaw Lane and the new Primary Road. An alternative location off Shaw Lane, would support ensure that the Shop serves both existing and future residents. Furthermore, providing a Shop on Site, would impact on the delivery of housing and the viability of the scheme, having regard to the wider requirements and Sites constraints.

- 6.27. The Design and Access Statement demonstrates that the Proposed Development addresses the multiple design principles, as set out in the Carlton Masterplan. The Proposed Development will therefore create an attractive gateway to the overall Carlton masterplan and further developments as they move forward.

Built Heritage and Archaeology

- 6.28. Wardell Armstrong have carried out an Archaeological Desk Based Assessment. The Assessment confirms that there are no designated heritage assets of an archaeological nature located within the boundary of the Site or in the search Area.

- 6.29. Within the 1 km search area the following non designated assets have been identified:

- Medieval Carved Stone Fragments, Royston.
- Carlton Cross – remains of medieval cross, Barnsley
- Earthworks of possible medieval date, Carlton, Brierley
- Stud Farm, Late 18th Century farmhouse and outbuildings
- Timber Framed Barn Carlton.
- Carlton manor house, possible earthworks south of the church.

- 6.30. The Assessment also observes that the National Mapping Programme, records some early aerial photographs which depict the presence of ridge and furrow earth works within the boundary of the Site. There is no above ground evidence of ridge and furrow in the form of

earthworks. The Assessment considers these of negligible archaeological importance only, resulting in a slight adverse impact.

- 6.31. In terms of unknown buried remains, there is no evidence to indicate the presence of as yet unknown buried remains of high importance which would preclude the development. If present it is considered that they are most likely to be related to the enclosure of the landscape during the Iron Age/Roman period, of low to medium archaeological importance, with the potential to result in a slight to moderate adverse impact.
- 6.32. The Historic Landscape is characterised as amalgamated fields. The Site comprises a single large field, of negligible or nil historic importance. Internal boundaries have been removed, and there is no evidence of former ridge and furrow ploughing regime. The significance of the impact of the proposed development is expected to be no greater than 'slight adverse'.
- 6.33. Relative to the Historic Hedgerows, these are observed to be predominantly defunct with exception from the boundary to the south of the Site. The Assessment concludes that this is of historic importance, as it references the historic enclosure of the landscape, noting that they are of medium importance. The significance of the impact of the development is assessed as moderate adverse.
- 6.34. None of the predicted impacts are anticipated to be significant. There is no evidence to indicate the presence of remains of national importance, therefore the Assessment does not consider field evaluation prior to the determination of the Application is necessary consistent with the provisions of the 2021 Framework and PPG. Archaeological field work if required could be dealt with through an appropriately worded condition.
- 6.35. There is no evidence to indicate the presence of archaeological remains within the boundary of the Site which would preclude the development of the Site. No further works are required at this stage. Consistent with the provisions of the 2021 Framework, and Local Plan policy HE1, HE2, and HE6.

Other Material Considerations

Ground Conditions

- 6.36. Tetra Tech have prepared a Ground Investigation Report. The report is based on desk based research and ground investigation including sample boreholes, trial pits, soak away pits, gas monitoring visits, and ground water monitoring.
- 6.37. The investigations encountered Made Ground across the Site, which was on average 0.6, thick and comprised reworked topsoil of sandy gravelly clay underlain by reworked natural strata comprising of brown sandy gravelly clay. There was also evidence of infilled ground, as grey sandy gravelly clay up to a maximum depth of 1.6m in the north of the Site. The investigations confirmed that the Made Ground is underlain by superficial glacial strata comprising firm to stiff, orange brown sandy gravelly clay and locally grey orange brown gravelly silty sand up to 3.00 m below ground level. Weathered bedrock was also encountered within 13 of 15 exploratory holes, this was observed to be shallower towards the south of the Site.
- 6.38. In response to the ground conditions and the nature of the Proposed Development, the report recommends traditional strip foundations, however it highlights that deeper trench fill foundations should be used in areas of deep Made Ground. A minimum foundation depth of 1m is required. Relative to potential drainage solutions for the Site, the report confirms that Soakaway drainage would not be appropriate.
- 6.39. In terms of sources of contamination the Investigations confirmed the presence of Benzo pyrene in two samples. The report recommends that the Soil is removed or placed beneath hardstanding or in landscapes areas under a suitably clean cover system to break any pathway for contamination. Trace asbestos was observed in one sample. The report states that Soil containing asbestos should only be removed if placed beneath hardstanding or under a suitably clean cover system. The report confirms based on the investigations that Asbestos does not post a significant risk to the development.
- 6.40. A Preliminary Ground Gas Risk Assessment has been undertaken, in relation to Carbon Dioxide the Assessment provides a worst case scenario which classifies the Site as CS2/Amber I, with low level gas protection measures required. However, the report considers that subject to further monitoring the Site could be classified as CSI, with no special precautions

required. The Assessment recommends further gas monitoring in line with NHBC guidance to confirm the risk, and whether gas protection measures are required.

