Appendix 4

Vectos Technical Highway Note - Wyre Local Plan Evidence Base
TECHNICAL NOTE 01 - WYRE LOCAL PLAN HIGHWAYS EVIDENCE REVIEW

1 INTRODUCTION

1.1 Wyre Council is consulting on a Publication Draft Wyre Local Plan. The housing strategy has been constrained by limits on highways capacity based on evidence presented by Lancashire County Council (LCC). That transport evidence base has been reviewed by Vectos Transport Planning Consultants to assess the suitability of the methodology and analysis used to derive housing allocation numbers in Wyre, with a focus upon the implications for Poulton-le-Fylde and the Blackpool Road North site DS_05 in particular.

2 DRAFT LOCAL PLAN STRATEGY

2.1 The Draft Local Plan starting point for a strategy for accommodating development in the Borough was to assess three different spatial options, as follows:

- Option One: Fylde Coast peninsula main urban area focus (i.e. meet a significant proportion of development needs on the urban peninsula, with moderate development along the A6 and limited development elsewhere). For Poulton-le-Fylde this scenario has 3237 dwellings.

- Option Two: A6 Corridor focus (i.e. meet a significant proportion of development needs in settlements along the A6 with moderate development on the urban peninsula and limited development elsewhere). For Poulton-le-Fylde this scenario has 1349 dwellings.

- Option Three: Dispersal (i.e. accommodating moderate levels of development in a number of the larger settlements with limited development in smaller settlements. For Poulton-le-Fylde this scenario has 1888 dwellings.

2.2 In considering the three strategic options it states that highways capacity and flood risk are key constraints and that they have consulted Lancashire County Council (LCC) and Highways England as well as conducting a strategic flood risk assessment. It goes on to state that ‘highways capacity is the main constraint which limits the scale and distribution of development across the borough’.

2.3 It therefore concludes that the resultant strategy in the Local Plan is not any one of the three spatial options set out above although it can be described as ‘dispersal’. This strategy does not meet the Objectively Assessed Housing Need (OAHN) for the Borough. In effect the Draft Local Plan provides for 86% of the OAHN.
In considering the spatial strategy, the Local Plan has considered the commuting patterns of the Borough. In Figure 2.5 of that report it shows that Wyre is a net exporter of jobs and that commuting to Blackpool overwhelmingly dominates the travel pattern for residents of Wyre. The bus service network of Wyre is dominated by routes to and from Blackpool and this is complemented by the Rail and Tram services linking Wyre with Blackpool. To develop sustainable commuting patterns for future development, it is expected that the transport strategy for the Local Plan would be to locate housing development close to the main existing public transport services so that residents can access employment without the need to use the car. As will be described later this is not necessarily the case in the strategy presented.

**Figure 2.5: Wyre Council Travel to Work Flows (2011 Census)**

The Draft Local Plan recommends the removal from the Green Belt land south of Blackpool Road at Poulton-le-Fylde and land northeast of Poulton Road, Poulton-le-Fylde due to limited developable land outside of the Green Belt and that these areas will not affect the function, integrity and permanency of the Green Belt in Wyre.

The Local Plan states that Poulton-le-Fylde should provide 390 units over the course of the Plan until 2031.

Given that highway capacity has been identified as the main constraint in determining the recommended scale and distribution of development across the Borough, the highways evidence base that has informed the Local Plan is a crucial body of work that merits scrutiny to establish that it is based on proportionate evidence to justify the strategy. This is considered next.
3 LCC HIGHWAYS EVIDENCE FOR WYRE LOCAL PLAN

Methodology

3.1 LCC have presented a document titled ‘The Implications for housing developments within the proposed Wyre Local Plan (February 2017)’. That document states that they have worked for some time with Wyre BC and Highways England (HE) to test the implications of sites ‘individually and collectively (within reason) and does not provide support, or a conclusion, to any one option proposed by Wyre Council. This allows the opportunity for a hybrid option to be progressed having regard to key highway/transport constraints.’

3.2 LCC base their evidence around the capacity of the highway network to accommodate further development and therefore advise on the maximum number of residential units that can be accommodated before it has a severe impact on the road network.

3.3 It does this in three broad ways. A review of current conditions, consideration of various traffic models that have been developed for different purposes and finally a Desktop Assessment (DA) to assign housing numbers to particular sites based on a variety of factors including access to public transport and local amenities as well as impact on strategic pinch points. In this process LCC note that the impact of some sites may require mitigation which in most cases would be funded by the developer.

3.4 LCC describe 17 locations on the network where there is capacity constraint and then identify where there is some form of mitigation in place or have allocated funding or a strategy to obtain funding from developers. That information is repeated in Appendix A. LCC do state ‘that mitigation will not necessarily ease congestion and safety concerns to a level which may enable additional housing development over the Local Plan Period.’

