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Your ref 21/01475/FULMAJ  
Our ref HDC/AW/21/01475/FULMAJ  
Date 26/01/2022

**FAO: Iain Crossland**

Dear Sir/Madam,

**TOWN AND COUNTRY PLANNING ACT 1990**

**Planning Application: 21/01475/FULMAJ**

**Erection of 118 no. dwellings (Use Class C3) with associated access, landscaping, parking and other works following demolition of existing building. DXC Technology Euxton House Euxton Lane Euxton Chorley PR7 6FE**

I refer to your consultation dated 5 January 2021 in respect of the above planning application.

**SUMMARY**

Lancashire County Council (LCC) has been consulted on a proposed development of 118 dwellings at the existing Xton Business Park located next to the Runshaw College. The submission is a full application with no prior LCC Highways consultation by the applicants. It is proposed to access the development via a new access to be formed to the dual carriageway section of the C197 Euxton Lane. Having assessed the proposal in detail, it would seem out of place and unsafe for a simple priority junction to be formed to a dual carriageway with more than two lanes. The proposed development does not meet recommended walking distances to bus stops, local services and amenities and the applicant proposes no measures to ensure the development is sustainable. While LCC Highways will not seek to object to the proposal if the site access is provided elsewhere, other than the C197 Euxton Lane, it is meanwhile recommending that the proposed development is not granted planning approval until the current submission is improved.

**INTRODUCTION**

The application submission includes is a Transport Assessment (TA) setting out the transport issues relating to the site and details of the proposed development, and a Framework Travel Plan.

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**Phil Durnell**

Director of Highways and Transport, Lancashire County Council  
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## **EXISTING CONDITIONS**

### **Existing site information**

The site is part of the existing Xton Business Park located north of Euxton Lane between Runshaw College and the Euxton Lane Sports and Social Club; and bounded to the north by a railway with the Euxton Golf Course further east. The site is currently used as offices. The submitted site location plan referenced, BHM200 LP01A is not included in the accompanying application documents, but the site boundary is identifiable from the site plans submitted.

### **Local Highway Network**

The site is within the area surrounded by the C197 Euxton Lane to the south, A6 Preston Road to the east, U2610 Buckshaw Avenue to the north, U2637 Central Avenue to the west and traversed by a railway from east to west.

#### C197 Euxton Lane

The site is fronted by C197 Euxton Lane which is a classified local access road extending from A49 Wigan Road to West Way in the east where it continues as B5252 Euxton Lane link road to the A6 Preston Road. The C197 and B5252 Euxton Lane are subject to 40mph speed limit, starting from a point 20m east of Pear Tree Lane to Strawberry Fields, but the section from Strawberry Fields to Preston Road is restricted to 30mph speed limit. There are Clearway restrictions in force prohibiting stopping of vehicles on the carriageway of Euxton Lane from a point 65m west of the A49 Wigan Road to a point 17m east of Badgers Walk. The C197 and B5252 Euxton Lane are single 2-way roads, but the section of the C197 from the east boundary of the proposed site to Pear Tree Lane is a dual carriageway.

#### A6 Preston Road

The A6 Preston Road is a continuation of the A6 classified strategic route which starts from Salford and passes through Chorley to South Ribble. It is generally a 40mph speed limit road, however, its dual carriageway section between B5252 Euxton Lane and A674 Millenium Way is restricted to 30mph.

#### U2610 Buckshaw Avenue

The U2610 Buckshaw Avenue is to the north of the site and extends from A6 Preston Road in the east to U2637 Central Avenue in the west. It is an unclassified local access road subject to 40mph speed limit.

#### U2637 Central Avenue

The U2637 Central Avenue extends from C197 Euxton Lane in the south to Dawson Lane in the north. It is an unclassified local access road with speed limit restriction of 40mph. It provides the quickest route from the site to the north in Buckshaw Village where local services and amenities are located.

## **Traffic accidents**

The applicant provides no information on traffic accidents in the TA. However, LCC Highways analysis of the personal injury accidents in the area for the most recent 5-year period from 2016-2020 shows there were 2 slight accidents at Euxton Lane/West Way roundabout one of which involved a pedal cyclist and 1 slight accident near the entrance to Woodcock Fold Farm, approximately 215m west of Euxton Lane/West Way roundabout. To the west of the site, there were 2 slight and 1 serious accidents recorded at and within close proximity of Euxton Lane/Central Avenue with the serious accident involving a pedal cyclist. There were other recorded accidents on Euxton Lane further west of Central Avenue, however analysis of the section between West Way and Central Avenue does not reveal any major concerns, as such no accident mitigation measures will be required from the applicant.

