

Agenda Item	A5
Application Number	19/00541/OUT
Proposal	Outline application for the demolition of existing buildings and the erection of up to 250 dwellings with an associated new access, infrastructure and football club car/coach park.
Application site	Lundsfield Quarries Lundsfield Kellet Road Carnforth
Applicant	Homes England
Agent	Mr Peter Toher, Nexus Planning
Case Officer	Jennifer Rehman / Melissa Martin
Departure	No
Summary of Recommendation	Approve subject to conditions and completion of Section 106 Agreement. Delegate back to Chief Officer – Planning and Climate Change to finalise legal agreement.

(i) **Procedural Matters**

The application was initially submitted in summer 2019. The reasons for delay have largely related to objections and concerns from statutory and non-statutory consultees associated with the impact on the ongoing and future use of the adjacent football playing field, ecological impacts, the feasibility of securing links over the canal, site capacity and flood risk. Amendments to the proposal were received in summer 2023, together with a full package of up-to-date supporting documents. Sport England maintained their objection until it was withdrawn in June 2024 following the Council's Environmental Health Service concluding the effects of light and noise deriving from the football club would not have unacceptable impacts to the proposed housing. Following this, a final suite of amendments was received in August 2024 amending the development proposal to include the provision of a football club car/coach parking area. Delays continued in response to changes to national and local planning policy (the NPPF and the adoption of the Climate Emergency Local Plan) and laterally due to the publication of the local planning authority's Strategic Flood Risk Assessment and the implications to the assessment of the application.

1.0 Application Site and Setting

- 1.1 The site relates to a former quarry site (Lodge Quarry Works) and canal-side marina extending to approximately 12.4 hectares, located approximately 250m south of Carnforth town centre. The site is accessed from the B6254 Kellet Road adjacent to the existing vehicular canal bridge, via a 180 metre long, unmade access track running adjacent to the Lancaster Canal. The existing track is used by Carnforth Rangers Football Club and a small number of residential properties. Pedestrian access to the site can also be gained from the Highfield Estate in the east over council owned land and from the south via a public footpath that runs into open countryside. Access to the M6 motorway is located around 900 metres to the east of the site off Kellet Road.
- 1.2 The site consists of a mix of greenfield and previously developed land including part of the Lundsfield Quarry North Biological Heritage Site (BHS), Lundsfield Regionally Important Geological Site and extensive areas of woodland. The canal extends along the western boundary of the site and is also designated as a BHS and is regarded a non-designated heritage asset. There are existing buildings within the site relating to the former marina and a dwellinghouse. Marina House (residential dwelling) is located outside the application site adjacent to the canal.
- 1.3 Carnforth Rangers football club and playing pitch (known as Quarry Park) sits outside the application site and straddles the northern boundary of the main part of the site. Access to Quarry Park is through the application site via the driveway from Kellet Road.
- 1.4 A public right of way runs through the site connecting Kellet Road to Dunkirk Avenue, Windermere Road and Back Lane to the south and Lancaster Road to the west.
- 1.5 The topography across the whole site is varied, but with the northern and central part of the site being mostly level. The gradient falls slightly to the centre/south west of the site before rising towards the eastern and southern boundaries.
- 1.6 On the opposite sides of the canal are residential areas, with a further residential area known as the Highfield Estate directly to the east separated by an area of vacant scrub land. Agricultural land extends to the south which forms part of the North Lancashire Green Belt. Carnforth Conservation Area is located on the northern side of the canal. Its closest part to the site is on Alexandra Road.
- 1.7 Kellet Quarries are identified as Regionally Important Geological sites and are working quarries. These are located to the east of the Highfield Estate and around 800 metres from the centre of the site. Parts of the site are within a Mineral Safeguarding Area.
- 1.8 The site is an allocated housing site (SG11 and H1) within the Local Plan, anticipated to deliver 250 dwellings. The site also lies within the Carnforth Neighbourhood Plan (CNP) area, though the CNP does not allocate land for housing.
- 1.9 The site is located within flood zone 1, as identified within the Environment Agency (EA) Flood Map for Planning. The EA Surface water map identifies areas of medium and high chance of surface water flooding dispersed across the central and southern parts of the site. The extent of this surface water flood risk increases slightly when incorporating the effects of climate change. Furthermore, the Councils latest Strategic Flood Risk Assessment (SFRA) now identifies the whole site at medium to high risk of groundwater flooding.

2.0 Proposal

- 2.1 The applicant is Homes England. Homes England acquired the site following Redrow Homes failing to deliver on their earlier planning permission. Homes England's remit at that time was to stimulate the delivery of housing across the nation particularly on stalled sites.
- 2.2 The applicant seeks outline planning permission for the demolition of existing buildings (including an existing dwellinghouse) and the erection of up to 250 dwellinghouses with an associated new access, infrastructure and football club car/coach parking. This outline planning application includes

details of the access with all other matters, pertaining to layout, scale, landscaping and appearance, reserved for subsequent approval (the reserved matters).

2.3 The proposal would provide two zones for residential development – a small area around the Kellet Road entrance and a larger area in the body of the site.

2.4 Access to the site is proposed off Kellet Road. This involves a new junction to the south of the existing track access/egress providing an 8.5 metre wide carriageway, narrowing to 7.5 metres into the site, with 2 metre footways to either side connecting into the existing highway. Visibility splays of 43 metres in each direction are proposed. The applicant only seeks approval in full for the main vehicular access extending approximately 25 metres into the site. The remaining access details including the routing and layout of the estate roads and pedestrian/cycle access proposals are not included in full at this stage. The existing access shall be closed off.

2.5 The proposal will provide a car/coach parking area in association with the existing football club, comprising of 50 parking spaces, 8 disabled parking spaces and 2 coach parking spaces. This is indicatively identified on plan to the east of the existing football club; however its layout would be a reserved matter.

3.0 Site History

3.1 Relevant planning history relating to the application site is listed in the table below:

Application Number	Proposal	Decision
07/01653/HYB	Outline application for residential development (approx. 200 units) and ancillary commercial units and full application for new access road and remediation of the site and works to the biological heritage site	Permitted (and expired)
19/00018/EIR	Screening opinion for residential development of up to 250 dwellings	Not EIA Development

3.2 There have been more recent planning applications made to the Council on the adjacent Carnforth Rangers Football club site. These have included the erection of extensions to their existing store building (24/00409/FUL and 21/00637/FUL). These are not directly relevant to the submission but provide an indication that the club site is active in this location.

4.0 Consultation Responses

4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Carnforth Town Council	<p>Objection. A summary for the main grounds of opposition are as follows:</p> <ul style="list-style-type: none"> • Poor consultation with the community. • Major concerns regarding the proposed T junction with Kellet Road and the traffic generated from 250 homes on an already congested network. This will have a detrimental impact on congestion and air quality of the area. • Echo the concerns raised by Sport England and the Trustees of Carnforth Rangers Football Club. The Town Council remain concerned the development will prejudice the use of the existing football pitch and would likely result in potential conflicts and complaints from neighbours in the future (from lighting, noise, access, and parking). The impacts and objections previously raised have not been adequately addressed in the latest amendments/submission (July 2023). The Town Council note that the applicant's initial willingness to work with the football club to find alternative

	<p>sites for the club have been replaced with single-minded determination to press ahead with their housing development.</p> <ul style="list-style-type: none"> • The Town Council strongly dispute that there is no need for a footbridge over the canal to serve the development and have raised concerns over the lack of detailed discussions with the Canal and Rivers Trust and local residents about this matter. The lack of a footbridge would result in a circuitous pedestrian access to the town via the access track which will be heavily trafficked. A viability argument does not justify failure to comply with policy SG11. • No proposals or investigations included in the submission demonstrating economic opportunities to reopen the marina have been explored. • Impacts on the ecological value of the site and a significant loss in BNG evidenced. Lack of detailed proposals for off-site compensation and updated surveys still required. • Concerns that the outline design fails to comply with the Carnforth Neighbourhood Plan (CNP) design codes. • Despite the applicant having regard to the policies in the Neighbourhood Plan, it appears the applicant has failed to pay due regard to the aspirations expressed within it. The Town Council provided further detail in this regard against key objectives in the CNP.
<p>Local Highway Authority (LHA)</p>	<p>No objection the principle of the development or the proposed site access. The LHA are satisfied the development would not have an unacceptable impact on highway safety, or that the residual cumulative impacts on the road network would be severe (in the context of the NPPF), subject to the following off-site mitigation:</p> <ul style="list-style-type: none"> • MOVA upgrade on canal bridge signals to the sum of £45,000. • Upgrade of 2 x bus stops on Dunkirk Avenue to quality standard and review of position and upgrade of 2 x bus stops on Kellet Road (s278 works) • Upgrade footpath 29 for pedestrians and cyclists. (s278 works) • £500,000 towards the running of a bus service into the site for 5 years (£100,000 per annum). • £18,000 Travel Plan contribution. <p>In addition to the above, the following conditions are recommended:</p> <ul style="list-style-type: none"> • Construction Management Plan • Scheme for the cleaning of wheels during construction • Full construction details of the access and off-site highway improvement works.
<p>Highways England</p>	<p>No objection</p>
<p>Sport England</p>	<p>Previous objections withdrawn. Sport England has no objection to the development, subject to the following conditions:</p> <ul style="list-style-type: none"> • CEMP to protect access and operation of the sports playing field during construction. • Provision of a scheme to provide separate and exclusive access and car parking for users of Quarry Park including training and matchday use. • Provision of a minimum ball strike mitigation 30 metre buffer. • Provision of means of secure segregation between application site and pitch • Details of landscaping within the 30 metre buffer and/or adjacent to the playing field. (reserved matter) <p>Sport England has indicated no play equipment or play space should be provided in the buffer area and that the landscaping scheme should ensure this is the case.</p>

Environment Agency	No objection subject to the following conditions: <ul style="list-style-type: none"> - Verification Plan for remediation strategy - Unforeseen contamination - Verification Report demonstrating compliance with the remediation strategy - No piling without prior agreement of the local planning authority.
United Utilities	Comments as follows: Advises the current submission does not meet UU adoptions criteria and requests details of levels, surface water drainage strategy to review the risk of sewer surcharge. UU recommend the following conditions: <ul style="list-style-type: none"> • Sustainable drainage scheme including an investigation of the SuDS hierarchy. • Sustainable drainage maintenance scheme
Lead Local Flood Authority	No objection subject to the following conditions: <ul style="list-style-type: none"> • Development to be carried out in accordance with the submitted FRA. • Sustainable Surface Water Drainage scheme. • Construction Surface Water Management Plan. • Sustainable Drainage System Operation and Maintenance Manual. • Verification report of constructed drainage scheme.
Natural England	No objection subject to securing the following mitigation: <ul style="list-style-type: none"> • The provision of 3.9ha of public open space on site • The provision of Advisory Leaflets (homeowner packs) to new residents
GMEU (November 2023)	Following submission of updated ecological information, GMEU confirmed the site is high value for biodiversity and that the level of survey effort is acceptable and to appropriate standard. The following comments have been provided: <ul style="list-style-type: none"> • Many of the most important ecological assets on and adjacent to the site are capable of being retained, protected and enhanced, but there will still be significant biodiversity losses associated with the proposals. • Off-site compensation and BNG is proposed and there appears to be a commitment to deliver this, but the details remain unclear which is disappointing. GMEU recommend more details are provided rather than leaving to planning condition. • The level of off-site BNG is in the region of 58 biodiversity units which would result in a contribution in the region of £928000 - £1,160,000. <i>(NB: Based on 10% net gain)</i> • In relation to the HRA, GMEU broadly accept the conclusions of the HRA information and that the development would not result in significant effects on the designated sites. <p><i>NB: No further comments provided by GMEU in relation to the latest amended scheme and reduced BNG proposals.</i></p>
Biodiversity Officer	Objection on the following grounds: Significant adverse effects on biodiversity, specifically: <ul style="list-style-type: none"> • Significant loss of Biological Heritage Site. • Loss of calcareous open mosaic habitat and other Priority Habitats. • Impact on area of importance for its terrestrial invertebrate assemblage.