- 6.41. For future users the risk posed by on Site sources of contamination is considered to be low locally to moderate. The risk to construction worker is considered to be high due to the on Site sources of contamination. Accordingly good practice working procedures will be adopted during construction to mitigate this risk. This includes dampening down dry materials, and a watching brief during excavations.
- 6.42. Based on the findings of the Ground Investigation Report, the Sites ground conditions will not preclude development of the Site, and appropriate mitigation can be adopted.

Flood Risk and Drainage

- 6.43. Tetra Tech have prepared a Flood Risk Assessment and Drainage Strategy. This confirms that the Site is entirely within Flood Zone 1. The River Dearne is observed to be the nearest 'main river' and lies approximately 4 km south west of the Site. There are small and isolated areas within the Site that are at risk of surface water flooding, categorized as low to medium risk. There are no historical records of flooding within or around the Site.
- 6.44. The Assessment confirms that the Site is considered to be at low risk of flooding, from sewers and reservoir failure, or groundwater flooding. The Assessment concludes that the development will not increase the flood risk to adjacent developments.
- 6.45. An outline drainage strategy has been prepared, as highlighted in the Ground Investigations Report, the Site is not considered appropriate for infiltration SuDs. There is an existing culverted outfall from the existing pond. The Site drainage measures should include the removal of the pond and piped/culverted outfall. The report provides an indicative calculated volume for Site attenuation, it is noted that this will vary as the detailed scheme developed in support of subsequent Reserved Matters application. It is noted that the surface water drainage system will include storage within the piped drainage system, with SuDs elements including swales, detention basin and pond.
- 6.46. The report confirms that there are no flood risk or drainage issue that would preclude the development of the Site. The Proposed Development is consistent with the provisions with the 2021 Framework with respect to flood risk, and Local Plan Policy CC3 and CC4.

Ecology

- 6.47. An Extended Phase I Habitat Survey has been undertaken by Rachel Hacking Ecology. This states that the Site is currently an Arable field, with a band of tall ruderal herb on the boundary. The access track is noted to be an area of ephemeral short perennial. A small pond was identified as being present in the centre of the Site. The Survey observed that the water body was shallow, overgrown with tall ruderal vegetation, and heavily shaded by trees. Aquatic vegetation was observed to be present within the pond.
- 6.48. It is noted that a fence marks the boundary of much of the Site, with sections of hedgerow present, including Blackthorn, Hawthorne, Elder, Cherry, Bramble, and Bracken. At the southern boundary there is a section wet ditch, which is shaded by hedgerow and filled with leaf litter. The Survey notes few semi mature scattered trees on the Site. The Assessment concludes that the Site offers limited ecological value, with the boundary habitats and pond providing the most ecologically valuable habitats. The boundary habitats will be retained where possible, and no specific habitat mitigation is concluded to be necessary. The provision of garden planting and landscaping on Site has the potential to increase the biodiversity value of the Site.
- 6.49. The Assessment considers protected species:
- Great Crested Newt - The Survey observes that the Site, with regard to the band or ruderal herb, hedgerow bases and wet ditch, could support Great Crested Newt. The pond on Site is isolated with no connectivity the identified suitable habitat. There is no connectivity to a breeding habitat in the locality. Therefore no further survey work is required and the Great Crested Newt is not considered to be a constraint on development.
 - Bats - No potential roosting features were found with any of the trees on the Site. The Sites boundaries particularly the eastern boundary could offer potential bat foraging and commuting habitat. No further survey work is necessary.
 - Badger – No evidence of Badger was found on Site. The Badger is not considered to be a constraint on the development, however the report confirms that care should be taken when clearing any vegetation.

- Nesting Birds – The scattered trees and hedgerows on Site provide suitable nesting habitat for birds. No works should be undertaken to potential nesting habitats within nesting season unless a survey is undertaken first.

