

Cemetery Road, Jump Planning Statement

**Including Affordable Housing Statement and Draft
Heads of Terms**

Barratt and David Wilson Homes Yorkshire West

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Appendix 1 Barnsley Local Plan (2019) Policies

Appendix 2 Lichfields Grey Belt Flowchart

1.0 Introduction

- 1.1 This Planning Statement has been prepared by Lichfields on behalf of Barratt and David Wilson Homes Yorkshire West (“BDW”) to support a full planning application for the residential development of land to the south of Cemetery Road, Jump to provide 270 homes alongside access, public open space, landscaping, drainage infrastructure and associated works.
- 1.2 Having regard to Section 38(6) of the Planning and Compulsory Purchase Act 2004, this Statement sets out the application's conformity with the Development Plan, relevant national planning policy, and other relevant material considerations.
- 1.3 The Site extends to approximately 9.7 hectares and is situated on the eastern edge of Jump, which, together with Birdwell, Blacker Hill, Elsecar and Hemingfield, forms part of the Principal Town of Hoyland. Comprising three fields bisected by hedges and trees, the Site is currently designated as Green Belt. It lies within the settlement boundary of Hoyland, immediately adjoining the urban fabric of Jump to the west, with Hemingfield located to the north-east.
- 1.4 This planning application has been prepared following pre-application discussions with Barnsley Council in January 2026 (Ref: 2025/ENQ/00715), which confirmed that the Site could be defined as ‘Grey Belt’. This is because it does not strongly contribute to Green Belt purposes (a), (b), and (d) as set out in National Planning Policy Framework (NPPF) paragraph 143, and the application of policies relating to the areas or assets in footnote 7 (other than Green Belt) would not provide a strong reason for refusing or restricting development.

Accompanying Documents

- 1.5 The planning application is accompanied by the following documents which consider specific issues and the overall impact of the proposals:
- 1 Application Form and accompanying Ownership Certificates
 - 2 Planning Statement (including Affordable Housing Statement and Draft Heads of Terms)
 - 3 Statement of Community Consultation
 - 4 Plans (see Annex 1 of the Covering Letter)
 - 5 Design and Access Statement
 - 6 Rapid Health Impact Assessment
 - 7 Ecological Impact Assessment (including bat and breeding bird surveys)
 - 8 Biodiversity Net Gain Statement
 - 9 Energy/Sustainability Statement (including a Whole Life Carbon Assessment)
 - 10 Preliminary Geoenvironmental Investigation
 - 11 Flood Risk Assessment and Drainage Strategy

- 12 Archaeology and Heritage Desk Based Assessment
- 13 Landscape and Visual Impact Assessment
- 14 Noise Assessment
- 15 Transport Assessment
- 16 Travel Plan
- 17 Tree Survey

Structure of the Report

1.6 This Planning Statement is structured as follows:

- **Section 2:** describes the Site, its surroundings, and the consultation undertaken for the proposed development.
- **Section 3:** describes the proposed development.
- **Section 4:** summarises relevant planning policy and other key documents.
- **Section 5:** establishes the principle of development.
- **Section 6:** provides an assessment against the statutory Development Plan and national planning policy.
- **Section 7:** sets out the planning balance.
- **Section 8:** summarises planning obligations and draft Heads of Terms
- **Section 9:** provides conclusions.

2.0 Site and Surroundings

Site Context

- 2.1 The Site lies within the settlement boundary of the Principal Town of Hoyland¹ and is almost entirely enclosed by existing development and infrastructure. It adjoins the built up area of Jump to the north and west, with Hemingfield to the north-east, Hoyland to the south west and Elsecar located a short distance to the south east beyond the railway line. The site is therefore well related to the existing urban area and represents a logical and sustainable location for growth.
- 2.2 Jump offers a range of local facilities and services, including convenience stores, a Post Office, Jump Primary School, Jump Recreation Ground, Wentworth Road Green Space, allotments and a Public House, all within walking and cycling distance of the Site. Hoyland Town Centre is located approximately 1.7km to the south west and is readily accessible on foot and by cycle. The town centre provides a wider range of services and facilities, including healthcare provision, a library, schools and retail uses.

Site Description

- 2.3 The Site itself extends to approximately 9.7 hectares and is currently in agricultural use. It comprises three fields divided by hedgerows and trees and is designated as Green Belt. The north-eastern part of the Site has been subdivided into smaller paddocks for equestrian use and contains two small wooden stables.

Figure 2.1 Site Location



Source: Google Maps with Lichfields' Annotations

¹ The Barnsley Local Plan Settlement Hierarchy confirms that the Principal Town of Hoyland includes the settlements of Jump, Birdwell, Blacker Hill, Elsecar and Hemingfield.

- 2.4 The Site is bound by:
- Cemetery Road to the north, with residential properties and Hemingfield and Jump Cemetery beyond.
 - Residential properties along Cemetery Road within the urban area of Hemingfield to the north-east.
 - A railway line to the east, beyond which lies the urban area of Elsecar.
 - Wentworth Road Green Space, comprising woodland and protected greenspace, to the south, with the railway line and urban area of Elsecar beyond.
 - Residential properties within the urban area of Jump to the west.
- 2.5 There are hedgerows and mature trees within the Site, none of which are protected by a Tree Preservation Order (TPO).
- 2.6 The entirety of the Site is located in Flood Zone 1, where there is a low probability of flooding. A small area along the Site's eastern boundary is at risk of surface water flooding.
- 2.7 The Site is not located within a Conservation Area and contains no designated heritage assets. The nearest designated heritage assets, including the Elsecar Conservation Area, listed buildings and a scheduled monument, are located 400m to 895m from the Site.
- 2.8 Footways along Cemetery Road provide a continuous and safe walking route into Jump and Hemingfield. A Public Right of Way (Footpath 21) runs along the Site's north-eastern boundary and connects Cemetery Road with the wider footpath network, facilitating access to nearby residential areas, Greenfield Primary School, parks and areas of open space.
- 2.9 The Site benefits from excellent access to public transport. Elsecar Railway Station is located 800m to the south-west², while Wombwell Railway Station is 1.3km to the north-east³. Both stations provide services to Sheffield, Leeds and Huddersfield. Bus stops are located within convenient walking distance of the Site on the Cemetery Road site frontage⁴ and Wentworth Road⁵, providing regular services to Hoyland, Barnsley, Wombwell, Elsecar and surrounding settlements.

Relevant Planning History

- 2.10 There is no relevant planning history related to the Site.

APP/R4408/W/25/3359917 Land north of Hemingfield Road (August 2025)

- 2.11 A recent appeal decision relating to Safeguarded Land at Hemingfield Road, 850m north east of the Site, highlighted a significant shortfall in both market and affordable housing delivery relative to defined needs across the Borough and concluded that there were no clear or substantial emerging policies likely to address this deficit within the remaining plan period. The findings of this appeal decision are considered throughout this Planning Statement where relevant.

² Around a 7-minute cycle and a 13-minute walk from the southern part of the Site

³ around a 10-minute cycle

⁴ Around 200m from the site's centre

⁵ Around 330m from the site's centre

Pre-Application Consultation

- 2.12 Pre-application advice was sought from the Council in October 2025 (ref: 2025/ENQ/00715). The feedback received from officers and consultees has informed the evolution of the proposals, as summarised in the accompanying Statement of Community Consultation.
- 2.13 In its response dated 14 January 2026, the Council advised that the Site could be regarded as ‘Grey Belt’ as it is not within an area defined in footnote 7⁶ and would not strongly contribute to Green Belt purposes (a), (b), and (d) of NPPF paragraph 143. This is subject to compliance with paragraph 155 of the NPPF, including sustainability considerations and the ‘Golden Rules’, alongside justification for any loss of agricultural land. The Council’s pre-application response concludes that the requirements of NPPF paragraphs 155 (a) and (b) are likely to be met, whilst further assessment is required to demonstrate compliance with parts (c) and (d). It also confirms that the Site is within walking distance of a range of services and facilities, including shops, schools and a doctor’s surgery, and advises that any future planning application should be supported by an assessment against the sustainability criteria set out in paragraphs 9.13 to 9.15 of the Barnsley Local Plan. These matters are considered and addressed within this Planning Statement.
- 2.14 The Council also provided detailed advice in relation to design, highways, drainage, ecology, trees, heritage and land stability matters, and suggested likely planning obligations associated with the development.
- 2.15 The scheme has been refined in response to this advice, where appropriate, with input from technical consultants. The scope and requirements for the application were agreed through the pre-application process.

Public Consultation

- 2.16 A media release was issued on 18th May 2026⁷ to publicise the launch of the public consultation. A consultation leaflet was delivered door-to-door on 18 May 2026 to approximately 1,561 local properties, alongside neighbour letters sent to around 50 of the nearest residential properties. The leaflet provided an overview of the proposals and directed residents to a consultation website for further information. Feedback was invited via a freepost reply envelope or via an online survey.
- 2.17 A consultation website (www.cemeteryroad-jump.co.uk) was launched on 15 May 2026, providing information about the Site, details of the proposals and scheme benefits, as well as an online feedback form. The website remains open throughout the planning process.
- 2.18 The local ward councillors for Hoyland Milton and the MP for Barnsley South were also notified of the public consultation.
- 2.19 The accompanying Statement of Community Consultation summarises the comments received and the Applicant’s responses.

⁶ other than Green Belt

⁷ [Developers request feedback on planned village housing estate](#)

3.0 Proposed Development

- 3.1 The application proposes the residential development of the Site to deliver 270 dwellings, together with associated access, public realm, landscaping and supporting infrastructure.

Figure 3.1 Landscape Masterplan



Source: SLR

- 3.2 The proposed development comprises a mix of terraced, semi-detached and detached homes, predominantly two-storey in height, together with 11 bungalows. A total of 24 different house types are proposed, delivering a diverse range of 2, 3 and 4-bedroom homes designed to meet identified housing needs and support the creation of a balanced and inclusive community. The development provides 78 x 2-bedroom homes (29%), 87 x 3-bedroom homes (32%) and 105 x 4-bedroom homes (39%), achieving a net density of 39 dwellings per hectare.
- 3.3 The scheme will deliver 69 affordable homes (25%), secured through a Section 106 agreement. In addition, 89 dwellings (33%) will be built to M4(2) accessible and adaptable standards, with a further 16 dwellings (6%) designed to M4(3) wheelchair user standards, ensuring the development caters for a wide range of household needs and life stages.
- 3.4 The design is informed by a simple material palette of brick and tiled roofs, with variation achieved through building form, roof design and layout. Red and buff brick and occasional render or pebbledash finishes are proposed, with tiled roofs in dark or neutral tones, reflecting local character.
- 3.5 A landscape-led masterplan underpins the scheme, retaining existing hedgerows and trees where possible and reinforcing them with new native planting to define character areas, routes and development parcels, maintain ecological connectivity, and create an attractive,

high quality and sustainable neighbourhood with a distinct sense of place. A buffer of semi-natural habitat will be established along the southern and eastern boundaries, while additional planting on the northern boundary will create a green frontage to the Site, enhance biodiversity, soften edges, and contribute to a network of attractive green streets and spaces.