	<ul style="list-style-type: none"> No consideration of indirect impacts of construction on: retained habitats, increased recreational pressure on the reduced area and other local sites, or feasibility of management of retained habitats. No off-site compensation to make up the major loss of habitats of value. With no local alternative scheme, the large loss incurred in this district would only be compensated by any biodiversity gain provision made outside the district. Reduction of local greenspace, reduced amenity for existing residents. Opportunity cost, reducing the potential to create a Wider Neighbourhood-scale greenspace that would support greenspace needs for other development at Carnforth. Not in accord with Policy DM44: The Protection and Enhancement of Biodiversity, nor with Policy SG11: Land at Lundsfield Quarry, South Carnforth due to losses with no local compensation.
Wildlife Trust	Conditional objections based on missing and misleading ecological information submitted with the application. No further comments provided following the submission of further ecological information.
Arboricultural Officer	Objection on the grounds of excessive tree loss, which contributes to the amenity of the area and the Biological Heritage Site. Recommends further consideration should be given to protection and retention of trees.
Lancashire Archaeology	No objection – no further archaeological investigation is required.
Environmental Health Service	<p>No objection, subject to the following conditions:</p> <ul style="list-style-type: none"> Updated SI condition and verification Mitigation plan for the management and minimisation of dust emissions to be implemented Scheme for EV infrastructure to be submitted and agreed Submission of a full Travel Plan In respect of noise, the EHS are satisfied a robust assessment has been undertaken. It is noted this is based on the soil bunds being retained. Should the site topography alter, the noise report would need updating or alternatively the soil bunds are retained by planning conditions. Scheme for all acoustic fencing to dwellings alongside Kellet Road, the access road and properties around the retained football pitch. For the plots close to Kellet Road a scheme to reduce overheating and meet noise levels to be agreed.
Council Planning Policy Team	<p>The Policy team have set out the status of the Local Plan and emerging policy in the context of the development site. In doing so, the Policy team recognise the current housing supply position and note housing in principle is acceptable, but have identified a number of concerns that need careful consideration and assessment as part of the determination of the application, namely:</p> <ul style="list-style-type: none"> Poor accessibility between the site and the town centre for pedestrian and cyclists. Potential adverse effects on air quality as a result of additional traffic movements arising from the development. The effects of the proposal on biodiversity having regard to the Biological Heritage Site designations on site. The impact of the proposal outdoor sports provision in terms of the effects of the development on the existing football pitch on site and the lack of provision in the town to meet existing and future needs.

<p>Lancashire County Council</p> <p>School Planning Team</p>	<p>No objection. No education contribution required (based on January 2025 assessment).</p>
<p>Canal and Rivers Trust (CART)</p>	<p>No objections subject to the following matters being secured either by condition or legal agreement:</p> <ul style="list-style-type: none"> • Risk assessment and method statement to address potential concerns over the implications of the development on the structural integrity of the canal. • Construction management plan to secure measures to avoid pollution and contamination entering the canal and routing for abnormal loads to avoid the canal Bridge 128. • Tree Protection Measures. • Ecology mitigation. • Surface water drainage scheme, including fuel interceptors to the car park. • The council need to satisfy themselves that the proposed development would allow sufficient space for a potential future bridge landing over the canal. It is noted the current layout does not provide sufficient space.
<p>Lancaster Canal Trust</p>	<p>Concerns as follows:</p> <ul style="list-style-type: none"> • Support all the points raised by the CART. • Loss of moorings would not support focus for leisure activity in the town • Careful consideration to be paid to the ability to provide safe pedestrian and cycle links between the site and the town (via the proposed bridge) and connections to the towpath. Such infrastructure to be secured by s106 agreement. • Where the site is visible from the canal, native planting should be created with species rich meadow within the development.
<p>Public Realm Service</p> <p>(Lancaster City Council)</p>	<p>No objection following the removal of Sport England's objection.</p> <p>In addition, the following is required for this development:</p> <ul style="list-style-type: none"> • Provision of on-site Amenity Greenspace • Provision of an equipped Play Area and facilities for young persons on site • Off-site contribution towards outdoor sports provision towards playing pitches in Carnforth (3G pitch at Carnforth High School for community use).
<p>Morecambe Bay Clinical Commissioning Group (NHS)</p>	<p>No objection (January 2021), subject to a contribution of £68,904 towards extension and reconfiguration at Ash Trees Surgery.</p>
<p>Ramblers Association</p>	<p>Neither objecting nor supporting and comment as follows: The Lancaster Group of the Ramblers Association notes that the PROW from Kellet road is largely on public road and recommend the PROW is routed eastern boundary of the site along 'back lane' tracks and between gardens. This will be more attractive to walkers and keep pedestrians off the roads.</p>
<p>Lancashire County Council</p> <p>Public Right of Way Team</p>	<p>The development will obstruct public right of way FP0103032 and will require a formal diversion under S257 of the Town and Country Planning Act. Prior to the making of any Order, the details must be agreed in advance with the PROW team at Lancashire County Council. The applicant is advised that any Diversion Order must be secured before any works commence to the public right of way.</p> <p>Conditions recommended:</p>

	<ul style="list-style-type: none"> • Submission of detail of the exact alignment of the new route and construction specification details for footpath FP0103032 • Level changes should not disrupt surface water discharge onto PROW • Trees/bushes should be at least 3m from PROW • Temporary closure order • Diversions in place prior to works commencing on PROW
Geo Lancashire	<p>No objection – the following comments have been received:</p> <p>Notes the principal features of the local geological site will be left open in the southern part of the site. Enhancements in this area are welcomed. Geo Lancashire is happy to engage with the developer about how to best achieve enhancements.</p>
Lancashire Constabulary	<p>No objections - Advises that the development should follow the Secured by Design' Homes 2024' Design Guide and "Commercial 2023" specifications. The Constabulary have offered layout and design advice to ensure the scheme designs out crime and the fear of crime, and provides security advice in relation to the construction phases of the development.</p>
Lancashire Fire Service	<p>No objections – recommends that the scheme should be fully compliant with Part B5 of Building Regulations relating to access and facilities for the Fire Service.</p>
Waste & Recycling Officer	<p>No objection in principle, however, the layout would need revising as Lancaster City Council waste crew and vehicles do not collect from private land/roads or driveways – the layout would need to provide for kerbside collection points and/or layout revised to meet suitable standards for refuse crew to access future dwellings/refuse points.</p>

4.2 The following responses have been received from members of the public to the initial and amended consultations:

23 letters of objection. The main reasons for opposition are summarised below:

Transport and access matters including:

- Increased traffic to an already congested network.
- Access onto Kellet Road unsuitable for additional traffic (capacity issues and constrained by canal bridge).
- Increase in accidents and poor highway safety given proximity to school.
- Concerns over a single point of access/egress – comparisons made to the Whelmar estate where there are multiple access points.
- A footbridge over the canal should be required.
- Development should cater for public transport/bus services within the site.
- Accessibility concerns for cyclists and pedestrians along the access track, and;
- Potential vehicular upgrade of the public right of way between the site and the Highfield estate would compromise safety and enjoyment of the green space along Dunkirk Avenue.
- Objections to the proposed locations of potential footbridge links over the canal due to highway safety and amenity concerns on Bloomfield Park.

Ecology and landscape matters including:

- Loss of trees, important habitat and wildlife, including protected species.
- Loss of green infrastructure would be harmful to the amenity of the area and people's well-being.
- Inadequate surveys.
- Loss of the BHS and poor mitigation.
- Loss of valued, natural open space in a town with limited areas for recreation. Lundsfield Quarry should be turned into a park and recreation area with enhanced local environmental rather than constructing additional housing.

Amenity and pollution matters including:

- Increased noise and air pollution with negative impacts on the Air Quality Management Area.
- Negative impacts on the living conditions of existing residents, such as overlooking and loss of privacy by virtue of loss of trees/noise and air pollution).
- Retention of trees on Kellet Road would help absorb pollution and maintain visual amenity of area.
- Disruption and increased noise to existing residents during construction period.
- Design and layout concerns (poor frontage to Kellet Road), noting proximity to the Conservation Area.
- The site is contaminated and has been used as a landfill site historically – questions whether this has been accounted for.
- Existing access to Lundsfield Quarry for recreational purposes will be restricted by the development.

Infrastructure and Football Club matters including:

- Carnforth cannot sustain further increases in residents.
- Lack of infrastructure and services (bus services/GPs/School/employment) to support the development.
- Poor pre-application engagement with the community and the football club, particularly when security fencing was erected without prior consultation
- Removes parking to the football club.
- Poor recreational provision on site to support the community and fails to allow and support future expansion of the Club.
- Doubtful that access to the Club during construction can be maintained.
- Constrained future growth of the football club.

4.3 **Carnforth Rangers Football Club (Club)** (Trustee representation) have continued to strongly object (to various consultations) to the proposal on the following grounds:

- Contrary to the submission documents, pre-application engagement with the Club has been poor with no consultation over the suggested layout showing development around the entire perimeter of the site.
- Lack of consideration over the compatibility of the development with the operation of the Club.
- Contrary to the Local Plan (site coming forward in advance of a wider master plan) and could potentially prejudice the long term viability of the Club.
- Queries land ownership to the south of the pitch and access rights.
- Layout does not consider potential for housing on the football club and therefore threatens the viability of the Club.
- Queries robustness of the noise and light assessments in relation to the effects of the development on the operation of the playing pitch.
- Loss of trees and natural habitat could be avoided if a more holistic approach to the redevelopment of the site was considered.

4.4 **Aggregate Industries** have made representations to the application, noting mineral extraction is very unlikely on the site due to the ground conditions. The representations received indicate that consideration should be given to the potential impact of the development on adjoining mineral safeguarding land. This would include consideration of potential mitigation measures to protect future residents from potential extraction activities (such as noise/vibration). The comments received also suggest that the link to the adjoining land should be removed.

4.5 **Dynamo Cycle Campaign** objects to the development due to the lack of commitment to plan for safe cycle access between the development and the shops/schools/railway. In order for this development and planned development to be sustainable, these proposals should be firmed up before building begins.

4.6 One letter from County Councillor Phillippa Williamson for Lancashire Rural North (May, 2021). A summary of the main comments include:

- Concerns over the site access, congestion, road safety and air quality.
- Concerns raised over sustainability, house types and environmental matters.

- Concerns raised over the proximity of the housing to the playing pitch, which must be protected due to identified shortfalls in this sporting provision.
- Concerns over the environmental assessments relating to the impact of the development on the existing playing pitch (undertaken during covid) and encourages the applicant to discuss relocation for the club to an alternative more suitable site.
- The club is noted to be a highly successful community asset.

4.7 One letter received from Councillor Hanna (August 2023), as Ward Councillor for Carnforth and Millhead, raising an objection to the development on the following grounds:

The amended submissions (summer 2023) undermine the objectives and ambitions of SG11 and the key aspects of the Neighbourhood Plan, including:

- The canal marina is an important economic opportunity, and the reopening of moorings should be addressed as part of the application.
- Designated open spaces, including the canal should be protected.
- The Town Council encourages a new road link across the canal to alleviate traffic pressures from the development.
- Improvements to the cycle infrastructure and existing rights of way to Windermere Road, Kings Drive and Dunkirk Avenue and a footbridge over the canal.

Other considerations that need to be addressed include:

- Revised proposal does not adequately ensure the biodiversity on the site is protected.
- Major concerns over the access to the site which would place additional strain on a busy and congested Kellet Road, having detrimental impacts on air quality. Lack of secondary emergency access points in the event Kellet Road is blocked.
- Disagrees with the applicant that the delivery of a footbridge over the canal is not necessary to make the development acceptable and notes the application disregards the inclusion to provide better pedestrian and cycle access to the town centre.
- The development will constrain Carnforth Rangers even with a 30 metre buffer it remains an isolated pitch in very close proximity to housing.
- Lacks any investigation for the reopening of the marina.

A significant provision of affordable homes for rent and sale should be demonstrated in the proposal.

