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PLANNING APPLICATION NO: 3/2016/0974

Residential development, including the erection of 275 dwellings, a local neighbourhood centre, access arrangements and associated landscaping/wildlife infrastructure.

Land West of Preston Road, Longridge

Applicant Grimbaldston Farm Trustees and S and N Forshaw

I refer to the above application, the Transport Note (TN) dated October 2016 and Transport Assessment Addendum dated June 2016 produced by Mayer Brown (MB), the DAS by Campbell Driver (October 2016) and the other documents in support of the application for 275 dwellings, a local neighbourhood centre and access arrangements.

Lancashire County Council (LCC) as Local Highway Authority (LHA) is responsible for providing and maintaining a safe and reliable highway network. The County Council is also committed to reducing congestion and delay and improving highway links and junctions in the most congested transport corridors.

The County Council is also committed to supporting economic growth; including supporting private sector led economic growth, the creation of jobs and access to employment, education and training. This approach requires making the maximum use of the existing capacity within the transport network and where appropriate identifying necessary improvements to infrastructure to facilitate development both locally and strategically. To do this, LCC must evaluate the operation of both the local and wider network for all modes with regard to any changes proposed as part of the planning process for new development.

With this in mind the present and proposed traffic systems have been considered in and around the area of the proposed development including the strategic influence.

It is also essential that the developer demonstrates that the development site can satisfy the NPPF foundation of providing for sustainable transport. Thus any application must incorporate a package of sustainable transport measures to address the issues relating to the provision for public transport, cycling and walking modes.

Proposed Development

The development site is beyond the edge of the existing built environment and the land is currently used for agriculture under grassland. The development proposals are for outline planning permission for residential development, including the erection of 275 dwellings, a local neighbourhood centre and associated landscaping/wildlife infrastructure. The development is to be accessed off the B6243, Preston Road from two new priority junctions. An indicative site layout plan is presented in the Campbell-Driver drawing number **10.192/05/R. Indicative Site Layout**

The DAS indicates the following breakdown of the development proposals:

- 172 market homes
- 61 affordable homes
- 42 single storey dwellings for elderly people of which 21 units would be affordable
- 200 sqm for community facilities, small local retail
- Public open space, tree planting and landscaping totalling 8.9 hectares will make up 47% of the total development site
- Two new vehicular, cycle and pedestrian accesses onto Preston Road

Background to Application

An application was previously submitted at the site that sought outline planning permission for the erection of up to 305 residential dwellings, alongside a small neighbourhood centre to serve the development and associated access (planning reference 3/2015/0393). In January 2016 application 3/2015/0393 was refused based upon a number of reasons, including highways/transport elements.

The refusal notice included 2 "Highway" objections:

No3: The proposal is considered contrary to Key Statement DMI2 and Policies DMG1 and DMG3 of the Ribble Valley Core Strategy in that it fails to adequately demonstrate that the operation of the proposed main vehicular access would provide safe and adequate site access for all highway users and would not be of detriment to the safe operation of the immediate and wider highway network.

No4: The proposal is considered contrary to Key Statement DMI2 and Policy DMG3 of the Ribble Valley Core Strategy in that it fails to provide/ support sustainable transport measures to address the issues relating to the provision for public transport infrastructure and fails to provide adequate provision for usable cycling and walking connections that would successfully integrate the proposed development with the existing settlement of Longridge."

Transport Assessment

Mayer Brown produced a Transport Assessment (TA) dated February 2015, which was submitted alongside application 3/2015/0393 to assess the transport and highway elements of the scheme for up to 305 residential dwellings. As stated above this

application was refused in January 2016 based upon a number of reasons, including highways/ transport elements

The applicant has submitted an appeal in relation to this application. In advance of the appeal Mayer Brown have been in contact with LCC to overcome the highway/transport issues which formed part of the refusal reasons. Subsequent to discussions a TA Addendum (TAA), dated June 2016 was issued to LCC in an attempt to address the outstanding highway concerns. The TAA provides traffic analysis for the proposed 2 site access points from Preston road and off site highway analysis, but does not provide additional information and or support regarding sustainable transport.

The current application is supported by a Transport Note which summarises the current application the TAA and proposed changes in the vehicular access strategy.