6.50. The Survey confirms that there are no protected Sites on the Site or immediately adjacent to the Site. The Dearne Valley Wetlands Site of Special Scientific Interest (SSSI) lies to the east of the Site, it lies 35 m to the south west of the Site at its closest point, over Shaw Lane. This area is also designated as Carlton March Local Nature Reserve (LNR). The survey confirms that there are five other statutory protected Sites within 4.5 km of the Site. These include:

- Norton Wood LNR, 2.9 km to the north west of the Site.
- Dearne Valley Park LNR, 3.2 km to the south west of the Site.
- Chevet Branch Line LNR, 3.7 km to the north west of the Site.
- Carlton Mains Brickworks SSSI, 4 km to the south west of the Site.
- Hawpark Wood LNR, 4.3 km to the north of the Site.

6.51. The Site is within an SSSI impact risk zone. There are no non statutory protected Sites in or adjacent to the Site, and Natural England may need to be consulted by the Council.

6.52. The Proposed Development offers the potential to enhance the biodiversity value of the Site through, new planting of native and non-native flowering perennial, annual, and shrub species to provide a pollen and nectar source for invertebrates, the provision of bird and or bat boxes, and tree planting.

6.53. There are no known ecological constraints that would preclude the development of the Site, and the Survey considers that the Proposed Development of the Site offers the potential to enhance the biodiversity value of the Site, the development is therefore consistent with the provisions of the 2021 Framework in this regard, and with Local Plan Policies G11, Policy B101, Policy CCI and Allocation MU3.

Noise

- 6.54. Tetra Tech have carried out a noise Assessment for the Proposed Development. A monitoring survey was undertaken to characterize baseline ambient noise levels experienced on the Site, and establish background and traffic noise levels. The existing ambient noise is characterised by road traffic noise from Shaw Lane, occasional activity from industrial premises to the east, plant noise from industrial premises to the south-west, occasional overhead aircraft, and occasional agricultural work on the Site. The Site is located in an area that falls within Negligible to low noise risk categories, during the day and night time periods.
- 6.55. The Assessment confirmed that internal noise levels at the Site would not be exceeded in a windows closed scenario at most receptor locations during both the daytime and nighttime. However there were a number of receptors that exceeded the L_{Amax} internal noise levels with windows closed. In a windows open scenario, target noise levels are exceeded at certain locations during both daytime and nighttime. Also, along the eastern boundary garden fences are recommended to be at least 2.2m in height.
- 6.56. In relation to external amenity, noise levels within the private external amenity areas are predicted to fall below the lower BS8233 external amenity area level of 50 dB L_{Aeq} , 16 hours across the development Site and thus is within or below the LOAEL.
- 6.57. With regards to the adjacent industrial units, due to minimal activity occurring at the time of the surveys, an Assessment comparing the predicted worst case activity noise from the industrial yards with the typical background noise levels at the closes residential receptors was undertaken. This assumed plan operating at full capacity. This concluded that worst case noise levels from the existing premises are predicted to be at least 1db below the existing background noise levels during the daytime at all modelled locations. The Assessment concludes that this represents a low impact and would be within the No Observed Adverse Effect Level.
- 6.58. In response to the findings of the Assessment relative to internal noise levels at some locations within the Site, the report considers a number of reasonable mitigation measures that can be incorporated into detailed designs as part of any subsequent Reserved Matters application. This includes a glazing and ventilation strategy to achieve appropriate internal daytime and nighttime noise levels. The Assessment concludes that all living rooms will benefit from standard double glazing, with facades adjacent to Shaw Lane having enhanced glazing with a

sound reduction of up to $R_w + C_{tr}$ 33 dB, along with an alternative means of ventilation which matches the performance of the glazing. The Assessment has demonstrated that this level of glazing is sufficient to meet internal noise level targets in a window-closed scenario across the Site.

- 6.59. The Proposed Development is therefore consistent with the provisions of the 2021 Framework with respect of noise paragraphs 174, 185, 187 and 188, and Local Plan Policy POLLI.