3.5 It can be seen that most of the mitigation measures are within the Peninsula Corridor route of the A585(T). The document also states that the new Junction 2 of the M55 will provide some relief to Junction 1 and also to Junction 3 of the M55 by providing an alternative route for traffic to BAE Systems and the Enterprise Zone at Warton. That scheme was recently approved by LCC development control committee.
Traffic Models

3.6 The models that LCC have relied upon in their analysis have a number of limitations. A short summary of those are considered next.

3.7 LCC have used Highways Analyst which is a dataset of traffic speeds which when compared against free flow speeds gives an indication of congestion to then inform on the existing known constraints. This is a useful overview of congestion but it is not a forecasting tool and nor does it account for any mitigation measures to improve capacity.

3.8 LCC then use the GraHAM toolkit which is described as a ‘rudimentary model used to forecast growth on the Strategic Road Network’ (SRN). This model has feeder links to the SRN and the key local links have been turned on. This model does not assess junctions where congestion typically arises, and only models the volume of traffic against a theoretical link capacity. This model does not reassign traffic to reflect changes in journey times due to highway improvements, new development or increased delay.

3.9 The model takes into consideration the construction of Broughton Bypass but it does not consider the potential additional relief provided by the proposed Preston Western Distributor, M55 Junction 2, East West Link road, Cottam link, A585 Windy Harbour Skippool improvements and M55 Junction 1 slip road and circulatory improvements.

3.10 The LCC document does not state whether the GraHAM toolkit considers the other mitigation measures identified in Appendix A above.

3.11 A Saturn model, which is a more traditional model with junction capacity assessment and reassignment, has been used to test the operation of Junctions 1 and 3 of the M55 while considering ‘all planned future improvements the road network (eg M55 Junction 2, A585 Windy Harbour Skippool improvements) ’. In this statement it is unclear whether the other mitigation improvements are included in the model.

3.12 It is this output from the SATURN model in conjunction with the GraHAM model that has been used to test the different spatial scenarios.

3.13 LCC state they have commissioned a Technical Report to consider in detail the capacity of the local network within Poulton le Fylde. That Technical Report has not been published and that is unsatisfactory and not transparent when considering the impacts of different sites around Poulton. LCC give the conclusions from that report which says that;

‘developments generating significant additional traffic cannot come forward without worsening the existing above demonstrated congestion issues where two of the 11 junctions analysed are already failing in the AM and PM peak periods. Therefore transport intervention is required to accommodate any future development and even to cater for background traffic growth’.
3.14 LCC give no indication which junctions are already failing or what scenarios were tested. LCC have presented the Poulton Mitigation Strategy (updated Sept 2017) given in Appendix B, which includes a series of highway improvement measures to mitigate traffic impact. The improvements are made at the following junctions.

- Hardhorn Road with Highcross Road/Beech Drive
- Hardhorn Road/Garstang Road East
- Garstang Road East
- Lower Green/Garstang Road East
- Traffic management and parking measures in Poulton-le-Fylde town centre
- HE schemes along the A585 corridor

3.15 The Poulton mitigation strategy does identify several measures specific to site DS_05. These include a car park on the site to serve as park and ride for the rail station and the town centre as part of the changes to the parking arrangements in the town centre (subject to further study), a quality cycle route to the rail station with cycle parking there. Various traffic management improvements within the town centre concerning weight restrictions, decluttering and improvements to Blackpool Road/Queen Street and Chapel Street/Vicarage Road junctions. It is not known if LCC Have considered in their Poulton-le-Fylde Congestion Study the potential for site DS_05 to provide a new highway link between Tithebarn Street and Blackpool Road which can offer an alternative route to avoid the Carleton crossroads as well as a potential bus link passing through the site.

**HE Study of A585 (T) Corridor**

3.16 Highways England (HE) commissioned a Paramics model by C2HM of the A585 (T) Corridor to test the deliverability of the Local Plan. That modelling is supported by a Study Report document ‘Wyre Local Plan – A585 (T) corridor evidence base’. The outcomes of that modelling show that the full development plan cannot be delivered without supporting measures in the A585 (T) Corridor at the Victoria Road, Norcross and Thistleton junctions as well as M55 junction 3 and the Windy Harbour-Skippool bypass.

3.17 It is apparent that the supporting measures free up development that could be accommodated on the A585 network. The Council must take these measures into account before deciding on any settlement caps. The Council could consider the phasing of sites in Poulton-le-Fylde to deliver additional homes once highway improvements are in place.
Infrastructure Delivery Plan

3.18 The Infrastructure Delivery Plan (Sept 2017) outlines that a key infrastructure requirement for the Local Plan period is improvement works to junctions on the A585(T) and the M55 Junction 3. Not all of the improvements required to support the Plan are committed at this point in time. Some of the required improvements (M55 Junction 3, Norcross) are identified in committed work programmes and have sufficient funding already identified. Although it is recognised that M55 junction 3 is likely to need a further improvement towards the end of the Plan period that is currently not identified or committed. A recent announcement on 24 October 2017 by Highways England confirmed the preferred route alignment and stated that work to construct the bypass could start in 2020 subject to statutory consultation.