With respect to reason 4 to refusal of application 3/2015/0393, both the Transport Note and the TA Addendum have failed to *"provide/ support sustainable transport measures to address the issues relating to the provision for public transport infrastructure and fails to provide adequate provision for usable cycling and walking connections that would successfully integrate the proposed development with the existing settlement of Longridge."* Thus there are outstanding issues regarding sustainable transport measures for the site.

Access Arrangements

The applicant proposes all general vehicular traffic will access the site from Preston Road via 2 new priority junctions. An entrance to/from Water Meadows to the north will also be provided, although this would be restricted for use by emergency vehicles (if required), pedestrians and cyclists only. The proposed access junctions onto Preston Road are shown in drawing **X/JWPCLongridge.1/01 Rev E. Potential Site Access.**

The proposed vehicular access arrangements include 10m kerb radii, ghost right turn lanes, flare for two vehicles to exit the site and a pedestrian crossing island over the site access junction arms. The drawing also illustrates 2.4m x 90m visibility splays and associated existing hedgerows that will need to be removed/replanted to either provide the road widening for the junction, or set back to the rear of the vision splays.

The access roads are 7.5 m wide with 2m wide footways into the site on either side of each site access, with the most southern footway widened to 3m to enable use as a shared foot/cycleway. The 3m foot/cycleway has been continued along Preston Road, ending opposite Pinfold Lane where a dropped kerb will be provided.

Drawing X/JWPCLongridge.1/03 Rev B. Bus Stop Relocation includes new bus stop proposals on Preston Road as part of the development. Two new bus stops will be provided flanking the new north access junction, each stop featuring raised kerbs, shelters, timetable information and bus stop markings. Further new sections of footway with pedestrian refuge/crossing points are proposed to provide safe access to the new south bound bus stop.

The access details also propose that the existing 30mph speed limit on Preston Road will be extended to approximately 120m south of the southern site access. In consideration of the junction and general highway safety LCC would support extending the existing 30mph zone to incorporate the development access as this will

moderate traffic speeds on the approach to the site entrance. The speed limit change is also appropriate bearing in mind the increased urbanisation of the Preston Road with development and resultant introduction of vulnerable road users onto what is essentially a country road at present.

The 2 proposed site access points meet applicable design standards and are capable of accommodating the development traffic movements and providing safe and adequate access for non-motorised residents. As submitted the proposed access points from Preston Road are acceptable as "in principle" drawings for planning purpose which will need to be detailed up to full construction drawings as part of any s278 agreement with the County Council for works in the public highway should the development be approved.

Traffic Analysis Site Access and Local Highway Network

The TA Addendum provides traffic analysis for the proposed 2 site access points from Preston Road and analysis of the wider highway network, but it does not provide additional information and or support regarding sustainable transport.

The vehicle trip rates used by Mayer Brown have been produced from the TRICS database and are very similar to the rates agreed and used for the analysis of both the Dilworth Lane site (Taylor-Wimpey) and the Higgins Brook site (Barratt). While this proposed development site is slightly further from the town centre and hence more likely to be reliant on car travel to local facilities the application does include a neighbourhood centre which should balance the need for car trips out of the development site; and on this basis the proposed trips rates are acceptable.

The development trip distribution has been amended with all site traffic to use the 2 new site entrances directly off Preston Road, and no allocation to the Water Meadow entrance which will be for emergency use only. This new distribution and trip generation is agreed and acceptable as the base of traffic impact analysis.

With regard to Committed Development traffic the TAA has included committed traffic from nine developments in the original application together with the traffic from two additional development schemes approved since the TA was drafted. The additional development included in the traffic analysis are:

- Application 3/2015/0065 by Taylor Wimpey for 193 dwellings north of Dilworth Lane; and
- Application 3/2014/0764 by Barratt for 363 dwellings on land east of Chipping Lane.

The traffic analysis has considered a base 2014 situation and used a future year assessment in 2024 of traffic conditions both "with" and "without" the proposed residential development. This forecast year is considered to be appropriate for the scale of development proposed and reflects a reasonable build rate.

The site access junction capacity analysis for the future 2024 year with development indicates that the 2 proposed site access junctions would operate at around 77%

capacity for the north access and around 82% capacity for the south access. The site access junction performance capacity is acceptable to LCC.

