Dear Graeme,

PLANNING APPLICATION NO: APP/2016/0417

Outline application for residential development including details of means of access (all other matters reserved for future approval).

BUTCHERS FARM, ORMEROD STREET, WORSTHORNE-WITH-HURSTWOOD, BB10 3NU.

Thank you for giving Lancashire County Council the opportunity to provide highway comment on the abovementioned proposal. I am happy to offer the following comment on this application:

Transport Assessment (TA) / Statement (TS)

Paragraph 32 of the National Planning Policy Framework (NPPF) sets out that all developments that generate significant amounts of transport movements should be supported by a TA or TS.

This application for up to 24 residential dwellings is below the threshold which Department for Transport (DfT) recommends that either a Transport Statement (50-80 residential units) or Transport Assessment (80 and above residential units) should be provided. However the applicant has submitted a TA for the site which has also included a separate development proposal for up to 47 residential units at the site at Brownside Road, Worsthorne (application 12/16/0416). Consequently the TA assesses traffic impact generated by the proposal for up to 71 residential dwellings over two sites.

Lancashire County Council has examined the TA and I can confirm that the methodology and rationale found within the document is generally acceptable to the highway authority. I would however offer comment on certain items of the TA as detailed below.

The TA has utilised background growth factors using TEMPRO6 where TEMPRO7 is now current. As a result the growth factors are slightly lower than would be expected using the latest data.

Paragraph 5.5.1 of the TA indicates a trip distribution split of 90/10 between traffic travelling to and from the north via the Brunshaw Road / Brownside Road roundabout and traffic travelling to and from the south via Salterford Lane / Red Lees Road. This
appears a reasonable deduction, although no weight has been given to the potential for traffic to travel northeast along Extwistle Road towards Briercliffe. Given the limited scale of this development the County Council does not believe a small level of additional traffic distributed along Extwistle Road or Salterford Lane is likely to be problematic.

The main point of concern to the County Council is the Brunshaw Road / Brownside Road junction which is shown as having an elevated 5 year PM peak Ratio Flow to Capacity (RFC) of 0.75 on the westerly Brunshaw Road arm (with included development).

In order to robustly assess traffic impact the County Council has remodelled this junction utilising the latest TEMPRO7 growth factors and assumed 100% of traffic from both developments travels to and from the roundabout. The County Councils assessment is that the roundabout junction will continue to (just) operate within capacity although the westerly Brunshaw Road arm is predicted to have PM peak RFC of 0.85, which is consider the absolute safe maximum.

This is acceptable to the County Council. However it should be noted that any additional development in the Brownside or Worsthorne area, beyond that factored in within the TA, is likely to see the junction hit capacity by 2021.

Paragraph 2.3.4 indicates Stoneycroft is a private driveway. This is incorrect the highway (carriageway and footway) is adopted and maintained at public expense.

Paragraph 4.2.9 highlights walking distances from the centre of the site. Manual for Streets and Manual for Streets 2 (collectively Mfs) identifies the concept of the 'Walkable Neighbourhood' in relation to residential development. Mfs paragraph 4.4.1 states that walkable neighbourhoods are typically characterised by having a range of facilities within 10 minutes' (up to about 800m) walking distance of residential areas that residents may access comfortably on foot.

The (Chartered) Institution of Highways and Transportation (CIHT) issued guidance to the effect that desirable walking distances for local facilities are 200m whilst preferred maximum walking distances are 800m.

None of the facilities quoted in table 4.1 are within a desirable walking distance and a number are well beyond the 800m desired maximum. Additionally facilities such as the Spar Shop or Pharmacy are likely to see residents wishing to directly return home and as a result are unlikely to see significant access by foot, given the combined two way journeys will easily exceed 2km distances.

The County Council's view is that the site is located within adequate walking distance of only a few facilities and consequently is not located in a highly sustainable location which is likely to see significant use of walking as a travel option. Consequently efforts to encourage none car modus travel should be made in order to improve the sustainability credentials of the site.

Access

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Director of Community Services
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This 24 residential dwelling application is outline for all matters reserved bar access. The access proposal is via a give way controlled road junction onto the existing adopted highway of Ormerod Street. The proposed junction includes for a modification to the existing adopted highway of Stoneycroft which in terms of alignment would not be deemed as problematic. However the proposal will see the loss of all off street parking (for 4 vehicles) associated with number 1 Stoneycroft, namely the existing double drive and double garage facility. This would not be acceptable to the highway authority without alternative parking being identified. Should alternative parking not be provided then vehicles associated with the property will have no choice but to park on the highway network. However the terraced nature of much of the nearby residential property means on street parking space is in high demand. Additional demand created by this proposal will adversely effect existing local parking amenity and potentially result in highway access and safety issues, such as obstructing visibility splays, footway parking and reducing the available carriageway width. Consequently in order for this application to be supported alternative off street parking, equivalent to the level being lost, must be identified.