Air Quality

- 6.60. An air quality Assessment has been undertaken by Tetra Tech to assess the implications of the Proposed Development on air quality.
- 6.61. The report confirms that there are seven AQMA within Barnsley, however due to the distance of the closest AQMA to the Site, no sensitive receptors have been assessed within an AQMA.
- 6.62. The report models 16 existing sensitive receptor locations. These included the following: 59 Shaw Lane, 1 Ivy Farm Close, Carlton Primary School, 6 Far Lawns, 4 Lynwood Drive, 236 Fish Dam Lane, 224 Fish Dam Lane, 11 Baycliff Road, 436 Carlton Road, Outwood Academy, Springwell Learning Community, Athersley South Primary School, 169 Wakefield Road, 1 Aldbury Close, 1 Lindhurst Road, 455 Rotherham Road. Eight proposed receptor locations are also modelled.
- 6.63. The report considers the potential effects of the Proposed Development during the Construction Phase, this includes fugitive dust emissions from Site activities, such as earth works, construction and trackout. A range of standard mitigation measures are proposed, including the preparation of a Dust Management Plan, the proposed mitigation measures would not represent a constraint to development. The Assessment confirms that with appropriate Site specific mitigation measures the risk of adverse effects due to dust emissions arising as a result of the construction phase will not be significant.
- 6.64. The Assessment has modelled the potential emissions arising as a result of the Proposed Development for the Operational Phase of development. An operational year Assessment for 2023 traffic emissions has been undertaken to assess the effects of the Proposed Development. The impacts of during the Operational Phase take into account exhaust

emissions from additional road traffic generated due to the Proposed Development. The Assessment concludes that all modelled proposed residential receptors are predicted to be below the annual average Air Quality Objectives for NO₂. It concludes that the predicted long term NO₂ concentrations at all receptors are well below 60 µg/m³ in all scenarios, and thus exceedances for the short-term NO₂ Air Quality Objectives at all receptors are not expected. The Assessment confirms that the impact of the effects in traffic flow as a result of the Proposed Development, with respect to NO₂, PM₁₀ and PM_{2.5} exposure, is determined to be 'negligible' at all existing receptors. The Assessment does not predict there to be any exceedances of the NO₂, PM₁₀ and PM_{2.5} pollutant concentrations at any of the proposed sensitive receptors and therefore, states that mitigation is not required at the Proposed Development.

- 6.65. With regards to the operational Assessment on ecology. Two ecologically sensitive receptor locations were identified. This comprised the Dearne Valley Wetlands (E1), and Carlton Marsh (E2). The maximum predicted increase in the annual average exposure to NO_x at the identified ecological receptor, due to changes in traffic movements associated with the development, is 1.37 µg/m³ at Dearne Valley Wetlands (SSSI) (E1). This is above the 0.40 µg/m³ development contribution stated within the guidance of 'A Guide to the Assessment of Air Quality Impacts in Designated Nature Conservation Sites', IAQM 2020. A full nitrogen deposition Assessment was undertaken for ecological receptor E1 and E2 due to a development NO_x contribution of 0.40 µg/m³. There were no predicted significant impacts on nitrogen deposition at E1 and E2 as a result of the proposed development.
- 6.66. The Proposed Development at the Site is consistent with the 2021 Framework, with respect to Air Quality, and Policy POLL1.

Arboricultural Survey

- 6.67. Tetra Tech have undertaken a Tree Survey, in September 2021 to inform the design of the Proposed Development. The Survey updates a previous survey carried out by WYG in 2019.
- 6.68. The Survey considered 19 individual trees and 20 groups of trees and hedges. 18 groups of trees are located on the boundary of the Site either as hedges, hedgerow trees or offsite trees on the adjacent railway embankment. The species of trees recorded included, Ash, Field Maple, Common Oak, Wild Cherry, Sycamore, Hawthorne, and Wych Elm. Hedgerows were

dominated by Hawthorne, with some other species including Field Maple, Wych Elm, Blackthorne, Grey Willow, Elder and Dog Rose.

- 6.69. None of the trees surveyed were of high quality. Ten of the individually surveyed trees and 11 groups of trees and hedges are assessed as moderate quality and value. Eight of the individually surveyed trees and nine groups of trees and hedges have been assigned to the low quality and value category. One tree was identified as suitable for retention, Ash Tree T11, located beyond the eastern boundary, due to severe dieback. The Survey confirms that none of the trees are subject to Tree Preservation Orders, and the Site is not located in a Conservation Area.
- 6.70. The Survey concludes that the trees of moderate quality and value should be retained, where practicable. They are all located within the boundaries or on the adjoining land. Sufficient space should be provided to protect their roots, as defined by the root protection areas, and sufficient space should be provided for future development, allowing space for the trees to grow, without causing a nuisance.
- 6.71. Where possible low quality trees should be retained, however the Survey indicates that their presence does not represent a significant constraint on the design. Any large scale removal should be mitigated by new tree planting on Site.
- 6.72. During the construction it is recommended that retained trees should be protected by protective fencing during the clearance and construction phases. A Tree Protection Plan and Arboricultural Method Statement will be produced when the scheme design is finalised, recognising that this is an outline application.
- 6.73. The existing trees and hedgerows do not represent a significant constraint to the Proposed Development, and where practicable will be retained and protected consistent with British Standards, and consistent with the provisions of the Framework and the Local Plan, Policy Bio1 and Site Allocation MU3.