4.8 To date, there has been 1 letter of support. A summary of the main reasons for support is as follows:

- Support's the proposal subject to an additional access so traffic from the development avoid Kellet Road past the school; retention of trees along Kellet Road; s106 requirements and plans for bus services to reach the site.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Principle of development
- Mineral Safeguarding
- Access, Traffic and Accessibility Considerations (canal links)
- Biodiversity and Trees
- Flood Risk and Drainage
- Lancaster Canal and Land Stability
- Residential Amenity and Pollution
- Open Space
- Housing needs, housing mix, affordable housing, and housing standards
- Heritage Matters
- Infrastructure
- Sustainable Design
- Employment and Skills Plan
- Planning Balance and Conclusion

- 5.2** **Principle of development** NPPF Chapter 2 Achieving Sustainable Development, Chapter 5 Delivering a Sufficient Supply of Homes, Chapter 11 Making Effective Use of Land: Strategic Policies and Land Allocations SPLA DPD policies SP1: Presumption in Favour of Sustainable Development, SP2: Lancaster District Settlement Hierarchy, SP3: Development Strategy for Lancaster District, EN2: SG11: Land at Lundsfield Quarry, South Carnforth and H1: Residential development in Urban Areas; Development Management DPD Policies DM1: New Residential Development and Meeting Housing Needs and DM44: The Protection and Enhancement of Biodiversity.
- 5.2.1 The Strategic Policies and Land Allocations DPD (SPLA DPD) sets out the district's strategic development strategy, advocating an urban-focussed approach to future growth (policy SP3). This is reflected in Policy SP2 which sets out the district's settlement hierarchy. Policy SP2 aims to direct significant growth to the main urban areas of the district. The application site is located in the settlement of Carnforth, surrounded by residential development to the north and east. Carnforth is identified as a Market Town, which plays a supporting role to the Regional Centre and will accommodate levels of new residential and economic development to serve more localised catchments.
- 5.2.2 The application site is allocated for housing. Policy SG11 states the brownfield land identified on the Local Plan Policies Map at Lundsfield Quarry, South Carnforth, has been allocated as a site for residential-led development. The Council expects that once fully developed that this brownfield site will accommodate approximately 250 dwellings. Policy H1 states the Council will support the development of allocated sites for residential development subject to satisfying the relevant policies of the Local Plan.
- 5.2.3 Applications will be required to address general requirements such as the delivery of infrastructure and open space, as well as design, environmental and transport considerations. This is an outline application and thus all matters are reserved except for access. Notwithstanding this, these principal considerations will need to be considered as part of this outline application.
- 5.2.4 The Council's most recent Housing Land Supply Statement identifies a housing land supply of 2.8 years, which is a significant shortfall against the required 5-year supply set out in the NPPF. Paragraph 11 of the NPPF also requires that, where a Local Planning Authority cannot demonstrate a 5-year supply of deliverable housing sites, permission should be granted unless the application of policies in the NPPF that protect areas or assets of importance (such as protected landscape, areas at risk of flooding, designated heritage assets or statutory habitat sites) provide a strong reason for refusing permission; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole, having particular regard to key policies. These include directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination. These matters, along with all other pertinent planning considerations will be addressed in the following sections of this report and considered in the planning balance at the conclusion of this recommendation.
- 5.2.5 Given the site's location in Carnforth, the fact it comprises previously developed land, and the site is allocated for housing (and has been in previous local plans), the principle of the development of the site for up to 250 homes is considered acceptable.
- 5.3** **Mineral Safeguarding** NPPF Chapter 2 Achieving Sustainable Development; Joint Lancashire Minerals and Waste Local Plan Policies M1 Managing Mineral Production, M2 Safeguarding Minerals and Guidance Note December 2014.
- 5.3.1 The site is located within a Mineral Safeguarding Area (MSA) as identified by Lancashire County Council within the Joint Lancashire Minerals and Waste Local Plan. Policy M2 of this Plan sets out that planning permission will not be supported for any form of development that is incompatible with working the minerals.
- 5.3.2 The policy sets out circumstances where the Local Planning Authority may accept incompatible development, for example where there is an overriding need for the incompatible development that outweighs the need to avoid mineral sterilisation. It requires proposals for development other than

non-mineral extraction, to demonstrate that they will not sterilise the resource or that consideration has been given to prior extraction, on site constraints and the need for the proposed development.

- 5.3.3 The south west of the application site as well as the eastern boundary along with part of the access road fall within a mineral safeguarding zone.
- 5.3.4 The NPPF states that local planning authorities should not normally permit other development proposals in mineral safeguarding areas where they might constrain potential future use for these purposes. The application site covers the northernmost section of the mineral safeguarding area, and whilst this would reduce the theoretical potential area of extraction, this would not restrict extraction from the wider safeguarded area. Furthermore, given the sites position in relation to surrounding land also allocated for mineral safeguarding, which includes scattered development; and the proximity of the site to residential development, the application site is highly unlikely to attract significant commercial interest in the land for mineral extraction. As such, the proposal is considered to cause no undue harm to the very limited potential for mineral extraction locally.
- 5.4 **Access, traffic impacts, sustainable travel, and parking** NPPF Chapter 9 Promoting Sustainable Transport and Chapter 12 Achieving Well-designed and Beautiful Places; Strategic Policies and Land Allocations (SPLA) DPD policies: SP10: Improving Transport Connectivity, T2: Cycling and Walking Network; Development Management (DM) DPD policies DM29: Key Design Principles, DM57: Health and Well-being, DM58: Infrastructure Delivery and Funding, DM60: Enhancing Accessibility and Transport Linkages, DM61: Walking and Cycling, DM62: Vehicle Parking Provision and DM63: Transport Efficiency and Travel Plans, and DM64: Lancaster District Highways and Transport Masterplan and Section 6 (Access and Movement) of the Carnforth Neighbourhood Plan (CNP).
- 5.4.1 The district's development strategy (policies SP2 and SP3) aims to manage growth in the most sustainable way possible by directing growth to the main urban areas, in which Carnforth is one.
- 5.4.2 Fundamentally, development proposals must ensure that the criteria set out within paragraph 115 of the Framework, which are summarised below, are met:
- sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;
 - safe and suitable access to the site can be achieved for all users;
 - the design of streets, parking areas and other transport elements meet standards that reflect national guidance; and
 - any significant impacts from the development on the transport network, or highway safety, can be cost effectively mitigated to an acceptable degree.
- 5.4.3 These essential criteria are reflected and expanded upon within the Councils Local Plan at policies DM60 to DM63 of the DM DPD. Policy DM29 also requires development to be accessible to the whole community, including people with disabilities and ensure that roads are designed to prioritise the safety of the most vulnerable road users and promote and enhance access and permeability by creating places that connect with each other. Policy CNDP AM1: Active Travel of the CNP reflects the ambitions of these policies and specifically states development that reduces the capacity or safety of existing active travel infrastructure will not be considered favourably.
- 5.4.4 **Access Strategy**
The application is seeking approval of the proposed site access onto Kellet Road as part of the outline application. The parameters plan for approval comprises a new access junction on to Kellet Road, which will also serve the Football Club. The junction detail is illustrated on the access junction design plan. The main point of access is proposed to be taken from Kellet Road to the northeast of the wider site, where existing trees are located. The access would be situated in a 20mph zone. The development would result in the existing access to be closed off and the back of the footway to tie into the existing footbridge structure. The site access road (for the first 25 metres into the site) would be 7.5 metres wide with 2 metre footway to each side to provide pedestrian access, which would tie in with existing footways along Kellet Road.
- 5.4.5 The new site access is proposed approximately 20 metres southeast of the existing access and as a simple priority junction. The proposed site access has been increased in width to demonstrate the junction can accommodate buses/coaches associated with the use of the football club. Full details

of the remaining residential road layouts within the proposed development area shall be controlled by planning conditions attached to the outline application, if approved. These details would need to be submitted concurrent with any reserved matters given the interdependency with the layout of the development. This should also include details of the proposed arrangements for the future management and maintenance of the proposed streets within the development.

- 5.4.6 The access design has been considered and accepted by the local highway authority. Subject to other off-site highway improvement works, such as the closing off of the existing access and reinstatement of footways to tie in with the proposed access and the existing footbridge, the access is considered to be provide a suitable and safe access for all users.
- 5.4.7 The street design (at reserved matters stage) should provide loop roads to maximise connectivity, bus stop infrastructure and turning provision should be made for a bus service to maximise sustainable travel should this be required in the future. It should equally cater for cycle and footways to appropriate standards.
- 5.4.8 During earlier discussions for this site a new pedestrian bridge link across the canal to the A6 was discussed and encouraged in line with policy SG11. However, the applicant has now indicated that because the landing positions for a link are outside the red edge and following a feasibility/viability exercise, the bridge is no longer feasible as part of this development proposal. This is disappointing and will impact the accessibility of the site to services and facilities in the town centre.
- 5.4.9 There was a presumption previously that if the bridge link could not be secured due to land ownership issues, then the developer would be required to provide a contribution towards the running of a bus service into the site for 5 years to ensure that the site offered a realistic sustainable mode of travel other than the private car. This would also require the internal layout to provide adequate bus turning facilities and quality bus stop provision.
- 5.4.10 Currently there are existing bus services stopping within 600m walking distance of the development site on Dunkirk Avenue. Service 5 Overton – Carnforth, Service 55 Lancaster – Carnforth and Service 49 Lancaster – Warton, which are LCC subsidised services. These services are not anticipated to be sufficient to provide peak hour journeys for residents of the development site due to the low frequency. A contribution to provide additional peak journeys and increasing daytime frequencies would support the running of the service in the future. The applicant has agreed to pay a bus contribution to the sum of £500,000 over a 5 year period.
- 5.4.11 The route to these services requires the upgrade of FP 29 to a shared cycle/footway to adoptable standards including street lighting and drainage. From observations on site, FP29 is currently impassable due to excessive vegetation. These works need to be delivered under the S278 agreement for the development site. It is anticipated the link here will not meet adoptable standards due to the constrained width of the footpath, but improvements are capable of being made and would be secured as part of the off-site highway improvements via planning condition.
- 5.4.12 Suitable cycle storage needs to be provided for all dwellings as well as electric vehicle charging infrastructure at appropriate locations for each dwelling. Provision of cycle storage can be controlled by planning condition. EV charging will be provided for each dwelling, though this is now controlled by building regulations and as such a condition would not be necessary should permission be granted.
- 5.4.13 The level of parking proposed for the football club, and access arrangements are deemed reasonable and acceptable to both Sport England and the local highway authority, despite the ongoing objection from the football club itself.
- 5.4.14 Traffic and Highway Capacity
A Transport Assessment by WSP was submitted as part of the application. The assessment outlines the trip generation by the development as well as assessments of 3 junctions and their capacity to accommodate the increase in vehicles and trips associated with the development.
- 5.4.15 The Transport Assessment (TA) outlines three junctions that were assessed with regards to traffic impact from the development. A Degree of Saturation (%Sat) value in the order of 90% or less

typically demonstrates that a junction arm or turning movement is operating 'within capacity' and is therefore unlikely to experience excessive queuing.

- 5.4.16 The first junction (Site 1) was the site access with Kellet Road leading to Carnforth Rangers Football Club. Site 1 is the priority junction that is to be the access into the site from Kellet Road. The TA shows that the proposed junction will operate under capacity having regard to future year development flow scenarios and would be acceptable in terms of maximum queue length and vehicle delays.
- 5.4.17 The second junction (Site 2) was the signals located on Market Street/Kellet Road where the road narrows to one lane on the bridge over the Lancaster Canal. The junction is forecast to operate within capacity in all scenarios considered, with the highest SAT value being 49.9% during PM peak with the committed development and future development by 2029.
- 5.4.18 The third and final junction (Site 3) assessed comprises the A6 Lancaster Road/B6254 Market Street signalised crossroads located in the centre of Carnforth. The assessment also forecasts the junction to operate within capacity, with the highest SAT value being 89.5% during PM peak with the committed development and future development by 2029.
- 5.4.19 Overall, the traffic arising from the development proposals does not result in significant adverse impact on the local highway network. Factoring in the development trips shows that Site 1 operates significantly under capacity during the future year 2029 scenario and both Sites 2 and 3 are within capacity to an acceptable degree in the '2029 future year plus development' scenarios. The TA indicates junction mitigation is not required as a result of the proposed development on the basis of capacity.
- 5.4.20 The proposed trip rates are based on the maximum 250 dwellings in which the site is allocated for being constructed. The 2023 transport assessment shows that the total number of two-way trips within the AM peak is 133 and the number of two-way trips within the PM peak is 131. This is not dissimilar to the 2019 assessment. Table 7.5 within the assessment shows that 34.2% of these trips would be in the direction of the M6 southbound.
- 5.4.21 Whilst it is acknowledged the development will increase traffic on the local highway network, the Local Highway Authority are satisfied that the proposal would not have an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would not be severe in accordance with the NPPF, subject to mitigation. This includes contributions to be secured through a S106 agreement, towards:
- £45k for MOVA upgrade on Canal bridge signals.
 - £18k Travel Plan contribution.
 - £500k to support local bus services (£100k pa for 5 years).
- 5.4.22 National Highways have also been consulted, as development traffic will access the strategic highway network from the site, and have confirmed no objection to the development. In addition to the S106 contributions, planning conditions are also required regarding the submission of a construction management plan, details of facilities on site for wheel cleaning and details of the construction of the site access and off-site highway improvements required under a Section 278 agreement.
- 5.4.23 Sustainable Travel
- 5.4.24 Planning policy seeks to ensure development maximises opportunities to travel by sustainable transport modes. This includes the promotion of walking and cycling and access to public transport. The Chartered Institution for Highways and Transportation (CIHT) sets out suggested walking distances between sites and key services based on desirable, acceptable and preferred maximum distances. This are set out below:

	Town Centres (m)	Commuting/School/Sightseeing (m)	Elsewhere/Local Services (m)
Desirable	200	500	400
Acceptable	400	1,000	800
Preferred Maximum	800	2,000	1,200

- 5.4.25 The WYG Report entitled 'Accessibility – How Far Do People Walk and Cycle', states that 1,950 metres is the 85th percentile distance for walking as the main mode of travel.
- 5.4.26 The application site is located in the settlement of Carnforth, surrounded by existing residential development. The main services, including the closest primary school are in close proximity to the site, with the closest primary school being a 15-minute walk.
- 5.4.27 The table below, shows the walking distance from the access point of the site on Kellet Road to several of the local key amenities in the immediate vicinity. The table also confirms whether or not the particular amenity is within the 85th percentile distance for walking.

