Local Review LRB Ref 131 Planning Application Reference 15/00764/APP Erect dwelling house on Plot to the North of Shalom, Rathven Station, Buckie, Moray

Response from Transportation, Moray Council

- 1. This document is in response to the Notice of Review and the Statement of Case submitted on behalf of Mr Alfie Morriston and sets out observations by Transportation on the application and the grounds for seeking a review.
- 2. This review concerns planning application 15/00764/APP for the erection of a dwelling house on a site served by existing sub-standard accesses onto the A98 Fochabers-Cullen Road.
- 3. The Local Review Board (LRB) is advised that a previous planning application for a single house on the same site, application no. 14/02054/APP was also refused in December 2014 on grounds which included road safety.
- 4. Transportation received the consultation for planning application 15/00764/APP on 5 May 2015. A copy of the consultation response is attached (TMC01).
- 5. The A98 is part of the strategic road network in Moray, providing an important link along the coast of Moray into North Aberdeenshire. The road is a North East Safety Camera Partnership (NESCAMP) Route (Route 6). The aim of NESCAMP is to significantly reduce the number of people that are killed or seriously injured on roads in the North East, in particular where traffic speed is a contributory factor.
- 6. The A98 is a key route for the movement of goods both within Moray and to locations beyond. The eastern of the two accesses serving the site is only 85 metres from the A98/U65L March Road junction, which provides access to the eastern industrial areas of Buckie and is the main route to Buckie Harbour for commercial vehicles.
- 7. The accesses onto the A98 which would serve the appeal site are narrow and at an acute angle to the public road. Turning onto the A98 can be difficult depending on the direction of travel. The accesses currently serve six dwellings, with planning permission granted for a further two dwellings (granted through an appeal to Scottish Government).
- 8. Transportation's consideration of the site noted that whilst the accesses onto the A98 are on a straight section of road, the visibility from both accesses is restricted by vegetation, including a mature beech hedge to the west and trees and hedges between the two accesses. Part of this vegetation lies out with the road verge.
- 9. Sightlines from both accesses are further obstructed by vehicles which are parked in a lay-by on the northern side of the A98 located between the two accesses. Photographs of the sightlines from the two accesses are attached (TMC02).
- 10. Recorded accident data in the vicinity of the two accesses was obtained and assessed during Transportation's consideration of planning application 15/00764/APP. The recorded accidents are shown on the attached plan (TMC03). Summary data for each recorded accident is also attached (TMC04).

Local Review LRB Ref 131 Planning Application Reference 15/00764/APP Erect dwelling house on Plot to the North of Shalom, Rathven Station, Buckie, Moray

- 11. It should be noted that Transportation's consultation response dated 19 May 2015 refers to the number of recorded accidents 2009-2013, omitting one accident shown on the plan (TMC03) which was recorded in 2008.
- 12. There is a history of accidents involving vehicles turning right into side roads/accesses on this stretch of the A98. Five of the eight accidents recorded involve conflicts between vehicles where one of the vehicles is either waiting to or in the process of making a right turn manoeuvre from the A98 into a side road or access. This includes one accident involving a vehicle waiting to turn right into the eastern access.
- 13. The existence of the two accesses at this location is a matter of fact and therefore some degree of conflict and interference to the passage of through vehicles already occurs. However the intensification of that interference which this proposal would engender would be detrimental to road safety.
- 14. The planning permission for two further dwellings to be served by the two accesses is also a matter of fact (planning permission 08/01235/FUL). Transportation objected to this planning application on road safety grounds. The application was refused on road safety and other grounds. However when the applicant appealed to the Scottish Government, Transportation's objections were not supported by the reporter (see appellant's submission of decision notice for planning appeal P/PPA/300/318).
- 15. It should be noted that the appeal decision notice is dated 18 February 2009. Seven of the eight accidents shown on TMC03 occurred after 18 February 2009, which includes the two accidents at the eastern access onto the A98. Transportation considers these accidents, the majority of which include vehicles making right turn manoeuvres into side roads/accesses, to be a material consideration.
- 16. The appellant states that 'There are no reported accidents in this area due to poor visibility'. However there is no comment in the statement on the reported accidents involving right turn manoeuvres into side roads/accesses.
- 17. The appellant's submission also includes the following statement in relation to visibility at the two accesses, 'Visibility in both directions is excellent and any overgrown foliage could easily be trimmed back and maintained.' The appellant has made no submission to demonstrate the extent of the visibility splays which could be provided within the road verge.
- 18. Visibility splays for private accesses onto the public road are required to ensure that there is adequate inter-visibility between vehicles on the public road and a vehicle at the private access onto the public road.
- 19. Visibility splays relate to the visibility available to a driver at or approaching a junction in both directions. It is related to the driver's eye height, object height above the road, distance back from the main road known as the 'x' distance and a distance along the main road known as the 'y' distance. The 'y' distance is related either to a) the design