Sustainability

- 6.74. Tetra Tech have prepared a Sustainability Statement. This sets out what are considered to be the core themes and policies within the adopted Local Plan and Barnsley Zero carbon Sustainable Energy Plan 2020-2025. These relate to Sustainable Construction; Water

Resource Management; Protection of Natural Resources; Sustainable Neighbourhoods; and Sustainable Transport.

- 6.75. The Site is located where it can optimise the use of the existing surrounding pedestrian and cycling networks for access to public transport hubs, the canal. New pedestrian and cyclist infrastructure will be provided within the Site, with connections to enable links to the wider Public Right of Way infrastructure. This will enhance permeability and connectivity, promoting the sustainable transport solutions.
- 6.76. The Proposed Development will be developed in line with the principles of the energy hierarchy, and will adopt a fabric first approach. The Proposed development will be based on, but not limited to, the consideration and adoption of the following principles:
- The design and construction of an energy efficient building fabric.
 - Reduced air permeability.
 - Inclusion of energy efficient lighting technologies
- 6.77. The Statement confirms that through these measures new dwellings within the scheme can achieve meaningful reductions in CO₂ emissions compared to a baseline Building Regulation compliant dwelling.
- 6.78. It is considered that the progressive decarbonisation of the National Grid is a key process in moving towards the achievement of carbon reduction targets, and long term resilience, therefore there will be a review of the feasibility of adopting electrical heating and hot water strategies as the design evolves, at detailed reserved matters stage. An appraisal of low and zero carbon technologies at Site wide and on individual buildings will be undertaken as the detailed design is developed. This will consider the use of District Heating System, Ground Source Heat Pumps and Air Source Heat Pumps as well as photovoltaic solar panels/ and or solar water heaters, to assess if they can be incorporated into the scheme.
- 6.79. Opportunities for the development to adapt and mitigate the impacts of climate change have been considered within the high level masterplan. The Site lies within Flood Zone I, and will incorporate Sustainable Drainage systems (SuDs), allowing for surface water run-off to be managed and reduced to greenfield rates, decreasing risk of surface water flooding during major rainfall events associated with climate change.

- 6.80. As identified above a fabric first approach will be taken with the aim of selecting materials that are resilient to the impacts of climate change, reducing energy consumption and thermal performance. The potential for material efficiency will be explored through the development of the detailed design at Reserved Matters stage.
- 6.81. Water efficient sanitary ware will be incorporated into the detailed design. Opportunities to explore the potential for maximising the potential of the proposed open space features to provide for natural cooling will be explored.
- 6.82. The Indicative Masterplan demonstrates that development is capable of coming forward on Site, and protect key green infrastructure and ecological features. Public Open space will be delivered on the Site, providing opportunities to enhance the existing habitats on Site and create new habitats which will provide formal and informal recreational space and features for climate change adaptation.
- 6.83. The Proposed Development is therefore consistent with the provisions of the Framework and the Local Plan policies SD1, T1, T3, T5, LCI, DI, GI1, GS1, GS2, BIO1, CCI, CC2, CC3, CC4, CC5, RE1, POLL1 and Allocation MU3, relative to Climate Change.

Planning Balance

- 6.84. Section 38(6) of the Planning and Compulsory Purchase Act 2004, states that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 6.85. This section draws together the Assessment section of this report and demonstrates how the scheme complies with the development plan and the weight to be attached to other material policy considerations. The following sets out the key material issues in favour of the Proposed Development.

