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**Subject** King Street, Blackpool - Additional Transport Information

**Date** 30 May 2022

**Job No/Ref** 278729-70

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## 1 Background

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A hybrid planning application (Planning ref 20/0751) for a new commercial office development on land at King Street in Blackpool town centre was submitted by Muse Developments in November 2020.

Arup prepared and submitted a Transport Assessment (TA) in support of the application following pre-application discussions with the local planning and highway authority, Blackpool Council (BC), in October 2020. At the time of the submission of the application, some of the information required to fully assess the transport impacts of the Proposed Development was still awaited from Blackpool Council. Where appropriate, the submitted TA highlighted the additional assessments that were to be undertaken and set out the agreed methodology to be followed in order to undertake the relevant assessments once this information was available.

A Transport Assessment Addendum (TA Addendum) was subsequently prepared by Arup and submitted in January 2021, which presented the additional assessments in accordance with the detail set out in the original TA.

Planning permission was granted in March 2021, with conditions attached. Planning Condition 7a, detailed below, sets out the additional transport information requested by BC.

### **Planning Condition 7a**

Notwithstanding the information submitted, and prior to the commencement of development (excluding demolition and save for enabling works), further transport information shall be submitted to and agreed in writing by the Local Planning Authority. This further transport information shall demonstrate/confirm:

- (i) data sources for traffic flows
- (ii) building occupation numbers, times and days
- (iii) parking demand and distribution
- (iv) pedestrian routes and facilities
- (v) modal split proportions and implications for traffic flows
- (vi) resulting junction loadings and assessments as appropriate based on the review of data and modal split
- (vii) assessment of mitigation requirements
- (viii) necessary mitigation measures for junction capacities

A meeting was held between BC Highways and Arup on 20<sup>th</sup> April 2021 to discuss the requirements to close out Planning Condition 7a. A note outlining the agreed actions from that meeting is provided in Appendix A. A further meeting was held on 29<sup>th</sup> April 2021 with officers from BC Highways and Planning departments to confirm the requirements that were agreed in the earlier meeting.

This note addresses each item identified in Planning Condition 7a. This Technical Note and a series of detailed drawings of proposed highway works will be submitted as part of the reserved matters application.

This note was originally prepared and issued in June 2021. This latest revision (May 2022) has been prepared to reflect the current opening date of the scheme (see section 3).

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## 2 Data sources for traffic flows

During scoping discussions between Arup and BC Highways in 2020 it was agreed that historic traffic data could be used in place of new surveys, due to the ongoing situation with Covid-19. Subsequently, traffic survey data from surveys undertaken in 2015 and 2019 were provided to Arup by BC for use within the Transport Assessment. Although the age of the 2015 data is slightly older than that which would typically be used for assessment, it is considered to represent the most appropriate available source of data. As set out in the TA, due to the impact of Covid-19 in reducing traffic flows in the short-term, it is likely that the flows used are higher than any surveyed flows undertaken at the current time and are therefore considered to be robust.

Table 1 sets out the junctions that were included within the scope of the TA, as agreed with BC, and the source of the survey data used in the assessment.

Table 1: Traffic survey data used in Transport Assessment

Junction		Data Source
1	Cookson Street (A586) / George Street / King Street	Historic BC data - Monday 26 <sup>th</sup> October 2015
2	Cookson Street (A586) / Church Street / Regent Road / Grosvenor Street / Park Road*	Historic BC data - Monday 26 <sup>th</sup> October 2015 (partial)
3	Dickson Road / Topping Street / Talbot Road	Historic BC data - Monday 26 <sup>th</sup> October 2015
4	Talbot Road / Cookson Street (A586)	Historic BC data - Monday 26 <sup>th</sup> October 2015
5	Talbot Road / High Street	Historic BC data - Wednesday 26 <sup>th</sup> August 2015
6	Caunce Street / Cookson Street	Historic BC data - Monday 26 <sup>th</sup> October 2015
7	Caunce Street / Grosvenor Street	No historic data available
8	Grosvenor Street / George Street / New Larkhill Street	No historic data available
9	Springfield Road / Dickson Road	Historic BC data - Monday 26 <sup>th</sup> October 2015
10	Talbot Road / Buchanan Street	Historic BC data - Wednesday 26 <sup>th</sup> August 2015
11	Topping Street/Deansgate	Historic BC data – Wednesday 4 <sup>th</sup> September 2019