- 3.6 A significant area of public open space (2.22ha) is provided in the southern part of the Site, incorporating a Local Equipped Area for Play (LEAP), a SuDS basin designed to create wetland habitat, and land to achieve biodiversity net gain. This space will be publicly accessible and linked to the wider area via new pedestrian routes. This public open space will provide recreation and amenity space for existing and future residents.
- 3.7 The proposals include new pedestrian and cycle connections through the Site, including links to Public Right of Way Footpath 21 and Wentworth Road Green Space; improving permeability and access to surrounding green infrastructure.
- 3.8 Vehicular access is proposed via a priority T-junction onto Cemetery Road, with three additional shared private driveways. The internal layout comprises a looped estate road, designed to respond to the Site's topography and reduce the need for engineered solutions.
- 3.9 A 2.0m footway is provided along the full Site frontage of Cemetery Road, with dropped crossings and tactile paving at key points. The primary spine road provides a 5.5m carriageway, footways on both sides and a tree-lined verge.
- 3.10 Parking is provided in accordance with adopted standards, totalling 545 spaces plus 68 visitor spaces. All dwellings will include EV charging provision and secure cycle storage.
- 3.11 The Site is well served by public transport, with nearby bus services within walking distance and railway stations accessible within a short cycle, providing connections to wider regional centres.
- 3.12 The development incorporates a range of sustainable design measures, including energy-efficient homes with measures such as electric vehicle (EV) charging, Air Source Heat Pumps (ASHP) systems, photovoltaic (PV) panels and waste water heat recovery (WWHR) to meet the requirements of the Future Homes Standard and improve dwelling performance, alongside drainage infrastructure designed to manage surface water and reduce flood risk.
- 3.13 Biodiversity enhancements include bat and bird boxes integrated within buildings, new habitats within the landscape strategy, and wetland creation within the attenuation basin to support ecological value.

Delivery

- 3.14 BDW is a leading housebuilder with an established track record in delivering residential developments across Yorkshire and has full control over the site. BDW is committed to bringing this site forward and is in a position to begin delivering homes quickly. The Site could be fully delivered within 7 years of the commencement of development. This development would therefore make a meaningful contribution towards addressing the housing land supply shortfalls identified in this application.

4.0 Planning Policy Context and Other Material Considerations

- 4.1 This Section sets out the key planning policy context relating to the proposed development. A more detailed summary is contained within Appendix 1.

Approach to Determining the Planning Application

- 4.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 establishes the legal requirement for planning applications to be determined in accordance with the Statutory Development Plan unless material considerations indicate otherwise.
- 4.3 Section 70(2) of the Town and Country Planning Act 1990 specifies that ‘in dealing with such an application, the authority shall have regard to the provisions of the development plan, so far as material to the application, and any other material considerations’.

Statutory Development Plan

Barnsley Local Plan (2019)

- 4.4 The statutory Development Plan comprises the Barnsley Local Plan (2019). A Local Plan review was undertaken in November 2022 and concluded that the Plan remained fit for purpose and was adequately delivering its objectives. There are therefore no emerging policies that would address the current housing delivery shortfall (see below) within the remaining plan period. The next scheduled review will take place in 2027.
- 4.5 The Proposals Map identifies the site as being located within the Green Belt and also within the settlement boundary of Hoyland⁸ which is identified in the settlement hierarchy as a Principal Town. **Policy LG2 (The Location of Growth)** sets out that priority will be given to development in Urban Barnsley and the Principal Towns, with **Policy H2 (The Distribution of New Homes)** stating that Hoyland is expected to accommodate 12% of the overall housing requirement⁹, equating to 2,567¹⁰ new homes.
- 4.6 **Policy GB1 (Protection of Green Belt)** sets out that the Green Belt will be protected from inappropriate development in accordance with national policy.

Barnsley Green Belt Review

- 4.7 The Barnsley Green Belt Review (2014) formed part of the evidence base for the Local Plan. The Site was assessed as parcel HN12, which also included the Wentworth Green Space to the south. The parcel achieved a score of 13 out of 25 and was therefore considered to perform a moderate role in fulfilling the Green Belt purposes.
- 4.8 Specifically, it scored 1/5 in relation to purpose a (sprawl), 4/5 in relation to purpose b (merging) and 2/5 in relation to purpose d (historic setting). The conclusions reached in relation to merging related to the gaps between Jump and Hemingfield and Jump and

⁸ Supporting paragraph 5.9 confirms that Birdwell, Blacker Hill, Elsecar, Hemingfield and Jump together form the Principal Town of Hoyland

⁹ 21,546 total requirement across the plan period established by Policy H1

¹⁰ 2263 homes plus 304 planning permissions = 2567 total

Hoyland, however as these settlements all form part of the same Principal Town, this element of the assessment is not consistent with the advice contained in the Government's Planning Practice Guidance and should not be afforded any weight in the consideration of these proposals.

Housing Supply and Delivery

- 4.9 Barnsley Council's latest Five Year Deliverable Housing Land Supply Report (published October 2025) identifies a **2.9-year** housing land supply for the period 1 April 2024 to 31 March 2029. This is based on a 1,134 dpa minimum requirement established by Policy H1 of the Barnsley Local Plan¹¹, plus a 20% buffer due to the 2023 Housing Delivery Test results in accordance with paragraph 78 of the NPPF.
- 4.10 However, in an appeal decision dated August 2025 (Land north of Hemingfield Road APP/R4408/W/25/3359917), the Inspector noted that the actual supply was likely to be closer to **2.0 years**. Irrespective of the final figure, the Council is unable to demonstrate a 5-year housing land supply.
- 4.11 The 2023 Housing Delivery Test result for Barnsley is **84%**.
- 4.12 In relation to affordable housing, the Barnsley Local Plan sets an annual target to deliver 150 affordable homes per year linked to Policy H7 Affordable Housing. However, the 2021 Barnsley Strategic Housing Market Assessment concludes that there is a 'net' shortfall of 190 households each year, with the highest need in the Hoyland, Wombwell and Darfield sub-area, requiring 314 affordable homes per annum.
- 4.13 The 2023/2024 Local Plan Monitoring Report provides affordable housing delivery figures (Table 4.1 below), which demonstrate that delivery has fallen short of the need outlined in the 2021 SHMA in all years. The Hemmingfield Lane appeal also confirms that affordable housing targets for both the Borough and locality have not been met for several years, resulting in a 'large deficit'. Within this context, the delivery of at least 16 affordable homes as part of that proposal was agreed to be of considerable benefit. Given these poor delivery rates, the need for affordable housing has likely increased over time, suggesting that a chronic and severe affordable housing crisis now exists.

Table 4.1 Affordable Housing Delivery 2019 - 2024

	2019/20	2020/21	2021/22	2022/23	2023/24
No. of Affordable homes delivered	203	128	39	69	148

Source: Barnsley Local Plan Monitoring Report 2023/2024

Emerging Local Plan Position

- 4.14 The existing Local Plan was reviewed in 2022 and at that time, was found to be fit for purpose and adequately delivering its objectives. This means that no updates to the Local Plan, in whole or in part, are planned ahead of a further review which will take place by November 2027 at the latest. Given that Barnsley cannot currently demonstrate its required housing land supply or delivery, it is possible that the 2027 review will arrive at a different

¹¹ As the Local Plan has been reviewed and found to not require updating

conclusion, or indeed be brought forward in an attempt to address the current housing shortfall in a planned way. At present, however, no formal review has been initiated.

- 4.15 The failure to achieve housing supply and delivery requirements highlights the failure of the existing Local Plan spatial strategy, necessitating a revised approach. With no Local Plan update planned, there is no short to medium term plan to address the severe and chronic housing shortfall and Barnsley needs to take urgent action.

Other Material Considerations

National Planning Policy Framework (2024)

- 4.16 The National Planning Policy Framework ('NPPF') contains the Government's planning policies for England; it promotes sustainable growth and gives significant weight to supporting housing delivery through the planning system. The NPPF is a material consideration in the determination of planning applications.
- 4.17 The 2024 NPPF supports the Government's aim to deliver 1.5 million new homes. Key changes include a revised standard method for assessing housing needs, along with a stronger focus on delivering housing and affordable homes.
- 4.18 The NPPF outlines that the planning system seeks to achieve sustainable development, including housing provision, through three main objectives: economic (building a strong, responsive and competitive economy), social (supporting vibrant and healthy communities) and environmental (protecting and enhancing the natural, built and historic environment). Planning policies and decisions should guide development towards sustainable solutions, considering local circumstances and needs. At its core, the NPPF has a presumption in favour of sustainable development to ensure that sustainable development is pursued in a positive way.

Presumption in Favour of Sustainable Development

- 4.19 Paragraph 11 sets out that decisions should apply a presumption in favour of sustainable development, confirming that for decision taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) or where there are no relevant development plan policies, or the policies which are most important for determining the applications are out-of-date, granting planning permission unless:

i) the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a clear reason for refusing the development proposed; or

ii) 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..."

- 4.20 In relation to housing applications, footnote 8 defines 'out-of-date' as: situations where: the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer as set out in paragraph 78); or where the Housing Delivery

Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.

- 4.21 Footnote 7: confirms that the policies referred to in paragraph 11(d) are those in the NPPF relating to: habitats sites, Sites of Special Scientific Interest, Green Belt, Local Green Space, National Landscape, National Park, Heritage Coast, irreplaceable habitat, heritage assets and areas at risk of flooding or coastal change.

Delivering a Sufficient Supply of Homes

- 4.22 With regards to housing delivery, the NPPF is clear that the Government aims to "significantly boost the supply of homes" (paragraph 61).
- 4.23 Paragraph 61 also highlights the need to ensure that sufficient land is available in the right locations and that the needs of groups with specific requirements are addressed. The aim is to meet the area's housing needs with a suitable mix of housing types for the local community.

Maintaining Housing Supply and Delivery

- 4.24 Regarding housing land supply, NPPF paragraph 78 requires Local Planning Authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.
- 4.25 Paragraph 78 confirms that the supply should include a 5% buffer to ensure choice and competition in the market for land, with a 20% buffer where there has been significant under delivery of housing over the previous three years (measured against the housing delivery test), to improve the prospect of achieving the planned supply.

Green Belt

- 4.26 Section 13 seeks to protect Green Belt and provides guidance on circumstances when development within the Green Belt may be acceptable.
- 4.27 **Paragraph 143** of the NPPF defines the five purposes of the Green Belt as:
- a To check the unrestricted sprawl of large built-up areas
 - b To prevent neighbouring towns merging into one another
 - c To assist in safeguarding the countryside from encroachment
 - d To preserve the setting and special character of historic towns
 - e To assist in urban regeneration, by encouraging the recycling of derelict and other urban land

Grey Belt

- 4.28 **Paragraphs 154 and 155** set out a number of exemptions where development in the Green Belt would not be regarded as inappropriate. Specifically, **paragraph 155** states that development should not be inappropriate where all of the following apply:

- a The development would utilise Grey Belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
- b There is a demonstrable unmet need for the type of development proposed;
- c The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this NPPF; and
- d Where applicable the development proposed meets the ‘Golden Rules’ requirement set out in NPPF paragraphs 156-157.

4.29 ‘Grey Belt’ is defined in **Annex 2** of the NPPF as follows:

“For the purposes of plan-making and decision-making, ‘Grey Belt’ is defined as land in the Green Belt comprising previously developed land and/or any other land that, in either case, does not strongly contribute to any of purposes (a), (b) or (d) in paragraph 143”.

“‘Grey Belt’ excludes land where the application of the policies relating to the areas or assets in footnote 7 (other than Green Belt) would provide a strong reason for refusing or restricting development.”

4.30 **Footnote 7** relates to: habitat sites (including paragraph 194), Sites of Special Scientific Interest; Green Belt¹², Local Green Space, National Landscape, National Park or Heritage Coast; irreplaceable habitats; heritage assets (and assets of archaeological interest in footnote 75); and areas at risk of flooding or coastal change.

4.31 In relation to demonstrating unmet need, **Footnote 56** confirms that for housing developments one such need would include a lack of a five year supply of deliverable housing sites, including the relevant buffer where applicable, or where the Housing Delivery Tests was below 75% of the housing requirement over the previous three years.

4.32 **Paragraphs 110 and 115** seek to ensure development is directed towards sustainable locations. **Paragraph 110** states *“significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport mode.”* **Paragraph 115** seeks to ensure that sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location, and that safe and suitable access to the site can be achieved for all users.

4.33 **NPPF Paragraph 156** states that where major development involving housing is proposed on land released from the Green Belt through plan preparation or review, or on sites in the Green Belt subject to a planning application, the following contributions (the ‘**Golden Rules**’) should be made:

- Affordable housing which reflects either: (i) development plan policies produced in accordance with paragraphs 67-68 of the NPPF; or (ii) until such policies are in place, the policy set out in paragraph 157 of the NPPF;
- Necessary improvements to local or national infrastructure; and

¹² Excluded from the definition for the purposes of considering grey belt.