The material issues that weigh in favour

- 6.86. The material issues that weigh in favour of the application proposals are:

- The Plan led presumption in favour of the Proposed Development, to which should be afforded **Significant** weight in the planning balance.
- The scheme delivering up to 215 homes will make a significant contribution towards the delivery of MU3, particularly in the context of the adopted Masterplan Framework, which has significantly reduced the yield of the wider allocation. Allocation MU3 is a strategic allocation and therefore plays a critical role in the ability to meet the strategic housing needs set out within the Local Plan, and addressing the shortfalls against delivery since the beginning of the Plan period. This is ascribed **Significant** weight.
- The provision of housing, supporting the Council's ability to maintain a five year supply of housing. Land off Shaw Lane is forecast by the Council² to play an increasing role in the five year land supply. This is ascribed **Moderate** weight.
- Subject to viability, the Application Proposals have the potential to deliver affordable dwellings over the course of the development. This could make a valuable contribution towards Barnsley MBC's affordable housing requirements and hence **Moderate** weight should be attached to this issue.
- The application proposals, as demonstrated through the indicative masterplan, are capable of delivering a genuine mix, type and tenure of properties, consistent with Policy H6, allocation MU3, the Masterplan Framework and the 2021 Framework. **Moderate** weight should be afforded to this matter
- The Application Site is located in a sustainable location, on the edge of Carlton, within Urban Barnsley, benefitting from good access to the bus network, existing PRoV, employment opportunities, education facilities, and other local services and facilities. The locational benefits of meeting housing needs at the Site should be attributed **Significant** weight.
- The Application proposals will deliver off Site highway infrastructure improvements, which will not only serve to increase the capacity of the Church Street/ Shaw Lane/ Fish Dam Lane junction, sufficient to meet the needs of the Proposed Development, but will create additional surplus capacity at the junction supporting the wider development of MU3. The junction improvement will also include pedestrian

² Housing five year supply note 2021/2026, Appendix 1: Housing trajectory. Barnsley MBC December 2021

crossing facilities, to address highway safety matters. On this basis **Moderate to Significant** weight should be afforded to these benefits.

- A safe and suitable access from Shaw Lane, can be achieved. The access design will be consistent with the relevant guidance and the Masterplan Framework and will be sufficient to accommodate the proposed development of MU3. The design parameters will safeguard the route of the Primary Road, in order to facilitate the delivery of the wider Council's ambition to achieve a Northern Link road from Royston Lane **Moderate** weight.
- Subject to viability, and demonstration of need, the Proposed Development will meet the Council's requirement for education contributions on a proportionate basis. It is understood that there is some capacity within the existing Primary Schools, and Secondary school but that this is not sufficient to accommodate the Proposed Development in its entirety. **Moderate** weight should be ascribed to this issue.
- The Proposed Development will deliver improvements to the cycle and pedestrian permeability of the Application Site and, will facilitate improvements to the established existing routes, including supporting the diversion and improvement of the Trans Pennine Trail, and National Cycle Network, through making provision for active travel along at the southern boundary of the Site. These permeability and connectivity enhancements should be afforded **Moderate** weight.
- The Proposed Development will result in recreational benefits through the provision of a policy compliant level on-Site public open space. The indicative masterplan and development parameters support the delivery of a LEAP on the Site, located off the Primary Road in order to support access from both the Site, wider MU3 residents and existing residents. Recreation is also supported through the provision of footpath and cycle connections, supporting connectivity to the wider public right of way network. **Moderate** weight should be attached to these benefits.
- The scheme will deliver a range of Public Open Spaces, include additional tree planting, and incorporate surface SuDs attenuation, as well as protecting and enhancing where possible the existing boundary treatment. This will serve to deliver ecological enhancements to the Site and the Proposed Development will deliver a net increase in biodiversity, this is ascribed **Moderate** weight.

- New Homes Bonus, Council Tax rates, and increases in expenditure within the local economy will result from the Proposed Development and will benefit the local community. **Moderate** weight should be ascribed to this issue.