Local Amenity	Distance	Guidance Criteria	Meets with Guidance
Playground Dunkirk Avenue	804m	1950m	Yes
Tesco Superstore	956m	1950m	Yes
Ash Trees Pharmacy	482m	1950m	Yes
Carnforth Community Primary School	643m	1950m	Yes
Shovel Inn Pub	160m	1950m	Yes
Our Lady of Lourdes Catholic Church	96m	1950m	Yes
Carnforth High School	321m	1950m	Yes
Carnforth Swimming Pool	482m	1950m	Yes
Carnforth Book Shop	321m	1950m	Yes

- 5.4.28 The table demonstrates that the local centre and services lie within the 1950 metre preferred distance (from the site access). Local pedestrian infrastructure within the village is considered adequate, with lit footways provided along residential streets. Level access is provided through the residential streets, albeit on an incline in places, noting North Road.
- 5.4.29 Further pedestrian links exist within the settlement to the network of public rights of way, including those to the north off Kellet Road and to the west off Lancaster Road. There is also a public right of way to the south providing access to the playground on Dunkirk Avenue. The Public Right of Way Team have confirmed the proposed development, as detailed on the Illustrative masterplan rev E would obstruct footpath FP0103032, requiring a Public Path Order under the provisions of the Town and Country Planning Act 1990 Section 257 (TCPA90 S257). If at reserved matters stage the development would cause obstruction, the detail of the exact alignment of the new route, the construction specification and any association works would need to be agreed with the Public Rights of Way Team before the necessary TCPA90 S257 Order is made. Any diversions required would be the subject to a separate application to the local planning authority. If planning permission is supported, a condition is required to ensure this occurs before development commences.
- 5.4.30 To aid in improving pedestrian connectivity, the applicant has demonstrated a location for a potential landing point for a future footbridge over the Canal, providing pedestrian access north towards the primary school. This would avoid the need to walk the length of the access road to reach some services and would reduce distances. The applicant has explored feasibility of this link, including engagement with the Canal and Rivers Trust, but has confirmed it cannot be fully delivered as it relies on third party land and the estimated costs should the link be required to make the development acceptable are in the order of £1.2 million. This figure is a baseline figure and would need to be updated to reflect inflation and any potential additional costs arising from separate deals with third parties. The bridge itself would also require an application for planning permission. Policy SG11 requires applications on this allocated site to incorporate cycle and pedestrian access with strong linkages to the existing network towards the town centre. It goes on to state this *could* include a bridge across the canal. It is also recognised that a bridge link forms a strong aspiration of the Neighbourhood Plan as a means of improving town-wide accessibility. Whilst a bridge link would provide enhanced connectivity, for this scale of development, it is considered not necessary to make

the development acceptable. There will be enhanced cycle and pedestrian connections via the new spine road to Kellet Road and towards Dunkirk Avenue.

- 5.4.31 In relation to walking, development proposals must not impact the pedestrian environment and should maintain, and where possible, improve the existing pedestrian infrastructure in accordance with policy T2 of the SPLA DPD. When considered alongside the proposed off-site improvements to upgrade footpath 29 for pedestrians and cyclists and provide improved pedestrian facilities along the new spine road into the site, the development is located in a reasonably accessible location. It would provide future residents with a genuine opportunity to make regular, everyday journeys on foot. It is accepted a bridge over the canal would have enhanced accessibility hugely, but the lack of the bridge link does not make the site inaccessible.
- 5.4.32 In relation to cycling, the site is located to the south of an existing cycle route along the canal, which expands northeast onto Kellet Road and Market Street and southwest into Bolton-le-Sands. However, there is no dedicated cycle lane along the road network to the north east. Access for cycles to the canal is available within the town, which provides direct access into Bolton-le-Sands. Cycling would be a realistic mode of travel for future residents of this development. Cycle parking within each dwelling will be required in accordance with DM62, details of cycle parking infrastructure would be secured by reserved matter approvals. In instances where cycle parking is provided within a shed-type garden structure, as opposed to a garage, these should be designed to Secured By Design Status. All main internal streets within the proposed development will be designed to accommodate cyclists as well as vehicles in accordance with the highway authority's adoptable standards and the Department of Transport's Local Transport Note 1/20.
- 5.4.33 In terms of public transport, the area is served by existing bus services which pass along Kellet Road, Market Street and Lancaster Road and provide access to Lancaster, Morecambe and Overton. Carnforth Railway Station is an 8-minute walk from the proposed site entrance.
- 5.4.34 The closest bus stops are located on Market Street to the north of Shovel Inn pub. The CIHT recommends a 400m walking distance between new residential development and bus stop/services. When including the length of the site access road leading to Kellet Road, the nearest bus stop would be approximately 395m from the site. This would be further still for those properties which would be located further into the proposed development area. Whilst bus stops are situated over the recommended walking distance for most of the development, given the good level of bus services operating in the area, travelling by bus is also a genuine option for future residents. Mitigation and enhancements to public bus services are recommended by the local highway authority and are accepted by the applicant. This includes a contribution of £500,000 towards existing bus services and upgrades to four existing bus stops to quality bus standards. Access to rail services are also available to the north from the main station.
- 5.4.35 A Travel Plan will be required for the development, in order to encourage and incentivise active travel. An Interim Travel Plan has been provided with the application, which is reasonable and proportionate given the outline nature of the scheme. The Travel Plan has been reviewed by the Highway Authority who have confirmed a full travel plan would be required after completion, with a Section 106 contribution of £18,000 to enable Lancashire County Council to monitor and support the development, as well as the implementation and review of the Travel Plan for a period of up to 5 years.
- 5.4.36 Overall, the development is considered to be sustainably located to support and encourage the use of alternative sustainable modes of transport and therefore accords with planning policy in this regard. There are no significant adverse effects arising from the development on the pedestrian and cycle environment. In fact, betterment will be provided through the proposed off-site improvements works and the opportunity to secure pedestrian linkages.
- 5.4.37 Waste
As the specifics of the layout of streets and individual properties would be agreed through a future detailed reserved matters application, the Waste Management team's input would be sought at that time. However, whilst the extent of future highway adoption has not yet been determined (given that the layout is indicative), the overall intention is that the access roads to all individual properties would be designed in accordance with relevant Lancashire County Council design guidance, including ensuring the access roads are accessible for refuse collection vehicles. All such roads would

ultimately be put forward for adoption as public highway. On this basis, it is envisaged there would be no lengthy shared driveways, and individual residents would not therefore have to wheel bins over excessive distances to the collection point. The principal access road from Kellet Road will also be adopted and designed appropriately. If the internal roads would be unadopted road/private drives, bin collection points would be required.

- 5.4.38 In conclusion, the proposal has robustly demonstrated that safe and suitable access can be provided for all modes of transport and that the additional traffic generated by the development can be safely accommodated on the local highway network without resulting in significant adverse impacts. There are no highway safety objections from the statutory consultees. Therefore, despite concerns raised by the local community to the contrary, there are no technical highway grounds on which to withhold planning permission.

5.5 Biodiversity and trees NPPF Chapter 15 Conserving and enhancing the natural environment; Strategic Policies and Land Allocations (SPLA) DPD policies SP8: Protecting the Natural Environment and EN7: Environmentally Important Areas; Development Management (DM) DPD policies DM29: Key Design Principles, DM43: Green and Blue Infrastructure, DM44: Protection and Enhancement of Biodiversity and DM45: Protection of Trees, Hedgerows and Woodland; Policy CNDP EC1: Local Biodiversity, Landscape and Character of the Carnforth Neighbourhood Plan and the Local Nature Recovery Strategy 2026 for Lancashire.

- 5.5.1 Strategic policies SP8 and EN7 both recognise the importance and value of biodiversity within the district and expects development proposals to protect, maintain and enhance biodiversity. This policy position is reflected in the Development Management DPD policies. Policy DM44 states development proposals should protect and enhance biodiversity and, as a principle, there should be net gain of biodiversity assets wherever possible. The policy goes on to state that where harm cannot be avoided, it should be mitigated and as a last resort compensated for, and where a proposal leads to significant harm, planning permission should be refused. Policy DM45 identifies the importance of retaining trees, woodland and hedgerows where they positively contribute to visual amenity, landscape character and/or the environmental value of an area. This policy expects new development to positively incorporate existing trees and hedgerows and where this cannot be achieved, the losses must be justified and mitigated. Policy DM45 seeks to maximise and encourage new tree and hedgerow planting of native species to mitigate the wider impacts of climate change and to enhance the character and appearance of the district. The Neighbourhood Plan policy also reinforces the importance of local biodiversity and the need to avoid significant losses; to seek enhancements to existing assets and, to; secure mitigation and compensation where impacts are unavoidable or exceptional circumstances exist.

- 5.5.2 The submitted ecology information for the development proposal confirms that the site has high value for biodiversity and that the site is used by significant populations of bats, birds and amphibians, and supports notable habitats. The adjacent canal has been shown to have particular value for local bat populations. In the following section of this report, an assessment is made in relation to the effects on statutorily designated sites, the BNG, protected species and habitats, biodiversity net gains and mitigation and enhancement.

- 5.5.3 Impact on statutorily designated nature conservation sites
The proposal is within 1.4km of Morecambe Bay and Duddon Estuary SPA, Morecambe Bay SAC, Morecambe Bay Ramsar and Morecambe Bay SSSI. Natural England have confirmed without appropriate mitigation the development would have an adverse effect on Morecambe Bay and Duddon Estuary Special Protection Area (SPA), Morecambe Bay Special Area of Conservation (SAC) and Morecambe Bay Ramsar site, and would damage or destroy the interest features for which Morecambe Bay Site of Special Scientific Interest (SSSI) has been notified.

- 5.5.4 This application is supported by an updated 'Report to inform Habitat Regulations Assessment' (HRA) dated March 2024, which has been submitted and considered by Natural England. The Council seeks to adopt this HRA to fulfil the Council's duty as the Competent Authority under the Habitat Regulations. The HRA recognises mitigation will be required in relation to indirect effects on the designated sites arising from recreational disturbance, leading to the requirement for an Appropriate Assessment (AA). The AA assessed the likely increase in visitors to relevant Habitat Sites and associated recreational pressure and has concluded that due to the small size of the development, the availability of alternative green recreation areas in close proximity, such as the

canal, adverse effects on the integrity on the Morecambe Bay SAC, SPA and Ramsar are considered unlikely. Any residual effects can be considered capable of being mitigated with the following measures secured as part of this development:

- The provision of 3.9ha of Public Open Space (POS) within the proposal boundary.
- The provision of Advisory Leaflets to new residents (homeowner packs).

5.5.5 The matter of public open space will be dealt with via a legal agreement and advisory leaflets to new residents would be secured by planning condition as part of this application if approved.

5.5.6 Impact on Local Wildlife Sites and Important Habitats

The application site is adjacent to the Lancaster Canal Biological Heritage Site (BHS) which is a strategic green corridor, and the application site includes the Lundsfield Quarry North Biological Heritage Site (8.7ha), which was designated for its diverse mosaic of habitats developing on limestone and other substrate in the former quarry. Only the wooded northeast corner of the proposed development site, an area of concrete hardstanding and the canal-side area near the football club are outside the Biological Heritage Site.

5.5.7 The Biological Heritage Site includes areas of wetland, including fen meadow Priority Habitat, a rare type in Lancashire. A small tufa spring is also present, a nationally rare type (Annex 1 Habitat) which is located at the south end of the site. These groundwater dependent habitats are irreplaceable and would be highly sensitive to changes in water quantity and quality. Owing to the site's local designation as a BHS, the area is identified in the Local Nature Recovery Strategy 2026. This strategy aims to connect isolated wildlife rich areas into more strategic ecological networks, through protection and enhancement of important habitat. The Strategy is a material consideration and has no planning policy status.

5.5.8 The areas of relatively open calcareous grassland and associated habitats form an area of approximately 5.29ha of Open Mosaic Priority Habitat. This habitat and associated areas of scrub habitats are also of high value for their terrestrial invertebrate assemblages. Surveys submitted with applications in 2018 and 2023 indicated that the site is of county importance for invertebrates. A landscaped buffer zone is recommended to be established and maintained between the Canal and any new built development to prevent any harm to the Canal. The buffer zone should be at least 8m wide.

5.5.9 Since first designated of the North Biological Heritage Site, the site has undergone ecological succession to scrub and young woodland in many places and some of the original ecological interest has been lost, giving the site an overall different ecological character. The Ecological Mitigation Strategy submitted in support of the application states that it aims to conserve the habitats which are currently on the site rather than attempting to recreate or restore the original habitat types, although Figure 3 of the Strategy indicates that areas of scrub will be cleared to maintain and restore open grassland. The development will result in significant tree losses which contradicts the stated aim.