- The provision of new, or improvements to existing, green spaces that are accessible to the public. New residents should be able to access good quality green spaces within a short walk of their homes, whether through onsite provision or access to offsite spaces.

4.34 **Paragraph 157** states that, before Development Plan policies for affordable housing are updated in line with **paragraph 67-68** of the NPPF, the affordable housing contribution required to satisfy the Golden Rules is 15% above the highest existing affordable housing requirement which would otherwise apply to the development, subject to a cap of 50%.

4.35 **Paragraph 158** confirms that “*A development which complies with the Golden Rules should be given significant weight in favour of the grant of permission*”.

4.36 Lichfields has prepared a flowchart summarising the NPPF assessment steps, included at Appendix 2. This includes the requirement to consider Planning Practice Guidance.

4.37 The wider sections of the NPPF relevant to the development proposals include: 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, and Conserving and enhancing the historic environment.

NPPF Consultation – December 2025

4.38 Consultation has recently taken place on a revised NPPF. The proposals include changes to the definition of ‘grey belt’, through the removal of references to the Footnote 7 protected areas. Views were sought on whether this would make the definition more workable without weakening protections for environmentally or otherwise sensitive areas.

4.39 Although very limited weight can be afforded to the draft NPPF at the consultation stage, it nonetheless retains Green Belt and Grey Belt policy. The proposed changes would remove the footnote 7 tests and instead require broader consideration of the acceptability of development proposals. It is also noted that the tests relating to Green Belt purpose a, b and d, which are relevant to meeting the Grey Belt criteria and are currently set out in Planning Practice Guidance (PPG), remain unchanged and are proposed to be incorporated directly into the NPPF.

National Planning Practice Guidance (PPG)

4.40 The PPG provides more detailed guidance to support and assist the interpretation and implementation of policies contained within the NPPF and is a material consideration in the determination of planning applications. The PPG was updated in February 2025 to provide clarity on how to consider whether a site contributes strongly to Green Belt purposes (a), (b) or (d).

5.0 **Planning Assessment: Principle of Development**

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the statutory Development Plan, unless material considerations indicate otherwise.

5.2 The starting point for the assessment of the overall principle of development is therefore the status of the application site in the Barnsley Local Plan. The Barnsley Local Plan was adopted before the publication of the current NPPF and its policies must therefore be considered in light of more recent national policy. The Secretary of State's appeal decision at Hemingfield Road¹³, highlighted a significant shortfall in both market and affordable housing delivery and concluded that there were no clear or substantial emerging policies likely to address this deficit within the remaining plan period. Against this backdrop, significant weight should be afforded to the most up-to-date provisions of the NPPF, which are considered throughout this section alongside the relevant Local Plan policies.

Grey Belt

5.3 The NPPF maintains that new buildings are generally 'inappropriate development' within the Green Belt. There are exceptions to this as set out in NPPF paragraph 154.

5.4 In 2024, the NPPF introduced an additional exception relating to 'Grey Belt' land. Paragraph 155 of the NPPF establishes that development within the Grey Belt will not be considered inappropriate development in the Green Belt where all of the criteria set out in that paragraph are satisfied. These criteria are as follows:

- a The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
- b There is a demonstrable unmet need for the type of development proposed;
- c The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this Framework; and,
- d Where applicable the development proposed meets the 'Golden Rules' requirements set out in paragraph 156-157.

5.5 NPPF paragraph 158 goes on to state that "*a development which complies with the Golden Rules should be given significant weight in favour of the grant of planning permission.*"

5.6 An assessment of the Site's status as Grey Belt land, together with an appraisal of the proposed development against the criteria set out in paragraph 155 of the NPPF, is provided below.

¹³ Application ref: 2024/0122 Appeal ref: APP/R4408/W/25/3359917

Criteria A: The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining green belt across the area of the plan

Grey Belt Definition

5.7 'Grey belt' is defined in Annex 2 of the NPPF as:

"Land in the Green Belt comprising previously development land and/or any other land that, in either case, does not strongly contribute to any of purposes (a), (b) or (d) in paragraph 143.

'Grey Belt' excludes land where the application of the policies relating to the areas or assets in footnote 7 (other than Green Belt) would provide a strong reason for refusing or restricting development".

5.8 Green Belt purposes (a), (b) and (d) in paragraph 143 of the NPPF are:

- a To check the unrestricted sprawl of large built-up areas
- b To prevent neighbouring towns from merging into one another
- d To preserve the setting and special character of historic towns

5.9 Planning Practice Guidance (PPG) provides further guidance on the definition and application of 'Grey Belt' in relation to purposes a, b and d¹⁴.

Purpose (a) Sprawl

5.10 The PPG advises that land is likely to make a **strong** contribution to Green Belt purpose (a) where it is adjacent or near to a large built-up area, is largely free from development and features capable of containing growth, and where development would result in an incongruous pattern of development. By contrast, land is likely to make a **moderate** contribution where its role is weakened by factors such as containment by physical features, partial enclosure by existing development, the presence of existing development, or other urbanising influences. Land is likely to make a **weak** or **no** contribution where it is contained by, or largely enclosed within, existing development such that development would not result in an incongruous pattern of urban expansion.

5.11 The Principal Town of Hoyland comprises the settlements of Birdwell, Blacker Hill, Elsecar, Hemingfield, Hoyland and Jump. The Site lies within the settlement boundary of Hoyland and is closely related to this existing urban area, adjoining residential development in Jump to the north and west, Hemingfield to the north-east, and lying in close proximity to Elsecar to the south.

5.12 The Site is enclosed by strong and defensible boundaries on all sides, comprising Cemetery Road and the cemetery to the north, existing residential development to the north-east and west, the railway line and Elsecar to the east, and Wentworth Road Green Space and Elsecar to the south. These features provide clear and enduring limits to development and ensure that the Site is physically contained.

¹⁴ Paragraph: 005 Reference ID: 64-005-20250225

5.13 Given its relationship with the surrounding built form and the presence of robust boundaries, the site would represent a logical and well-contained extension to the settlement. Its development would reinforce the existing urban edge and settlement pattern rather than create an incongruous form of expansion or result in unrestricted sprawl.

5.14 Accordingly, having regard to the PPG Grey Belt guidance, the Site does not make a strong contribution to Green Belt purpose (a) and performs only a **weak** Green Belt function in this respect. This is consistent with both the Council's Green Belt Assessment and its more recent pre-application response to these proposals.

Purpose (b) Merging

5.15 In relation to merging, the PPG advises that land is likely to make a **strong** contribution where it is free from development, forms a substantial part of a gap between towns, and where development would result in the loss of visual separation. Land is likely to make a **moderate** contribution where it forms part of a gap between towns but its contribution is weakened by factors such as forming only a small part of the gap or where development would not result in the loss of visual separation due to the presence of existing structures, landscape features or topography. Land is likely to make a **weak** or **no** contribution where it does not form part of a gap between towns, or forms only a very small part of a gap without contributing to visual separation. The PPG makes clear that purpose (b) 'relates to the merging of towns, not villages' and that areas which 'do not form part of a gap between towns' make no contribution to purpose (b)'.

5.16 The settlements of Jump, Birdwell, Blacker Hill, Elsecar and Hemingfield together form the Principal Town of Hoyland, within which the site lies. The site is located within Hoyland's settlement boundary and represents a suitable infill opportunity within the existing urban area, rather than forming part of a gap between separate towns.

5.17 The nearest separate town is Wombwell; however, the Site is physically and visually separated from Wombwell and does not contribute to maintaining a gap or visual separation between the two settlements. Development of the Site would therefore not result in the merging of neighbouring towns.

5.18 Accordingly, having regard to the PPG guidance, the Site does not perform an important function in preventing the merging of towns and makes only a weak contribution to Green Belt purpose (b). This conclusion is consistent with the Council's pre-application response, which recognises that the surrounding settlements form part of Hoyland and that the Site is physically and visually separated from Wombwell.

Purpose (d) Historic Town

5.19 The PPG advises that land is likely to make a strong contribution to purpose d) where it is free from development, forms part of the setting of a historic town and makes a considerable contribution to special character. The PPG also confirms that this purpose relates specifically to historic towns rather than villages.

5.20 Hoyland is not recognised as an historic town. Consequently, the site does not contribute to the preservation of the setting or special character of a historic town and makes no contribution to Green Belt purpose (d). This is also consistent with the conclusion reached in the Council's pre-application response.

Summary

5.21 Overall, the Site does not make a strong contribution to Green Belt purposes (a), (b) or (d).

Footnote 7 Constraints

5.22 Grey Belt excludes land where the application of policies relating to areas or assets listed at footnote 7 (other than Green Belt) would provide a 'strong reason' for refusing or restricting development.

5.23 Drawing upon the detailed technical work that supports this planning application, as summarised in Section 6.0 of this Statement, no constraints have been identified that would provide a 'strong' reason for refusing or restricting development on the Site. An assessment of the Site against each of the footnote 7 assets is provided in Table 5.1

Table 5.1 Assessment of site against footnote 7 constraints

Footnote 7 Constraints	Assessment against the Site
Habitat sites: Special Area of Conservation Special Protection Areas Sites identified/required as compensatory measures for adverse effects on habitat sites	No SACs or SPAs are located within or immediately adjacent to the Site, and the Site is not identified or required as, compensatory measures for adverse effects on habitat sites. The Site is 3.5 km south-west of the Dearne Valley Wetlands SPA SAC and SSSI and falls within the SSSI impact risk zone. However, the Ecological Impact Assessment confirms that the Site is hydrologically separate from the SSSI, as surface water drains into 'Knoll Beck from Source to River Dearne', rather than the 'Dove from Source to River Dearne' catchment upon which the Dearne Valley Wetlands SSSI is based. Furthermore, the nature of the proposed development is not considered likely to give rise to a potential risk to the SSSI. This is not therefore considered to represent a constraint to development.
Paragraph 194 sites: Potential Special Protection Areas Possible Special Areas of Conservation Listed or proposed Ramsar sites Sites identified / required as compensatory measures	The Site does not comprise, and is not located within close proximity to, any potential SPAs or SACs, as well as listed or proposed Ramsar sites. The Site is not identified as, or required as, compensatory measures for adverse effects on paragraph 194 sites. This is not therefore considered to represent a constraint to development.
Sites of Special Scientific Interest	No SSSIs are located within or immediately adjacent to the Site. As set out above: The Site is 3.5 km south-west of the Dearne Valley Wetlands SPA SAC and SSSI and falls within the SSSI impact risk zone. However, the Ecological Impact Assessment confirms that the Site is hydrologically separate from the SSSI, as surface water drains into 'Knoll Beck from Source to River Dearne', rather than the 'Dove from Source to River Dearne' catchment upon which the Dearne Valley Wetlands SSSI is based. Furthermore, the nature of the proposed development is not considered likely to give rise to a potential risk to the SSSI.

Footnote 7 Constraints	Assessment against the Site
Local Green Space	The Site is not designated as Local Green Space. Wentworth Road Green Space is located to the south of the Site, however this comprises publicly accessibly open space and does not constitute Local Green Space as defined by the NPPF.
National Landscape (formerly known as Area of Outstanding Natural Beauty)	The Site does not fall within a National Landscape designation.
National Park (or within Broads Authority) or defined Heritage Coast	The Site is not located within a National Park.
Irreplaceable habitats	No irreplaceable habitats have been identified within or in close proximity to the Site, and accordingly, no impacts on such habitats are anticipated. The closest designated assets are the Ancient and Semi-Natural /Ancient Replanted Woodland sites at 'Wombwell Wood South' located approximately 420m north of the Site and Elsecar Colliery, located is 835m south-east of the Site. Both sites are located some distance from the site and are physically separated from it. The Ecological Impact Assessment (EcIA) confirms that Wombwell Wood South is further separated from the Site by the Dearne Valley Parkway (A6195), while Elsecar Reservoir and Elsecar Colliery are separated by established residential development. Given the distance, intervening features and the nature of the proposed development, no direct impacts on these non-statutory sites are anticipated.
Designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75)	The Site is not located within a Conservation Area and does not contain any designated heritage assets. It lies approximately 400m from Elsecar Conservation Area, within which the designated heritage assets identified within the 1km study area are located, including the Grade II listed buildings at 1–9 Cobcar Lane and Cobcar Terrace, and the Hemingfield Colliery Scheduled Monument, Grade II* listed Former Cornish pumping engine house and Grade II listed canal basin and associated structures. The submitted Archaeological and Heritage Desk Based Assessment concludes that the proposed development would have a negligible impact on the setting and significance of nearby Heritage Assets. No archaeology is known within the Site beyond shallow coal mining activity. A geophysical survey is recommended to inform any further archaeological work, but this is not anticipated to represent a constraint to development.
Areas at risk of flooding or coastal change	The Site is entirely in Flood Zone 1. A small area along its eastern boundary is at risk of surface water flooding.