As noted in Table 1, no historic data was available at junctions 7 and 8. Given the permitted movements at junction 8, traffic flows could be derived based upon flows from adjacent junctions (i.e. junctions 1 and 10). As there are no major junctions between them, New Larkhill Street is a minor cul-de-sac and Grosvenor Street is one way only, it is possible to derive turning movements based on comparison of the flows either side of the junction. E.g. the difference between the traffic leaving junction 1 in an eastbound direction and that arriving at junction 10 in a northbound direction must have turned right into Grosvenor Street.

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Having derived the southbound flow on Grosvenor Street (and using the eastbound flow from junction 6), the traffic arriving at junction 7 can be derived for the two arms with flow into the junction. Historic data from the original Talbot Gateway Transport Assessment (Planning ref. 09/1582) was used to identify the turning proportions between the ahead movement and the one permitted turn on each arm. This proportion was applied to the derived flows to estimate the turning movements on each arm.

\*It should be noted that the data provided by BC for this junction related to the Cookson Street (A586) / Church Street / Regent Road part of the junction only. The flows for the remainder of the junction were derived in a similar manner to that described for junction 7 above. i.e. flows were proportioned between turning movements for the missing values in accordance with the baseline data from the original Talbot Gateway TA.

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### 3 Growth factors

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As agreed with BC Highways, growth factors obtained from TEMPRO were used to growth the 2015 and 2019 surveyed flows to a base year of 2020 and opening year of 2022 in the TA Addendum. The TA Addendum concluded that the impacts of Proposed Development traffic could be accommodated and that the Proposed Development was acceptable in transport terms.

The opening year of the proposed development is now intended to be 2024. TEMPRO software has been used to derive growth factors to understand the level of traffic growth on the road network between 2022 and 2024. The growth factors are presented in Table 2.

Table 2: Traffic growth factors

Growth Period	Growth Factors	
	AM Peak	PM Peak
2022-2024	1.024	1.023

The derived growth factors indicate that between 2022 and 2024, background traffic is projected to increase by 2.4% and 2.3% in the AM and PM peak periods, respectively. This change in traffic volume is not beyond those expected of typical daily fluctuations, and would therefore not be considered to have a material impact across the study network in traffic terms. Furthermore, the increase in background traffic would result in the Proposed Development having a proportionally lower impact on the highway network.

The conclusion of the TA Addendum therefore stands that the impacts of Proposed Development traffic can be accommodated and that the Proposed Development is acceptable in transport terms.

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## **4 Building occupancy and operation**

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As set out in the planning application, the development will be a building comprising predominantly office space, as well as a small area of floor space for a health assessment centre, totalling approximately 166,000 sq ft of floor space (NIA). The forecast traffic generation is based upon trip rates derived from the TRICS database, which is an industry standard tool. Given that the development type of office-use is well represented within TRICS, it is considered that this will provide an appropriate estimate of the traffic generation of the development and consideration of building occupancy is not relevant at this stage.

The office is expected to be operational during typical office working hours from Monday to Friday. It is acknowledged that there will be some development activity outside of these times, however these numbers will likely be relatively low.

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## 5 Parking demand and distribution

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During the meetings with BC Highways, officers questioned whether the Arup assessment had considered that the existing Wilkinson's car park was due for demolition prior to the occupation of the proposed development, and therefore unavailable for use by future occupants.

Within the original TA, the Wilkinson's car park/Dickson Road car park was included in the description of the existing situation as part of the baseline assessment. However, it was noted in the TA Addendum in Section 3.5 that the demolition of the car park should be considered as a 'committed development' in accordance with the agreed scope with BC. It was noted in the TA Addendum that the traffic survey data would include the traffic associated with this car park (which will not exist in the future) and as such was a robust consideration.