5.5.10 The sites allocation for housing was in the full knowledge of the BHS on site. Accordingly, when the site was allocated there was always an understanding development would impact parts of the BHS, requiring mitigation and compensation. However, the stalled release of the site for housing has increased the ecological interest over time through succession.

5.5.11 The Mitigation Strategy now relies on the enhancement of the quality of retained habitats on the site as a way of off-setting the overall losses in habitat quantity. This can be difficult to achieve in practice, particularly where the retained habitats already have some intrinsic ecological value, which is the case here. Significant areas of the BHS would be lost and it is unknown whether the improved quality of the retained habitats will be sufficient to off-set the losses. It is contended that this alone would not provide sufficient mitigation.

5.5.12 In previous applications for the development of this site, management of the BHS to the south (Lundsfield Quarry Central) had been discussed as an additional mitigation measure. This BHS is also undergoing ecological succession and habitat management to maintain a habitat mosaic here would be beneficial. However, this land is outside the control of the applicant and the application site. There is no proposal to compensate for the losses on the neighbouring BNS to the south.

- 5.5.13 The mitigation proposals rely on good design to ensure new dwelling face towards retained habitat, to avoid measures such as fly tipping, a habitat buffer zone between development and retained habitats, formal paths and fencing around the most valuable habitats to provide “controlled” access through the retained part of the BHS, long-term management, maintenance, monitoring and enhancement of retained part of the BHS. Monitoring the ecological interests would focus on grassland and invertebrate species.
- 5.5.14 Off-site Compensation and Biodiversity Net Gain
Many of the most important ecological assets on and adjacent to the site are capable of being retained, protected and enhanced, but there will still be significant biodiversity losses associated with the proposals.
- 5.5.15 Whilst BNG is not a mandatory requirement for this application, given the ecological interests on the site, the use of the BNG metric is a helpful tool to quantify the ecological value of the site pre and post development. As expected for an area of existing high value for biodiversity, the baseline metric calculation is 123 area-based biodiversity units. Due to the complex habitats on site, this is much greater than it would be for an equivalent area of intensively managed agricultural grassland. The report confirms a 54% loss of high distinctiveness habitats, and a 32% loss of habitats of medium distinctiveness.
- 5.5.16 Although the Indicative Masterplan groups more of the development in the northern part of the site, around the football ground than previous iterations, there would still be loss of much the Biological Heritage Site, including nearly all of the best area of calcareous Open Mosaic Habitat. The development would retain some of the wooded area at the south side and the wetlands in the southeast corner and a small portion of the original area of grassland in the east.
- 5.4.17 It is not clear how the Priority Habitats would be maintained in the context of a housing estate and enhanced, although the site would benefit from removal of invasive cotoneaster and a long-term management plan. There is no specific proposal provided to show how the substantial losses of habitats of high distinctiveness would be compensated.
- 5.5.18 Policy DM44 states as a principle, there should be net gain of biodiversity assets wherever possible. The applicant proposes to achieve at least a 1% net gain target by a combination of on-site and off-site gains. The submission indicates the number of biodiversity units on site post-development to be 52.15 units, which would be provided through a mix of retention, creation and enhancement that would be detailed in a Habitat and Management and Monitoring Plan. However, this leaves a deficit of 53.36 area habitats and 0.67 hedgerow units to be required off-site to achieve a 1% net gain in biodiversity.
- 5.5.19 No formal details have been provided regarding how the required off-site habitat creation / enhancement to achieve compensation and biodiversity net gain will be delivered. The applicant has provided a list of potential options but has not confirmed that any of these options can, and will, be able to be delivered. However, it was accepted and agreed through consultation with GMEU that compensation and net gains in biodiversity off site could relate to different habitat types where the project or alternative habitat attracts high ecological value and interest. This was specifically in relation to the Warton Mires project. At this stage, this option has not materialised and the exact location for compensation and net gain remains unknown. However, should a local project not come to fruition, the applicant would be expected to meet their obligation of 1% net gain through a similar avenue for schemes now subject to mandatory BNG, utilising habitat banks or the national credit system as the last resort.
- 5.5.20 An estimated financial contribution for off-site provision could be in the order of £928,000 - £1,160,000 (based on at least 58 Biodiversity Units being required at a price per Unit of between £16,000 - £20,000 per Unit). Long-term (30 year) Habitat Management Plans will also be required, both for on-site and off-site habitats. The applicant remains committed to their obligation to compensate the BHS losses and provide 1% net gain through a combination of on-site and off-site initiatives.
- 5.5.21 Following the last tranche of amendments, GMEU have not commented on the application as they are no longer providing an ecology service to the Council. The Council’s newly appointed

Biodiversity Officer has commented on the application and has raised a strong objection to the development. This objection is largely concerned with the impact of the development on the existing BHS, in particular the loss of habitat of high distinctiveness, and the lack of suitable compensation capable of being provided in the district, and for this reason the proposal is considered to conflict with the requirements of policy DM44 and SG11.

5.5.22 Impacts on protected species

5.5.23 The application has been supported by a Preliminary Ecological Appraisal and addendum ecological technical notes, together with a number of protected species surveys, including invertebrates, bats, birds, water vole and otter. The survey effort undertaken has been accepted by both GMEU and more recently by the Council's Biodiversity Officer. However, given the passage of time, in the event of an approval, many of these surveys will need to be repeated to validate the previous position and or incorporate additional mitigation if the updated surveys indicate greater presence or site of the site by protected species. This can be secured by planning condition.

5.5.24 Based on the survey evidence to date, protected species are not a significant constraint to the redevelopment of the site for housing provided mitigation is secured. This is set out below.

5.5.25 Reptiles

Although surveys did not record reptiles on the site the presence of reptiles has not been entirely ruled out. A method statement will be secured via condition, requiring details of reasonable avoidance measures to be taken to avoid harm to amphibians during any site clearance works.

5.5.26 Bats

A bat roost has been recorded in one of the buildings on the site which will be affected by the development. All UK bats and their roosting sites are specially protected.

5.5.27 The current evidence suggests that the bat roost identified in one of the buildings proposed for demolition (B4) is a small transitional bat roost used by relatively common bat species. As a result a license will be required by Natural England before any work can commence. Obtaining a License is a separate process from obtaining a grant of planning permission. However, the local planning authority needs to be satisfied at this stage that the prospect of obtaining a licence is likely – this is referred to as the derogation tests.

5.5.28 In order to satisfy the tests, a mitigation strategy is proposed which includes further pre-activity surveys to ensure there are no further roosts on site, the provision of alternative roost during construction and the incorporation of additional bat boxes within the new development, reasonable avoidance measures and methods to be employed during construction to minimise impacts to bats. The strategy also sets out the need to re-do roost and activity surveys for trees to be removed as part of the development.

5.5.29 The site offers good foraging habitats for bats and the bat activity surveys have confirmed this. The loss of habitat has the potential to impact bat foraging habitat. However, given the extent of habitat which will be retained on the site and the extent of other habitat available to bats nearby, in terms of foraging habitat, the conservation status of bats is capable of being retained if permission is granted to the development. Sensitive lighting and a buffer to the canal corridor will support foraging habitat. These requirements can be controlled by planning condition.

5.5.30 Other species

Other protected species have been assessed, including birds, water vole, amphibians, otters, badgers and invertebrates. Mitigation is required including reasonable avoidance measures during construction such as avoiding night works, fencing with suitable gaps, timing of when works can take place and additional surveys to check activity and to validate proposed mitigation. Additional mitigation also includes the need to provide a buffer with the canal, sensitive lighting and the enhancement of ecological connectivity and networks across the site with the retained habitat and new planting. Should planning permission be approved, a planning condition would be imposed requiring an ecological protection and enhancement scheme to be submitted and approved which shall be informed by all relevant habitat and protected species surveys and recommendations undertaken to date.

- 5.5.31 Invasive species have been identified on site and will require removal and a biosecurity management plan to ensure successful eradication from the site. This can be controlled by planning condition. Other general mitigation to prevent pollution during construction would be captured by a detailed Construction environment Management Plan.
- 5.5.32 Trees and Hedgerows
An Arboricultural Implications Assessment accompanies the application and has been updated with the latest amendments in 2023.
- 5.5.33 A total of 108 arboricultural features were recorded in the walkover survey comprising 76 individual trees, 29 tree groups, and three hedges. Of those, 29 arboricultural features were assessed to be moderate quality, 58 features were low quality and 21 features were very low quality. The Proposed Development would result in the removal of 12 moderate, 39 low and 29 very low quality arboricultural assets. This includes individual and groups of trees. There will also be a further partial removal of two moderate and three low quality arboricultural features. Notwithstanding the quality of some of these features, the scale of removal would be significant.
- 5.5.34 Collectively, trees and hedgerows on the site make a significant contribution to the character and appearance of the site and its surroundings and provide an important element of greening and screening. This amenity benefit would inevitably become increasingly important should the site be developed in the future.
- 5.5.35 The proposed outline application has identified a relatively large volume of existing trees to be removed to accommodate the proposal, approx. 3ha. The trees proposed for removal are established within the Lundsfield Quarry Biological Heritage Site (BHS).
- 5.5.36 The tree losses proposed relate to the formation of the new access and highway visibility splays, through direct conflicts with the proposed footprint of the development, alterations to existing ground levels and the proposed drainage scheme.
- 5.5.37 The scale of tree losses proposed would be in contravention of Policy DM45 and DM29, and as a consequence the Council's Arboricultural Officer raises a strong objection to the proposal recommending further consideration to be given to the design of the proposed development in order to seek to retain more of the existing tree cover. There have not been any substantial changes between the original AIA in 2019 that the Council's Arboricultural Officer commented on and the latest AIA (2023). Both proposed extensive tree removal to accommodate the development within limited opportunity to fully mitigate tree losses on site. The development would result in conflict with policy DM29 and DM45 and to a certain extent policy SG11 and neighbourhood plan policy CNDP EC1. This is a matter to weigh in the planning balance.
- 5.5.38 This outline application does not include layout or landscaping – this is a reserved matter. Subsequently, should planning permission be granted, an updated AIA would be required concurrent with reserved matters to fully understand the impact of the development on trees when layout is being considered. It is anticipated this would not be dissimilar to what has been provided at this stage given the parameters plan is setting out the extent of the developable area on the site. Any forthcoming landscaping should seek to enhance the sites position along the Lancaster Canal.
- 5.6 **Flood risk and drainage NPPF Chapter 14 Meeting the challenge of climate change, flooding and coastal change; Strategic Policies and Land Allocations (SPLA) DPD policy SP8: Protecting the Natural Environment; Development Management (DM) DPD policies DM33: Development and Flood Risk, DM34: Surface Water Run-off and Sustainable Drainage, DM35: Water Supply and Wastewater and DM36: Protecting Water Resources, Water Quality and Infrastructure.**
- 5.6.1 Strategic policy seeks to ensure new growth within the district is directed to areas at least risk of flooding, does not create new or exacerbate existing flooding issues and aim to reduce flood risk overall. This approach is consistent with the NPPF, which states that development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas at lower risk of flooding.
- 5.6.2 Policy DM34 of the Development Management DPD sets out that surface water must be managed sustainably in all new development. The Council expects proposals to utilise SuDS as a priority,

particularly naturalistic solutions integrated into the site's soft landscaping, delivering multifunctional benefits as part of a high-quality green and blue environment.