The applicant has indicated in paragraph 3.1.5 of the TA that the access will consist of a 5.5m wide vehicular road. Paragraph 3.4.1 indicates that pedestrian footways will be provided at 2.0m wide. Entry radii are in excess of 6m which would be a minimum requirement. This complies with the County Councils residential design guidance and is agreeable to the County Council. I would however point out that "Proposed Access Arrangement" drawing "1086-F01" indicates only one footway to the north which crosses the revised Stoneycroft access. A footway should also be provided to the southerly side of the access. If no footway is provided a 2m wide service strip should be indicated on the proposed access plan.

The applicant has provided confirmation of visibility splays of 2.4m X 43m which are consistent with requirements for the existing 30mph speed limit as defined within the Department for Transport (DfT) document Manual for Streets.

The County Council has no specific traffic count data for the area, however my personal observations are that vehicle speeds are generally low. Given the speed limit is 20mph visibility splays suitable for a 30mph are likely to be more than adequate and consequently are considered acceptable for the development.

It should be noted that an existing street lighting column (007) is currently located on the footway adjacent to the proposed site access. Should permission be approved the applicant must contact the County Councils street lighting team to discuss the impact of proposals on the column and the need to reposition the column. All costs associated with the provision of a new street lighting column will be expected to be borne by the developer.

The applicant can contact the County Council regarding street lighting via e-mail at the address below:-

highways@lancashire.gov.uk

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Likewise a telegraph pole is also situated at the access location. The applicant will need to consult with the appropriate utility company for its re-siting.

**Road Safety**

I have reviewed the latest 5 year accident data on the immediate highway network surrounding the proposed development site and can confirm that no injury collisions have been recorded.

The submitted TA has speculated that 90% of vehicular traffic (from both this application and application app/2016/0416) will travel along (C661) Brownside Road to (C660) Brunshaw Road. The County Council believes this to be a reasonable assessment. The County Council is aware that two sections of Brownside Road are throttled to single working by parked vehicles. The unofficial give and take is created by residential parking adjacent to the two terraced blocks immediately east of the river Brun Bridge. No alternative parking facility is available for residents who park vehicles on Brownside Road. The County Council has been unable to identify any additional traffic management measures, beyond those already instigated, which would be of sufficient benefit to merit introduction at this location. However it should be noted that vehicles speeds into the area are controlled and low. From the east speeds are restrained by the junction table located at the Brownside Road / Lindsey Park road junction. Vehicle speeds from the west are regulated by the parking itself which takes place within the eastbound carriageway.

Although not ideal the two informal give way systems created by roadside parking do operate safely. An investigation of the 5 year casualty rate has confirmed that no collisions resulting in personal injury have been recorded in the area. A 5 year review of the County Councils Public Enquiry Message (PEM) system, the database of all public contact, has also confirmed that no contact has been received or complaints made regarding the operation of Brownside Road, or occurrence of on street parking in the vicinity of the discussed throttle.

Nevertheless the additional traffic and subsequent increase in conflict at the throttled areas created by the application should be a consideration. As a result the County Council would expect every effort to be made in encouraging non-car modus travel from the development, in order to reduce private vehicle use and diminish the level of additional conflict at the pinch points.

I have noted that some concern has been raised regarding the ability of Brownside Road to withstand construction traffic, especially the load bearing capacity of the river Brun Bridge. I can confirm that as a classified highway (C661) the road has been constructed to cater for all classes of vehicular traffic. In addition the bridge is not restricted to an operational weight limit. Consequently the County Council would have no concern regarding access to the site by normal construction traffic.
Section 38 Agreement (Highways Act) Adoption

The County Council would seek to adopt the highway of any development resulting in the construction of 5 residential properties or above. Consequently I can confirm that the Council would seek to enter into an appropriate legal agreement (section 38 Highways Act) with the developer with a view to ultimately adopting the road and footway layouts, inclusive of highway drainage and street lighting. I would ask that this is made a condition of any approval given.

As part of this agreement and should planning permission be agreed, before any work commences on site the following documents will have to be produced and agreed to the satisfaction of the Local Planning Authority in conjunction with the Highway Authority:

- Street lighting plan.
- Highway drainage layout.
- Road construction details.

In order for the highway to be adopted the access, construction and layout must comply with the County Council’s standards, specifically "Residential Road Design Guide", "Estate Roads Specification" and "Creating Civilised Streets".