## **ACCESSIBILITY BY NON-CAR MODES**

### **Walking**

There is no direct walking route across the railway north of the site to the employment hub of Buckshaw Village where local services, amenities and facilities are located, including the Buckshaw Parkway Railway Station. The nearest route for pedestrians to these areas is via the shared pedestrian/cycle route along Euxton Lane and Central Avenue to Shannon Close through Knight Avenue to Ordnance Road, which is approximately 1600m from the centre of the proposed development. While this meets the CIHT recommended 2000m preferred maximum walking distance to education and employment, it is in excess of the recommended acceptable and preferred maximum walking distances of 800m and 1200m respectively to local services, amenities and facilities. The TA therefore does not demonstrate accessibility of the site by walking as a sustainable mode of travel. Given NPPF requirement for development proposals to seek to promote walking, measures will be required to facilitate walking as part of measures to maximise sustainable accessibility to the proposed development.

There are few Public Rights of Way (PROWs) in the area. Although, PROW-FP21 which links Whinney Lane to Pear Tree Lane is near the site and can be used via School Lane to Euxton, however, the distance is far in excess of the recommended preferred maximum walking distance of 800m to Town Centres.

Walking distance from the centre of the site to the nearest bus stops where public services are provided exceeds the recommended preferred maximum 400m. These bus stops are on Euxton Lane to the west of Central Avenue and on Central Avenue to the north of its junction with Euxton Lane.

### **Cycling**

In addition to the shared pedestrian/cycle route on Euxton Lane and Central Avenue, there is a large network of cycle routes in the area which can be used to access Buckshaw Village and wider areas such as Leyland, Euxton, Whittle-Le-Woods and Chorley all within the recommended maximum cycling distance of 5km. I can therefore

confirm that the site is accessible by cycling, but to promote cycling as sustainable alternative to cars, provision will need to be made in the development for cycle storage.

All four railway stations within cycling distance of the site, namely, Buckshaw Parkway, Leyland, Euxton Balshaw Lane and Chorley have existing provisions for cycle storage.

## **Public Transport**

### Bus:

There are seven bus stops within the immediate vicinity of the site, six of which are on C197 Euxton Lane with one on Central Avenue. Two of the bus stops on Euxton Lane are to the east of the site, two at the junction of Euxton Lane and Central Avenue and two to the west of East Terrace. The bus stop on Central Avenue is approximately 60m north of its junction with Euxton Lane. Services provided at these stops are predominantly school services, but Service 109 provides public services at the bus stop on Central Avenue and at the stops to the west of East Terrace. At the stop on Central Avenue, half hourly day and evening Preston-Chorley services are provided Mondays to Fridays and on Saturdays with hourly day services on Sundays. The same schedule of services are provided at the two bus stops west of East Terrace.

Walking distance from the centre of the site to the bus stop on Central Avenue which is the nearest is approximately 600m while the distance to the stops west of East Terrace is approximately 900m. The distances are more than the CIHT recommended preferred maximum walking distance of 400m from the centre of the site, although there are adequate and good quality pedestrian provisions such as shared pedestrian/cyclist routes of good quality surfaces, controlled crossings, and street lighting to facilitate safe journeys on foot.

There is no corresponding south-bound stop currently provided opposite the existing stop on Central Avenue, as a result, any resident seeking to use public bus service to the west to areas such as Euxton, will have to either walk about 900m to the stop west of East Terrace or approximately 950m on Central Avenue to the north of Shannon Close. Also, there are currently no public bus services operated in the easterly direction of Euxton Lane from Central Avenue. The nearest bus stops east of the site where public services are provided are at B5252 Euxton Lane/Alker Lane, where day Service 119 (Chorley-Preston) is operated at hourly frequencies, but which are more than 1200m walking distance of the site.

The existing bus stops near the site on Central Avenue and to the west of East Terrace do not have facilities of the high quality standard required to ensure they are disability compliant, safe and attractive to use.