Footnote 7 Constraints	Assessment against the Site
	The site-specific Flood Risk Assessment and illustrative masterplan demonstrate that appropriate mitigation can be incorporated to manage existing surface water flood risk. No built development is proposed within areas at risk of surface water flooding, and the proposed measures will ensure that future residents and users remain safe for the lifetime of the development without increasing flood risk elsewhere. Flood risk is therefore not considered to represent a constraint to development.

- 5.24 For the reasons set out above, the application of NPPF policies relating to the areas or assets listed in footnote 7 would not provide a strong reason for refusing development.

Green Belt Purposes (taken together)

- 5.25 The second part of paragraph 155 (a) requires consideration of whether the development of the site would fundamentally undermine the purposes (taken together) of the remaining Green Belt land across the Plan area. The PPG advises that in reaching this judgement, authorities should consider whether the release or development of Green Belt Land would affect the ability of all the remaining Green Belt across the area of the plan to serve all five of the Green Belt purposes in a meaningful way¹⁵.
- 5.26 The Barnsley Green Belt extends to approximately 22,410.35 hectares (2022¹⁶). At 9.7 hectares, the Site represents only 0.04% of the total Green Belt within the Borough. The proposed development would therefore result in a very limited quantitative reduction in Green Belt land, and the Site does not perform a wider strategic role in maintaining the openness or function of the Green Belt.
- 5.27 More widely, the Site does not perform strongly against any of the Green Belt purposes and its development would not affect the ability of all the remaining Green Belt across the area of the plan from serving all five of the Green Belt purposes in a meaningful way.

Summary

- 5.28 Overall, the Site does not make a strong contribution to Green Belt purposes (a), (b) or (d). Furthermore, the application of NPPF policies relating to the areas or assets identified in footnote 7 would not provide a strong reason for refusing development, and the proposed development would not fundamentally undermine the remaining Green Belt across the Plan area as a whole. The requirements of criterion (a) of NPPF paragraph 155 are therefore met.

Criteria B: There is a demonstrable unmet need for the type of development proposed

- 5.29 Barnsley Council's latest Five Year Deliverable Housing Land Supply Report (October 2025) identifies a **2.9-year** housing land supply for the period 1 April 2024 to 31 March 2029. However, in the August 2025 appeal decision relating to Land north of Hemingfield Road (APP/R4408/W/25/3359917), the Inspector noted evidence indicating that the actual

¹⁵ Paragraph: 008 Reference ID: 64-008-20250225

¹⁶ <https://www.cpre.org.uk/interactive-map-of-englands-green-belt-land/>

supply may be closer to **2.0 years**. In either case, the Council is unable to demonstrate a 5-year housing land supply, evidencing a clear unmet need for housing in accordance with NPPF footnote 56¹⁷.

5.30 The proposals would also provide 25% affordable housing, making a meaningful contribution towards meeting the significant affordable housing need within the Borough.

5.31 There is therefore a clear and demonstrable unmet need for both market and affordable housing and criteria (b) is met. This conclusion was also accepted by the Council in its pre-application response.

Criteria C: The development would be in a sustainable location, with reference to paragraphs 110 and 115 of this Framework

5.32 As has been set out in detail within Section 2, the Site lies within the settlement boundary of the Principal Town of Hoyland, which is identified in the Local Plan as a key focus for growth. The site immediately adjoins the built-up area of Jump and is close to Hemingfield, Elsecar and Hoyland.

5.33 Jump offers a range of local facilities and services, including convenience stores, a Post Office, Jump Primary School, Jump Family Centre, Jump Park and Playing Fields, Wentworth Road Green Space, allotments, places of worship and a public house. The closest health care provision is Hoyland Medical Practice¹⁸. The accompanying Travel Plan confirms that these facilities are all located within appropriate walking and cycling distance of the Site. This also accords with the sustainability criteria set out in paragraphs 9.13 to 9.15 of the Barnsley Local Plan.

5.34 Hoyland Town Centre is located approximately 1.7km to the south west and is readily accessible on foot and by cycle. The town centre provides a wider range of services and facilities, including healthcare provision, a library, schools and retail uses.

5.35 The Site also benefits from excellent access to public transport. Elsecar Railway Station is located 800m to the south-west¹⁹, while Wombwell Railway Station is 1.3km to the north-east²⁰. Both stations provide services to Sheffield, Leeds and Huddersfield. Bus stops are located within convenient walking distance of the Site on the Cemetery Road site frontage²¹ and Wentworth Road²², providing regular services to Hoyland, Barnsley, Wombwell, Elsecar and surrounding settlements. This will enable future residents to travel by sustainable modes and reduce reliance on the private car. The proposals will further improve connectivity through new links to Footpath 21 and via Wentworth Road Green Space.

5.36 The Council's pre-application response also confirms that the Site is within walking distance of key services and facilities including shops, schools and a doctor's surgery. It is therefore very sustainably located and well placed to support travel by walking, cycling and public transport.

¹⁷ Which, in the case of applications involving the provision of housing, means the lack of a five year supply of deliverable housing sites, including the relevant buffer where applicable, or where the Housing Delivery Tests was below 75% of the housing requirement over the previous three years

¹⁸ A Local Improvement Finance Trust (LIFT) provision

¹⁹ Around a 7-minute cycle and a 13-minute walk from the southern part of the Site

²⁰ around a 10-minute cycle

²¹ Around 200m from the site's centre

²² Around 330m from the site's centre

- 5.37 The Site is therefore very sustainably located and accessible by a range of transport modes. The proposals comply with paragraphs 110, 115 and 116 of the NPPF and satisfy criterion (c).

Criteria D: Where applicable the development proposed meets the ‘Golden Rules’ requirements set out in paragraphs 156-157.

Affordable housing

- 5.38 The affordable housing contribution required to satisfy the Golden Rules is 15 percentage points above the highest existing affordable housing requirement which would otherwise apply, subject to a cap of 50%.
- 5.39 As Policy H7 of the Barnsley Local Plan requires up to 10% of homes to be affordable in Hoyland, the minimum affordable housing requirement for the scheme is 25%.
- 5.40 The proposal will provide 25% affordable housing (69 dwellings), secured through a Section 106 agreement. The scheme therefore meets with this Golden Rule and will make a significant contribution towards addressing the shortfall in affordable housing delivery across the Borough. Given the persistent under-supply of affordable housing in Barnsley, this represents a very substantial benefit.

Necessary improvements to local or national infrastructure

- 5.41 The technical assessments submitted with the application have not identified any specific local or national infrastructure improvements required to support the development.
- 5.42 In accordance with the Council’s pre-application advice, s106 contributions towards Early Years, Primary, Secondary and Special Education Needs and Disabilities (SEND) provision could be secured in accordance with the Council’s SPD where a need arising from the proposed development is identified.
- 5.43 Contributions towards sustainable travel measures, any necessary highway improvements, and any other infrastructure requirements arising from the application, including those related to the ‘Golden Rules’; will be considered and agreed through the determination process.

Provision of new, or improvements to existing, green spaces

- 5.44 Paragraph 012 (Ref ID: 64-012-20250225) of the PPG identifies a range of measures that may contribute towards meeting this ‘Golden Rule’. The proposals accord with this requirement for the following reasons:
- The Site is currently inaccessible to the public. The development will provide new publicly accessible green space, delivering a net benefit for the community.
 - The scheme includes a substantial area of public open space and biodiversity enhancement land to the south of the Site, together with a LEAP.
 - New pedestrian links will connect the development to Wentworth Road Green Space and the wider footpath network, improving access to open space for existing and future residents.

- Existing hedgerows and trees will be retained where possible, supplemented by new planting, landscaping and habitat creation along the Site boundaries.
- The green infrastructure network will include a range of spaces and features, including natural and semi-natural habitats, amenity greenspace, play provision, tree planting and sustainable drainage features.

5.45 The submitted Landscape Masterplan demonstrates that the Site can be delivered in accordance with this ‘Golden Rule’.

Conclusion

5.46 For the reasons set out above, the site can be regarded as ‘Grey Belt’ for the purposes of decision-taking under the NPPF.

5.47 The assessment demonstrates that the proposed development satisfies all of the requirements of paragraph 155 of the NPPF. In particular, it is located in a highly sustainable location capable of addressing identified unmet housing needs and it satisfies all of the ‘Golden Rules’. Accordingly, the development should not be regarded as inappropriate development in the Green Belt and there is no requirement to demonstrate the ‘very special circumstances’ set out in paragraph 153. Nor does the proposal give rise to Green Belt harm, including harm to openness, that would weigh against the development.

5.48 Furthermore, paragraph 158 of the NPPF is clear that development which complies with the ‘Golden Rules’ should be given significant weight in favour of the grant of planning permission. As a sustainably located scheme that will deliver much-needed market and affordable housing, new public open space and wider community benefits, the proposal attracts substantial positive weight and is fully consistent with national planning policy.

Other Matters of Principle

5.49 The principle of residential development in this location is strongly supported by the spatial strategy within the Barnsley Local Plan. Policy LG2 (The Location of Growth) identifies the Principal Towns, including Hoyland, as the primary focus for growth outside Urban Barnsley with Policy H2 (The Distribution of New Homes) stating that Hoyland is expected to accommodate 12% of the overall housing requirement²³, equating to 2,567²⁴ new homes. The Site is located within the settlement boundary of the Principal Town of Hoyland and therefore accords with the broad distribution strategy for growth.

5.50 In the 2025 Hemmingfield Road appeal decision²⁵, the Inspector concluded that the shortfall in delivery of both market and affordable housing both in Hoyland and across the borough is considerable and that housing land supply is probably around 2 years and the prospect of meeting the Local Plan housing requirement from allocated sites alone is ‘vanishingly small’.

5.51 Local evidence²⁶ demonstrates that this shortfall is particularly acute within the Hoyland area. Only 93 net dwellings were completed in Hoyland Milton Ward (in which the site is

²³ 21,546 total requirement across the plan period established by Policy H1

²⁴ 2263 homes plus 304 planning permissions = 2567 total

²⁵ APP/R4408/W/25/3359917

²⁶ Ward-level data for appeal APP/R4408/W/25/3359917

located) between 2019/20 and 2023/24 while affordable housing delivery has also been limited with just 30 affordable dwellings completed in Hoyland Milton Ward and 66 in Wombwell Ward over the same period. The 2021 SHMA identifies a borough-wide net affordable housing need of 190 dwellings per annum, with the highest need in the Hoyland, Wombwell and Darfield sub-area, requiring 314 affordable homes per annum.

5.52 This level of delivery falls significantly below Policy H2's requirements and confirms that housing delivery in Hoyland has not met Local Plan expectations. It demonstrates a substantial unmet need for both market and affordable housing in accordance with Policies H1 and H2, indicating that additional sites will be required to address housing needs.

5.53 Against this background, the proposed development would make a significant contribution towards housing delivery in a sustainable location identified for growth by the Local Plan. The provision of 201 market dwellings and 69 affordable homes should therefore be afforded **very substantial weight** in favour of the proposal.