3.19 Other schemes (Victoria Road, Thistleton, M55 Junction 3) do not yet have committed funding or an identified final design solution. The Infrastructure Delivery Plan states that ‘this is not an uncommon situation and the Council is confident that this can be overcome during the Plan period.’

3.20 The Infrastructure Delivery Plan states that funding for the various A585 highways improvements is likely to be met predominantly from the public sector. The document identifies the range of potential funding mechanisms available now, and likely to be available in the future.

Public Transport

3.21 LCC state that where possible, development should be located where it can best utilise public transport. The evidence states that public transport services are vital as they can ‘act as a catalyst for removing car based traffic and aid the potential for housing development’. Given the existing bus services network, LCC state that development ‘should be located where it can best utilise public transport services and infrastructure which predominantly is on the Peninsula corridor’.

3.22 LCC note that bus services are based on commercial decisions and describe the existing bus services in the Borough noting that they are focussed on the Peninsula Corridor. It is noted that two thirds of the bus services in the Borough presented are services to and from Blackpool reflecting the main commuting patterns. As commercial operations, the bus service providers are expected to respond to new customer demands as new developments come forward. We note that additional demand is easier to serve from larger housing estates rather than smaller dispersed sites away from the main public transport corridors.

3.23 LCC present the public transport criteria that they use to test the suitability of a site for development. Firstly, they note that ‘It is important that larger sites includes public transport which travels through the site with the point of access being different to point of egress, not disadvantaging existing patrons.’ They state that to count a site as being accessible by public transport, a site should be within a 400m walk and preferably 300m.
3.24 For rail services it notes that there is just one station in the Borough, located at Poulton offering frequent services to Blackpool North, Preston, Manchester (inc. Airport) and Leeds. NR is electrifying the line to Preston with more reliable services with more seats from May 2018. As described above, to benefit from these rail services, LCC have recommended a car park be provided on site DS_05 to offer park and ride capacity for the rail station.

3.25 The modelling used by LCC to assess traffic impact does not include a multi-modal element which would assess the modal shift of travel onto public transport under different transport strategies.

**Desktop assessment of housing numbers**

3.26 In assessing the suitability of potential sites outlined in the Wyre Local Plan LCC used a 'Desktop Assessment' (DA). The DA takes a ‘broad brush’ approach for determining the number of houses possible on each site. The DA process considers development in the A6 corridor first and then follows with an assessment of the Peninsula Corridor. Both these highway corridors have capacity limitations that have determined the number of houses that could be developed. The A6 corridor has three areas with varying limits on development depending on traffic impact. On the Peninsular Corridor there is no similar consideration of which areas may be suitable for greater development depending on their locational characteristics and traffic impact.

3.27 LCC have provided an example of the DA (see Appendix C). They state that there are a number of issues that could make a site more sustainable but they have not been considered in this process. LCC use a trip rate of 0.514 trips per household (two way) distributed across the network. That trips rate is higher than sites in the TRICS database which are located on the Edge of Town Centres and located close to a rail station, reflecting that developments in sustainable locations will result in fewer car trips.

3.28 In the DA, LCC have considered the limitation on housing numbers based on the potential number of access points. They state that where there are two access points, more than 300 units is acceptable. The DA does not include a consideration of the potential for bus services to pass through the site.

3.29 The DA does consider public transport accessibility based on the site being within 400m of a frequent bus service. However, the analysis makes no reference to access to rail services.

3.30 LCC have then applied this DA methodology to the sites in Poulton and this is shown in Appendix D. It can be seen that the DA takes all the sites as a whole and arrives at a figure of 390 units. As this DA is the main factor in determining the number of housing units in Poulton-le-Fylde we now analyse that methodology more critically.
4 CRITIQUE OF LCC EVIDENCE ON HOUSING NUMBERS

Critique of LCC Methodology

4.1 The proposed housing numbers in the Draft Local Plan have been presented as 86% of the OAHN. That reduced number of housing for the Borough has been based on the LCC evidence presented in the ‘Implications of Housing Development within the Proposed Wyre Local Plan’. Wyre Council has not presented any evidence of any other option testing or scrutiny of the housing allocations and to establish whether that figure is justified by the supporting evidence. It would appear that Wyre Borough Council have simply accepted the LCC evidence presented.

4.2 Having reviewed the LCC evidence, the methodology that they use to define the transport impacts is flawed.

4.3 Firstly, in line with policy guidance, we would expect that the transport analysis should be focussed on maximising development in locations that are sustainable in terms of access on foot to local amenities and that have good access to public transport. By doing so, it is then possible to account for lower car trip rates on the highway network alongside other sustainable social and economic benefits.