The material issues that weigh against

6.87. The material issues which are considered to weigh negatively in the planning balance are:

- The Proposed Development comes forward in advance of the delivery of the Northern Link Road, which is identified as a requirement within the Masterplan Framework. The Masterplan Framework forms an SPD, and is therefore a material consideration in the planning balance. The Framework does indicate that there is some flexibility within the Phasing of Sites, but that this is subject to the delivery of relevant infrastructure. The Northern Link road is identified as being required due to congestion on the existing network. The Masterplan Frameworks Delivery Strategy highlights that delivery of the road is dependent on financial contributions arising from the development of Phase 3 and 4, with a significant section of the Road within the Green Belt. At present, there is a lack of certainty that sufficient monies will be made available and that the scheme will be delivered. The Transport Assessment that accompanies this Application, demonstrates that with mitigation works, in the form of signalisation to the Church Street/ Shaw Lane, Fish Dam Lane junction, will create sufficient capacity, and indeed surplus capacity within the highway network, to accommodate the Proposed Development, and some of the wider development at MU3. Thus, the development of the Site is not reliant on the delivery of the Northern Link road, and consistent with the 2021 Framework there are no highway reasons to support the refusal of the scheme. The location and design of the access road off Shaw Lane, and the development parameters will ensure that the Primary Road/Northern Link road is capable of being delivered if required. Accordingly, the lack of compliance with the phasing strategy of the Framework Masterplan is ascribed **Very Limited** weight.
- The Proposed Development will result in the removal of the 'ridge and furrow' earthworks. Due to the lack of above ground remains, these are described as being of negligible interest, with no greater than a slight adverse impact. There is potential for the Proposed Development to lead to the loss of unknown buried remains, however, there is no evidence to indicate that the unknown remains would be of high importance, and are described as being potentially of low to medium importance only, with the removal of the remains having a major impact, but described as being slight – moderate adverse impact. The Site comprises a single large field which is of negligible or nil historic importance, and the significance of

the impact of the proposed development upon the historic landscape is described as slight adverse. These matters are afforded **Limited to Moderate** weight.

- A historic hedgerow bounds the Site to the South, this is described as being of medium importance. The Proposed Development will result in the loss of some of the Hedgerow to facilitate access, and achieve appropriate visibility splays. Elsewhere, the hedgerow will be retained, with development set back in order to protect it. The significance of the impact of the loss of part of the hedgerow, is identified as moderate adverse. This is ascribed **Moderate** weight in the planning balance.
- Site is located in SSSI impact zone, however the Proposed Development, with respect of air quality is not expected to have a significant impact on the SSSI. This is afforded **Limited** weight.
- Risk to human health during the construction phase of development, it has been demonstrated that this risk can be mitigated against, and is therefore ascribed **Very Limited** weight.

The Balance

- 6.88. In light of the above, it is considered that planning permission should be granted for the Proposed Development given it accords with the relevant policies of the Development Plan, when considered as a whole.
- 6.89. The Application proposals comprise “sustainable development”, within the meaning of the 2021 Framework, in respect of the economic, social and environmental benefits will delivery and hence it complies with paragraph 7 and 8. In the light of the above, it is clear that permission should be granted, in line with the Framework, paragraph 11 d, the adverse impacts of not doing so would **NOT** significantly and demonstrably outweigh the identified benefits.

7. Section 106 Heads of Terms

- 7.1. The Proposed Development, given the scale and nature of the scheme, and the relevant planning policies set out in earlier Chapters, is required to consider necessary planning contributions in order to render the proposals acceptable. As part of this process, the Applicant has considered the relevant policies and requirements in various areas of developer contributions, as well as the implications on the viability of scheme of making such contributions, as set out within The Framework. At this stage, it is likely that the following matters will need to be form part of the provisions of a Section 106 Agreement;

Affordable Housing

- 7.2. The scheme proposes to deliver a policy compliant level of affordable housing, 10% on Site. The size, type and tenure will be determined through further discussion with the Local Planning Authority.

Education

- 7.3. A contribution to education will be subject to further discussions with the Local Planning Authority. The Local Planning Authority have indicated that a significant contribution will be required, to support the delivery of additional school places, at Secondary and Primary School. It is noted that there is some limited capacity within the Secondary School, and within a number of the primary schools within close proximity to the Site³. Outwood Academy is presently indicated to have 25 surplus places, Carlton Primary School, has a surplus of 28 places, Parkside has a surplus of 12 Places, St Helens Primary School has a surplus of 31 places, Holy Trinity school has a surplus of 17 Places. The level of contribution will be subject to discussions and negotiation with the Local Authority, to ensure that the level of contribution sought is necessary, to make the development acceptable, directly related to the development, and fairly and reasonably related in scale and kind, to the development.

³ Information on school capacity has been sourced from get information at schools,

Public Open Space

- 7.4. The scheme proposes the policy compliant delivery of at least 15% public open space on Site. This will include the provision of a Locally Equipped Area of Play. A financial contribution towards formal recreation will be subject to discussions with the Local Planning Authority.

Highways

- 7.5. The scheme proposes off Site mitigation works to signalise the Church Street, Fish Dam Lane, and Shaw Lane junction. A contribution towards other off Site highways, i.e. the Northern Link road, will be subject to discussion with the Local Planning Authority and the demonstration of need.