6.0 **Planning Assessment: Technical Considerations**

- 6.1 Having established that the Site meets the definition of Grey Belt, accords with the ‘Golden Rules’ in paragraph 158 of the NPPF, and is acceptable in principle, this section assesses the proposals against other relevant policy and technical considerations.

Housing

Housing Mix

- 6.2 Policy H6 (Housing Mix and Efficient Use of Land) requires housing schemes to provide a broad mix of dwelling sizes, types and tenures to support mixed and balanced communities and to meet the needs of different household groups.
- 6.3 The proposed development provides 270 dwellings comprising the following bedroom mix:
- 78 Two-bed houses (28.9%)
 - 87 Three-bed houses (32.2%)
 - 105 Four-bed house (38.9%)
- 6.4 This mix is informed by the local demographic need in Hoyland, including the Barnsley Strategic Housing Market Assessment (2021), alongside BDW’s market intelligence.
- 6.5 In accordance with the Design of Housing Development SPD, the scheme provides 24 different house types, including terraced, semi-detached and detached dwellings and bungalows, offering a range of options to meet different needs and budgets and create visual variety. The mix of house types, sizes and tenures is appropriate to the Site and complies with local and national planning policy.
- 6.6 The scheme also exceeds accessibility requirements set out in the Design of Housing Development SPD, with 33% (89 dwellings) designed to meet M4(2) standards compared to the SPD target of 26%. 6% (16 dwellings) are also provided as M4(3) wheelchair user homes. These are delivered through single-storey and bungalow house types²⁷ The proposed development will deliver a mix of dwelling sizes, types and tenures to support mixed and balanced communities and to meet the needs of different household groups and is therefore in accordance with Policy H6.

Density

- 6.7 The scheme achieves a density of 39 dwellings per hectare, which is broadly consistent with Policy H6’s expectation of 40 dwellings per hectare (net) in Principal Towns.

Affordable Housing Statement

- 6.8 As set out in Section 5, the proposed development would help address a significant and longstanding shortfall in affordable housing delivery. Local evidence identifies a substantial unmet need across the Borough, with the greatest level of need arising within the Hoyland,

²⁷ Holme and DMS Holme

Wombwell and Darfield sub-area. Affordable housing delivery has consistently fallen below identified requirements over a number of years, resulting in an ongoing and acute need. In this context, the provision of affordable housing as part of the proposed development would represent a very substantial social benefit.

- 6.9 Paragraph 66 of the NPPF requires major housing development to provide an affordable housing mix that meets identified local needs across social rent, affordable rent and affordable home ownership. Paragraph 67 also confirms that, for Green Belt release, the 'Golden Rules' require an enhanced affordable housing provision of a higher proportion than would otherwise apply.
- 6.10 Policy H7 of the Barnsley Local Plan requires 10% affordable housing in Hoyland. In accordance with NPPF paragraphs 67 and 157, the 'Golden Rules' require an uplift of 15 percentage points above the policy requirement, resulting in a minimum requirement of 25% affordable housing for the proposed development.
- 6.11 The scheme proposes 25% affordable housing (69 homes), to be secured via Section 106 agreement, and is therefore compliant with both Policy H7 and the NPPF 'Golden Rules' set out in paragraphs 67 and 157.
- 6.12 The detailed tenure mix, house types and distribution of affordable homes will be discussed and agreed with the Council during the determination of the application to ensure delivery of a mixed and balanced community.

Design

- 6.13 The NPPF emphasises that good design is a key aspect of sustainable development and that significant weight should be given to development that reflects local design policies and guidance.
- 6.14 The proposed development has been prepared in accordance with Policy D1 (High Quality Design and Place Making) of the Local Plan and the Design of Housing Development SPD. The scheme has evolved through a comprehensive appraisal of the Site, its landscape setting, surrounding built form and technical constraints, ensuring a positive response to local context.
- 6.15 The layout responds to the Site's natural topography, with the land falling towards the south east adjacent to the railway corridor. This change in levels has informed the arrangement of development parcels, streets and open spaces, allowing the scheme to work with the existing landform and minimise the need for significant engineering interventions. The result is a sensitive and sustainable pattern of development that responds appropriately to its landscape setting.
- 6.16 The design is landscape-led, retaining and enhancing existing hedgerows, mature trees and boundary planting to provide a strong green framework, maintain ecological connectivity and create a distinct sense of place. An Arboricultural Impact Assessment confirms that all existing trees will be retained, with the layout carefully designed to minimise impacts and maintain appropriate relationships with retained vegetation. Limited hedgerow removal is proposed where required for access and drainage, with opportunities for enhancement elsewhere. The overall hedgerow structure will be retained and enhanced, delivering a net gain of 3.20 hedgerow units in the Biodiversity Net Gain assessment.

- 6.17 Green infrastructure is integrated throughout the scheme, incorporating retained vegetation, new planting, sustainable drainage features and open spaces that support biodiversity, surface water management, recreation and placemaking.
- 6.18 A connected movement network has been established through the integration of existing routes and public rights of way, promoting accessibility, walking and cycling.
- 6.19 The architectural approach draws on the established character of the area through the use of locally distinctive materials, including buff and red brick with complementary roof finishes. The scale and form of development have been designed to integrate successfully with surrounding development and reinforces the character of Jump.
- 6.20 Overall, the proposals deliver a high-quality, sustainable and locally responsive residential development that reflects national and local design objectives through sensitive site planning, strong green infrastructure integration, and appropriate architectural character. On this basis, the scheme is consistent with the objectives of the NPPF, Policy D1, Policy GD1 and BIO1, the Trees and Hedgerows SPD, and the Design of Housing Development SPD.

Open Space

- 6.21 Policy GS1 and the Open Space Provision on New Housing Developments SPD require qualifying residential developments to provide green space, with a minimum of 15% of the gross site area laid out as open space.
- 6.22 The proposed development exceeds this requirement, providing 2.22ha of public open space (22.89% of the gross site area), including a large area of public open space to the south, a small central green, a LEAP, biodiversity enhancement areas and pedestrian links to adjacent green spaces and the wider public rights of way network. New tree planting and landscaping will also be provided throughout the development.
- 6.23 Existing trees and the majority of hedgerows will be retained and enhanced through new planting, with semi-natural habitat buffers created along the southern and eastern boundaries and a landscaped frontage to the north. These measures will strengthen biodiversity, provide an attractive landscape setting and contribute to a high-quality residential environment.
- 6.24 The Site is currently inaccessible to the public. The proposed publicly accessible open space and footpath network will improve local connectivity, including links to Wentworth Road and Wentworth Road Green Space, nearby bus stops, Elsecar Railway Station and Footpath 21.
- 6.25 The scheme therefore accords with Policies GS1 and GS2 and exceeds the open space standards set out in the SPD. The open space provision is considered to be a benefit of the proposal for which a moderate level of weight should be applied in the consideration of the overall planning balance.

Landscape and Visual Impact

- 6.26 Policies GD1, D1 and LC1 require development to respond positively to landscape character, retain and enhance existing landscape features, provide high-quality landscaping, and respect local topography and green infrastructure assets.
- 6.27 The Site lies within the Hoyland Settled Wooded Farmland Landscape Character Area²⁸, which is characterised by a strong urban influence and assessed as being of moderate landscape character and poor overall condition. Land between Elsecar, Jump and Hemmingfield is identified as having capacity to accommodate development. The site is not a valued landscape and is not subject to any national or local landscape designation.
- 6.28 The Site comprises agricultural and equestrian fields enclosed by hedgerows and occasional trees that contribute to local character and habitat connectivity but are typical of the surrounding landscape. The Site does not comprise a valued landscape in relation to NPPF paragraph 187(a).
- 6.29 The Landscape and Visual Appraisal (LVA) concludes that the Site is located within a landscape character area with a medium to low susceptibility to development, reflecting its urban fringe location and capacity for change.
- 6.30 Landscape effects would be largely localised with effects generally assessed as moderate/minor or negligible adverse. Whilst major/moderate adverse effects would arise from the loss of agricultural land within the Site, these would be confined to the Site itself and would occur within a landscape already influenced by surrounding residential development and infrastructure. The Site is capable of accommodating change without giving rise to significant or transformational effects on the wider landscape.
- 6.31 Visual effects would be similarly localised, with visibility limited by existing vegetation, settlement edges, the railway corridor and landform. Major/moderate adverse effects would be experienced by a limited number of nearby residents on the eastern edge of Jump and along Cemetery Road, where views of agricultural land would be replaced by built development at close range. Moderate and minor adverse effects would also be experienced by users of nearby public rights of way, road users along sections of Cemetery Road and recreational users of the local open space to the south. Effects on more distant receptors would be minor or negligible due to distance and intervening features.
- 6.32 Overall, the LVA concludes that the proposed development can be accommodated without materially altering the wider landscape character.

Archaeology and Heritage

- 6.33 Great weight has been given to the conservation of heritage assets as required by NPPF paragraph 212 and a robust Archaeological and Heritage Desk Based Assessment has been undertaken in accordance with Policies HE2 and HE6. This identifies no known archaeology within the Site, other than shallow coal mining activity, with the Site historically comprising agricultural land. Given evidence of prehistoric and later activity in the wider area, a geophysical survey is recommended to inform any further archaeological requirements.

²⁸ Barnsley Council Landscape Character Assessment (2016 Review) and Landscape Character Assessment undertaken on behalf of the Dearne Valley Green Heart Partnership in 2011

6.34 The Assessment also concludes that the proposed development would have a negligible impact on the significance and setting of nearby designated and non-designated heritage assets and would not result in any substantial or less than substantial harm to these assets. This aligns with the pre-application advice provided by Barnsley Council. On this basis, the requirements of NPPF paragraphs 212 to 215 are not triggered as no harm has been identified.

6.35 It is therefore concluded that the scheme would preserve the significance of all the surrounding heritage assets in accordance with the Planning (Listed Building and Conservation Areas) Act 1990, the NPPF; policies HE1 and HE6 of the Barnsley Local Plan, all of which seek to ensure that heritage assets are appropriately protected.

Ecology and Biodiversity Net Gain

6.36 Policies D1, BIO1 and GI1 require development to conserve and enhance biodiversity, protect important habitats and species, and apply the mitigation hierarchy to avoid, mitigate or compensate for ecological impacts. Paragraph 193 of the NPPF also supports development that integrates biodiversity enhancements and delivers measurable net gains.

6.37 Ecological input from BSG Ecology has informed the iterative design process, embedding mitigation and enhancement measures within the scheme. These include retention of existing hedgerows where possible, semi-natural habitat buffers along the southern and eastern boundaries, native tree and hedgerow planting, wetland habitat within the attenuation basin, and integrated bird and bat boxes.

6.38 The Site is predominantly of low ecological value, comprising arable land, modified grassland and hedgerows. No significant impacts are anticipated on designated sites, including SSSIs and Local Wildlife Sites, due to distance, separation and the absence of ecological connectivity. The Site supports typical edge-of-settlement bat and bird assemblages focused along hedgerows, the railway corridor and woodland edges. Mitigation includes retained ecological corridors, sensitive lighting, habitat creation and appropriate construction controls.

6.39 Existing hedgerows will be largely retained and enhanced, with precautionary measures implemented for nesting birds and hedgehogs during construction. Habitat creation, native planting, species-rich grassland, SuDS features and ecological management measures will enhance biodiversity and connectivity across the Site.

6.40 The scheme will deliver biodiversity enhancements through on-site habitat creation and enhancement, including a net gain of 3.20 (+59.74%) hedgerow units. While there will be a net loss of 0.80 habitat units (-3.95%), the mandatory 10% biodiversity net gain requirement will be achieved through the provision of 2.84 off-site habitat units. The biodiversity gain hierarchy has been applied through avoidance, mitigation, on-site enhancement and habitat creation measures, with any residual requirement addressed through off-site units or statutory biodiversity credits.

6.41 Overall, the landscape-led approach will conserve and enhance ecological features through green infrastructure, habitat creation and species-specific enhancements. The proposals will be secured through a Construction Ecological Management Plan and Habitat Management and Monitoring Plan, ensuring compliance with the NPPF and Policy BIO1.

