

Application Reference Number:	2026/0603
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Application Type:	Permission in Principle
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Proposal Description:	Permission in principle for residential development of up to 5 additional dwellings (6 dwellings in total, including retained Willow Cottage).
Location:	Willow Cottage, Carlton Road, Carlton, Barnsley, S71 3HX

Applicant:	Mr Craig Horn
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Third-party representations:	None.	Parish:	None.
		Ward:	Monk Bretton Ward.

Summary: This application seeks permission in principle for the erection of up to 5 dwellings at an existing residential site. The existing residential dwelling would be retained with 5 further dwellings proposed within the current residential garden. The site lies within Urban Fabric as defined by the adopted Barnsley Local Plan. There are no outstanding consultee objections. Recommendation: Permission in Principle GRANTED.

Introduction

The permission in principle consent route is an alternative way of obtaining planning permission for (minor) housing-led development which separates the consideration of matters of principle for proposed development from the technical details of the development.

The permission in principle consent route has 2 stages:

- the first stage (permission in principle stage) establishes whether a site is suitable in-principle;
- the second (technical details consent) stage is when the detailed development proposals are assessed.

Permission in principle, as the initial stage, is limited to the consideration of location, land use and the amount of development which, in the event of an approval, would leave the remaining matters to be considered at the technical details application.

Site Location & Description

The application site is an isolated residential plot, which is surrounded by commercial/industrial uses in all directions. The site is located to the south of Carlton Road, close to the Industry Road junction. Large industrial/warehouse style buildings surround the site in all directions, with Carlton Industrial Estate wrapping around the application site.

Carlton is located in the north-eastern section of the borough, with Barnsley Town Centre circa 2 miles from the application site. Though not located in a residential area, local amenities such as shops and schools are still within walking distance from the site, with Carlton Road also providing bus access to the Town Centre.

The application site is a fairly square shaped site, extending to 0.2ha. The site currently consists of 1x detached, two-storey dwelling, which is positioned on the western side of the plot, though set back from the road. The existing property is finished in stone with a gable style roof, and has been extended to the rear. The property has a generous driveway which runs in a north-south direction from the centre of the northern boundary and provides access onto Carlton Road. Large trees border the north-eastern and eastern boundaries with singular trees also sited within the eastern section of the site. A stone wall with a wooden fence above, defines the north-western boundary, whilst a tall fence (though in a similar style) defines the north-eastern section, with a sliding gate securing the site. A large outbuilding is located along the south-western part of the site, with the remainder of the plot consisting of lawned garden.

The application site lies within a low-risk development area as per the Mining Remediation Authority maps.



Planning History

No relevant planning history.

Proposed Development

This application seeks permission in principle for the erection of up to 5 dwellings at the application site, along with the retention of the existing host dwellinghouse. The application has been supported by an indicative site plan which provides a suggested layout of the proposed development. No further supporting information is required for this type of application.



Policy Context

Allocation/Designations

The site is allocated as Urban Fabric as defined in the adopted Local Plan, which has no specific land allocation.

The site is within a low-risk development area as designated by the Mining Remediation Authority. The site also lies within Flood Zone 1 (low risk) as per the Environment Agency maps.

The Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan for Barnsley consists of the Barnsley Local Plan (adopted January 2019).

The Local Plan review was approved at the full Council meeting held 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means, no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027, or earlier, if circumstances require it.

The following Local Plan policies are relevant in this case:

- Policy GD1: General Development
- Policy LG2: The Location for Growth
- Policy D1: High Quality Design and Place Making
- Policy SD1: Presumption in favour of Sustainable Development
- Policy T4: New Development and Transport Safety
- Policy POLL1: Pollution Control and Protection
- Policy H1: The Number of New Houses to be Built
- Policy H4: Residential development on small non-allocated sites
- Policy BIO1: Biodiversity & Geodiversity
- Policy CL1: Contaminated and Unstable Land

National Planning Policy Framework (NPPF) and the National Planning Practice Guidance

In August 2026, the UK Government published a revised NPPF which is the most recent revision of the original Framework, first published in 2012 and updated several times, providing the overarching planning framework for England. The NPPF sets out the Government's planning policies for England and how they are expected to be applied. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The revised document has replaced the earlier planning policy statements, planning policy guidance and various policy letters and circulars, which are now cancelled.