The TAA includes analysis of the wider highway network based on the updated traffic calculations, incorporating all traffic using the new access points and inclusion of additional committed traffic. Revised capacity assessments have been conducted at the following junctions:

- Proposed New Site Accesses (Northern and Southern);
- B6244 Preston Road/B6243 Chapel Hill junction;
- B6243 Preston Road/Whittingham Lane junction; and
- M6 Junction 31a (percentage assessment only).
- Skew Bridge simple capacity assessment

In addition new assessment has been carried out for the following two junctions as requested by LCC in comments for application 3/2015/0393:

- B6244 Preston Road/B5269 Kestor Lane junction; and
- B6243 Preston Road/B6242 Bluebell Way junction.

LCC have conducted a review of the submitted traffic analysis information presented. The analysis indicates that there are local network junctions that are just reaching a critical point, but, as your Council are aware there are several junction improvements (committed mitigation by approved developments in the Longridge locality) which are still to be delivered and tested.

With this in mind the only junction showing impacts that could be considered severe and not subject to a committed improvement scheme is the Preston Road/Whittingham Lane junction in Grimsargh. With regard to this junction the applicant has identified and modelled improvements at this junction. The TAA modelling results suggest that the proposed changes to provide space for a single light vehicle to wait without obstructing the main ahead flow would considerably improve the operation of the junction in the morning peak hour compared to the base situation. Subsequently the applicant has proposed improvement to the junction as mitigation measures and these works are acceptable to LCC.

LCC consider that the development traffic can be accommodated locally subject to suitable sustainable infrastructure integrating into the wider surrounding environment.

Off Site Highway Improvements

In line with the junction capacity analysis of the submitted development, the current application proposals include junction improvements at the Preston Road/Whittingham Lane junction in Grimsargh. These improvement works are shown on the TN submission drawing no. JWPCLong.1/02. This comprises alterations to white lining

at the junction, to allow a right turning car to wait in a widened lane without blocking through traffic, which in turn will improve junction capacity. These works are acceptable to LCC subject to detail design.

Pedestrian and Cycle Access

The applicant is proposing a development site that will provide permeability by walking and cycling. Although the submission is outline at this stage the layout only includes token gestures to achieve this permeability; with a 3m foot/cycle route along the south access junction and indicated routes for cycle and footpath links. These proposals are not carried through the development layout, ie there are **indicative** cycle routes, but this is not supported with actual paved cycle routes as would be needed for cycling (unless routes will be "off road" route only suitable for mountain bikes). I accept that while the application is outline the indicative layout does not support the stated intentions for footpath and cycle routes. Further there appears no rational for the disjointed footway provision on the indicative layout and access drawing.

The indicative layout includes suggested links to the adjacent built environment (a footway to the site boundary and indicative line of a cycle route), to the existing playing fields to the west and a pedestrian route directly off Preston Road. The suggested links to the playing fields are not supported by the indicated layout infrastructure directly linking to the east and the main part of the site and neighbourhood centre. The scheme also indicates an indicative footpath link to the PROW (FP 107/108/109) that runs to the south west of the site. But again it is not supported within the site layout.

The submissions should provide continuous paved (and lit) routes internally linked to external infrastructure, with developer support funding for links outside the application site or, control of the applicant.

The original February 2015 TA made reference to the Longridge Town Council/LCC promoted 'Longridge Loop' cycle route which could utilise Pinfold Lane opposite the site. The TA indicates that *"space for a separate off-carriageway route with a width of 3.5 metres can be considered within the site to assist with the provision of an interconnected network."* As stated above the submitted layout shows the line of indicative cycle routes, but there are no actual routes accommodated within the layout design. There are confusing messages in the application, why is a 3m foot/cycleway proposed along the access road when there is a parallel cycle link to Preston Road indicated?

Further if the cycle route is to connect to Pinfold Lane then there should be detail for a suitable crossing point fully supportive of the cycle route and highway safety. A pedestrian refuge island would not be adequate for a cycle crossing.

Public Transport Provision

There are 2 existing bus stops on Preston Road close to the proposed southern access junction; the northbound stop is at the location of the proposed new site access junction and the south bound stop is adjacent to the junction with Pinfold Lane.

As submitted the northbound bus stop will need to be located to accommodate the proposed south junction. The developer has proposed full mobility specification bus stops adjacent to the northern site access junction. The northbound bus stop to replace the existing stop and a new southbound stop. The bus stop adjacent to Pinfold Lane will be retained, but at this location there is no scope to provide any improvements to the stop. The proposals also include the provision of pedestrian refuge on the desire line between the site and the new southbound bus stops. The indicative new bus stop locations and pedestrian refuges/footways are presented in drawing number X/JWPCLongridge.1/03 Rev B. and are acceptable to LCC subject to detail design.