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speed of the road and a corresponding 'stopping sight distance' or b) in some circumstances may be based on observed '85th percentile vehicle speeds'.

- 20. The required 'x' distance for a visibility splay serving this level of development (taking into consideration both existing and proposed dwellings) is 4.5 metres. The required 'y' distance for the A98 at this location, where the speed limit is 60 mph and observed 85th percentile vehicle speeds are just below this limit, is 215 metres. The visibility splays would be required in both directions at both of the accesses onto the public road.
- 21. Sections of the visibility splays lie within land out with the road verge. No evidence was submitted as part of planning application to demonstrate that the appellant has the agreement of the relevant land owner(s) for the clearance of the obstructions and on-going maintenance where the splays cross their land. Furthermore there has been no evidence submitted as part of the documents for this Local Review.
- 22. It should also be noted that vehicles parked within the existing lay-by on the northern side of the road also obstruct sightlines. This lay-by is well utilised and the only lay-by on the northbound side of the A98 between Fochabers and Cullen.
- 23. A detailed description of the relevance and consideration of visibility splays is attached (TMC05) which is an extract from The Moray Council document Transportation Guidelines for Small Developments in the Countryside (TRSDC). TRSDC was approved at the Economic Development & Infrastructure Committee on 20 April 2010.
- 24. The proposed development would lead to an intensification of use of two existing accesses with sub-standard alignment and at a location on the strategic road network where there is a history of accidents involving right turn manoeuvres. Furthermore there is no evidence to indicate the necessary visibility splays can be provided.
- 25. Transportation, respectfully, requests the MLRB to uphold the decision by the appointed officer. In particular on the grounds that Moray Local Plan Policy T2: Provision of Road Access is not satisfied.

Transportation 9 September 2015

Documents

- TMC01 Transportation Consultation Response dated 19 May 2015
- TMC02Site Photographs 13 May 2015
- TMC03 Location of Reported Accidents
- TMC04 Accident Data (Summarised)
- TMC05 Extract on Visibility Splays from Transportation Requirements for Small Developments in the Countryside

Consultation Request Notification

Dianning Authority Name	The Morey Council	
Planning Authority Name	The Moray Council	
Response Date	19th May 2015 15/00764/PPP	
Planning Authority Reference		
Nature of Proposal	Erect dwellinghouse on	
(Description)		
Site	Plot To The North Of Shalom	
	Rathven Station Buckie	
	Moray	
Site Postcode	N/A	
Site Gazetteer UPRN	000133068507	
Proposal Location Easting	344015	
Proposal Location Northing	864602	
Area of application site (Ha)	2100 m ²	
Additional Comment		
Development Hierarchy Level	LOCAL	
Supporting Documentation	http://public.moray.gov.uk/eplanning/centralDis	
URL	tribution.do?caseType=Application&keyVal=N	
	NB1CPBG0CR00	
Previous Application	14/02054/PPP	
Date of Consultation	5th May 2015	
Is this a re-consultation of an	No	
existing application?		
Applicant Name	Mr Alfie Morrison	
Applicant Organisation Name		
Applicant Address		
Agent Name	Plans Plus	
Agent Organisation Name	Plans Plus	
	Main Street	
	URQUHART	
Agent Address	By Elgin	
	Moray	
	IV30 8LG	
Agent Phone Number		
Agent Email Address	N/A	
Case Officer	lain T Drummond	
Case Officer Phone number	01343 563607	
Case Officer email address	iain.drummond@moray.gov.uk	
PA Response To	consultation.planning@moray.gov.uk	

NOTE:

If you do not respond by the response date, it will be assumed that you have no comment to make.