Flood Risk and Drainage

- 6.42 Policies CC1, CC3 and CC4, alongside the NPPF, require development to avoid increasing flood risk, incorporate sustainable drainage systems (SuDS) and ensure development is directed away from areas at highest risk of flooding. NPPF paragraph 175 also confirms that the sequential test is not required where a Flood Risk Assessment demonstrates that no built development or infrastructure would be located in areas at risk of flooding.
- 6.43 The Flood Risk and Drainage Assessment confirms that the Site is entirely within Flood Zone 1 and is therefore at the lowest risk of fluvial flooding. The Site is also at low risk of flooding from tidal, groundwater, sewer and artificial sources due to its elevation and distance from main rivers.
- 6.44 Surface water flood risk is generally low, with localised areas of risk along the eastern boundary associated with topography and the railway embankment. No built development is proposed within these areas, and flood risk has been incorporated into the masterplan design. The sequential test is not therefore required.
- 6.45 Surface water will be managed through an attenuation-based drainage strategy, with discharge to the public sewer network restricted to 3.5 litres per second, below the existing greenfield runoff rate. The proposed SuDS measures will ensure the development remains safe for its lifetime, including climate change scenarios, while providing betterment by reducing runoff and avoiding increased flood risk elsewhere.
- 6.46 The proposals therefore comply with national²⁹ and local flood risk policy and demonstrate that there are no overriding flood risk or drainage constraints.

Highways, Transport and Accessibility

- 6.47 Policies T3 and T4, together with the NPPF, require development to prioritise sustainable travel, provide safe and suitable access for all users, and ensure that any transport impacts are not severe.
- 6.48 The Transport Assessment confirms that the Site occupies a sustainable location and that the development would not result in a severe residual cumulative impact on the operation of the highway network. Junction capacity assessments for a 2033 design year demonstrate that the network can accommodate the proposed development.
- 6.49 Personal Injury Collision data identifies no existing highway safety issues in the vicinity of the Site, and there is no evidence that the development would give rise to adverse safety impacts.
- 6.50 Vehicular access is proposed via a new priority-controlled T-junction with Cemetery Road with three additional shared private driveways, supported by new footways, pedestrian crossings and cycle-friendly connections. The scheme also includes pedestrian links to the wider network, including Footpath 21 and Wentworth Road, improving access to local services, bus stops and Elsecar Railway Station.

²⁹ NPPF paragraphs 173,174, 175, 181, 182

- 6.51 An existing bus stop on Cemetery Road will be relocated approximately 60m west to accommodate the new access, with no material impact on its operation. The relocation will also provide an upgraded facility, including a bus cage road marking.
- 6.52 The development is predicted to generate approximately 101 AM and 113 PM peak trips, which the Transport Assessment confirms can be accommodated without material or severe impacts on the local highway network. The proposals therefore accord with paragraph 116 of the NPPF, which states that development should only be refused, where impacts on the highway network following mitigation would be ‘severe’ or where there would be an unacceptable impact on highway safety.
- 6.53 The Travel Plan sets out measures to promote sustainable travel through a Travel Choices programme, including a dedicated website, resident guides, newsletters, incentives, and support for walking, cycling and public transport use. The scheme also includes secure cycle storage and electric vehicle charging provision for all dwellings.
- 6.54 Overall, the Transport Assessment, Travel Plan and supporting measures demonstrate that the development would provide safe and suitable access, would not result in severe highway impacts, and would actively promote sustainable travel in accordance with Policies T3 and T4 and the NPPF. They also confirm that no local or national infrastructure improvements are required to accommodate the development, in accordance with paragraph 156(b) of the NPPF.

Noise

- 6.55 A Noise Impact Assessment has confirmed that, subject to mitigation including enhanced glazing, acoustic ventilation and appropriate fenestration design, the proposed development can be adequately protected from existing ambient noise levels. Daytime external noise levels would comply with the criteria set out in Professional Practice Guidance: Planning and Noise, and the Site’s noise environment does not present a constraint to residential development. The scheme therefore accords with Policy POLL1 which requires development to demonstrate that it will not result in unacceptable noise impacts and that appropriate mitigation is provided where necessary.

Ground Conditions

- 6.56 The Preliminary Appraisal Report identifies historic mining activity beneath the Site, including former opencast extraction and areas within a Coal Mining Development High Risk Area. Whilst these legacy conditions present constraints (such as variable ground conditions, potential shallow workings, made ground, ground gas risk and limited contamination), they are typical of former mining land and can be addressed through further investigation and mitigation.
- 6.57 The Site is therefore considered suitable for residential development, subject to a detailed intrusive ground investigation to inform foundation design, earthworks, drainage, potential remediation and any ground gas protection measures. The proposal would therefore accord with Policy CL1, which requires appropriate investigation and mitigation to ensure the safe development of potentially contaminated or unstable land.

- 6.58 Part of the Site is also identified within a Surface Coal Resource area. However, the Preliminary Appraisal Report confirms that prior extraction is unlikely to be viable due to the limited site area, proximity to existing residential properties and the potential for unacceptable impacts, including noise, air quality, traffic and land stability. Accordingly, in line with Policy MIN1, which requires mineral extraction to avoid unacceptable environmental and amenity impacts, prior extraction is not considered appropriate.

Land Quality

- 6.59 The scheme will result in the loss of an area of land that is currently used for agricultural and equestrian purposes. However, the land is identified on Natural England's Agricultural Land Classification Maps as 'Non Agricultural Land – Land Predominantly in Urban Use'. In its current condition, the Site has limited agricultural value, its north-eastern part is used for horse grazing, and the grassland is overgrazed, with localised areas of bare ground evident around gates and stable entrances. As such, the loss of this land does not represent a significant reduction in agricultural resource, or best and most versatile land, and should attract only limited adverse weight in the planning balance and is outweighed by the benefits of the scheme, including the delivery of market and affordable housing. On this basis, the proposal complies with Policy E6 of the Barnsley Local Plan and paragraph 187 of the NPPF, both of which seek to protect the best and most versatile land.

Built Form Sustainability

- 6.60 The Sustainability Statement (including a Whole Life Carbon Assessment) confirms that the development represents a positive and sustainable form of development.
- 6.61 The scheme incorporates a range of measures including high-performance building fabric, responsibly sourced materials, low embodied carbon design, EV charging provision, water efficiency measures, renewable and low-carbon technologies (including PV panels, ASHPs and WWHR systems, to meet the requirements of Part L 2021 and the Future Homes Standard), and effective waste and drainage strategies.
- 6.62 Overall, the proposal is considered to perform well in sustainability terms and supports local and national carbon reduction objectives in accordance with the NPPF, Policies CC2 and RE1 of the Local Plan and the Sustainable Construction and Climate Change Adaptation SPD.

Summary

- 6.63 The application is accompanied by a suite of technical reports which demonstrate that there are no technical constraints which would prevent the site coming forward for development and that the scheme will not result in any significant adverse impacts in accordance with local and national planning policy set out in Section 4 and Appendix 1.
- 6.64 Where recommendations have been made within these reports for required mitigation or potential improvements, these are provided as part of the proposed development or, where necessary, can be secured via a suitably worded planning condition. Any resultant harms arising from the development of the site for housing need to be considered in the context of the wider benefits arising in the overall planning balance. This balancing exercise is set out in the following section of this Statement.

7.0 Achieving Sustainable Development

7.1 Sections 5 and 6 have demonstrated that the presumption in favour of sustainable development, as set out in paragraph 11(d) of the NPPF, is engaged as Barnsley Council cannot demonstrate a deliverable five-year housing land supply. In addition, Section 5 confirms that the proposed development satisfies the requirements of paragraph 155 of the NPPF and is therefore not inappropriate development in the Green Belt. Accordingly, the presumption in favour of sustainable development applies, and the proposal is assessed against criteria i) and ii) paragraph 11(d) below.

7.2 The NPPF outlines that the planning system seeks to achieve sustainable development, including housing provision, through three main objectives: **economic** (building a strong, responsive and competitive economy), **social** (supporting vibrant and healthy communities) and **environmental** (protecting and enhancing the natural, built and historic environment). Planning policies and decisions should guide development towards sustainable solutions, considering local circumstances and needs. At its core, the NPPF has a presumption in favour of sustainable development to ensure that sustainable development is pursued in a positive way³⁰.

Presumption in Favour of Sustainable Development

7.3 NPPF Paragraph 11d) sets out that decisions should apply a presumption in favour of sustainable development, confirming that for decision taking this means:

d) where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting planning permission unless:

- i *the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed; or*
- ii *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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.*

Part i) Areas of Particular Importance

7.4 Part i) sets out that permission should be granted unless ‘the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed’.

7.5 Footnote 7: confirms that the policies referred to are those in the NPPF (rather than the Development Plan) relating to: habitats sites, Sites of Special Scientific Interest, Green Belt, Local Green Space, National Landscape, National Park, Heritage Coast, irreplaceable habitat, heritage assets and areas at risk of flooding or coastal change.

³⁰ NPPF paragraphs 7 – 10

- 7.6 It has been demonstrated in Section 5 that there are no relevant NPPF policies relating to assets of particular importance which provide a strong reason for refusing the development proposed.

Part ii) The ‘Tilted Balance’

- 7.7 The ‘tilted’ planning balance set out in NPPF paragraph 11 d) (ii) is triggered. This requires planning permission to be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the NPPF policies taken as a whole. Particular regard must be given to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes³¹. This balancing exercise is set out below.
- 7.8 Where an LPA cannot demonstrate a five-year supply of deliverable housing sites **very substantial weight** should be given to the delivery of housing.
- 7.9 A development which complies with the Golden Rules should also be given **significant weight** in favour of the grant of permission³².
- 7.10 The balance has been undertaken on the basis that the site meets the definition of Grey Belt and the requirements of NPPF paragraphs 155 - 157 and should therefore not be regarded as inappropriate development in the Green Belt.
- 7.11 In undertaking this exercise, consideration has been given to the detailed review of technical considerations in individual reports, which are considered against planning policy in Section 6.

Benefits of the Scheme

- 7.12 The proposed development will deliver the following social, economic and environmental benefits which weigh **substantially** in favour of the proposals:
- 7.13 In relation to housing development, the proposals would contribute to the NPPF objective to boost significantly the supply of housing to meet the identified needs for market and affordable homes. The proposed dwellings could be delivered in the short term (and over a 7 year period) to meet a 5 year housing requirement.
- 7.14 The scheme would deliver ‘**substantial**’ housing benefits within the context of an acute and persistent housing and affordable housing delivery problem across the authority. This issue is particularly significant within the Hoyland, Wombwell and Darfield sub-area, where affordable housing need is amongst the highest in the Borough. This position is long standing and has not been addressed by the Local Plan that was adopted in 2019. Furthermore, due to lack of progress on a new Local Plan, Barnsley has no short term plan-making ‘remedy’ to solve its housing issues. In this context, there is an urgent need to support the delivery of new homes through planning applications, including the provision of much-needed affordable housing.

³¹ Footnote 9 confirms that the policies referred to in paragraph 11d) ii are those in NPPF paragraphs 66, 84 91, 110, 115, 129, 135 and 139 (affordable and rural housing, sequential approach to town centre uses, sustainable transport, efficient use of land and design quality).

³² NPPF paragraph 158

- 7.15 The proposals occupy a highly sustainable, accessible and appropriate location for residential development with good levels of connectivity to key facilities, services and employment opportunities, including by sustainable modes of transport.