The revised NPPF establishes national decision-making policies (NDMP). Central to the NPPF is a presumption in favour of sustainable development (NDMP S3) and plans and decisions should apply this NDMP. There are three overarching objectives to sustainable development: an economic, social and environmental objective which are mutually dependent.

The most relevant sections of the NPPF are:

Section 6 – Delivering a Sufficient Supply of Homes
Section 15 - Promoting Sustainable Travel
Section 12 - Making Effective Use of Land
Section 14- Achieving Well-designed Places
Section 17 – Pollution, Public Protection and Security

The National Design Guidance (2019) is a material consideration and sets out ten characteristics of well-designed places based on planning policy expectations. A written ministerial statement states that local planning authorities should take it into account when taking decisions.

Supplementary Planning Guidance

In line with the Town and Country Planning (Local Planning) (England) Regulations 2012, Barnsley has adopted twenty eight Supplementary Planning Documents (SPDs) following the adoption of the Local Plan in January 2019. The most pertinent SPD's in this case are:

- Parking, November 2019
- Sustainable Travel, July 2022
- Design of Housing Development, July 2023
- Residential Amenity and the Siting of Buildings, May 2019
- Biodiversity & Geodiversity, March 2024
- Trees and Hedgerows, May 2019
- South Yorkshire Residential Design Guide, 2011

The adopted SPDs should be treated as material considerations in decision making and are afforded full weight.

Consultations

Biodiversity Officer – No objection, though further information would be required at technical details consent stage, informative attached on this basis.

Forestry Officer – No response.

Local Ward Cllrs – Concerns regarding the potential noise and disturbance upon residents given the close proximity to industrial uses. Concerns also raised about impact upon drainage infrastructure.

Drainage – No objection at this stage, full drainage details required at technical details consent stage.

Highways DC – No objection at this stage. The application submission includes an indicative layout showing six dwellings being served by an existing access off Carlton Road. Some of the access will need to be put forward as adopted highway due to the number of dwellings exceeding 5. The section of drive/road which would serve plots 1, 2, and the existing dwelling would need to be adopted, with the road to plots 3-5 being able to remain as a private drive. Two visitor spaces are proposed which accords with the requirements of the adopted Parking SPD.

The layout will require some alterations when technical detail consent is sought to be acceptable from the perspective of highway development control. Informative attached on this basis.

Yorkshire Water – No objection, though based on current information the receiving sewage treatment works does not have sufficient capacity to accommodate foul flows arising from the proposed development. Acceptance of the proposed flows at this time would risk the treatment works failing to meet its permitted and agreed operational standards.

Representations

This application has undergone two periods of publicity and has been advertised in accordance with Article 15 of the Development Management Procedure Order (DMPO) 2015 and the Permission in Principle legislation, as follows:

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 21/8/2026
- Site Notice (Public Interest) displayed adjacent to the site- consultation expiry date: 21/8/2026

No representations have been received in response to the above publicity.

Assessment

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

The National Planning Policy Guidance explains that permission in principle is an alternative way of obtaining planning consent for housing led development as part of a two stage procedure.

Permission in principle, as the initial stage, is limited to the consideration of location, land use and the amount of development which, in the event of an approval, would leave the remaining matters to be considered in a technical details application. The PPG further advises that conditions cannot be attached to the grant of permission in principle and expressly states that planning obligations cannot be secured at the permission in principle stage. Therefore, with regard to any consultation responses received which recommend additional work or conditions, these would be required at the technical consent stage if permission in principle was to be granted.

Location

The site falls within Urban Fabric as defined by the adopted Local Plan, which has no specific land allocation. New dwellings are considered acceptable where they do not have a detrimental impact on the amenity of surrounding residents, visual amenity or on highway safety and accord with the relevant policies.

The site lies within the Urban Barnsley settlement, in which Policy LG2: The Location for Growth identifies as a priority location for development. The policy follows on to state that '*Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town*'.