The statutory period allowed for a consultation response is 14 days. Due to scheduling pressures if a definitive response is not received within 21 days this may well cause the two month determination period to be exceeded.

Please respond using the attached form:-

MORAY COUNCIL

PLANNING CONSULTATION RESPONSE

From: Transportation Manager

Planning Application Ref. No: 15/00764/PPP

Erect dwellinghouse on Plot To The North Of Shalom Rathven Station Buckie Moray for Mr Alfie Morrison

I have the following comments to make on the application:-

(a)	I OBJECT to the application for the reason(s) as stated below	Please x X
(b)	I have NO OBJECTIONS to the application and have no condition(s) and/or comment(s) to make on the proposal	
(c)	I have NO OBJECTIONS to the application subject to condition(s) and/or comment(s) about the proposal as set out below	
(d)	Further information is required in order to consider the application as set out below	

Reason(s) for objection

<u>Policies</u> T2 Road Access IMP1 (c) Development Requirements Transportation Requirements for Small Developments in the Countryside

Background

The proposed development would intensify the use of two existing accesses to Rathven Station Cottages on a stretch of the A98 Fochabers-Culllen Road which carries significant traffic movements. The accesses are narrow and at an acute angle to the public road. Turning onto the A98 can be difficult depending on the direction of travel.

The alignment of the A98 at this location is straight and overtaking occurs. The 85th percentile vehicle speeds on this section of the A98 are just below the national speed limit (60 mph). Accident data has been inspected and there are 7 recorded accidents on the section of the A98 starting 200 metres to the west of the western access and ending at 200 metres to the east of the eastern accident. Of these accidents 2 were located at the eastern access to Rathven Station Cottages.

The existence of these accesses in this location is a matter of fact and therefore some degree of conflict and interference to the passage of through vehicles already occurs. However the intensification of that interference which this proposal would engender would be detrimental to road safety.

As far as can be determined from the submitted plans, the Applicant does not appear to control sufficient land to provide adequate visibility and improvements at the accesses onto the A98.

Reason for Objection(s)

The proposed development, if permitted, would involve the intensification of use of two existing vehicular access onto A98 Fochabers- Cullen Road where visibility is restricted by the adjacent hedges/ trees/ obstructions and would be likely to give rise to conditions detrimental to the road safety of road users contrary to Moray Local Plan policies T2 Provision of Access and IMP1 Development Requirements.

Other Comments

The proposed development requires the provision of visibility splays at both accesses onto the public road which cross land out with the site and the public road verge. There have been no drawings have been submitted to show the provision of the required 4.5 metres by 215 metres visibility splays at each of the two accesses. No evidence has been submitted to demonstrate that the required visibility splays have the agreement of the relevant land owner(s) for the clearance of obstructions and on-going maintenance where the splay crosses their land. It should be noted that between the two accesses there is a lay-by. Vehicles parked within this lay-by would also obstruct sightlines from both of the two accesses serving the site.

Contact: DA

Date 19 May 2015

email address: <u>transport.develop@moray.gov.uk</u> Consultee: TRANSPORTATION

Return response to	consultation.planning@moray.gov.uk

Please note that information about the application including consultation responses and representations (whether in support or objection) received on the proposal will be published on the Council's website at <u>http://public.moray.gov.uk/eplanning/</u> (You can also use this site to track progress of the application and view details of any consultation responses and representations (whether in support or objection) received on the proposal). In order to comply with the Data Protection Act, personal information including signatures, personal telephone and email details will be removed prior to publication using "redaction" software to avoid (or mask) the display of such information. Where appropriate other "sensitive" information within documents will also be removed prior to publication online.