Sustainability

National Planning Policy Framework (NPPF) paragraph 17 emphasises a need to "make the fullest possible use of public transport, walking and cycling" while para 35 emphasises a need to give priority to the creation of safe & secure layouts which minimise conflict between traffic, cyclists and pedestrian in essence actively managing patterns of growth".

The development site is not located in an area that could be considered highly sustainable. Consequently the developer will be expected to make every effort to improve the sustainability credentials of the site and in particular encourage sustainable travel.

The site location is served by a single bus service which has recently been reduced in frequency. The County Council would seek a developer contribution under a section 106 (Town and Country Planning Act) agreement towards the delivery and improvement of public transport service for the area. The level of contribution to be requested will be decided based upon the number of dwellings proposed and will be assessed and clarified as part of a detailed matters application, should this application be approved.

Framework Travel Plan

A draft Framework Travel Plan has been provided as part of the TA and this is welcomed by the County Council. The Council does however require specific elements to be included within the framework and these are detailed below along with comment on the submitted draft travel plan.

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Commitment and timescale for the appointment of a Travel Plan Coordinator (suggest at least 1 month prior to first occupation).
Although the appointment of a Travel Plan Coordinator is mentioned (para 3.1.7, 3.1.14, 3.1.17 etc.), no timescale is indicated.

A commitment and timescale to undertake travel surveys (recommend within 3 months of occupation)
Paragraph 4.1.3 highlights the need for travel survey data but no specific detail is provided. Our recommendation is for a travel survey to be carried out within 3 months of 75% of dwellings being occupied, in order to provide base line data for target setting. Paragraph 4.3.1 mirrors this view without providing a firm commitment.

A commitment and timescale for the development of a Full Travel Plan (recommend within 3 months of 1st travel survey)
Although the Final Travel Plan is mentioned in para 4.1.4 no clear commitment or timescale for production of a Full Travel Plan is provided.

Details of cycling, pedestrian and public transport links to and within the site
This information is provided.

Details of the provision of cycle parking for any properties where suitable storage not available.
It is appreciated that the development is outline with all matters reserved bar access. However confirmation should be provided regarding how cycles will be stored and where no appropriate storage will be available a commitment given to providing specific covered and secure specific cycle storage be provided.

Details of arrangements for monitoring and review of the Travel Plan for a period of at least 5 years.
Paragraph 4.3.2 and 4.3.3 relate to arrangements for travel plan monitoring although no firm commitments have been provided.

List of any proposed measures to be introduced particularly any to be implemented prior to the development of the Full Travel Plan
Some information is provided with details to support residents with Travel Packs being at the core of the document. The Travel Plan also highlights that a liftshare website will be promoted which is welcomed. The similar Shared Wheels website (www.sharedwheels.co.uk) could also be promoted. In addition regular events such as Car Share Week, Walk to School Week, Walk to Work Week and Bike Week should also be promoted.

The measures detailed above are welcomed but a limited in nature. Solely highlighting potential travel options is unlikely to provide a significant level of encouragement to see a move towards the use of sustainable travel as a viable alternative to the private car. It is imperative that sustainable travel is encouraged to the maximum level. In order to support sustainability for the development in line

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with the National Planning Policy Framework (NPPF), as highlighted in Paragraph 4 of the applicants TA.

Given the concern regarding the sustainability of the site and the preference to minimise additional traffic through the throttled areas on Brownside Road the developer would be expected to mitigate against the impact of the use of the private car.

The County Council would seek a strong commitment by the developer to encourage transport modal shift. Consequently I would ask that each dwelling is provided with a cycle voucher for the value of £150 and each dwelling also receives a free bus pass for use on the local bus service. The bus pass should be for a minimum of 3 months to encourage a modal change towards public transport. These proposals should be funded via a section106 agreement, detailed within the Travel Plan and ultimately administered through the Travel Plan Coordinator. It is the view of the County Council that these elements would offer real incentive for a transport modal shift away from the private car and thereby support the core thread found within the NPPF, thereby improving the sustainability credentials of this application. In addition this would also help limit the increase in vehicular traffic through throttled areas of Brownside Road.

The draft framework travel plan as submitted will require additional information as detailed above. It is important that a Framework Travel Plan which meets the County Councils criteria is developed and adhered to and that a Full Travel Plan is developed and implemented in line with agreed timescales.

**Full Travel Plan**

The Full Travel Plan when developed would need to include the following as a minimum:

- Contact details of a named Travel Plan Co-ordinator
- Results from employee/customer travel survey(s)
- Details of cycling, pedestrian and/or public transport links to and through the site
- Details of the provision of cycle parking.
- Objectives
- SMART Targets for non-car modes of travel, taking into account the baseline data from the survey
- Action plan of measures to be introduced, and appropriate funding including cycle vouchers and bus pass provision.
- Details of arrangements for monitoring and review of the Travel Plan for a period of at least 5 years.