Arup can confirm that the Wilkinson's car park was omitted from the analysis of 'with development' impacts within the TA for the reasons stated above. Table 10 of the TA Addendum demonstrates this through the assumed capacity of the Wilkinson/Dickson Road car park of 0 spaces. As a result, traffic using the development was not assumed to park within the car park and was instead distributed to the remaining car parks within this part of the town centre.

For clarity, the car parks and parking distribution considered within the Transport Assessment are shown in Table 3.

Table 3: Parking distribution

<b>Car park</b>	<b>Capacity (spaces)</b>	<b>Approximate walking distance from proposed development (m)</b>	<b>Assumed proportion</b>
Queen Street	38	400	2.3%
Blackpool North	40	350	2.4%
Banks Street	400	550	24.1%
Talbot Road	580	100	34.9%
East Topping Street (retained section)	80	0	4.8%
Adelaide Street	83	400	5.0%
Church Street	163	270	9.8%
Seed Street	44	400	2.7%
West Street	207	500	12.5%
On-site parking	25	0	1.5%
<b>Total</b>	<b>1,660</b>	<b>n/a</b>	<b>100%</b>

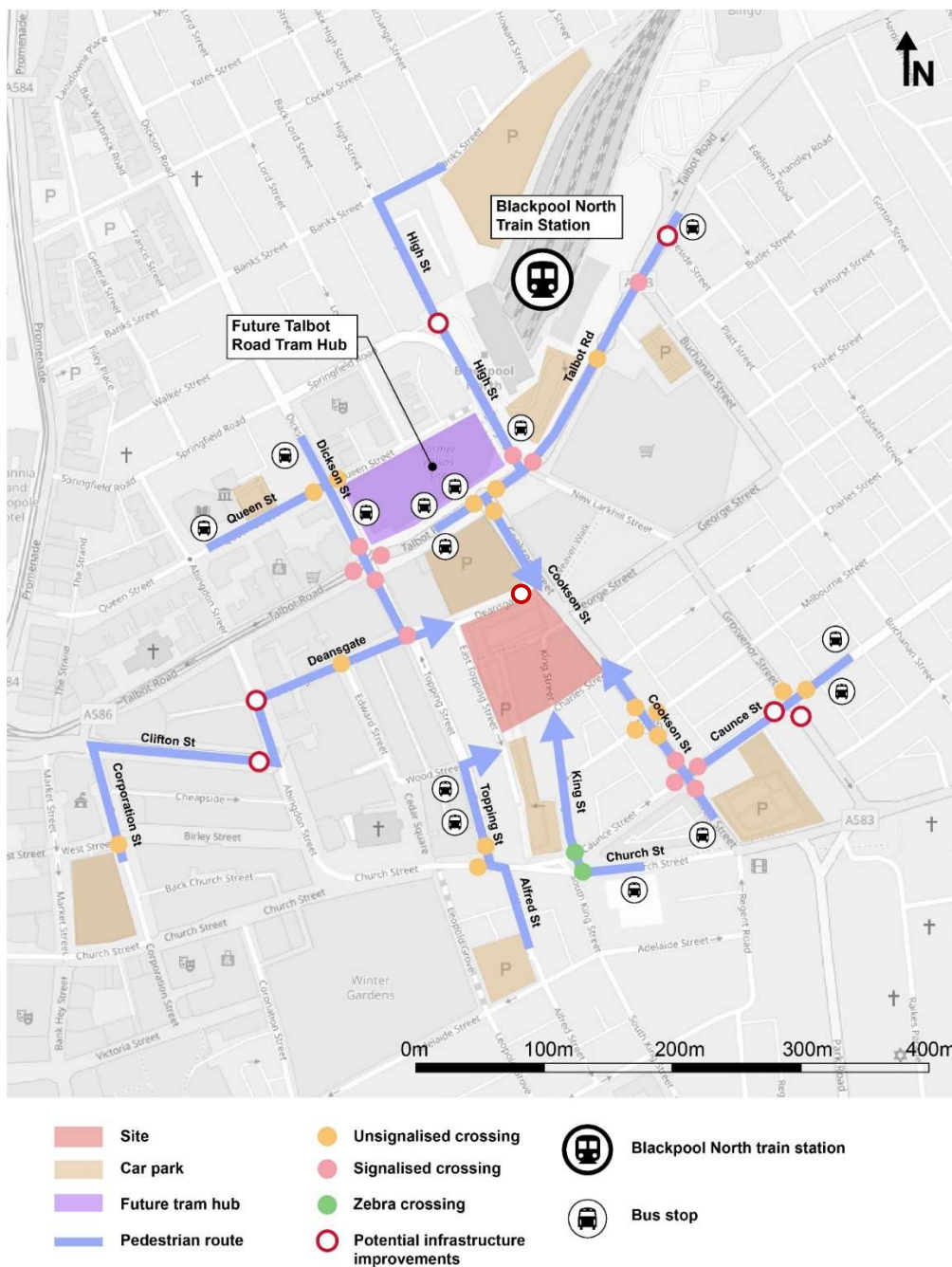
Based on the above capacities, a parking distribution was derived based on a weighting between the capacity and walking distance of each car park from the proposed development.