The above issues are contrary to the NPPF requirement for development proposals to facilitate access to high quality public transport, maximise the catchment area for bus or other public transport services and provide appropriate facilities that encourage public transport use. Measures will therefore be required towards improvement of existing bus infrastructure and services in the area. LCC Highways is currently in discussion with colleagues in the Transport Team regarding the level of infrastructure

improvements and service enhancements required to ensure sustainable outcome of the proposed development. This will be communicated to the applicant in due course.

### Train

The site is accessible by rail, as the Buckshaw Parkway Railway Station is within the preferred maximum commuting distance of 2000m of the site and there are existing provisions such as cycle storage to allow rail journeys to be combined with other sustainable travel modes when commuting to the site.

## **PROPOSED DEVELOPMENT**

The proposed development is for 118 dwellings comprising of 2, 3 and 4 bedrooms as shown on submitted proposed site plan referenced, PL01 rev D (14.12.2021).

### **Access**

The development is to be accessed from a new 5.5m wide simple priority junction to be formed to the C197 Euxton Lane with 10m corner radii at a point approximately mid-way the width of the site frontage as shown on submitted access plan, 3456-F01 (Jun 21). Provision of the access will involve altering the existing road markings/hatchings on the dual carriageway to incorporate a 3.5m wide right-turn lane into the site protected by a new traffic island at the end of the right-turn lane leading to the deceleration length of the existing right turn lane to the Runshaw Collage/ Xton Business Park signalised junction being reduced in length from the existing 170m to 100m.

The proposed simple priority junction would be appropriate for most minor junctions on single carriageway roads; however, it is unsuitable on this section of Euxton Lane, which is a dual carriageway with more than two lanes. Euxton Lane is an important distributor road between the strategic routes of A49 Wigan Road and the A6 Preston Road and links the urban areas to the strategic highway network. It has limited frontage access and subject to 40mph speed limit with prohibition of stopping of vehicles on its carriageways. Therefore, LCC would be reluctant to accept the proposed access to the dual carriageway as such direct access will increase the number of vehicle accesses to the important distributor road, add to traffic joining and leaving the highway, delay through traffic and increase risks of vehicular conflicts and collisions.

The proposed alteration of the existing carriageway markings and the introduction of additional right-turn lane will increase the complexity of the layout of the dual carriageway and result in the lengths of the various elements, such as turning, deceleration and direct taper of both the existing and proposed right lanes and through lane widths as appropriate for a 40mph speed limit road being compromised.

### **Internal Layout**

The proposed access to Euxton Lane is unacceptable, therefore given the need to consider a different location for the site access, the current proposed layout is likely to change. However, as essential highway requirements, any proposed site access

should be 5.5m wide with 6.0m corner radii. The current proposed 10m radii will allow the junction to be negotiated, however, in comparison, 6.0m radii will help slow the speeds of traffic turning in and out of the site and make crossing of the junction easier and safer for pedestrians and cyclists. This should be accompanied by swept path analysis to demonstrate that the 6.0m radii can safely be negotiated by 11.6m long refuse vehicles fitted with rear-mounted compaction units which are about the largest vehicles that might require regular access to the development. The 10.4m long refuse vehicle used for the tracking as shown on plan referenced, 3456-SP01 is therefore not accepted. Similarly, all turning heads within the layout should be tracked using 11.6m long refuse vehicle.

It is noted that the applicant will be seeking to have the layout adopted, except the area of Plots 60-67, which they wish to remain private. For the proposal to be accepted for highway adoption, all internal roads except for shared drives must be provided to a width of 5.5m with 2.0m wide footways. As noted on the current proposed site plan, the section of footway on the west side of the access opposite Plots 10-14 will be unacceptable as it is not up to 2.0m in width. The section of access road surrounding Plots 78-93 will also not be acceptable as it includes no provision for a footway. Similarly, footway must be provided along the section of access opposite Plot 22-34 to be accepted.

As it is a full planning application, the proposed site plan, BHM200 PL01 rev D needs to be a detailed submission rather than being marked 'Draft' as currently shown. The proposed site plan should be properly drawn to scale, so that measurements can be cross checked. The current proposed site plan appears to have been produced to an incorrect scale and as such cannot be replicated. Also, the submitted access plan and the swept path analysis are produced on layouts that are different from the proposed site plan and it has not been possible to check the details of the submitted landscape plan referenced LDS502-01A (Nov 21) as it is truncated.