**Reserved Matters**

**Parking Standards**

**Phil Barrett**
Director of Community Services
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The site is not located within a highly sustainable area but within a village location. Although some services and transport links are available locally these are limited in number and nature. Measures have been requested in order to improve sustainable transit to and from the site. However I would suggest car parking allocation associated with the new properties should comply with Lancashire County Council's Joint Lancashire Structure Plan parking standards. The applicants TA does indicate a willingness to adhere to parking standards in paragraph 8.1.4.

In order to fully comply with parking standards all driveways should be a minimum of 5.5m long by 2.5m wide and all garages should be constructed to internal dimensions of 6m x 3m as a minimum.

In order to further increase the sustainability credentials of the development all garages should have an electrical supply provision suitable for charging an electric motor vehicle. Any dwellings without a garage facility or where garages will be substandard in size will be unable to accommodate the storage of bicycles. In these circumstances suitable alternative secure and covered cycle storage should be provided.

**Layout**

An internal layout should comprise of 5.5m wide carriageways with two 2m wide footways. Consideration will need to be given to both street lighting positions and highway drainage layout.

Any location adjacent to the carriageway without footway should have provision of a 2m wide service strip. This should be constructed in contrasting material to adjacent driveways and remain free from all construction and vegetation beyond turf / grass.

Proposed turning head facilities should be suitable to facilitate public service vehicle movements (such as for a refuge vehicle). All design principles should comply with the Department for Transport (DfT) document "Manual for Streets". The highway construction should be undertaken as per the County Councils document "Estate Road Specification 2011".

**Section 278 Agreement (highways Act)**

I would not envisage any requirement for a section 278 Highways Act agreement for this development. However the applicant will need to facilitate the street lighting column replacement through the highway authority as discussed above.

**Other Agreements**

The County Council promotes sustainable development in line with the NPPF. As a consequence the Council will seek to support suitable transport service / infrastructure through a section 106 contribution. This will be examined at the reserved matters application stage should this application be approved.

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Director of Community Services  
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As detailed in the Travel Plan paragraphs above the County Council would ask that each dwelling is provided with a cycle voucher for the value of £150 and each dwelling also receives a free bus pass for use on the local bus service. The bus pass should be for a minimum of 3 months.

Conclusion

I can confirm that in general terms the County Council would support this application and subsequent development of the site. However as the application stands the Highway Authority cannot provide full support until the following issues are resolved:-

1. Identification of alternative off street parking provision equal to that displaced from 1 Stoneycroft.

2. Provision of 2m wide southerly footway or service verge for the access.

Consequently I would ask that a revised proposed access arrangement plan is provided indicating the southerly footway or service verge provision and the location of off street parking provision for number 1 Stoneycroft. Should this be provided to the satisfaction of the Local Highway Authority I can confirm that the County Council would offer no objection to this application.

Notwithstanding this support it has been highlighted that there is a need to improve the sustainability credentials of the site, with a specific aim of encouraging other means of travel than via the private car. This is to foster sustainability, as highlighted within NPPF, and to minimise the impact of additional vehicular traffic movements as discussed above. The applicant will be expected to support sustainability through section 106 provisions as detailed above.

Should the Local Planning Authority seek to approve this application I would ask that the following conditions are attached to the grant of permission:-

Conditions

- Prior to the first use of the development a Travel Plan shall be submitted to and approved in writing by the Planning Authority. The Travel Plan shall be implemented within the timescale set out in the approved plan and will be audited and updated at intervals as approved and the approved plan shall be carried out.

- The new estate road/access shall be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base course level before any development takes place within the site. Reason: To ensure that satisfactory access is provided to the site before the development hereby permitted becomes operative.

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• The layout of the development shall include provisions to enable vehicles to enter and leave the highway in forward gear. Reason: Vehicles reversing to and from the highway are a hazard to other road users.

• Prior to work commencing on site a construction management plan is produced for approval. This should highlight how deliveries during construction will be managed and where workers on the site will park during construction so as to minimise the impact of construction on existing residents in the vicinity of the site.

• Before the use of the site hereby permitted is brought into operation facilities shall be provided within the site by which means the wheels of vehicles may be cleaned before leaving the site. This is in order to avoid the possibility of the public highway being affected by the deposit of mud and/or loose materials thus creating a potential hazard to road users.

Yours sincerely,

Ray Bennett
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Lancashire County Council
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