- 5.6.3 The application site is wholly located in Flood Zone 1. The site is identified as being at medium risk of surface water flooding, focused along its southern boundary. A key contributor to this is believed to be the higher land to the south of the site. Groundwater flood risk has changed during the determination of this application. The latest Strategic Flood Risk Assessment (SFRA) now identifies the site to be medium to high risk of groundwater flooding. The applicant has updated their flood risk evidence to reflect the changes. This indicates that the JBA mapping shows most of the site in grid code 3 whereby groundwater levels are likely to be between 0.025m and 0.5m below the ground surface with a risk of groundwater flooding at the surface. However, the applicant highlights that the SFRA is a broad-scale screening tool and for detailed assessment of ground water flood risk, a site specific FRA should be used. The applicant's assessment of ground water concluded the site more appropriately aligned with Grid Code 2 with ground water levels encountered between 2.5m and 7.2m below ground level, despite some test results showing groundwater closer to the surface, likely a consequence of the Made Ground conditions. The applicant's own assessment recommends a full years cycle of ground water monitoring at the detailed design stage.
- 5.6.4 Unfortunately, whilst the applicant had undertaken a groundwater assessment, the time for doing so was sub-optimal and back in 2018. Therefore, there remains disagreement over the level of risk arising from ground water. To overcome this concern, the applicant in 2025 submitted a flood risk sequential test (FRST) and updated exception test in accordance with planning policy. The applicant has also drawn on relevant legal judgements (Mead and Redrow) and more recent planning appeals whereby the failure of a sequential test may not be fatal to the outcome of a planning decision and should be a matter weighed in the planning balance.
- 5.6.5 The scope of the applicant's FRST had broadly been agreed with the council. The applicant examined a long list of sites, refining these based on location to the main urban areas and sites suitable to accommodate the scale of development, including disaggregation across smaller sites or a smaller part of a larger site. This narrowed the search to 38 potential sites. These were then assessed based on their comparable flood risk and whether they were available and capable of being delivered by winter 2032. The conclusion was that there was no sequentially preferable site to accommodate the development. Officers are satisfied the assessment has been robust and that the sequential test and exception tests have been passed.
- 5.6.6 Surface water is proposed to be managed via a series of deep-bore soakaways and surface infiltration features. As identified in the flood risk assessment, at the detailed design stage, the applicant will be required to complete BRE365 testing at the location of each proposed infiltration feature and undertake winter groundwater monitoring in these locations to confirm the highest expected groundwater level. These components should be designed in line with the SuDS Manual (C753) and BRE365, along with the updated National SuDS standards.
- 5.6.7 The option of discharging surface water to the canal was considered within the flood risk assessment, however the preferred option is to drain to soakaways. Given the known contamination of the site from the previous use, surface water drainage to the canal is not preferred, but if required, capable of being designed to minimise contamination risks. This would also require consent from the Canal and Rives Trust.
- 5.6.8 The Lead Local Flood Authority is now satisfied with the proposed drainage strategy, having secured further technical details throughout the determination of the application. However, this is subject to conditions regarding the development being carried out in accordance with the submitted flood risk assessment and the submission of a final surface water drainage strategy, along with construction surface water management and the long-term management and maintenance of on-site drainage infrastructure.
- 5.6.9 United Utilities have confirmed that the current submission does not meet UU adoptions criteria and have requested details of levels and a surface water drainage strategy to review the risk of sewer surcharge. These details can be secured via condition and will be provided at the detailed design stage. No objection has been raised to the principle of foul drainage connecting to the main sewer network as this accords with the foul drainage hierarchy.

- 5.7 **Lancaster Canal and Land Stability** Chapter 15 Conserving and enhancing the natural environment; Strategic Policies and Land Allocations (SPLA) DPD policy T3: Lancaster Canal, SP7: Maintaining Lancaster District's Unique Heritage, SG3: Infrastructure Delivery for Growth in South Lancaster and SG11: Land at Lundsfield Quarry, South Carnforth
- 5.7.1 The Lancaster Canal is situated to the immediate north and runs north to south down the western edge of the Lune catchment. The Council's Strategic Flood Risk Assessment states any development proposed adjacent to any canal should include a detailed assessment of how a canal breach would impact the site, as part of a site-specific FRA for the development. The applicant must ensure that any changes to site levels do not increase flows off-site, including into the canal.
- 5.7.2 The Lancaster Canal and associated infrastructure is owned and managed by the Canal and Rivers Trust. The northern and western boundaries of the development site are adjacent to the offside (non-towpath) of the Lancaster Canal. The canal and development site are designated as a County Wildlife Site.
- 5.7.3 The illustrative masterplan shows the access road running parallel with the canal. The access road would be screened from the canal by existing vegetation and subject to this being retained, is acceptable. Properties are shown in close proximity to the canal to the north west of the development site, however layout is a reserved matter. Construction work in close proximity to the canal has the potential to adversely impact the structural integrity of the canal. The structural integrity should not be put at risk as part of any development proposal, including excavations for foundations or vibrations from plant or machinery.
- 5.7.4 Land stability and the suitability of development with regards to ground conditions are covered in Paragraphs 174(e) and (f) and 183 of the NPPF. Policy T3 of the Strategic Policies and Land Allocations DPD states development adjacent to waterways will only be permitted if it can be demonstrated that it would not adversely impact the structural integrity of the waterway or its related infrastructure. The Canal and River Trust therefore recommend conditions regarding the submission of a risk assessment and method statement outlining all works adjacent to the canal.
- 5.7.5 The location of the car/coach parking associated with the football club on the indicative plan is acceptable as it would provide sufficient distance between the parking area and canal cutting, however this positioning is only indicative.
- 5.7.6 Planning conditions are capable of securing appropriate protection and construction details alongside the canal to safeguard its structural integrity. This issue is not a significant constraint to development but will require a close working relationship, and likely separate consents, with the Canal and Rivers Trust.
- 5.8 **Residential Amenity and pollution** NPPF Chapter 8 Promoting healthy and safe communities, Chapter 12 Achieving well-designed places, Chapter 15 Conserving and enhancing the natural environment; Development Management (DM) DPD policies DM29: Key Design Principles, DM31: Air Quality Management and Pollution, DM32: Contaminated Land and DM57: Health and Well-Being
- 5.8.1 Paragraph 198 of the NPPF requires planning policy and decisions to ensure new development is appropriate for its location taking into account the likely effects of development on pollution, health, living conditions and the environment. To achieve this, it is necessary to avoid noise impacts giving rise to significant adverse effects and to mitigate and reduce potential adverse effects resulting from noise from new development. Policy DM29 of the DM DPD and paragraph 135 of the NPPF is also relevant in the context of assessing the effects of development on residential amenity. Both strongly advocate the need for new development to be of a high standard of design ensuring high standards of amenity are maintained and secured for existing and future users. Policy DM29 specifically states that new development must ensure there is no significant detrimental impact to amenity in relation to overshadowing, visual amenity, privacy, overlooking, massing and pollution.
- 5.8.2 There are two main factors to consider in the assessment of amenity in this case. The first is the effect of the development on the amenity of existing residents. The second relates to the standard of amenity for future occupants of the development.

5.8.3 Effects on Existing Residents

The site lies within the Carnforth Neighbourhood Plan Area, with designated Green Belt bordering the southern boundary of the development site. The site is within the settlement of Carnforth, to the west and south of existing residential development, with dwellings in closest proximity being located on Kings Drive, Queens Drive, Dunkirk Avenue, Hill Street, Towpath Walk and Lancaster Road being most directly affected. There are two dwellings located along the north western boundary of the application site, outside the application boundary and to the west of the football club.

5.8.4 As the application is submitted in outline, matters relating to the scale, appearance, and layout of the proposed residential development are not for determination at this stage. Consequently, specific impacts on individual properties cannot yet be fully assessed. These details will be considered at the reserved matters stage. However, the submitted illustrative masterplan allows for an initial assessment of the potential effects on nearby residents.

5.8.5 Furthermore, the submitted design and access statement indicates the development will be predominantly two storey, with scope for some three storey development in appropriate locations. The scale of surrounding residential development is predominantly two storey, therefore two storey development would reflect the typical character. There may be some amenity concerns regarding three storey development in proximity or bordering existing residential development. This could be mitigated with three storey development being located to the south. The impact with regards to separation distances and loss of light also need to be considered for the two properties in the Marina House site bordering the north west boundary.

5.8.6 Ultimately, any reserved matters application will be required to demonstrate that an appropriate level of separation is maintained between new and existing dwellings in this location to ensure acceptable standards of privacy and amenity are achieved, in accordance with Policy DM29. Officers are satisfied the site can accommodate the proposed development and adhere to these standards.

5.8.7 The potential impact on residential amenity extends beyond the physical impacts of new dwellings, such as through overlooking and loss of privacy. Other key issues include perceived impacts on matters such as security, safety, lighting and noise. Any future detailed design would need to ensure that these matters are considered and that existing standards of amenity are not compromised. To this end, the development should incorporate appropriate levels of natural surveillance across areas of open space, consistent with principles of good design. Furthermore, the design of lighting not only needs to ensure there is no adverse effect on existing and future residential properties but also needs to ensure retained landscape features and habitats are protected from excessive light pollution. Whilst these matters will need to be carefully addressed at the detailed design stage, they are not considered to be grounds to withhold outline planning permission on residential amenity grounds.

5.8.8 Noise

The application is supported by a Noise Assessment. The Environmental Health Team are satisfied that the assessment is robust and outlines predictions of all likely noise impacts arising at the development site.

5.8.9 The noise levels measured within the vicinity of the football club were undertaken with soil bunds in situ, it is stated within the report the topography is not expected to change. Should the topography change during development, the noise report would require updating or alternatively a condition imposed requiring that the soil bunds remain in situ.

5.8.10 The noise from any football matches and training is unlikely to exceed the criteria (i.e. target sound levels) set within BS8233:2014 and WHO Guidelines for both internal and external spaces. However, to achieve these targets throughout the development it will be necessary to ensure good acoustic design measures are incorporated into the final layout. This mitigation must be secured by planning condition.

5.8.11 The road traffic assessment concluded acoustic barriers would be required to mitigate noise to comply with external criteria for garden areas effected by traffic noise (including construction phase). The final details of the acoustic mitigation must be submitted concurrent with the reserved matters application.

- 5.8.12 The overheating assessment indicated that most of the development would fall into a 'low' or 'negligible' risk category. However, towards the western site boundary nearest the A6 and a small portion of the site towards Kellet Road, due to more elevated noise levels at this location, that risk would equate to 'medium' or 'high'. In view of this, openable windows should not be relied upon as a primary means of ventilation identified within those areas as 'high' risk. It is recommended that further assessment is undertaken for dwellings on Kellet Road to consider options to reduce overheating, whilst ensuring required internal noise levels are achieved.
- 5.8.13 The internal L_{Aeq2hr} noise criteria (for the football ground) set by LCC is predicted to be exceeded by 2dB at houses on the east side of the pitch, this marginal exceedance is considered inconsequential in the overall context. However, the average daytime criteria are only slightly exceeded by 1dB with windows partially open. Houses on the South and West are predicted to meet the criteria. Overall, the noise is unlikely to have an adverse effect and no specific measures are required in rooms that face the football ground.
- 5.8.14 Light
Having reviewed the WSP 'Obtrusive Light Report' (dated June 2023 reference 70039440-WSP-HLG-ZZ-RP-EO-001), the Environmental Health Team are satisfied that WSP have undertaken a robust assessment/prediction of all likely light impacts arising at the development site. Precise details of external lighting will be a matter controlled by planning condition, though at this outline stage, Officers are satisfied that light pollution can be appropriately designed so as to minimise its impacts and not lead to significant adverse effects on the environment or the amenity of residents.
- 5.8.15 With the site being considered an 'E3 – Suburban' Environmental Zone, it is accepted that the flood lights are fully complaint pre-curfew. It is also accepted that the instances of flood light use after the curfew would be so infrequent that the impact would be minimal at most.
- 5.8.16 Contaminated Land
Paragraph 196 of the NPPF states the planning decisions should ensure sites are suitable for the proposed use taking account of ground conditions and any risks arising from land instability and contamination. Paragraph 197 goes on to state that where a site is affected by contamination, responsibility for securing a safe development rests with the developer and/or landowner.
- 5.8.17 The latest contaminated land remediation strategy is dated Sept 19, which has been agreed as appropriate. As the plans have changed slightly which is acknowledged by the developer in the Ground Conditions Data Review (Ver 3) dated 15th June 2023, in particular with regards to ground gas, a condition is required regarding the submission of an up-to-date contaminated land assessment and remediation strategy in line with the Ground Conditions Data Review. The Environment Agency and the Council's Environmental Health Service are satisfied contamination on the site can be safely remediated and controlled during construction, subject to the imposition of relevant conditions (as set out in the consultation section of this report and the recommendation below).
- 5.8.18 Air Quality
- 5.8.19 Policy DM31 requires all development proposals to demonstrate that they have sought to minimise the levels of air polluting emissions generated and adequately protect their new users, and existing users from the effects of poor air quality.
- 5.8.20 The Environmental Health Team are satisfied with the Air Quality Assessment dated May 2023, subject to conditions requiring the mitigation plan for the management and minimisation of dust emissions of the construction phase to be agreed and followed, the provision of EV infrastructure, and a full travel plan.
- 5.8.21 Overall, the applicant has demonstrated existing and future residents of the site, and the immediate surroundings would continue to have, or have in the case of new occupants, acceptable living conditions as part of this development. Therefore, the proposal is therefore considered to be compliant with the National Planning Policy Framework (NPPF) and Policies DM29, DM31, DM32 and DM57 of the Development Management Development Plan Document (DM DPD).