The proposed layout should be in accordance with the principle of the MfS and incorporate sufficient speed reduction measures and provided to the Lancashire County Council Specification for Construction of Estate Roads to ensure satisfactory access and in order to be accepted for adoption under the s38 agreement of the Highways Act 1980.

The above comments relating to internal layout are only to provide the applicant an indication of the highway requirements. It should therefore be noted that the internal layout cannot be agreed until the access strategy has been resolved.

## **Parking**

The document quoted in paragraph 2.3.1 of the TA is noted, however, parking should be provided to the current Chorley Council Parking Standard with integral and detached garages provided to internal dimensions of 3m x 6m (single) and 6.0m x 6.0m (double) to be counted as parking spaces.

## **TRAFFIC FLOW ANALYSIS**

### **Trips generated by the existing site**

The existing use of the site is offices, i.e., Class E (formerly B1) with gross floor area (gfa) of 5327m<sup>2</sup>. Using TRICs based trip rates as per the output in appendix 1 of the TA, the trip generated by the existing site was established as 102, 2-way trips in the AM peak and 95, 2-way trips in the PM peak. The summary of the trip generated by the existing site is shown on Table 4.1 (para. 4.2.4) of the TA.

### **Trips to be generated by the proposed development**

The proposal is for 118 dwellings, therefore using LCC preferred trip rates of 0.140 (AM Peak) (Arrival) and 0.445 (AM Peak) (Departure); and 0.437 (PM Peak) (Arrival) and 0.226 (PM Peak) (Departure), it is predicted that the proposed development will generate 70, 2-way trips in the AM peak and 79, 2-way trips in the PM peak. This is shown in Table 4.2 of the TA.

### **Net trip generation**

When the proposed development trips were deducted from trips generated by the existing site as shown in Table 4.3 of the TA, it resulted in the proposed development generating 32, 2-way trips less than the existing site in the AM peak and 16, 2-way trips less in the PM peak.

While there may be an overall reduction in traffic levels it should be noted that there are changes to direction of travel i.e., in the AM business use is dominantly in-bound whereas residential is out-bound. This can have an impact on queue lengths and capacity. The applicant will therefore need to demonstrate that this will not have an unacceptable impact on junctions in the area. In assessing such impacts account should also be taken of committed developments.

### **Survey of existing traffic flows**

The applicant did not conduct their own survey of the existing local traffic flows but obtained traffic data from the Department for Transport (DfT) website for traffic count point 80103 at a location approximately 125m west of the Runshaw College and Xton Business Park traffic signalised junction. The data for Friday 21 September 2018 was used and shows the recorded weekday peak flows in Passenger Car Units (PCUs) as 617 and 897 respectively for eastbound traffic in the AM (08:00-09:00) and PM (17:00-18:00) peaks. For westbound traffic, the recorded flows of 754 and 766 in the AM and PM peaks were used. The flow data is in appendix 2 of the TA while the flow diagrams are in Figures 1 and 2 of TA.

The 2018 DfT count is slightly dated, however as there is no recent LCC traffic count available for this location, I have compared the DfT data with 2014 LCC data from Automatic Traffic Counts (ATCs) conducted at Euston Lane/Badgers Walk in the east and outside 102 Runshaw Lane in the west which shows flows consistent and corroborative of the DfT survey data, as such the applicant's use of the DfT count is not unreasonable.

## **Traffic growth**

The assessment was carried out for a future year of 2026, i.e. five years after post registration of the planning application. The future year traffic flows were estimated by applying growth factors to the DfT's 2018 surveyed flows to forecast traffic levels in the future year of 2026. The growth factors were derived from the National Trip End Model (NTEM), adjusted by the National Traffic Model (NTM) and calculated for the middle super output area (MSOA) Chorley resulting in the growth factors shown in paragraph 4.5.5 of the TA. This method of estimating the future year traffic flows is noted, however as growth factor was not first applied to the 2018 DfT surveyed flows to get background flows of the year of opening, it should be checked whether this was an error.

The adjusted growth factors were then applied to the 2018 DfT traffic flows to derive 2026 growthed flows of 671 and 974 eastbound in the AM and PM peaks and 821 and 832 in the AM and PM peaks for westbound traffic. The 2026 growthed flow diagrams are in appendix 2 Figures 3 and 4 of TA.