As set out in the description above, the site is located in a sustainable location. Local facilities are located within walking distance of the application site and bus services provide access towards Barnsley Town Centre. Although the surrounding area is predominately industrial, the location of the site is suitable for residential uses. Overall, the location of the proposed development is considered to be acceptable, and is afforded substantial weight in the planning balance.

Land Use

Local Plan Policy H4: Residential Development on Small Non-allocated Sites states that proposals for residential development on sites below 0.4 hectares will be allowed where the proposal complies with other relevant policies in the Plan. The application site is circa 0.2ha in size and therefore Policy H4 applies.

As mentioned above, the application site is currently used for residential purposes consisting of one existing detached dwelling and its associated garden. The proposed development includes the erection of 5x dwellings and therefore accords with the principle of Local Plan Policy H4.

Local Plan Policy H9 states that development within the curtilage of existing larger dwellings will be resisted where it will have an adverse impact on the setting of the original dwelling, and the size of the remaining garden area.

The development will result in the erosion of the existing property's large garden, with the garden being subdivided to create separate planning units. However, given the surrounding character and the fact that the site is surrounded by commercial uses, the loss of the large garden is not considered to harmfully impact the character of the area or the setting of the existing dwelling. On this basis, the weight afforded to Local Plan Policy H9 is limited.

Overall, the proposed residential use of the site is considered to be appropriate, and is afforded significant weight in the planning balance.

Amount of Development

Local Plan Policy D1 states that development is expected to be of high-quality design and should respect and reinforce the distinctive, local character and features. Development should contribute to place making and make the best use of materials, as well as display architectural quality and express proposed uses through its composition, scale, form, proportions and arrangements of materials, colours and details.

Local Plan Policy GD1 states that proposals for development will be approved if there are no significant adverse effect on the living conditions and residential amenity of existing and future residents. Proposals should be compatible with neighbouring land and should not significantly prejudice the current or future use of neighbouring land.

Local Plan Policy POLL1 states that development will be expected to demonstrate that there would be no unacceptable affect or cause a nuisance to the natural and built environment or to people.

The proposed development includes the erection of up to 5x dwellings in addition to the existing dwellinghouse which would be retained. The application submission includes an indicative site plan which demonstrates that 6 dwellings can be erected at the site and broadly achieve the required separation distances; space standards and suitable outdoor amenity space in accordance with the adopted SPDs.

The South Yorkshire Residential Design Guide Section 4.B.1.1.9 states that unadopted shared private drives may give access for up to a maximum of 5 dwellings. As mentioned in the Highways DC Officer comments (summarised above) due to the development creating an excess of 5 dwellings the entirety of the development cannot be served by a private drive. The subsequent technical details consent would therefore need to include full details of the adoptable section of road. Further advice regarding this is set out in the informative.

Overall, the amount of development proposed is considered to be acceptable and accord with the relevant policies. The amount of development is therefore afforded significant weight.

Conclusion

The scope of a Permission in Principle is restricted to location, land use and amount of development. Other matters would be considered further at the technical details consent stage. As such, it is concluded that the location, proposed land use and amount of development are acceptable.

The surrounding area is predominately characterised by commercial and warehouse uses. However, given the fact that the application site is already in residential use, the principle of residential development in this location is therefore acceptable. Whilst the development will result in the loss of a large garden, the proposal will not adversely impact the setting of the host dwelling, which will retain a sufficiently sized plot and parking area (based on the indicative site plan). The site is in a sustainable location and the proposed uplift in the number of dwellings is welcomed. Whilst the principle of the development is discordant with Local Plan Policy H9, the benefits of the scheme are considered to outweigh this in terms of overall planning balance.

As previously stated, no conditions can be added to this decision, though the technical details consent must be submitted within 3 years of the decision date.

RECOMMENDATION: Granted

Justification

STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

It has not been necessary to make contact with the applicant to request amendments to the proposal during the consideration of the application, as it was deemed acceptable.

Due regard has been given to Article 8 and Protocol 1 of Article 1 of the European Convention for Human Rights Act 1998 when considering objections, the determination of the application and the resulting recommendation. it is considered that the recommendation will not interfere with the applicant's and/or any objector's right to respect for his private and family life, his home and his correspondence.