4.4 Secondly, the main focus by LCC has been on assessing the impacts on the SRN and in particular the trips that use those routes to travel outside of the Borough. The main commuting patterns of the Borough are in fact to and from Blackpool (and to a lesser extent the Borough of Fylde) and many of these trips need not use the SRN to access employment, education or other services. Therefore it is possible focus development on sites that meet these commuting patterns rather than giving rise to trips that use the strategic road network.

4.5 By considering these factors at the outset, LCC would be able to consider larger development options before they result in a significant impact on the SRN. Only then should LCC be considering the residual impact of vehicle trips and thereby give rise to a limit on housing numbers.

4.6 LCC have used a variety of existing data and traffic modelling methods to inform the highway capacity that would then limit the level of development. That data and modelling used is not comprehensive and some models are described as rudimentary.

4.7 There is a reference to capacity limitations of ‘A’ Roads in Poulton but it has not published the Poulton-le-Fylde Congestion Study and has only presented what we believe is an extract from the conclusions of that report. That makes it impossible to justify the conclusions made and makes the analysis not transparent and is unsatisfactory.

4.8 It is also not known if LCC have accounted for all the various mitigation measures which are planned or have funding to relieve capacity. The modelling process does not have a public transport element to consider a modal shift and the trip rates used do not vary to reflect sustainable sites that are close to public transport and local amenities.

4.9 Following the modelling approach used, LCC apply a Desktop Assessment (DA) which is described as a broad brush approach. While a detailed assessment is not necessarily required at this stage, the DA process used has been shown to be factually incorrect when considering the actual evidence for particular sites.
Implications for the Local Plan

4.10 When considering the flaws in the LCC evidence it can be seen that this has led to consequent weakness in the determination of housing numbers and their distribution in the Local Plan.

4.11 Given that highway capacity has been identified as the ‘main constraint’ in determining the recommended scale and distribution of development across the Borough, the highways evidence base that has informed the Local Plan is a crucial body of work.

4.12 Wyre Borough Council have accepted the strategy presented by LCC without any apparent scrutiny so that the three spatial options presented have been rejected to form one that is based on the LCC evidence which the Plan says could be described as ‘Dispersal’.

4.13 The determination of housing allocations by LCC is not transparent. The high level limit on housing numbers would appear to be determined by the traffic modelling process, firstly considering the A6 Corridor and then the Peninsular Corridor. Any modelling process has limitations and cannot capture the complexity of the multiple factors that influence the transport patterns across a Borough. In this case the models used are not comprehensive or are rudimentary and solely focus on traffic impact rather than accessibility by public transport.

4.14 The allocation of housing to the individual sites is based on a simple Desktop Assessment but there is no particular method in deciding why one site should be allocated more housing than another. This limitation is compounded by the flaws in the methodology used, simple errors of accuracy and where some sites are assessed together rather than individually.

Implications for Poulton-le-Fylde

4.15 The housing cap of 390 housing units allocated to Poulton–le-Fylde is an arbitrary figure. It is also a figure that is so much lower than the housing numbers that were considered by Wyre Council in the Issues and Options Report. LCC have not published the Poulton-le-Fylde Congestion Study so it is not possible to scrutinise their reasoning for such a reduced housing allocation nor where the pinch points lie.

4.16 This allocation is contrary to the fact that Poulton–le-Fylde is the third largest urban centre in Wyre and the only town with a train station offering the main alternative for commuters to avoid congestion on the strategic road network as well as a strong bus network.

4.17 There has been no presentation of alternate transport strategies for Poulton to increase the housing allocation. Such alternate strategies could be based on locating higher levels of development close to amenities and public transport which then reduces the need to travel by car in the first place. An alternate strategy could promote additional bus services linking new development sites with the town centre, train station as well as the main employment areas. While bus services are commercially run, the new housing would provide additional patronage and developers often contribute to new services to get them established. The provision of a new bus service can also increase patronage from currently unserved or poorly served residents in Poulton-le-Fylde which generally reduces traffic demand.
The location of development will also affect the commuting patterns. Development in some locations will be able to avoid significant impact on the most critical junctions in Poulton-le-Fylde as drivers have a variety of route choices available to them. As most commuters are heading towards Blackpool then a site located to the west of the A585(T) means that residents can access the main employment draw of the area without affecting the strategic road network. Commuters in this area will be more likely to walk or cycle and use public transport given the close proximity to the main employment opportunities in the Borough.

**Implications for Site DS_05**

By applying a flawed methodology to allocation of housing has led to a considerable limitation of housing numbers within Poulton-le-Fylde and for Site DS_05 in particular.

The DA for Poulton-le-Fylde firstly assesses all the sites in Poulton together so it is not possible to differentiate the beneficial aspects of site DS_05 individually.

Site DS_05 has two access locations with generous frontage which means that the site can deliver around 460 units. By having two access points there are a number of additional advantages. Firstly, a link road through the site allows for direct bus services to pass through the site serving the needs of residents. Secondly, a link offers an alternative route for drivers to bypass Carleton Crossroads which does experience a degree of peak time congestion.