While the development has the benefit of access to a regular timetabled service to Preston (service no.1), this Longridge ~ Grimsargh ~ Ribbleton ~ Preston City Centre bus route is subject to congestion and delays affecting reliability and there are also concerns regarding bus service capacity (with increased passenger numbers from new development) on the bus service.

Bus services need to present an attractive regular and reliable alternative to the use of the car to influence modal choice. With this in mind LCC have identified the no1 service route as a public transport priority corridor and targeted the route for measures to reduce congestion/delay and improve service reliability. LCC are considering traffic management solutions and other measures that follow a public realm approach to improve the operation of junctions and link capacity to improve bus service reliability. To support sustainable public transport movement LCC request a developer contribution towards improvement of the Longridge ~ Grimsargh ~ Ribbleton ~ Preston City Centre bus route corridor to improve the service provision (frequency) and reliability.

Travel Planning

A Full Travel Plan would be required (and subject to condition) when the site is developed. A Full Travel Plan would need to include the following as a minimum:

- Contact details of a named Travel Plan Co-ordinator
- Results from travel survey
- Details of cycling, pedestrian and/or public transport links to and through the site
- Details of the provision of cycle parking for any properties where suitable storage is not available.
- 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
- Details of arrangements for monitoring and review of the Travel Plan for a period of at least 5 years after completion.

On a development of this size LCC would normally request a contribution of £24,000 to enable Lancashire County Council to provide a range of services as outlined below to support the developers Travel Plan Coordinator. Section 106 contributions will primarily be used to enable LCC to:

- Appraise Travel Plan(s) submitted to the Planning Authority and provide constructive feedback.
- Oversee the progression from Interim to Full Travel Plan in line with agreed timescales.
- Monitor the development, implementation and review of the Travel Plan for a period of up to 5 years.
- Support the development and implementation of the Travel Plan.
- Provide access to leaflets, publicity, maps and information – provision of bespoke literature and large quantities may be subject to additional charges.
- Advise and offer appropriate support with suitability and implementation of specific elements or measures.
- Assist with the development of sustainable travel directions for web pages and other appropriate content.

Funding to support the measures and achieve the targets of the Full Travel Plan

LCC would expect the TA/Travel Plan to include funding to support the measures and achieve the targets of the Full Travel Plan. While a number of potential measures are included for consideration as part of the Framework Travel Plan (February 2015), however, without a commitment to funding these measures they cannot be implemented and therefore the benefits of the Travel Plan will be overstated.

The development of sustainable measures is a key to our agreement to development trip rates within the TA/TP, without these measures these rates are unlikely to be achieved.

Notwithstanding necessary and appropriate sustainable transport service provisions and new infrastructure links/upgrades, LCC request that the developer makes provision to deliver a range of necessary sustainable transport/ Personalised Travel Plan Measures.

LCC would therefore seek a schedule of Personalised Travel Plan Measures to include details of the measures to encourage sustainable means of transport and ensure that appropriate funding is available to the Travel Plan Coordinator to deliver these measures. Any permission should secure a condition for a schedule of Personalised Travel Plan Measures for residents including an appropriate funding stream for these measures, and should be submitted to and approved in writing by the LPA prior to first occupation.

The range of necessary Personalised Travel Plan Measures should include as a minimum:

- Public Transport Tickets/Smartcards for households to encourage sustainable patterns from the outset of the development.
- Provision of cycles and safety equipment for households

LCC are satisfied that this request meets the requirements of the CIL regulations, and on balance, an overall package of measures is appropriate and necessary to minimise the impact of this proposal and support a sustainable development. Should the

development be approved; agreement on the targets to be set within the Full Travel Plan should be progressed as soon as possible to support this approach.

Sustainable Transport Summary/Requirements

The proposed development requires the agreement on bus service upgrades, together with delivery of improved footway/cycleway linkages to satisfy the requirements of NPPF to appropriately integrate with the existing built environment and support the NPPF foundation of providing for sustainable transport.

The developer needs to demonstrate that the site can be linked to Longridge Town, and I would expect a commitment to provide upgrades to footways, road crossings, PROWs and pedestrian/cycle links as required to improve linkage and accessibility to services and facilities in the town centre.