TMC 02

A – Photograph taken of western access at eye level from an 'x' distance of 4.5m facing East



B – Photograph taken of western access at eye level from an 'x' distance of 4.5m facing West



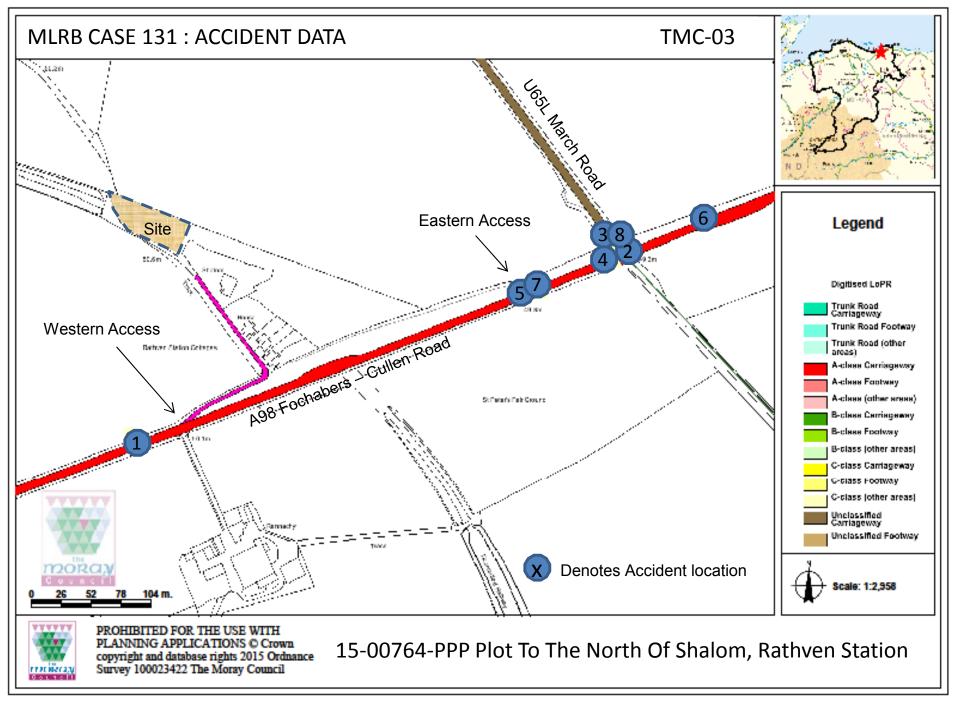
TMC 02

C – Photograph taken of eastern access at eye level from an 'x' distance of 4.5m facing West



D – Photograph taken of eastern access at eye level from an 'x' distance of 4.5m facing East





MLRB CASE 131

Ref 1:

Date 22/10/2008 Time 18:15:00 Location Easting 344012 Location Northing 864425 Speed limit 60mph Junction detail Private drive/entrance Light conditions Darkness, no street lights Weather Fine, no high winds Road surface condition Dry

Ref 2:

Date 12/03/2009 Time 17:30:00 Location Easting 344430 Location Northing 864580 Speed limit 60mph Junction detail T/staggered junction Light conditions Daylight, no street lighting Weather Fine, no high winds Road surface condition Dry Vehicle:1 Vehicle type Car Vehicle movement from N Vehicle movement to SW Manoeuvres Turning right Skidding and overturning No skidding, jack-knifing, overturning

Hit object in carriageway None

TMC 04 ACCIDENT DATA

Vehicle: 2

Vehicle type Car Vehicle movement from NE Vehicle movement to SW Manoeuvres Overtaking moving veh. on its o/s Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Vehicle: 1 Vehicle type Car Vehicle movement from E Vehicle movement to NW Manoeuvres Waiting to turn right Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Vehicle: 3 Vehicle type Car Vehicle movement from E Vehicle move`ment to W Manoeuvres Waiting to go ahead, held up Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway Parked vehicle

Vehicle: 2 Vehicle type Car

Vehicle movement from E Vehicle movement to W Manoeuvres Waiting to go ahead, held up Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway Parked vehicle

Vehicle: 4

Vehicle type Car Vehicle movement from E Vehicle movement to W Manoeuvres Going ahead - other Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway Parked vehicle

Ref 3:

Date 20/04/2009 Time 22:00:00 Location Easting 344410 Location Northing 864590 Speed limit 60mph Junction detail T/staggered junction Light conditions Darkness, no street lights Weather Fine, no high winds Road surface condition Dry

Ref 4:

Date 12/07/2009 Time 17:30:00 Location Easting 344420 Location Northing 864570 Speed limit 60mph Junction detail Crossroads Light conditions Daylight, no street lighting Weather Rain/hail, no high winds Road surface condition Wet or damp

Vehicle: 1

Vehicle: 1

Vehicle type Car

Vehicle movement from E

Manoeuvres Turning right

Hit object in carriageway Kerb

Vehicle movement to N

Vehicle type Car Vehicle movement from NE Vehicle movement to SW Manoeuvres Overtaking moving vehicle on its o/s Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Skidding and overturning No skidding, jack-knifing, overturning

Vehicle: 2

Vehicle type Car Vehicle movement from NE Vehicle movement to NW Manoeuvres Turning right Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Ref 5:

Date 20/07/2010 Time 22:45:00 Location Easting 344340 Location Northing 864540 Speed limit 60mph Junction detail Other junction Light conditions Daylight, no street lighting Weather Fine, no high winds Road surface condition Dry

Ref 6:

Date 13/03/2011 Time 19:20:00 Location Easting 344500 Location Northing 864600 Speed limit 60mph Junction detail Not at or within 20m of junction Light conditions Darkness, no street lights Weather Rain/hail, with high winds Road surface condition Wet or damp

Ref 7:

Date 03/04/2012 Time 06:20:00 Location Easting 344350 Location Northing 864540 Speed limit 60mph Junction detail Not at or within 20m of junction Light conditions Daylight, no street lighting Weather Snow, no high winds Road surface condition Snow

Ref 8:

Date 22/07/2012 Time 11:35:00 Location Easting 344430 Location Northing 864570 Speed limit 60mph Junction detail T/staggered junction Light conditions Daylight, no street lighting Weather Fine, no high winds Road surface condition Dry

Vehicle: 1 Vehicle type Car Vehicle movement from E Vehicle movement to W Manoeuvres Going ahead - other Skidding and overturning Skidded Hit object in carriageway None

Vehicle: 1 Vehicle type Car Vehicle movement from SW Vehicle movement to NE Manoeuvres Going ahead - other Skidding and overturning Overturned Hit object in carriageway None

Vehicle: 1 Vehicle type Car Vehicle movement from W Vehicle movement to E

Vehicle: 1 Vehicle type Car Vehicle movement from E Vehicle movement to W Manoeuvres Going ahead - other Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Vehicle: 2

Vehicle type Car Vehicle movement from E Vehicle movement to N Manoeuvres Waiting to turn right Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

Manoeuvres Going ahead - other Skidding and overturning Skidded Hit object in carriageway None

Vehicle: 2

Vehicle type Car Vehicle movement from E Vehicle movement to N Manoeuvres Waiting to turn right Skidding and overturning No skidding, jack-knifing, overturning Hit object in carriageway None

deficiency in achieving a suitable and safe access to new developments along these roads.

- 5.4.2 The provision of passing places on single track roads in the countryside requires a strategic approach i.e. passing places which are appropriately spaced and in locations which will provide benefit where there is restricted forward visibility.
- 5.4.3 The location of proposed new developments that will be eligible for the provision of a passing place/several passing places (based on scale of development) are those which are adjacent to single track roads and more than 500 metres from the junction with a S2 (single carriageway 2 lane) road. Eligible developments will be required to provide a maximum of one new passing place on the single-track road per dwelling.
- 5.4.4 The location of existing passing places on single track roads will be taken into account when considering each development proposal.
- 5.4.5 If an applicant has land which can facilitate a passing place in a strategic location then this method of delivering a passing place will be considered. Any proposal for a passing place should be included in the planning application, shown on the planning application drawings along with evidence of control of the land. Delivery of the passing place would be a condition of the development, prior to the commencement of development. The passing place will form part of the adopted road and will therefore require road construction consent.
- 5.4.6 From 1st June 2010, in the absence of a proposal for provision of a passing place as part of a relevant planning application Moray Council will seek a Developer Contribution from applicants in lieu of the provision.
- 5.4.7 An assessment of the inter-visibility of passing places will be required to confirm the location and number of passing places required between the proposed development and the two-lane road.
- 5.4.8 The dimensions required for passing places are shown at **Appendix C.**

5.5 Visibility Splays

- 5.6.1 Due to the higher traffic speeds on unrestricted rural roads a significant factor to consider is the provision of adequate visibility where an access joins the public road network. The visibility splay is an essential feature of the access and access lay-by provision.
- 5.6.2 Drivers emerging from the property, about to join the public road, must have an unobstructed view to the left and right, across the verge and land adjacent to the road, to see if there is any approaching traffic.