The DA states that all the sites in Poulton are not within 400m of public transport. For site DS_05 that is clearly false and arises from a flaw in the methodology which excludes sites that are more than 400m deep. The following services plus a number of school bus services pass site DS_05:

- Services 14 (10 minute frequency)
- Service 2 (30 minute frequency)
- Service 24 (30 minute frequency)

Some of those services can then reasonably be assumed to divert through the site given the frontage and multiple access options.

The site is also within walking distance of Poulton-le-Fylde train station which offers the principal alternative mode of transport for commuting to the main employment centres of the North West and thereby avoid impacting on the strategic road network. This should make site DS_05 as the prime site to reduce longer distance commuting trips.

The DA does state that site DS_05 is within an ‘adequate’ walk distance of Poulton-le-Fylde town centre, the nearest primary school and GP practice and describes this distance as 800-1600m. While that may be correct in terms of the criteria used it is only due to that fact that the site is large and the methodology takes the measurement from the farthest point of the site. In fact, a significant proportion of the developable area of the site is within 400m of Carleton district centre local shops, St Hilda’s primary school, the Sixth Form College and Carleton’s GP practice.

These locational advantages mean that the vehicle trip rates would be lower and therefore site DS_05 should be identified as one of the primary sustainable development locations within the Borough.
LCC have placed a limit on housing numbers for Poulton-le-Fylde and Site DS_05 based on traffic impact on junctions in the area. LCC have not published evidence on the potential for Site DS_05 to relieve Carlton Crossroads with a new link road through the site. Also the location of Site DS_05 means that drivers are naturally routed away from sensitive junctions on the A586 Garstang Road and form the town centre which again helps to limit the traffic impact. Residents heading to Blackpool and the A585(T) can avoid the town centre altogether. The development is earmarked to fund various traffic management improvements for the town centre as well as improving parking provision and its management to relieve impacts on existing residents and reduce drivers searching for spaces.

A re-appraisal of the accessibility of Site DS_05 based on correct data would place this site as one of the most sustainable and accessible sites within the Borough and would maximise housing here in order to help the Council meet its housing requirements.

5 CONCLUSION

In reviewing the Draft Local Plan, it is clear that the housing numbers is based on the evidence provided by LCC. That evidence is flawed.

Some key evidence has not been published which is unsatisfactory and means that it is not possible to test or scrutinise the evidence base, particularly around Poulton-le-Fylde.

LCC have rejected the three options described in the Options and Issues Report and developed their own hybrid option. However there has been no testing of alternatives or any scrutiny around their preferred option something which we expected would be requested by Wyre Borough Council given that the Local Plan relies upon that evidence.

The evidence has limited the housing numbers based on flawed modelling that focusses on the traffic impact on the strategic road network. A more sustainable strategy would be to focus development on the most sustainable locations with good access to public transport and amenities which limit the number of car trips generated at the outset and only then consider the residual impact on the highway.

The distribution of housing allocations also does not reflect the main commuting patterns which are dominated by flows to and from Blackpool. Any site located to the west of the A585(T) means that residents can access this main commuting draw without using the strategic road network.

The individual site methodology and the analysis used shows errors which mean that sites that should be described as some of the most sustainably located sites in the Borough and where the Local Plan should focus housing are severely limited in the number of dwellings allocated.

Considering the LCC evidence to limit housing within Poulton-le-Fylde and Site DS_05 in particular, the flawed methodology and errors in the assessment should open up a re-appraisal of the housing numbers. Given the excellent accessibility credentials of site DS_05 being located close to amenities and public transport links as well as the potential to mitigate traffic impacts means that this is one of the prime locations in the local plan where housing should be maximised.
Appendix A  Highway Constraints and Mitigation Measures – Wyre Borough
Note points 15-17 are not included on the above plan, however 15 and 16 are located close to points 8-10 and 17 is located close to point 3

Some of the highlighted pinch points within Figure 4 have some form of mitigation in place or have allocated funding for improvements. Mitigation will not necessarily ease congestion and safety concerns to a level which may enable additional housing development over the Local Plan period. Highlighted junctions include:

1) M55 Junction 1 - LCC are still working with developers who are progressing with large development proposals in order to facilitate and secure developer contributions to support the delivery of a junction improvement and other linked corridor measures, in line with CIL Regulations.
2) A6 / B5269 junction (Broughton) - Broughton bypass will ease congestion at this pinch point. This will be completed late summer 2017.
3) A6/ Croston Barn Lane / Cockerham Road / Green Lane / Croston Road
4) M55 Junction 3.
5) Garstang Road (A586) / Garstang New Road (A585) / Windy Harbour - Highways England have recently realigned and widened the existing cross roads to create extra lanes through the junction to ease congestion.