## **Trip distribution / Assignment**

The trip distribution as shown in Figures 5 and 6 was derived based on observation of flows on the highway network rather than the preferred method of being derived from Journey to Work Census data in line with agreed distribution for previously approved development. The distribution does not appear unreasonable, however, given that the access is likely to be relocated, there would be a need for the figures to be reassessed to take account of any changes to the proposed site access.

The proposed development trip assignment based on the above distribution is shown in Figures 7 and 8, but as indicated since the assignment is undertaken using the above trip distribution, this would also need to be reassessed when the proposed site access is agreed.

## **With development flows**

To derive the 2026 'with development' flows, the 2026 growthed flows were added to the assigned proposed development flows resulting in the flows shown in Figures 9 and 10 of appendix 2 of the TA.

## **Committed developments**

Although there are a number of committed and emerging developments in the area to consider in order to make the assessment robust, this information has not been included in the TA. As this is likely to impact flows on the highway networks, this information will be required in any subsequent submission and should include all committed and also live applications within a cumulative development scenario.

## **TRAFFIC IMPACT ASSESSMENT**

The applicant's assessment of the potential impacts of the proposed development only covers the proposed site access to the C197 Euxton Lane. However, there are other junctions in the area with potential to be adversely impacted by the proposed development. This includes C197 Euxton Lane/Xton Business Park, C197 Euxton Lane/Central Avenue and Euxton Lane/West Way roundabout.

Using Junction 9 software and based on the 2026 'with development flows', the result of the assessment of the proposed simple priority junction shows Ratio of Flow to Capacities (RFCs) below 0.85 with no vehicle queues.

The assessments of the impact of the proposed site access alone does not represent a robust assessment. Therefore, given the scale of the proposed development, capacity assessment will be expected to be carried out for the above junctions.

## **FRAMEWORK TRAVEL PLAN (FTP)**

The application submission includes a Framework Travel Plan (FTP) seeking to promote use of sustainable transport modes such as walking, cycling and public transport; and manage the impact of the proposed development on the highway network. However, the FTP submitted does not meet LCC's submission criteria as it does not contain the following basic commitments and requirements.

- Commitment and timescale for the appointment of a Travel Plan Coordinator by the developer – one month prior to first occupation and maintain the position for 5 years.
- A commitment and timescale to undertake travel surveys - within 3 months of attaining 75% occupation.
- A commitment and timescale for the development of a Full Travel Plan - within 3 months of 1st travel survey.
- Details of cycling, pedestrian and public transport links to and within the site – information provided.
- Details of the provision of secure and covered cycle storage and motorcycle parking – information not provided.
- List of any proposed measures to be introduced particularly any to be implemented prior to the development of the Full Travel Plan – information provided.
- Details of arrangements for monitoring and review of the Travel Plan for a period of at least 5 years.

The FTP should therefore be updated to include the above information.

For a development of the scale proposed a contribution of £24,000 will be required to enable LCC to provide the following range of services.

- Appraise the Full Travel Plan submitted to the Council pursuant to the planning permission 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 Full Travel Plan for a period of up to 5 years.

The Travel Plan contribution will be secured through the s106 agreement of the Town and Country Planning Act 1980 and the trigger point will be prior to commencement of development to enable suitable support to be provided early in the process.

## **MITIGATION**

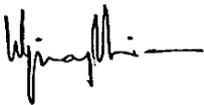
As the full impact of the proposed development has not been properly assessed, mitigation measures cannot be determined at this stage.

## **CONCLUSION:**

The NPPF requires measures to be taken to ensure safe and suitable access for all and appropriate opportunities taken up to promote sustainable transport modes. The location of the proposed site access is not considered suitable to ensure safe access and egress of the proposed development for the reasons given in the response and although accessibility of the site by walking and public transport use have not been demonstrated as bus stops, local services and amenities are outside the preferred maximum distances, the applicant has not proposed any measures towards ensuring sustainability of the proposed development.

In view of this, LCC would recommend that the planning application is not approved in its current form until the applicant addresses the above issues in an amended proposal.

Yours faithfully,



**WILLIAM TAY**  
**ENGINEER**  
**(HIGHWAY DEVELOPMENT CONTROL)**