- 5.9 **Open Space NPPF Chapter 8 Promoting Healthy and Safe Communities, Chapter 12 Achieving Well-Designed Places; Development Management (DM) DPD policies: DM27: Open Space, Sports and Recreational Facilities, DM29: Key Design Principles and DM57: Health and Well-Being.**
- 5.9.1 The relationship to the existing football pitch neighbouring the site has been a significant planning consideration during the determination of this application.
- 5.9.2 The proposal is located on former quarry land and borders the existing football ground, known as Quarry Park, which is home to Carnforth Rangers and shares a boundary on three sides of the ground, to the west, east and south. The ground is over 0.2ha in size and considered as a playing field and includes one adult pitch and additional facilities to serve the use of the pitch and Club. The football pitch and clubhouse/ancillary facilities are all served by the existing driveway which would also serve the application site. The football ground facilities are secured by fencing with some incidental parking within its enclosure.
- 5.9.3 The application has been subject to strong opposition from Carnforth Rangers football club, the Town Council and Sport England due to the concern that the development would prejudice the future use and operation of the playing pitch by virtue of the proximity of the development to the sports provision.
- 5.9.4 In response to these objections, the applicant has provided additional assessments covering lighting, noise and ball-strike analysis. This is to demonstrate that the proposed use can exist alongside the Quarry Park football pitch without impacting its operation - the 'agent of change' principle.
- 5.9.5 Carnforth Rangers Football Club is the largest football club in the district. Current facilities in Carnforth do not meet their current or future needs. This is recognised in the Planning Pitch Strategy. Whilst the football club has aspirations for strategic relocation to a multi-sports hub, this is not available or planned within the Local Plan or elsewhere at this stage. Therefore, it remains vital that the proposed development does not prejudice the operation of Quarry Park where most of the adult fixtures are held. The Club are naturally concerned about the prospects of the playing pitch and facilities being surrounded by residential development and have maintained their objections throughout the application process.
- 5.9.6 The additional assessments and amended plans now incorporate a 30 metre buffer zone around Quarry Park, along with a commitment within the development site to provide a dedicated car park with coach facilities (60 spaces and 2 coach spaces) for match day parking. Whilst Sport England remain cautious over the potential light and noise impacts on the new residents from the use of Quarry Park, given the Councils' Environmental Health Service are satisfied there would be no detrimental impacts, Sport England have removed their objection. This is largely on the grounds they could not substantiate an objection to the contrary. Further mitigation will be required during construction to maintain safe and suitable access to Quarry Park. This can be controlled by a specific Construction Method Statement.
- 5.9.7 With mitigation (set out above and including acoustic design measures at the reserved matters stage) it has been demonstrated that the proposed development can be effectively integrated alongside Quarry Park without resulting in a prejudicial impact on the club's use of the sports pitch, in accordance with the NPPF, policies DM27 and SG11. The mitigation shall be secured by planning condition and s106 legal obligation (in relation to the parking). If this mitigation is not secured, Sport England would maintain their objection to the development.
- 5.9.8 In terms of the provision of open space to serve the proposed development, policy DM27 and the supporting appendix sets out the required thresholds and expectations for public open space typologies on site and any contributions off-site. The proposal is expected to provide a children's play area, Young People provision, amenity green space and accessible natural greenspace. Formal play provision will not be supported in the buffer zone around Quarry Park.
- 5.9.9 The current parameters plan indicates both a young persons dedicated space and a children's play area within the buffer zone around the football pitch. These would be located within the ball strike risk area formally evidence in the ball strike risk assessment submitted. Their inclusion within the 30m buffer zone directly compromises the very premise of why it was required – to protect against

ball strike risk to aspects of the development which are agents of change. Public use of this area cannot be managed, therefore it is very possible that the public may bring their toddlers and young children to play in this area. The children's play area is also directly behind the goal. It is consequently very likely to be vulnerable to 18-45 year old adult men striking footballs into the play area each Saturday afternoon, as well as other older youths and women across the course of the weekend, when the daylight hours are likely to cause families to want to use the play facilities with their children. In this regard the illustrative layout plan could not be supported as the layout of the open space is not considered suitable. There will be scope within the developable areas to incorporate more appropriate play provision as well as amenity greenspace. Accessible natural green space will need to carefully align with the overall ecological mitigation, thus safeguarding the retained parts of the BHS. It is anticipated some parts of the areas marked for housing will need to be reduced to accommodate open space requirements.

5.9.10 The provision of open space forms an important aspect in place-making and securing high quality design. It also contributes to the health and well-being of communities. It is strongly advocated within the NPPF, in particular sections 8 and 12. Given the scale of the proposed development and the application site, the inclusion of areas of open space is essential to ensure the scheme is policy-compliant and to support the delivery of a well-designed, inclusive, and attractive residential environment.

5.9.11 Overall, Officers are satisfied that the site can deliver policy-compliant on-site open space for all required typologies. While detailed matters such as layout and appearance will be addressed at the reserved matters stage, the on-site open space provision will be secured through a legal agreement linked to the outline permission.

5.9.12 The on-site open space provision will be publicly accessible, thereby enhancing the recreational offer for the wider community in the immediate vicinity of the site. Requirements will also be expected to take account of accessibility issues and should be delivered in accordance with the requirements set out in Policy DM27 of the Development Management DPD.

5.9.13 In terms of off-site provision, policy DM27 states that 'development proposals located in areas of recognised open space, sports and recreational facility deficiency will be required to provide appropriate contributions toward open space, sports and recreational facility provision, either through provision on-site or a financial contribution toward the creation of new or the enhancement of existing open spaces, sports and recreational facilities off-site'.

5.9.14 In this case, there is a known deficiency in playing pitches in the town. An off-site financial contribution would be required to ensure increased demand generated from the development on existing sports provision is met. An off-site contribution in the region of £348,915.60 has been requested by the Public Realm team. However, this figure is based on evidence that has now been superseded. Contributions towards sports facilities will be calculated in accordance with the Sport England Calculator or any future calculator that may be used by the Council to meet this need. The final figure which will be determined at the reserved matters stage. It would not exceed the figure already requested. It is recommended that this goes towards outdoor sports in Carnforth and at present this may be best spent on a new 3G pitch at Carnforth High School. An SLA agreement would need to be arranged with the school to ensure the facility was available to both Carnforth Rangers FC and the wider community. The planning obligation would secure some flexibility in the event an alternative location for sports facilities becomes available within the time the contribution needs to be spent (10 years).

5.10 **Housing needs, housing mix, affordable housing, and housing standards NPPF Chapter 5 Delivering a sufficient supply of homes; Development Management (DM) DPD policies DM1: New Residential Development and Meeting Housing Needs, DM2: Space and Accessibility Standards and DM3: The Delivery of Affordable Housing and CNDP H1: Housing and CHDP H2: Housing Mix of the Carnforth Neighbourhood Plan.**

5.10.1 Housing needs

As described at paragraph 5.2.9, the NPPF sets out the government's objective of significantly boosting the supply of homes. To facilitate this, it is important that a sufficient supply of sites come forward. The Council's most recent Housing Land Supply Statement (September 2025) identifies a housing land supply of only 2.8 years. Whilst this has increased slightly relative to the previous

position, it still represents significant shortfall against the required 5-year supply requirement. Given the acute under supply of deliverable housing against identified housing requirements, the provision of new residential development (in this case up to 250 dwellings) is a significant benefit of the proposal that must be given significant weight in the overall planning balance.

5.10.2 Housing Mix

Policy DM1 requires new residential development to meet identified housing needs. Paragraph 4.13 of the DM DPD sets out that the Council recognises that there may be evidence available on housing needs in addition to the Councils Strategic Housing Market Assessment (SHMA). This could include local surveys carried out by parish councils that focus on the needs of households within a defined area. These surveys are a valuable source of information on local need, provided that they are carried out in accordance with a robust methodology and the results are statistically valid.

5.10.3 In this instance, the development is situated within the Carnforth Neighbourhood Plan boundary (2020-2031). As part of this Neighbourhood Plan, a Housing Needs Assessment (HNA) (Appendix 2) was prepared to help identify the appropriate housing mix for development proposals that come forward in the future. This provides a more granular and locally specific assessment of housing needs for Carnforth.

5.10.4 The neighbourhood plan (paragraph 7.9) states new development should prioritise the provision of smaller homes; 43% of dwellings in new developments should have 1 bedroom, 38% should have two bedrooms, 0% should have three bedrooms, 1% should have four bedrooms and 18% should be of 5 bedrooms or more.

5.10.5 The indicative housing mix provided includes:-

- 2-bed housing - 41 (16%) – does not accord with requirements of neighbourhood plan area
- 3-bed housing – 110 (44%) – does not accord with requirements of neighbourhood plan area
- 4-bed housing – 72 (29%) – does not accord with requirements of neighbourhood plan area
- Apartments (1 and 2 bed) - 27 (11%) – does not accord with requirements of neighbourhood plan area.

5.10.6 The provision of 1-bedroom units proposed falls significantly short of that required for the area. There is a significant supply of 3 and 4 bedroom units, which are not housing provisions required within Carnforth. There is also no indication of bungalows. To comply with housing need policy, there is a requirement to provide lower bungalow housing.

5.10.7 To ensure compliance with policy DM1, it is necessary to impose a planning condition to require the precise details of the housing mix, types, and sizes to be agreed concurrent with the reserved matters application, which will need to account for the district wide housing needs evidence and that of the Neighbourhood plan.

5.10.8 Affordable Housing

Policy DM3 sets out the target requirements for affordable housing for all new residential development in Lancaster District. In line with Policy DM3, the proposal provides 20% of the total number of dwellings to be affordable housing in accordance with local policy. The precise details of the tenure and mix shall be determined at the reserved matters stage and controlled through by the planning obligation requirements should planning permission be granted.

5.10.9 Housing Standards

Policy DM2 relates to housing standards, requiring all new dwellings to meet the Nationally Described Space standards and at least 20% of new affordable housing and market housing to meet building regulations M4(2) Category (accessible and adaptable dwellings). To secure these standards at the detailed design stage (reserved matters), planning conditions are proposed as part of this recommendation.

5.11 **Heritage matters** NPPF Chapter 16 Conserving and Enhancing the Historic Environment; Strategic Policies and Land Allocations (SPLA) DPD policies SP7: Maintaining Lancaster District's Unique Heritage; Development Management (DM) DPD policies DM37: Development affecting Listed Buildings, DM38: Development affecting Conservation Areas, DM39: The Setting of Designated

Heritage Assets, DM41: Development Affecting Non-Designated Heritage Assets or their Settings and DM42: Archaeology and Section 4 (Heritage and Design) of the Carnforth Neighbourhood Plan.

- 5.11.1 The site itself is not situated in a conservation area. However, listed buildings are situated on Lancaster Road to the west as well as on Alexandra Road to the north at the other side of the canal. The listed buildings to the north are also situated in Carnforth Conservation Area. Lancaster Canal itself is a non-designated heritage asset.
- 5.11.2 Based on the indicative illustrations, officers are satisfied that with suitable buffers to the canal and a layout which seeks to activate the former marina site, the development will serve to enhance the setting of the canal corridor despite impacts arising from the loss of habitat. On the whole, it is anticipated that the development of the site, with the retained habitat along the canal boundary, suitable buffers and the development designed to front the canal and activate the marina would have a positive impact on the setting of identified heritage assets. Officers are of the view that heritage assets are not a constraint to the development site. The detailed design and appearance of the development will need to have regard to the setting of the identified heritage assets ensuring the development is of suitable design quality in order to make a positive contribution to the area. This will be a key issue for assessment at the reserved matters stage.
- 5.11.3 The application is accompanied by an Archaeological Desk Based Assessment. The Archaeology Team have confirmed their agreement with the conclusion that the site does not require any further archaeological intervention.
- 5.12 Infrastructure NPPF Chapter 8 Promoting healthy and safe communities; Development Management (DM) DPD policies DM57: Health and Wellbeing and DM58: Infrastructure Delivery and Funding.
- 5.12.1 Education
Paragraph 100 of the NPPF requires local planning authorities to take a proactive, positive and collaborative approach to ensuring there is sufficient choice of education places available and great weight should be given when there is a need to create, expand or alter educational facilities in plan-making and decision-taking. Accordingly, the Local Planning Authority have consulted Lancashire County Council Schools Planning Team who have confirmed an education contribution is not required at this stage regarding the development. Officers have re-consulted again given the passage of time and their position remains the same.
- 5.12.2 Health
- 5.12.3 The Morecambe Bay Clinic Commissioning Group NHS has made representations on the application and seeks a contribution towards local health care infrastructure. The CCG has assessed the implications of this proposal on delivery of general practice services and confirm that it will have a direct impact which will require mitigation with the payment of an appropriate financial contribution.
- This proposal will generate approximately 600 new patient registrations based on average household size of 2.4 ONS 2017. This generates a contribution request of £68,904.
- 5.12.4 The proposed development falls within the catchment area of Ash Trees surgery. This need, with other new developments in the area, can only be met through the extension and reconfiguration of the existing premises in order to ensure sustainable general practice. The Ash Tree surgery is located less than 1 mile from the development and would therefore be the practice where most of the new residents would register for general medical services.
- 5.12.5 The growth generated from this proposed development would not trigger consideration of the commissioning of a new general practice; it would however trigger a requirement to support the practice to understand how the growth in the population would be accommodated and therefore premises options. The response from the NHS lacks details over a specific project which would not meet the CIL tests and cannot be supported at this time.
- 5.13 Sustainable design NPPF Chapter 12 Achieving well-designed places and Chapter 14 Meeting the challenge of climate change, flooding and coastal change; Development Management (DM) DPD policies DM29: Key Design Principles, DM30a: Sustainable Design and Construction, DM30b: Sustainable Design and Construction – Water Efficiency, DM30c: Sustainable Design and

Construction – Materials, Waste and Construction and DM53: Renewable and Low Carbon Energy Generation.