6) Garstang Road (A586) / Garstang New Road (A585) / Pool Foot Lane - Highways England A585(T) Windy Harbour to Skippool scheme will ease congestion.

7) Shard Road (A588) / Mains Lane - Highways England A585(T) Windy Harbour to Skippool scheme will ease congestion.

8) Lower Green (A588) / Garstang Road East.

9) Garstang Road West / Garstang Road East / Hardhorn Road / Higher Green (A588)

10) In and around Breck Road / Blackpool Old Road Junction - Hardhorn link road and pedestrian crossing will ease congestion.

11) Skippool roundabout / Breck Road and Skippool Road / Skippool roundabout - Highways England A585(T) Windy Harbour to Skippool scheme will ease congestion

12) Norcross roundabout A585(T) - LCC are working closely with Wyre BC and HE to progress the opportunity for suitable mitigation at this pinch point.

13) B5412 / A585(T) roundabout - LCC are working closely with Wyre BC and HE to progress the opportunity for suitable mitigation at this pinch point

14) A6/A586 priority junction – LCC are working closely with developers to deliver an improved junction here. Its delivery can be phased in line with funding, but the completed improvement will be a signalised junction.

15) Garstang Road East / Moorland Road (not shown on plan).

16) Garstang Road East / Aldon Road (not shown on plan).

17) A6 / Longmoor Lane – LCC are working closely with developers to deliver an improved junction here (not shown on plan).

In addition to the above congestion constraints LCC have developed an A6 Barton to Garstang Sustainable Transport Strategy (including safety and network efficiency). The strategy will deliver a number of improvements that will address concerns over highway safety and promote walking, cycling and public transport use as well as junction/network efficiency. Its delivery with other highway changes maximises the level of development that can be accommodated, its funding is from development.
Appendix C: Poulton-le-Fylde Highway Mitigation Strategy

Poulton mitigation strategy (produced by LCC)

24th Feb 2017

The following list of mitigation measures has regard to other changes agreed with other developers within Poulton-le-Fylde. When delivered by development linked to development sites and quantum as indicated in the main report will provide sufficient change to mitigate against their impacts, thus maximising the level of development that come forward as part of this local plan (when adopted).

Background traffic levels will be regularly monitored at key locations in Wyre to evaluate the operation of the network and data collected will be used to maximise its reliability.

1. Hardhorn Road with Highcross Road/Beech Drive
   Phase 1 – as per Ashley Helm 1409/08; IO_32 to deliver.
   Phase 2 – provide right turn storage, road width to be increased to around 8.5m (2@3m+right turn @ 2.5m) land required is within highway boundary; IO_32 to deliver.

2. Hardhorn Road/Garstang Road East
   Phase 1 – MOVA – secured through a separate development.
   Phase 2 – Update Garstang Road East (GRE) pedestrian crossing to a puffin; IO_32 to deliver.
   Phase 3 – provide early start from Hardhorn Road, provide Z markings, renew and update kerbs at junction including mobility improvement in vicinity of junction such as update and renew kerbing and tactile kerbing; IO_32 to deliver.

3. Garstang Road East (GRE)
   Phase 1 – as per Ashley Helm 1409/07, 1409/09 (to be amended) IO_32 to deliver.

4. Lower Green/GRE
   Phase 1 – in addition to the GRE, Kerbline changes on Lower Green and Argyle Road, update TRO’s, remark (offset) centre line on Lower Green; IO_32 to deliver.

5. Traffic management measures, sustainability town centre car park and town centre changes;
   Committed development, IO_32 and DS_5 to deliver:
   1. Review and where necessary amend weight restrictions on roads within residential corridors of lower class of road within Poulton.
   2. Signing and declutter strategy, funding to amend and remove unnecessary signing.
   3. Residents parking near Poulton Town centre.
4. Parking:
   a. DS_5 to deliver a Car Park with access onto Poulton Road/Tithebarn Street (to be managed/maintained by Wyre or by the developer (typically through a management company)).
   b. Town centre parking review both on and off street.
   c. Parking charges/duration of stay.
   d. User types and numbers i.e. disabled.

5. Continuous cycle provision (including from the DS_5 site to the railway station with suitable illumination to be used at all times of day); covered/secure parking in and around the TC/railway station/civic centre etc.

6. Upgrade pedestrian crossing between Holts Lane and Poulton Industrial Estate delivered by network rail and IO_32.

7. Blackpool Old Road Queen Street.

8. Chapel Street/Vicarage Road changes.

A585 (Highways England (HE) responsibility):

6. Little Thistleton junction (Fylde)
   o HE to undertake a feasibility study next financial year, any resulting scheme to improve junction efficiency and operation. Scheme to support rerouting bypassing Poulton (would require a traffic calming scheme in Little Singleton), its provision would maintain the route as a useable corridor. HE funding would be subject to satisfying a business case and need, based on safety.