Social Benefits

- 7.16 The development could achieve the following benefits which are directly relevant to the social dimension of sustainable development:

- The delivery of 270 high-quality new homes to meet Barnsley Council's housing delivery problem. This will make a significant contribution to meeting Barnsley's housing requirement.
- Delivery of 25% on-site affordable housing (69 dwellings) (15% above Local Plan policy requirements) in the context of affordable housing delivery across the Authority having been consistently below the level of need identified in the Strategic Housing Market Assessment. This shortfall is particularly acute within the Hoyland, Wombwell and Darfield sub-area, where there is an identified higher level of affordable housing need. The proposals would therefore make a significant contribution towards addressing local housing pressures, improving access to affordable homes and providing local households with greater opportunities to access the housing market.
- The affordable homes would deliver clear social benefits by providing safe, modern and energy-efficient housing, improving physical and mental health, reducing overcrowding, and supporting wellbeing—particularly for families and young people. More stable housing also brings wider benefits by reducing homelessness costs and educational disruption, generating measurable long-term social and economic value for the community and local authorities.
- Delivery of a housing mix aligned with local needs, comprising a range of high-quality 2 to 4 bedroom homes. The development would provide modern dwellings ranging from smaller starter homes to larger detached properties and bungalows, meeting the needs of households of all sizes and supporting the creation of a mixed and sustainable community.
- Very significant weight is attached the scheme's compliance with the 'Golden Rules' (affordable housing, infrastructure and open space provision) in accordance with Paragraph 158 of the NPPF.
- Provision of open space (2.2ha), including public open space to the south, a central green, a LEAP, biodiversity enhancement areas and pedestrian links to adjacent green spaces and the wider public rights of way network. This goes beyond the requirements of planning policy, will be of visual and recreational benefit to new residents and the existing community and will improve access to green spaces for health and wellbeing.
- The Site currently comprises agricultural land with no public access or recreational function. The proposed development would improve permeability through the Site by introducing new pedestrian connections, including links to Footpath 21 and Wentworth Road greenspace. These connections would enhance access to existing and proposed open space for both new and existing residents, delivering wider connectivity and community benefits.

- Provision of residential opportunities within a sustainable and accessible location close to local services and amenities and employment opportunities that are highly accessible by non-car modes of transport.
- The integration of sustainable transport measures, including the provision of pedestrian routes which will provide a genuine choice of modes of transport and encourage active travel.
- Generation of employment opportunities (direct, construction, supported and supply chain) which will benefit the existing and future local population.

Environmental Benefits

7.17 The following benefits are directly relevant to the environmental dimension of sustainable development:

- The creation of a sustainable development, close to existing shops, employment opportunities, services, leisure and community uses, that is accessible by a range of sustainable transport modes including on foot, by cycle, public transport and private car.
- Provision of extensive, maintained and accessible green infrastructure and public open space which will be of visual and recreational benefit to new residents and the existing community.
- Delivery of a high quality scheme which makes efficient use of land.
- Enhancement of high-quality landscaping and provision of sustainable drainage solutions to reduce the risk of surface water flooding on site and in the surrounding area. This could also support further ecological benefits.
- New landscaping, hedgerows and buffer planting to support biodiversity, delivering Biodiversity Net Gain, including a net gain through a combination of onsite and offsite measures. The proposals deliver an onsite gain of 59.74% in hedgerow units.
- Delivery of a highly energy-efficient development incorporating air source heat pumps, PV panels, wastewater heat recovery systems, LED lighting, smart metering, and EV charging points to support the transition to low-emission vehicles.
- The access arrangements are appropriate and traffic can be accommodated on the highway network. The site is accessible by sustainable transport options.
- There are no concerns in respect of any other technical considerations including land contamination, flood risk and drainage, ecology and residential amenity.

Economic Benefits

7.18 Significant economic benefits would arise from the delivery of 270 new homes, attracting significant weight in the planning balance in the context of the NPPF's objectives to support economic growth and boost housing delivery. The proposed development would generate employment and economic activity during the construction phase, including benefits across the wider supply chain. Once occupied, it would increase local expenditure, support existing businesses and services, generate additional revenue for the local authority, and contribute towards local infrastructure and community improvements through planning obligations.

The provision of affordable housing would also deliver wider economic benefits by improving housing affordability, supporting financial stability, reducing pressure on public services, and helping to create more sustainable and resilient communities.

Harms from the scheme

7.19

Section 6 of this Planning Statement provides a detailed review of all relevant design and technical considerations against the relevant Development Plan policies. Importantly, this demonstrates that the potential harm caused by the scheme is limited to moderate, can be mitigated, and by no means constitute an ‘adverse impact’. This includes:

- The **landscape and visual** effects of the proposal would be localised, primarily limited to changed views from nearby residential receptors, roads, public rights of way and open space due to the replacement of open land with built form. However, the Site is located within a landscape already influenced by surrounding development and infrastructure and which has capacity to accommodate change without materially altering wider landscape character. Through careful attention to the siting and layout of the development, including separation distances and the incorporation of a Green Infrastructure framework (featuring perimeter landscaping, structural planting, tree and hedgerow retention, new planting and the creation of a strong wooded edge), the proposals will integrate well into the local context. Accordingly, this attracts moderate adverse weight in the planning balance but is outweighed by the benefits of the scheme, including the delivery of market and affordable housing.
- The scheme will result in the removal of a small amount of **habitat and vegetation** (including a small stretch of hedgerow) alongside an area of grassland to allow proposed access points and built form. Impacts have been minimised and mitigation measures have been built into the scheme and would therefore be limited.
- The scheme will result in the loss of an area of land that is currently used for **agricultural** and equestrian purposes. However, the land is identified on Natural England’s Agricultural Land Classification Maps as ‘Non Agricultural Land – Land Predominantly in Urban Use’. In its current condition, the Site has limited agricultural value, its north-eastern part is used for horse grazing, and the grassland is overgrazed, with localised areas of bare ground evident around gates and stable entrances. As such, the loss of this land does not represent a significant reduction in agricultural resource, or best and most versatile land, and should attract only limited adverse weight in the planning balance and is outweighed by the benefits of the scheme, including the delivery of market and affordable housing.

7.20

Overall, any harm arising would be limited to moderate, especially when considered within the context of the urgent need for additional housing land, as evidenced by a significant market and affordable housing delivery shortfall in Barnsley.

The Planning Balance

7.21

In applying the overall planning balance, the potential adverse impacts of the proposals have been identified and are considered to be moderate to limited. In contrast, the material

considerations weighing in favour of the development range from moderate to substantial and, taken together, carry ‘**substantial**’ weight³³.

- 7.22 Substantial weight is afforded to the delivery of housing in the context of Barnsley Council’s significant and chronic shortfall of deliverable housing land, currently estimated at **2.0** years for the period **1 April 2024 to 31 March 2029**. The delivery of 25% affordable housing, together with an appropriate mix of dwelling sizes, in the context of the Council’s acute shortfall should also be afforded substantial weight. This position has not been resolved by the adopted Barnsley Local Plan (2019), and there is no realistic short-term plan-making solution.
- 7.23 Land off Cemetery Road represents a sustainable and accessible opportunity that would efficiently utilise Grey Belt land, integrate with the existing urban area, and be well connected to infrastructure and public transport. The proposal would support the Spatial Development Strategy and deliver much-needed market and affordable housing in a location identified for growth.
- 7.24 Upon balancing the above considerations, it is concluded that the adverse impacts of granting planning permission would fall short of significantly and demonstrably outweighing the benefits, which include the delivery of much-needed market and affordable housing, together with wider social, economic and environmental benefits.
- 7.25 On this basis, planning permission should be granted in accordance with paragraph 11(d)(ii) of the NPPF, subject to appropriate conditions and obligations.

³³ Policy HO7 of the consultation draft NPPF confirms that ‘substantial’ weight should be given to the benefits of providing housing that will contribute towards meeting the evidenced needs of the local community.

8.0 **Planning Obligations and Conditions**

- 8.1 Any necessary mitigation measures identified in the planning submission (including in relation to the Golden Rules) will be secured by way of planning condition or as obligations within a Section 106 Agreement. These matters will be discussed with the Local Planning Authority and agreed during the determination of the application.

Planning Conditions

- 8.2 The Applicant welcomes the opportunity to discuss any proposed planning conditions with the Local Planning Authority during the determination of the application.

Heads of Terms for Planning Obligations

- 8.3 At this stage, it is anticipated that planning obligations will be agreed in respect of:
- Affordable Housing provision (25%)
 - Contributions towards Early Years, Primary, Secondary and Special Education Needs and Disabilities (SEND) provision where a need arising from the proposed development is identified.
 - Travel plan monitoring
 - Landscape management and maintenance
 - Any other measures deemed necessary during the determination of the application, including in relation to the 'Golden Rules'.
- 8.4 These Heads of Terms will be subject to discussion with the Local Planning Authority as the application progresses.

9.0 Conclusions

- 9.1 This Planning Statement has been prepared by Lichfields on behalf of Barratt and David Wilson Homes Yorkshire West in support of a full planning application for the residential development of Land off Cemetery Road, Jump, comprising 270 dwellings and including 25% affordable housing.
- 9.2 The assessment demonstrates that the Site represents a highly sustainable location for residential development. It lies within the settlement boundary of the Principal Town of Hoyland, a location identified for future growth and is well related to the existing built-up areas of Jump, Hemingfield and Elsecar. The Site benefits from convenient access to a wide range of services, facilities, employment opportunities and public transport connections, enabling future residents to travel by sustainable modes. The proposed development has also been informed by a comprehensive landscape-led design approach, ensuring that it integrates sensitively and successfully with its surroundings.
- 9.3 Barnsley Council is currently unable to demonstrate a deliverable five-year housing land supply, with supply amounting to approximately **2.0 years**. There is also a persistent and significant unmet need for affordable housing. In this context, the delivery of 270 new homes, including 69 affordable dwellings, would make a substantial contribution towards addressing identified housing needs and improving housing choice and affordability within the Borough.
- 9.4 The Site is capable of delivering housing within the next five years and therefore represents an important and immediate opportunity to assist in addressing the Council's housing land supply shortfall. The development would generate significant social and economic benefits through the provision of new homes, affordable housing, employment, investment and expenditure within the local economy.
- 9.5 The Planning Statement has demonstrated that the Site constitutes Grey Belt land for the purposes of national planning policy and that the proposed development satisfies the requirements of NPPF paragraph 155. The development is therefore not inappropriate development in Green Belt terms, complies with the applicable Golden Rules, and does not require Very Special Circumstances to be demonstrated.
- 9.6 Technical evidence submitted in support of the application confirms that the Site is suitable and deliverable for development and that there are no constraints that would prevent the proposed scheme from being implemented. Any impacts arising from the development can be appropriately mitigated and would not result in significant adverse effects.
- 9.7 As Barnsley Council cannot demonstrate a deliverable five-year housing land supply, the most important policies for determining the planning application are out-of-date and the proposals benefit from a presumption in their favour and the 'tilted' planning balance contained within NPPF paragraph 11(d) is engaged.
- 9.8 Upon applying this tilted balance, it is demonstrated that the Site is not affected by any of the policies identified in footnote 7 of the NPPF and there are no adverse impacts that would significantly and demonstrably outweigh the benefits of the proposal when assessed against the NPPF as a whole.

- 9.9 Taking all material considerations into account, the proposed development represents sustainable development and accords with the objectives of the NPPF when read as a whole, along with Policy SD1 (Presumption in Favour of Sustainable Development) of the Barnsley Local Plan. The benefits of the scheme attract substantial weight in favour of granting planning permission and clearly outweigh any limited and localised impacts. Accordingly, planning permission should be granted without delay.