8. Summary and Conclusions

- 8.1. The Proposed Development seeks to provide for up to 215 dwellings, which will be of a range of size, types and tenures, including the provision of 10% affordable housing. The scheme will deliver part of an existing strategic allocation, forming part of the Council's 5 year housing land supply, and makes an important contribution to the supply of housing, within the borough. Whilst the Proposed Development is proposed to come forward in advance of the Northern Link road, it has been demonstrated that with the mitigation of the Church Street/ Fish Dam Lane/ Shaw Lane junction, there is more than sufficient capacity, within the highway infrastructure, to accommodate the Proposed Development.
- 8.2. Furthermore, the size and location of the access, will facilitate the delivery of the southern end of the Northern Link road, and will not preclude the achievement of the Council's ambition, to deliver a Northern Link road from Royston. As such, there are no highway reasons to preclude the development of the Site.
- 8.3. The scheme is in Outline and reserves all matters other than access, for consideration at the Reserved Matters stage. However, an indicative masterplan has been prepared and submitted in support of the Application. The masterplan for the Site has evolved in response to the technical work, the preparation of the Carlton Masterplan Framework, and subsequently the adopted Masterplan Framework and Delivery Strategy, which has changed significantly following engagement with the local community and statutory bodies. The Site's indicative masterplan demonstrates that a high quality scheme can be achieved, delivering the proposed development, at a range of densities, as required by the Plan and Masterplan Framework, within a high quality and landscaped public realm. The development parameters and the Indicative Masterplan demonstrate that the scheme is capable of delivering 15% on Site public open space provision, providing a range of well-designed multi-functional open spaces, and supporting the provision of tree lined streets. The Council's ambitions to deliver improvements to, and to divert the Trans Pennine Trail and National Cycle Network, are supported by the scheme which proposes to deliver an active travel route, within the Site to the southern boundary, alongside facilitating a number of links to the neighbouring Sites, and the wider Public Right of Way Network.
- 8.4. The Planning Statement shows that the Proposed Development accords with the relevant policies of the Development Plan, and the 2021 Framework. It demonstrates that the scheme accords with the principles of the Masterplan Framework, with the exception of the Phasing,

and exact location of the shop. With regards to the Phasing and Northern Link road, the Planning Statement has demonstrated that the Proposed Development can be delivered within the existing highway infrastructure, with the mitigation of one junction. In relation to the shops location, the Masterplan Framework expressly states the location is flexible, with the priority being the viability of the Shop, the Statement considers that alternative locations such as the corner of Shaw Lane, and the new Primary route, are capable of ensuring that the Shop supports both existing and new residents, and benefits from fronting two main thoroughfares. Therefore, limited weight is given to these considerations in the Planning Balance.

8.5. The Proposed Development delivers significant benefits:

- Accords with the Development Plan
- Capable of delivering up to 215 dwellings on a Site which forms a strategic location, in allocation MU3, where the Masterplan Framework identifies a reduction in the overall capacity of MU3, with the removal of housing land around Premier Foods.
- The Site will help the Council to address the shortfall in the delivery against the Local Plan requirement, and the achievement of a five year supply.
- It will deliver 10% affordable housing, subject to viability.
- It will deliver off-Site highways infrastructure improvements, ensuring sufficient capacity to enable the Site to come forward, and additional surplus capacity to support development of parts of the wider allocation.
- Subject to viability, the Proposed Development will meet the Council's requirements for education contributions.
- It will deliver improvements to the cycle and pedestrian permeability of the Site itself, whilst improving connectivity with established existing routes and supporting the Council's ambitions to deliver improvements or divert the Trans Pennine Trail and National Cycle Network.

- It will deliver 15% POS on Site, and a LEAP. The Proposed development will provide a series of multi-functional green spaces within the Site.

8.6. All the potential adverse effects can be mitigated through planning conditions or a Section 106 Legal Agreement. The loss of part of the historic hedgerow is mitigated through the management and enhancement of the remaining hedgerow. The delivery of the Northern Link road is not precluded by the development, the location of and design of the access has been designed to facilitate the delivery of the proposed new Primary Road, the route will be safeguarded through the parameters plans, and significantly with the mitigation of the junction at Church Street, Fish Dam Lane, and Shaw Lane, the scheme can be delivered without an adverse impact on the highway infrastructure. The loss of open land and a tree(s) is mitigated by the enhanced bio-diversity and open space proposed as part of the Proposed Development. All matters of ground conditions, drainage, archaeological potential, air quality and noise can be addressed through planning condition.

8.7. In the light of the above, we respectfully request that the application proposals for the Site are supported by the Local Planning Authority.