7. Norcross Roundabout
   o Scheme to improve access onto the A585 and its reliability (scheme previously promotes by HE).

8. Skippool
   o Scheme to improve access onto the A585 and junction reliability.

9. Shard Bridge (Fylde)
   o Scheme to improve access onto the A585 and junction reliability.

10. Little Singleton (Fylde)
   o Scheme to improve access onto the A585 and junction reliability.
Update – September 2017

The Poulton Mitigation Strategy has been developed to facilitate development by promoting the use of sustainable transport modes and encouraging a modal shift. It also is focused on promoting safer and healthier travel.

Increasing the number of people walking, cycling and using public transport has the potential to;

- Reduce traffic congestion, noise pollution and air pollution,
- Improve personal health (physiological and psychological),
- Enhance the public realm through highway decluttering and re-assignment of highway space.

The Strategy suggests a number of highway improvements which will address capacity and safety issues.

The Strategy also promotes sustainable travel by;

- supporting pedestrian and cycle facilities,
- supporting bus improvements and contributions towards rail improvements such as improving infrastructure and subsiding new or better services,
- traffic management schemes such as local safety schemes, traffic-calming measures and contributions to Home Zone initiatives,
- supporting parking management schemes such as ‘residents only’ parking

The Strategy will be implemented through a combination of s278 highway improvements and s106 developer contributions.

The Strategy will be reviewed on a regular basis as an when developments come forward or changes to the highway network or environment occur.
A sample DA sheet with guidance on how to complete it is provided in Figure 13. Where numerous indicative development sites are in the same locality, they will be assessed using a single DA sheet.
Figure 13 – Sample DA sheet

Each DA sheet is accompanied by a map showing potential development sites. The A site’s IO reference is taken form the Issues and Option document.

<table>
<thead>
<tr>
<th>Site information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corridor:</td>
</tr>
<tr>
<td>e.g. Peninsula</td>
</tr>
<tr>
<td>Locality and site references:</td>
</tr>
<tr>
<td>e.g. Hambleton, Site references e.g. IO_xx, IO_xy</td>
</tr>
<tr>
<td>Recommended number of dwellings</td>
</tr>
<tr>
<td>Number of dwellings recommended by LCC that can be accommodated by the local highway network.</td>
</tr>
<tr>
<td>Predicted increase in two way vehicle trips during peak hour based on the recommended number of dwellings</td>
</tr>
<tr>
<td>Possible increase in trips on the network. This calculation is based on trip rates of 0.514/household during peak hour. The trip rate was derived using the TRICS software database and resultant vehicle trips distributed appropriately across the network.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Site overview</th>
</tr>
</thead>
<tbody>
<tr>
<td>Access</td>
</tr>
<tr>
<td>Are there congestion problems or any other issues affecting the potential access frontage?</td>
</tr>
<tr>
<td>Observed speed data was used to assess congestion. Identifying narrow lanes was undertaken via google street view. In general development scale &lt;75 one vehicular access, &lt;300 one vehicle access and emergency access, &gt;300 more than one vehicle access. These are advisory requirements.</td>
</tr>
</tbody>
</table>
| **Vehicles** | Will it significantly contribute to congestion on known strategic pinch points? | Contribution to the following (as per '2.2 Congestion'):
1) M55 Junction 1
2) M55 Junction 3
3) A585 Shard Bridge / Shard Road
4) 'A' roads in and around Poulton |
| **Public transport** | Are there other development sites within the area of influence which compounds congestion problems at strategic pinch points? | e.g. Stalmine |
| **Public transport** | Is the whole site within 0-400m of a public transport stop (bus or tram) with an operating service during Tuesday 07.00 to 10.00 | See section 2.3.1 bus services. |
| **Pedestrian** | Pedestrian access to and around the site: | A brief evaluation of the width of pedestrian footways which provide accessibility to the site. General required footway width 2m, combined cycleway/footway 3.5m. Heavily patronised routes will require greater width (see Manual for Streets 1 and 2, Creating Civilised Streets and DfT's Inclusive Mobility) |
### Accessibility

| Distance to nearest local centre: | Accessibility is defined as the site’s proximity as the crow flies (using walking distances from the furthest part of the site) to local centres, primary schools and GP surgeries. Local centres have been defined within the draft 2008 Wyre Local Centres Study[^4]. The rating bands are:  
0 - 800m Good  
800m - 1600m Adequate  
Over 1600m Poor |
| Distance to nearest primary school | See above ‘distance to nearest local centre’ |
| Distance to nearest GP: | See above ‘distance to nearest local centre’ |

### Comments

**Maximum number of dwellings recommended – XX**  
(In most cases this can be split between sites up to the maximum recommended, although there may be some individual sites where no development can be supported.)

Further comments and summary section.  
Where a master planning approach is recommended, the expectation is that this would be carried out by the local planning authority and/or prospective applicant(s) in conjunction with landowner(s), developer(s) and other local stakeholders. The highway authority should be involved in the process.