## 6 Pedestrian routes and facilities

Following clarification of the requirements of this point with BC, an exercise has been undertaken to identify the key pedestrian routes serving the proposed development site, along with any gaps in the existing provision. As discussed with BC, the assessment gives particular focus to routes between nearby car parks, bus stops, Blackpool North rail station and the proposed tram stop on Talbot Road.

The key pedestrian routes and infrastructure are shown in Figure 1.

Figure 1: Key pedestrian routes and infrastructure



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The analysis shows that the existing provision for pedestrians on key routes to/from the development site is relatively good, with crossings provided at most junctions.

The following have been identified as key gaps in the existing pedestrian provision:

- No crossing facilities on western and southern arms of Counce Street / Grosvenor Street junction;
- No crossing facilities at High Street / Springfield Road;
- No crossing facilities at eastern end of Deansgate;
- Wide radii on the Abingdon Street / Clifton Street with no crossing facilities in a high footfall area; and
- No crossing facilities on Abingdon Street in vicinity of pedestrianised section of Deansgate.

In addition, a number of the existing crossing facilities are not currently signalised. Upgrading to signalised crossings at junctions on key pedestrian routes could provide benefit to pedestrian movements.

It is understood that it is BC Highways' intention to address a number of the identified gaps in provision as part of a holistic review against their active travel ambitions for the town centre. This may be through the Town Centre Access Strategy (TCAS) proposals (funding permitting) or via another workstream. A new uncontrolled crossing on Deansgate and new signalised pedestrian crossing facilities at the Cookson Street / George Street junction are understood to be within the measures under consideration.



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## 7 Modal split

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As outlined in the TA and TA Addendum, a modal split for the proposed development was derived using the 2011 Census dataset '*WU03EW – Location of usual residence and place of work by method of travel to work (MSOA level)*'. The site lies within MSOA 'E02002642' (Blackpool 10), which was selected as place of work for the analysis. The resultant modal split is presented in Table 4.

Table 4: Mode split

<b>Mode</b>	<b>%</b>
Train	1%
Bus	16%
Taxi	1%
Motorcycle	1%
Driving a car	51%
Passenger in a car	9%
Bicycle	3%
On foot	17%
<b>Total</b>	<b>100%</b>

BC Highways has since confirmed that the above mode split is acceptable.

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## 8 Junction loading and assessments

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A number of the points above (items i to v) in Planning Condition 7a had the potential to affect the forecast traffic generation and resulting loadings on the junctions assessed in the TA Addendum (e.g. if the mode split had changed this would have changed the number of vehicle trips generated by the development).

Having reviewed each item in Planning Condition 7a in line with comments provided by BC Highways, the resulting actions have been clarifications of assumptions and sources of information. As a result, no changes to the forecast traffic flows associated with the proposed development have been made. There are therefore no changes required to the highway impact assessments previously undertaken in the TA Addendum. It is therefore considered that no further junction modelling assessments are required.

