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Your ref: 3/2026/0074
Our ref: D3/2026/0074
Date: 11 February 2026

For the attention of Lucy Walker

Planning Application No: 3/2026/0074

Proposal: Permission in Principle for development of up to 9 no. bungalows for the over 55 age group.

Location: Land to the south of Elker Meadows, Elker Lane, Billington BB7 9YB

The site was visited on 9 February 2026.

Having reviewed the documents submitted, together with site observations, Lancashire County Council acting as the highway authority makes the following comments.

Permission in Principle

Principle matters

The scope of Permission in Principle is limited to location, land use and amount of development. In highway terms consideration needs to be given to whether this site is a suitable location for housing regarding the accessibility of services and facilities.

Site planning history

3/2014/0801 - Construction of 19 2-bed apartments for the over 55s and a 120 place children's day nursery, associated car parking and landscaping. Approved with conditions.

The site for the current application formed part of the above development and is where the children's day nursery was proposed to be sited, although this was never constructed.

Location

The site is located south of Elker Meadows, which leads off Elker Lane and is in a semi-rural location. The nearest bus stop is on Whalley road, approximately 250m away, which is served by three subsidised services – 22 (Clitheroe – Shadsworth), 25 (Clitheroe – Blackburn) and 280 (Preston – Skipton). Not all services operate seven days a week and some operate on a limited frequency. Therefore, occupants of the proposed development would likely be reliant on the private car due to the limited alternative modes available, which is contrary to the guidance in the NPPF regarding sustainability, including paragraph 155 c).

The highway authority is also mindful of the Planning Inspector's comments in dismissing the appeal for an outline application on the adjacent site for the development of a Class C2 Continuing Care Retirement Community (planning application ref 3/2023/0739 and appeal ref APP/T2350/W/25/3363889), with one of the main issues being accessibility to local services (paragraphs 17 – 20).

The Inspector stated that the lack of accessibility to local services 'would likely give greater rise to the use of the car, where future residents would still have that degree and level of independence' (para 18). As the proposed development does not include any care support element the highway authority considers that future occupants are likely to have a higher level of independence and therefore be more reliant on using private vehicles. Nevertheless, the authority is also mindful of the site's previous permission for use as a children's day nursery and the higher level of traffic movements that this would have generated compared with a residential development of up to nine dwellings.

The road, footway and all infrastructure on Elker Meadows are privately maintained as the developer for the previously approved development did not enter into the necessary legal agreement (Section 38) with the highway authority for the development to be adopted. Therefore, if any development came forward on the site this would also remain private and would not be considered for future adoption by the highway authority.

Therefore, the development red edge needs extending to Elker Lane as Elker Meadows does not form part of the publicly maintained highway network.

Technical details stage

If Permission in Principle is granted there are a number of matters that would need addressing at the technical details stage. These include, but are not exclusive to, the following.

Site access

There is an existing site access in the form of a spur off Elker Meadows. This appears to be wide enough to allow two way traffic within the entrance. However, appropriate carriageway Give Way markings at the junction with Elker Meadows would be required.

Internal layout

Whilst the development would not be considered for adoption its layout should be to the county council's specification with a 5.5m wide carriageway and 2m wide footways. The turning head should also allow large delivery or emergency vehicles to enter and leave the site in forward gear.

Car & cycle parking

As already noted, future occupants are likely to be reliant on the use of private vehicles and therefore the following recommendations regarding parking should be considered:

1. Off-road car parking provision:

- One bedroom properties to have one parking space.
- Two to three bedroom properties to have two parking spaces.
- Four and above bedroom properties to have three parking spaces.

2. To count as one parking space a single garage should have minimum internal dimensions of 6 x 3m. Where garages are below this recommended size they should not be counted as a car parking space.
3. The minimum dimensions for a single off-road parking bay are 2.4m wide by 5.6m long, although the recommendations below should also be considered as part of the off-road parking design.
4. All drives fronting garages with up and over style doors to be a minimum of 6m long to allow room to open and close the doors; this can be reduced to 5.6m where roller shutter or sectional style doors are provided.
5. A minimum manoeuvring area of 6m should be provided to ensure that vehicles can adequately manoeuvre to and from the off-road parking areas without overrunning property opposite.
6. Private drives should be a minimum of 3.2m wide where they are used for shared vehicular and pedestrian access to the property.
7. Where the parking bays are adjacent to walls and fences, it is recommended that the drives have a minimum clear width of 2.6m, to provide additional room to open the doors.
8. At least one secure cycle space should be provided for single bedroom residential properties and two where two and above bedrooms are to be provided. A standard size garage (6 x 3m) is considered capable of accommodating two cycles. Where no garage is provided alternative covered, lockable provision should be made within the property's curtilage.
9. Electric vehicle charging points should be provided at each property. These shall be fitted in line with the Dept for Transport's guidance regarding Electric Vehicle Charging in Residential and Non-residential Buildings, which states that charge points must have a minimum power rating output of 7kW and be fitted with a universal socket that can charge all types of electric vehicles.

Refuse collection

The internal layout shall allow the size and type of refuse vehicle used by the borough council to enter and leave the development in forward gear. This shall be proved by swept path analysis plans to ensure that the development accords with Paragraph - 117 d) of the NPPF which states that developments should 'allow for the efficient delivery of goods, and access by service and emergency vehicles'.

Off-site highway improvements

To ensure that the development accords with Paragraph 115 b) of the NPPF – a 'safe and suitable access to the site can be achieved for all users' – off-site highway improvements will be required. These include, but are not limited to, the following measures:

- Construct a 2m wide footway to the county council's specification including full height kerbs within the existing highway verge on Elker Lane between the end of the existing footway at the junction with Elker Meadows to its end opposite Elker House –

approximate length of 95m - including buff coloured, tactile paved, dropped pedestrian crossings on both sides of the carriageway.

- A street lighting assessment on Elker Lane.
- Improvements to the existing dropped pedestrian crossings within the junction of Elker Lane with Whalley Road to include buff coloured tactile paving.
- Improvements to bus stop (ID 250010307) on Whalley Road to include DDA compliant raised bus border kerbs.

The above highway improvements will need to be carried out under a legal agreement (Section 278) with Lancashire County Council as the highway authority.

The above improvements are considered necessary as there is no continuous footway from the development site to Whalley Road without pedestrians first having to cross Elker Lane into the parking and bus turning circle outside St Augustine's High School, which is a highway safety issue.

Construction phase

As this is a greenfield site and opposite a school a Construction Method Statement including a site plan will be required to demonstrate that any development will not have a detrimental impact on the surrounding highway network and its users, including vulnerable users. Particular reference should be made to HGV construction traffic movements during school term time, together with on-site parking for operatives and visitors.

Conclusion

Having considered the documents submitted, together with site observations, and the site's previous planning permission Lancashire County Council acting as the highway authority does not object to the principle of the proposed development.

Janet Simpson
Assistant Engineer
Highways and Transport
Lancashire County Council