Further, In terms of cycle links I would also expect the development to contribute towards the Longridge Loop footpath/cycle route around Longridge and the proposed Preston - Longridge railway cycle route along the old Preston to Longridge railway, (or alternative provision on Preston Road if the old railway route cannot be delivered).

The site has the **potential** to provide for the safe and reasonably direct movement of pedestrians and cyclist to access the wider network in all directions; but this is not demonstrated with the application as submitted and would be reason for refusal.

The Transport Note states the developer is open to paying reasonable financial contributions to improve the site accessibility. However, there is no indication of what the developer considers reasonable or what improvements would be funded.

Obviously any financial contribution should be CIL compliant and the measure should be identified by the developer initial to meet the NPPF requirements to make the site accessible and provide linkage/connection to the built environment. I would prefer to see measures delivered by the s278 highway agreement when possible, but I accept that financial contributions are appropriate to public transport and PROW improvements over 3rd party land.

LCC consider that the developer would need to provide improvement suggestions and/ or financial contributions to improve accessibility in the following areas:

- Public Transport - to improve service provision and reliability on the Longridge ~ Grimsargh ~ Ribbleton ~ Preston City Centre public transport priority corridor;
- Pedestrian and Cycle Measures - contribution to the Preston - Longridge railway cycle route. To provide a cycle route along the old Preston to Longridge railway, or alternative provision on Preston Road if old railway route cannot be delivered.
- Pedestrian and Cycle Measures - contribution to Longridge Loop;
- Public Realm Improvements - On routes to Longridge Town funding/works to provide PROW upgrades, widened footways along Preston Road, improved uncontrolled crossings to improve linkage and accessibility to schools/ work/ services;

- Travel Plan assistance by LCC – A financial contribution of £24,000 for the purpose of LCC providing advice and guidance on Travel Plan development and implementation in line with 2.1.5.16 of the Planning Obligations in Lancashire Policy (September 2008);
- Full Travel Plan Target Funding - LCC would expect the Travel Plan to include appropriate funding to support the measures and achieve the targets of the Full Travel Plan.

Internal Layout

The developer has provided an indicative internal layout for the development, drawing number **10.192/05/R Indicative Site Layout**. However, the planning application is for outline with access only applied for at this stage, with internal layout subject to the reserved matters application. Notwithstanding, the developer should take note of general comment regarding the layout that have been made with regard to the access strategy and developer mitigation.

If the internal road layout is to be adopted (as I would expect with this scale of residential development) it should be designed in accordance with current design guidance and in agreement with LCC. If the developer need further guidance at this stage I can provide further comment if requested.

With regard to parking LCC recommends that garages should have minimum internal dimensions of 6m x 3m to count as a car parking space. At these dimensions the garage can also be regarded as providing cycle parking for 2 bicycles. Further specific to cycle parking at least one secure cycle space should be provided for single bedroom residential properties and two where more than two bedrooms are to be provided.

Summary

Lancashire County Council takes its responsibility seriously with respect to the current and future use of the highway network whilst also giving a high priority to supporting growth in the key economic centres; including supporting private sector led economic growth, the creation of jobs and access to employment, education and training.

In reaching our position LCC have conducted a review of the submitted information presented by the applicant to date. As submitted LCC consider that there is a lack of information, support and commitment with regard to satisfying the sustainability needs of this site. There are inadequacies in sustainable transport provision for public transport, pedestrians and cyclists to satisfy the NPPF foundation of providing for sustainable transport.

As stated in this letter further evidence and support (financial and or infrastructure provision) is required relating to the provision for public transport and with regard pedestrian/cycle infrastructure and connectivity to Longridge Town and the wider built environment to appropriately integrate with the existing built environment and satisfy the NPPF foundation of providing for sustainable transport.

As submitted, currently LCC do not support this development proposal for the following reason:

- As submitted the applicant has not demonstrated the site can provide safe and adequate means pedestrian/cycle connectivity to integrate with the existing built environment, or measures to encourage sustainable public transport; hence the development is not in line with a number of key paragraphs of the NPPF including the three dimensions of sustainable development.

Note: The applicant may wish to submit a package of sustainable transport measures to address the issues relating to the provision for public transport, cycling and walking modes that, if acceptable, may overcome the concerns.

I hope the above is of assistance in your Councils determination of the application, if you have any questions please feel free to contact me.

Yours Faithfully

A handwritten signature in black ink, appearing to read 'David Allen', with a horizontal line underneath it.

David Allen
Principal Highways Development Control Officer
Community Services