Appendix 1 Barnsley Local Plan (2019) Policies

- 1.1 **Policy SD1 (Presumption in favour of Sustainable Development)** supports a positive approach to sustainable development, working to enable permissions where possible while securing economic, social, and environmental improvements.
- 1.2 **Policy GD1 (General Development)** requires development to be well-designed and compatible with its surroundings, protecting residential amenity, promoting high-quality landscaping and safe access, and minimising environmental impacts through appropriate management of drainage, boundaries, utilities, and existing natural features.
- 1.3 **Policy LG2 (The Location of Growth)** directs growth to the most sustainable locations, prioritising Urban Barnsley, followed by the Principal Towns and then villages.
- 1.4 **Policy H1 (The Number of New Homes to be Built)** sets a housing requirement of at least 21,546 net additional homes over the period 2014–2033 and seeks to ensure the delivery of a minimum five-year supply of deliverable housing sites.
- 1.5 **Policy H2 (The Distribution of New Homes)** sets out an approximate distribution of new homes over the plan period, including that 12% of the overall supply (2,567 homes) will be directed to Hoyland.
- 1.6 **Policy H5 (Residential Development on Large Non allocated Sites)** Proposals for residential development on sites above 0.4 hectares will be supported where they are located on previously or part previously developed land; are located within principal towns; are accessible by public transport; and have a good access to a range of shops and services.
- 1.7 **Policy H6 (Housing Mix and Efficient Use of Land)** Requires housing developments to provide a mix of dwelling sizes, types and tenures to support mixed and balanced communities and meet a range of housing needs. It also sets density expectations of 40 dwellings per hectare in Urban Barnsley and Principal Towns, while allowing lower densities where justified by character, local need, viability or sustainable design.
- 1.8 **Policy H7 (Affordable Housing)** requires developments of 15 or more dwellings to provide affordable housing (10% in Hoyland). The required provision may be reduced where a viability assessment demonstrates that it would make the scheme unviable. Affordable homes must remain affordable in the long term.
- 1.9 **Policy T3 (New Development and Sustainable Travel)** requires new development to be located and designed to minimise the need to travel, with good accessibility to public transport and safe provision for pedestrians and cyclists. Developments must meet minimum parking standards for cycles, motorcycles, scooters, mopeds, and disabled users. Applicants must submit a Transport Statement or Transport Assessment, and Travel Plan.
- 1.10 **Policy T4 (New development and transport safety)** requires new development to provide safe, secure, and convenient access for all transport users. Where a development would impact highway safety or capacity, appropriate mitigation measures or financial contributions towards infrastructure improvements will be required.

- 1.11 **Policy D1 (High Quality Design and Place Making)** requires development to be of high-quality design that respects and enhances local character, landscape, heritage, and important views. Development should create safe, accessible, and sustainable places with strong connections, high-quality architecture, landscaping, and public spaces, while prioritising pedestrians and cyclists.
- 1.12 **Policy LC1 (Landscape Character)** requires development to retain and enhance the character and distinctiveness of the relevant Landscape Character Area, ensuring that proposals respect and respond positively to the area's landscape qualities and features.
- 1.13 **Policy HE1 (The Historic Environment)** supports development that conserves, enhances, and secures the long-term future of Barnsley's historic environment, including designated and non-designated heritage assets. Proposals should preserve the significance, setting, character, and appearance of heritage assets and conservation areas, with any harm only permitted where it is clearly outweighed by public benefits.
- 1.14 **Policy HE2 (Heritage Statements and general application procedures)** requires proposals affecting known or potential heritage assets must include an assessment describing the heritage significance of the site and its setting, including any identified or potential archaeological and historic interest
- 1.15 **Policy HE6 (Archaeology)** Applications on sites with potential archaeological remains must include an archaeological assessment (and field evaluation where necessary) identifying the likely location, extent, and nature of remains, assessing their significance, and evaluating the impact of the proposed development.
- 1.16 **Policy GI1 (Green Infrastructure)** aims to protect and enhance a connected Green Infrastructure network that improves biodiversity, landscape character, and climate resilience while supporting recreation, wellbeing, and economic benefits. It also seeks to respect local distinctiveness and strengthen links between green and blue spaces.
- 1.17 **Policy GS1 (Green Space)** New residential development will be required to provide or contribute towards green space in line with the Green Space Strategy and the Infrastructure and Planning Obligation policy
- 1.18 **Policy GS2 (Green Ways and Public Rights of Way)** Where new development is close to a public right of way, it may be required to provide a link to the existing route; improve an existing route and/or contribute to a new route.
- 1.19 **Policy BIO1 (Biodiversity and Geodiversity)** Development will be expected to conserve and enhance the biodiversity and geological features of the borough. Development which may harm a feature of habitat will not be permitted unless effective mitigation and/or compensatory measures can be ensured.
- 1.20 **Policy GB1 (Protection of Green Belt)** states that Green Belt will be protected from inappropriate development in accordance with national policy
- 1.21 **Policy CC1 Climate Change** seeks to reduce and adapt to climate change by prioritising development on previously developed land in sustainable locations, encouraging low-carbon design and construction, and reducing flood risk through careful siting and SuDS. It supports renewable and low-carbon energy and investment in Green Infrastructure.

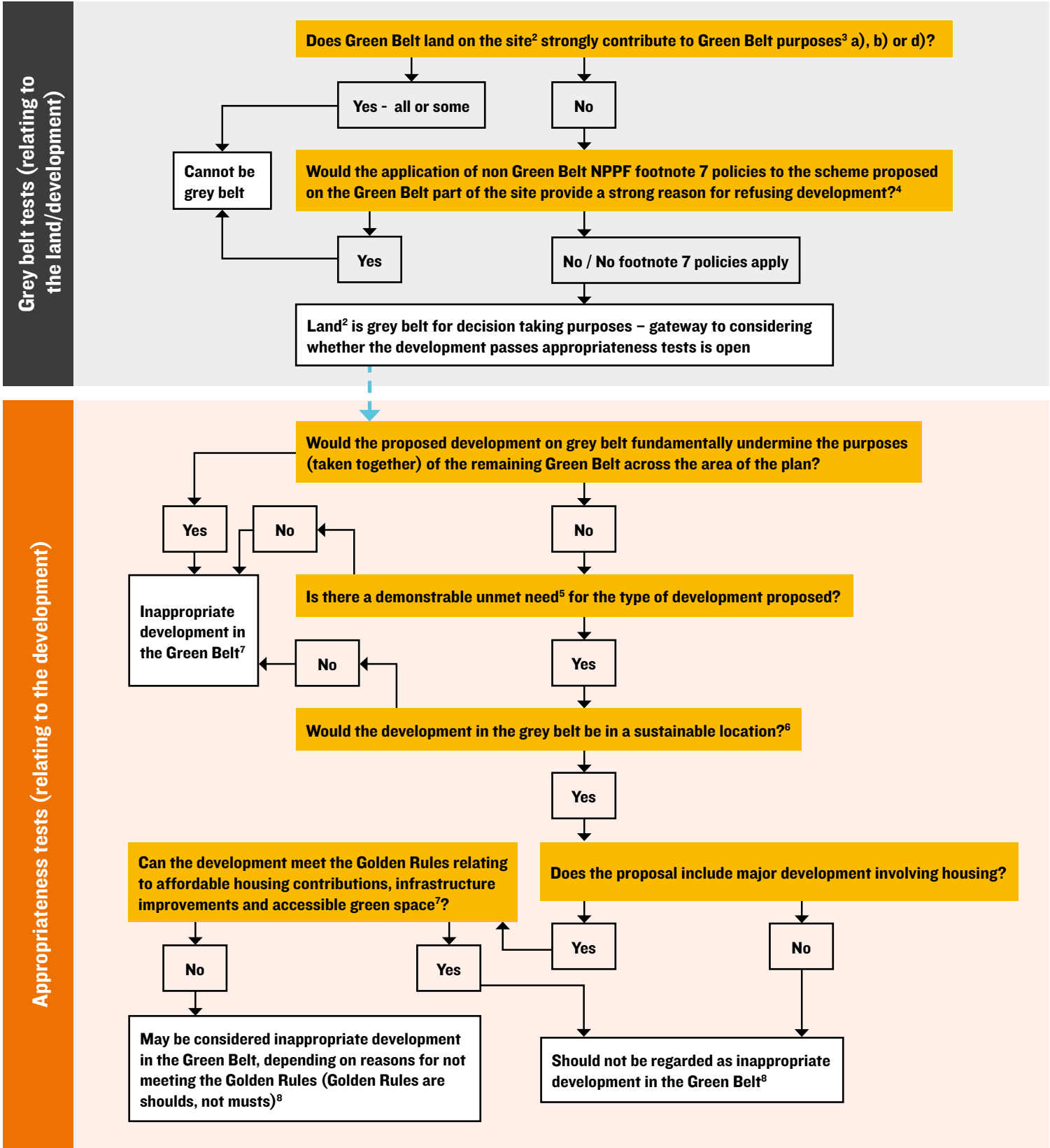
- 1.22 **Policy CC2 (Sustainable Design and Construction)** Development will be expected to minimise resource and energy consumption through the inclusion of sustainable design and construction features, where this is technically feasible and viable.
- 1.23 **Policy CC3 (Flood Risk)** states that flood risk will be managed by preventing development in areas at unacceptable flood risk or where it would increase flooding elsewhere, and restricting development in the functional floodplain to water-compatible uses or essential infrastructure. Proposals in Flood Zones 2 and 3 must demonstrate the sequential and exception tests where required and be supported by appropriate Flood Risk Assessments. Development should reduce surface water run-off, use SuDS, incorporate flood-resilient design in high-risk areas, and where appropriate make a positive contribution to managing flood risk.
- 1.24 **Policy CC4 (Sustainable Drainage Systems (SuDS))** requires major development to use SuDS to manage surface water unless proven unsuitable, and must be supported by a drainage plan and SuDS statement explaining operation, maintenance, and management.
- 1.25 **Policy RE1 (Low Carbon and Renewable Energy)** All developments will be expected to seek to incorporate initially appropriate design measures, and thereafter decentralised, renewable or low carbon energy sources.
- 1.26 **Policy MIN 1 (Minerals)** requires the safeguarding of mineral resources from sterilisation and the prior extraction of minerals where appropriate.
- 1.27 **Policy Poll1 (Pollution Control and Protection)** requires development to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people.
- 1.28 **Policy I1 (Infrastructure and Planning Obligations)** requires development to be supported by and contribute to the provision of appropriate infrastructure, including physical, social, economic and digital infrastructure such as broadband. Where infrastructure is not provided on site, planning obligations will be secured, including pooled contributions where appropriate, to ensure necessary infrastructure is delivered to support development.

Supplementary Planning Documents (SPD)

- 9.10 The following SPDs have been adopted by the Council and are relevant to this proposal:
- Affordable Housing (2022)
 - Design of Housing Development (2023)
 - Open Space Provision on New Housing Development (2019)
 - Parking (2019)
 - Planning Obligations (2019)
 - Sustainable Construction and Climate Change Adaptation (2023)
 - Sustainable Travel (2022)

Appendix 2 Lichfields Grey Belt Flowchart

Assessments needed for decision taking purposes¹ to determine i) if Green Belt land is grey belt and ii) if the development proposed in the grey belt should not be regarded as inappropriate development in the Green Belt



¹ There is a different approach to determining whether land is grey belt for plan-making purposes. ² Green field sites that are not in the Green Belt cannot be considered grey belt. If a site is part Green Belt and part not, the Green Belt part could be considered grey belt. ³ Green Belt purposes set out at [para 143](#) ⁴ Grey belt excludes land where the application of the policies relating to the areas or assets in footnote 7 (other than Green Belt) would provide a strong reason for refusing or restricting development. "Restricting" likely applies to the consideration of 'grey belt' in a plan-making (see NPPF [para 11](#)). ⁵ For the measure of demonstrable unmet need housing see [footnote 56](#). No measure for non-residential development. ⁶ Refer to NPPF [paras 110 and 115](#) re sustainable growth patterns and transport, and safe, well-designed development. ⁷ Refer to NPPF [paras 156-159](#) for the Golden Rules ⁸ This flowchart provides a high level overview of whether a site is likely to be categorised as grey belt and whether development on such land is likely to be regarded as not inappropriate in the Green Belt. It does not account for all potential circumstances. [Lichfields](#) would be pleased to provide site-specific advice or guidance, if required.

Subject to considering other Green Belt chapter paragraphs regarding not inappropriate development, need to carry out appropriateness tests, to seek to establish that the grey belt land proposal is not inappropriate. Development that is not inappropriate does not need to demonstrate very special circumstances or certain harm tests as set out in [para 153](#), in the determination of a planning application.

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