- 5.6.3 The visibility splay also enables traffic on the public road to see all road users leaving the property. The size of the visibility splay depends on the speed limit or observed vehicle speeds on the public road. It is necessary to consider the driver's line of vision, in both the horizontal and vertical planes, and the stopping distance of the vehicle. Where the applicant does not provide observed vehicle speed data the speed limit is used.
- 5.6.4 The distance along the public road, Y distance, is the distance the driver needs to see along the road edge (see table below). This is measured from the centre line of the access to the location on the road of the approaching vehicle, which varies depending on the speed of approaching traffic. The faster the approaching vehicles, the longer the distance required to see and be seen.
- 5.6.5 The distance back from the public road, X distance, is shown in the table below. The distance varies according to the number of dwellings. The distance is taken from the edge of the carriageway back along the centre line of the private access.
- 5.6.6 The visibility splay must be assessed between minimum driver's eye line 1.05 metres above the road up to a height 2m above the road and to an objective points at the end of the Y distance between 0.26m and 2m above the carriageway surface. The assessment must consider obstructions to visibility within the visibility splay including the horizontal and vertical topography in between i.e. hidden dips and crests along the road between these points.
- 5.6.7 The following table shows the Y and X values based on speed limit values.

Speed Limit	30	40	50	60
Y Distance (metres)	90	120	160	215
X Distance (metres)	Single dwelling = 2.4m; > 1 dwelling = 4.5m			

5.6.8 The access, lay-by and visibility splay must be established before building work commences, to ensure a safe access for builders and tradesmen.

5.7 Providing and Maintaining Visibility Splays

5.7.1 When submitting a planning application it is necessary for the applicant to demonstrate that they have, and can maintain control over the visibility splay area. The applicant will have responsibility for the maintenance of clear sight lines over the visibility splay area. If the visibility splay area includes any neighbouring land then the applicant will need to discuss this with the landowner and make arrangements to satisfy the requirement to demonstrate adequate control.

5.7.2 Applicants should give careful consideration to the Trees and Development Supplementary Planning Guidance (published August 2008). Applicants should note that there is a presumption against the felling/removal of trees purely to form an access/visibility. For the avoidance of doubt the visibility splay is an essential feature required for achieving the Moray Local Plan Policy T2 Provision of Road Access.

http://www.moray.gov.uk/moray_standard/page_1650.html#Trees_and_ Development

- 5.7.3 There may be circumstances when the developer wishes to locate the private access on or near a bend in the road. The outside of a bend is the safest option.
- 5.7.4 If there is no alternative arrangement other than to locate the access on the inside of a bend, the applicant must be fully aware of the extent of the area which will be affected by the visibility requirements which they must demonstrate that they have, and can maintain control over, and which must be kept free of obstructions such as buildings, trees and tall shrubs. In these circumstances early consultation with Transportation officers is recommended.

5.8 Parking and Turning of Vehicles

5.8.1 The provision of the minimum number of parking spaces within the curtilage of the property, based on the number of bedrooms, is the normal requirement for rural developments. The levels of parking required are shown in the following table.

Dwelling Description	Spaces
3 or fewer bedrooms	2
4 or more bedrooms	3

- 5.8.2 An equally important requirement is the provision of an adequate turning area. Vehicles that enter the development must be able to turn round out with designated parking spaces, and leave the site in forward gear.
- 5.8.3 This requirement applies, whether you are developing a single house site, or a site with several properties. Vehicles must not reverse out onto the public road. Applicants should consider how materials such as heating oil are delivered and for example place their fuel tank where it can be accessed from the access lay-by. Where there is more than one house this may not be a practical option, then sufficient turning area would normally be required within the development site to enable the delivery vehicle to turn round. Areas provided for turning are in addition to those provided for parking.