- 5.13.1 In the context of the climate change emergency that was declared by Lancaster City Council in January 2019, the impacts of new development in the District and possible necessary mitigation measures to minimise such impacts, will be a significant consideration in the assessment of development proposals.
- 5.13.2 The Council is committed to reducing its own carbon emissions to net zero by 2030 while supporting the district in reaching net zero within the same time frame. Buildings delivered today must not only contribute to mitigating emissions, but they must also be adaptable to the impacts of the climate crisis and support resilient communities.
- 5.13.3 The Climate Emergency Review of the Local Plan (CERLP) was adopted in January 2025 and provided a partial review of the DM DPD and the SPLA DPD. This introduced policies DM30a, DM30b and DM30c which provide specific requirements in relation to sustainable design and construction and also made changes to some other policies, to bolster their requirements with respect to climate mitigation.
- 5.13.4 The application was submitted prior to the adoption of the CERLP. An Energy Statement was provided dated May 2023 and thus has not been formed in line with the updated policies.
- 5.13.5 Policy DM30a requires a fabric first approach to be used in new development, reaching a minimum of 75% reduction in carbon emissions against Part L of the Building Regulations 2013 (not 2021) expressed as a % uplift of the dwellings Target Emission Rate (TER). It is also important to note that, given the possible timescales for the implementation of this development, any dwelling commenced after 1 January 2028 would need to deliver a 100% reduction, as opposed to 75%.
- 5.13.6 Given the outline nature of the application, Officers consider that an updated energy statement can be appropriately secured by condition. This would require the submission and approval of an updated Sustainable Design Statement including an Energy and Carbon Statement, prior to the commencement of development.
- 5.14 **Employment & Skills Plan** NPPF Chapter 6 Building a strong, competitive economy; Development Management (DM) DPD policy DM28:Employment and Skills Plans.
- 5.14.1 Policy DM28 requires proposals of 20 or more new dwellings to provide an ‘Employment and Skills Plan’ that will set out opportunities for, and enable access to, employment and the up-skilling of local people through the construction phase of the development proposal.
- 5.14.2 Whilst an Employment and Skills Plan (ESP) document has not been provided in support of this current application, a fully detailed ESP can be secured by pre-commencement condition.

6.0 Conclusion and Planning Balance

- 6.1 The Local Plan sets out the district’s housing requirement at policy SP6. This sets a requirement of 10,440 new homes over the plan period (2011-2031) based on an incremental approach rising from 400 dwellings per annum, up to a total of 695 dwellings per annum (2029/30-2030/31). At present, based on this incremental approach, the Council should be facilitating the delivery of 685 dwellings per annum until 2028/2029. However, the Council’s Housing Land Monitoring Report (HLMR) (July 2025) confirms a continued fall in completions, with only 196 new dwellings completed for the period 2024/2025, which includes 12 dwellings which were a result of new student housing. This represents just 29% of the annual dwelling requirement (685) for that period, and this follows a similarly low level of completions in 2023/24. The HLMR concludes that as of the 1 April 2025 the outstanding commitment for the district stood at 2,179 dwellings (including student accommodation and older persons accommodation). This demonstrates a significant shortfall in housing delivery in the district, which is reflected in the latest Housing Land Supply Statement (September 2025) which confirms that the Council cannot demonstrate a five-years supply of housing sites and in fact is only able to demonstrate a 2.8 years’ worth supply of housing. Planning Inspectors have described within recent appeal decisions the Councils previous supply position (2 years) as ‘acute’ and ‘woeful’.

- 6.2 Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development. Footnote 8 of the NPPF which relates to paragraph 11(d) confirms that the lack of a five-year supply renders the policies most important for determining applications out-of-date. Paragraph 11(d) states that where policies are out-of-date, planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provide a strong reason for refusing the proposed development; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, 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.
- 6.3 Footnote 7 outlines the areas or assets of particular importance, including habitat sites listed in paragraph 194 of the NPPF. Paragraph 194 of the NPPF states special protection areas and areas of conservation, RAMSAR sites and sites identified as compensatory measures for adverse effects on habitat sites should be given the same protection as habitat sites. The proposal would result in significant losses within the Biodiversity Heritage Site, contrary to Policy DM44, including the loss of trees, contrary to policy DM45 and DM29. These conflicts do not trigger footnote 7. However, the conflicts with policy are given moderate weight in this planning decision.
- 6.4 The housing mix outlined would not be in accordance with Policy DM1 or the Neighbourhood Plan housing policies. However, these issues can be mitigated via conditions by outlining the housing mix and securing the submission of a landscaping plan for a future reserved matter application.
- 6.5 Concerns in relation to flood risk and drainage and contamination can also be overcome via conditions. It is not considered that the issues raised would outweigh the benefits of providing up to 250 dwellings on the site, with the acceptable level of affordable housing.
- 6.6 The provision of up to 250 dwellings to meet locally identified needs (by condition) at a time when the Council cannot demonstrate an adequate supply of housing, weighs substantially in favour of the development. In addition, the proposal will provide 20% on-site affordable dwellings. The provision of both market and affordable housing attracts significant weight. Other benefits arising from the development include improvements to the canal bridge signals, support for local bus services and improvements to access the site and Quarry Park with enhancing the pedestrian infrastructure from Kellet Road. The proposal also secures financial contributions towards open space as well as large areas of publicly accessible open space on site.
- 6.7 These facets of the proposal should each be afforded moderate weight. There are also social and economic benefits from the provision of employment and upskilling through the construction phases and the knock-on effect to the supply chain.
- 6.8 The applicant has demonstrated a safe and suitable access can be provided and the impacts of development traffic would not lead to safety concerns or have residual cumulative impacts that would be severe on the network. Subject to pre-commencement conditions, it has been demonstrated that there are options available to ensure the development can be drained sustainably and without causing a flood risk elsewhere. With mitigation, the impacts of the development on adjacent sensitive environments and protected species are considered acceptable. The application also demonstrates that there is scope to secure net gains in biodiversity at the reserved matters stage, despite this potentially not being located within the district. It has also satisfactorily demonstrated that the development would secure acceptable standards of amenity for existing and future residents and the development would not determinately impact or prejudice the use of the adjacent football pitch. In relation to these matters, the proposals conform to the aims and objectives of the relevant local plan policies and the NPPF.
- 6.9 In applying the tilted balanced, the test is whether any adverse impacts arising from the development would significantly and demonstrably outweigh the benefits of the proposal. This is a matter of planning judgement.
- 6.10 In light of the assessment set out within this report, it is considered that the benefits of the proposal outweigh the identified harm and for that reason, outline planning permission ought to be granted.

Recommendation

That Outline Planning Permission **BE GRANTED** following the satisfactory completion of a Legal Agreement within 3 months of the date of this Committee meeting, and subject to the conditions listed below. If a satisfactory Section 106 Agreement is not concluded within the timescale above, or other agreed extension of time, to delegate authority to the Chief Officer – Planning and Climate Change to refuse planning permission on the grounds that the obligations which make the development acceptable have not been legally secured:

The legal agreement shall secure:

- MOVA updates to signals on Kellet Road/canal bridge to the sum of £45,000
- Travel Plan Contribution to the sum of £18,000
- Bus Service Contribution to the total sum of £500,000 to be paid in instalments over 5 years.
- Off-site Sports Contribution to be calculated at reserved matters stage in accordance with Sports England Playing Pitch and Facilities calculators (or any alternative calculator method adopted by the Council at the time of making the calculation) and subject to the final housing mix towards sport pitch improvements in Carnforth.
- 20% Affordable Housing (of the total number of dwellings).
- BNG – BNG scheme including on-site provision and off-site credits to support 1% net gain overall and Landscape and Ecological Creation and Management Plan.
- Provision of Football Club car park to include the provision of a minimum of 58 car parking spaces, plus two coach parking spaces, turning areas, access and security of tenure.
- Provision of on-site public open space (equipped play area, young person’s provision and amenity greenspace) no less than 3.9 hectares.
- Setting up of Management Company for ongoing management and maintenance of all public open spaces, unadopted roads, landscaping and drainage infrastructure.

and the following conditions:

Condition number	Description	Type (indicative)
1	Timescale for submission of reserved matters application (2YRS)	Standard
2	Development in accordance with Approved Plans (Location plan, Parameters Plan and Access Plan)	Standard
3	Scheme for Enabling Works	Pre-commencement
4	Contaminated Land Verification Plan with updated remediation strategy for each phase of development.	Pre-commencement
5	Employment Skills Plans	Pre-commencement
6	Construction Surface Water Management Plan	Pre-commencement
7	Construction Method Statement (Highways and Amenity including access to Quarry Park)	Pre-commencement
8	Construction Environment Management Plan (Ecology)	Pre-commencement
9	Risk Assessment and Method Statement outlining all works to be carried out adjacent to the canal/top of the cutting.	Pre-commencement
10	Invasive Non-Native Species Survey and Method Statement	Pre-commencement
11	Scheme for ecological protection and enhancement	Pre-Commencement
12	Phasing Plan	Pre-commencement (except Enabling Works)
13	Final Surface Water Sustainable Drainage Strategy	Pre-Commencement (except Enabling Works)
14	Foul Drainage Strategy	Pre-Commencement (except Enabling Works)

15	Precise construction details of main vehicular site access and specified off site highway improvements including timetable for implementation.	Pre Commencement (except Enabling Works)
16	Submission of a Sustainable Design Statement including Energy and Carbon Statement	Pre Commencement (except Enabling Works)
17	Precise design and construction details of active travel/pedestrian routes between the site and Dunkirk Avenue, including timetable for implementation and maintenance.	Pre Commencement (except Enabling Works) and concurrent with first reserved matters.
18	Precise details of the provision, layout and access/egress of the Football Club Car Park	Pre Commencement (except Enabling Works) and concurrent with first reserved matters.
19	Full details of the ball stop mitigation area of a minimum of 30m around all boundaries of Quarry Park, including details of management and maintenance responsibilities and a timetable for implementation.	Pre Commencement (except Enabling Works) and concurrent with first reserved matters.
20	Construction details of the internal estate roads, private drives, footways and other active travel routes within the site to be designed to adoptable standards and LTN 1/20 and their management/maintenance.	Pre Commencement and concurrent with first reserved matters
21	Arboricultural Impact Assessment/Tree Protection Plan/Arboricultural Method Statement (based on submitted AIA)	Pre Commencement and concurrent with first reserved matters
22	Finished site levels covering the open space, landscaping, internal roads/footways/cycle paths/driveways and gardens and finished floor levels for the dwellings (and garages where applicable) and any associated retaining features.	Pre Commencement and concurrent with first reserved matters
23	Acoustic Mitigation Scheme, including scheme for ventilation, to be submitted with updated noise assessment based on WSP Noise Report (June 2023).	Pre Commencement and concurrent with first reserved matters
24	Scheme for M4(2) accessible and adaptable dwellings – to be minimum 20% of all dwellings	Pre Commencement and concurrent with first reserved matters
25	Details of housing mix to accord with policy DM1 and Neighbourhood Plan	Pre Commencement and concurrent with first reserved matters
26	Unforeseen contamination method statement and remediation	If unidentified contamination is found.
27	Scheme for external lighting (street lighting and lighting of open space areas)	Prior to above ground works
28	Precise details of all play equipment, public realm furniture, and signposting	Before the installation of play equipment/street furniture/sign posting
29	Sustainable drainage system operation and maintenance manual	Prior to occupation
30	Verification report of constructed sustainable drainage system.	Prior to occupation
31	Verification report of land contamination remediation strategy	Prior to occupation

32	Details of Homeowner Information Packs	Prior to occupation
33	Provide and protect visibility splays	Prior to occupation
34	Travel Plan	Prior to occupation
35	No piling using penetrative methods to be used without prior consent of the local planning authority	Prior to any piling on site.
36	All dwellings to achieve Building Regulations Requirement G2: Water Efficiency	Control
37	Soil Bunds around the football pitch to be retained at current levels or updated noise assessment required	Control
38	All dwellings to achieve NDSS	Control
39	Provision of turning and parking	Control
40	Development in accordance with the specified mitigation set out in the approved Flood Risk Assessment.	Control
41	Footpath diversion order required before commencement of development (in so far as it affects the public rights of way FP0103032).	Control

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

In accordance with the above legislation, officers have made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been made having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Background Papers

None