[^4]: The draft 2008 Wyre Local Centres Study was only ever published as a draft. The study is being updated as part of the Local Plan process.
It is noted that the accessibility measure within the DA applies an ‘as the crow flies’ buffer rather than a ‘network analysis’ buffer. Figure 14 highlights the difference between the two.

**Figure 14 – Buffer types**

*Crow flies buffer*  
*Network analysis buffer*

<table>
<thead>
<tr>
<th>Key</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Bus stop</strong></td>
</tr>
<tr>
<td><strong>Buffers</strong></td>
</tr>
<tr>
<td><strong>Highway network</strong></td>
</tr>
</tbody>
</table>

The ‘as the crow flies’ buffer shows that more of the network has access to the bus stop. This is because the ‘as the crow flies’ buffer does not factor if an individual can travel to the bus stop via the existing network. Whilst the ‘as the crow flies’ buffer approach is appropriate at the Local Plan stage, at planning application stage the ‘network analysis’ approach is more appropriate and it expected to be used.

### 3.3 A6 corridor

The A6 corridor has strategic pinch points, the most significant pinch point restricting housing development is Junction 1 M55. Congestion at this point severely restricts the level of additional housing development along the A6 corridor from Junction 1 up to and including south and central Garstang (severe restriction zone (n1)) where there is a propensity to travel southbound along A6 (rather than northbound towards M6 J33).
Poulton-le-Fylde

### Site information

<table>
<thead>
<tr>
<th>Corridor:</th>
<th>Peninsula</th>
</tr>
</thead>
<tbody>
<tr>
<td>Locality and site references:</td>
<td>Poulton-le-Fylde; IO_31, O_32, IO_33 &amp; IO_34, IO_19, DS_05, DS_07, DS_08</td>
</tr>
<tr>
<td>Recommended number of dwellings</td>
<td>390</td>
</tr>
<tr>
<td>Predicted increase in two way vehicle trips during peak hour:</td>
<td>200</td>
</tr>
</tbody>
</table>

### Site overview

<table>
<thead>
<tr>
<th>Access</th>
<th>Are there congestion problems or any other issues affecting the potential access frontage?</th>
<th>Highlighted in accompanying map</th>
</tr>
</thead>
</table>
| Vehicles | Will it contribute to congestion on known strategic pinch points? | 1) M55 Junction 3  
2) 'A' roads in and around Poulton |
| Are there other development sites within the area of influence which compounds congestion problems at strategic pinch points? | M55 Junction 3 - Thornton, Hambleton, Stalmine, Great Eccleston, Knott End, Preesall, Fleetwood, Cleveleys, Inskip, Pilling & St Michael's on Wyre |
| Public transport | Is the whole site within 0-400m of a public transport stop (bus or tram) with an operating service during Tuesday 07.00 to 10.00 | No |
| If yes what is the frequency? | _ | |
| Pedestrian | Pedestrian access to and around the site: | 1.5m - 2m |
Distance to nearest local centre: Adequate (800m - 1600m) for DS_05, IO_31, IO_32 & IO_34. Poor (>1600m) for IO_33.

Distance to nearest primary school: Adequate (800m – 1600m) for IO_31 & IO_32, DS_05. Poor (>1600m) for IO_33.

Distance to nearest GP: Adequate (800m – 1600m) for DS_05. Poor (>1600m) for all other sites.

**Comments**

Maximum number of dwellings recommended – 390

The severity of the existing congestion issues in and around Poulton is highlighted in the accompanying map. A Technical Report has been commissioned to consider in detail the capacity of the local network within Poulton-le-Fylde.

The commissioned report within its conclusion states that 'developments generating significant additional traffic cannot come forward without worsening the existing above demonstrated congestion issues where two of the 11 junctions analysed are already failing in the AM and PM peak periods. Therefore transport intervention is required to accommodate any future development and even to cater for background traffics growth'.

A Poulton mitigation strategy, see appendix F has been developed in conjunction with the commissioned report and working with developers. The delivery of the strategy will provide a level of benefit that could be used to support a limited number of additional dwellings to the south of Garstang Road East/West, and to the north of Poulton.

With regard to sites there is some merit to the eastern section of site DS_05 with vehicle access from Poulton Road/Tithebarn Street. The site would have merit as the access would be in close proximity to the town centre with its services and also have a route to the A585 without passing through the town centre. A site coming...
forward in this location would also need to include a car park for town centre uses, as highlighted in the mitigation strategy. This is required to accommodate further town centre demand as a result of additional dwellings and parking displacement that will occur. The residual dwellings that can be accommodated from the south, IO 32 has benefit as it can access Poulton Industrial Estate (for sustainable modes) and the food retail within. IO 32 to deliver other key elements of the strategy. Combined DS_5 and IO_32 with that already committed to deliver the whole strategy.
Indicative housing sites within Poulton-le-Fylde