### 8.1 Mitigation

As identified above, no amendments are required to the junction modelling assessments undertaken arising from the additional information provided. As a result, the conclusions of the TA and TA Addendum remain valid and no subsequent mitigation at junctions is required.

The proposals for the development site have, however, been developed with the aim of encouraging sustainable travel and reducing single occupancy vehicle trips on the local highway network. Such measures include:

- A comprehensive Travel Plan for the proposed development;
- High quality public realm that prioritises pedestrian and cycle movements and connects into the surrounding network; and
- High quality sheltered, secure cycle parking for approximately 114 cycles within the building, with showers, lockers and changing facilities.

Through discussions with BC Highways, it is understood that the intention is for any required off-site mitigation to be delivered through TCAS (funding permitted) and / or other schemes.

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## 9 Summary

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This note has provided additional transport information for consideration by BC Highways. It is considered that all items have been addressed and the information within this note fully satisfies the requirements of Planning Condition 7a.

## Appendix A

**Subject** King Street, Blackpool – Review of Planning Conditions (Transport)

**Date** 22 April 2021

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## Background

A meeting was held between Blackpool Council (BC) Highways and Arup on 20<sup>th</sup> April 2021 to discuss the requirements to close out Planning Conditions 7a and 12a associated with the outline planning permission (20/0751) for King St, Blackpool.

Those in attendance were:

- Latif Patel (Blackpool Council)
- Peter Webster (Arup)
- Thomas Harrison (Arup)
- Rachel Cornfoot (Arup)

## Planning Condition 7a

a) Notwithstanding the information submitted, and prior to the commencement of development (excluding demolition and save for enabling works), further transport information shall be submitted to and agreed in writing by the Local Planning Authority. This further transport information shall demonstrate/confirm:

- (i) data sources for traffic flows
- (ii) building occupation numbers, times and days
- (iii) parking demand and distribution
- (iv) pedestrian routes and facilities
- (v) modal split proportions and implications for traffic flows
- (vi) resulting junction loadings and assessments as appropriate based on the review of data and modal split
- (vii) assessment of mitigation requirements
- (viii) necessary mitigation measures for junction capacities

The agreed requirements for closing out Condition 7a are as follows:

Item	Summary
(i) Data sources for traffic flows	During a scoping discussion in October 2020, it was agreed that historic traffic data could be used in place of new surveys, due to the ongoing situation with Covid-19. Subsequently, traffic survey data from surveys undertaken in 2015 was provided to Arup by BC for use within the Transport Assessment.  LP accepts this approach, but requests that Arup confirms this with Jeremy Walker (BC Highways).
(ii) Building occupation numbers, times and days	Arup to confirm this information.
(iii) Parking demand and distribution	Arup to revise parking demand and distribution to account for demolition of Wilkinson's car park. The demand should relate back to the anticipated

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	building occupancy and vehicle trip generation associated with the proposed development.
(iv) Pedestrian routes and facilities	Arup to provide details of key pedestrian routes between development site and nearby car parks, tram stop, rail station, bus stops etc. and identify any gaps in provision. It is understood that wider improvements will be addressed as part of TCAS proposals.
(v) Modal split proportions and implications for traffic flows	As agreed in scoping discussions in October 2020, mode split data for the site was derived from Census 2011 ‘Method of Travel to Work’ data. Arup to confirm this approach with Jeremy Walker (BC Highways).
(vi) Resulting junction loadings and assessments as appropriate based on the review of data and modal split	Arup to update junction assessments to reflect any changes resulting from items above and identify subsequent mitigation requirements, though it is anticipated any such mitigation will be provided through the TCAS proposals.
(vii) Assessment of mitigation requirement	
(viii) Necessary mitigation	

## Planning Condition 12a

(a) Prior to the commencement of above ground construction or works (excluding demolition and enabling works), a Parking Management Plan shall be submitted to and agreed in writing by the Local Planning Authority. This Plan shall be compatible with the highway works and traffic regulation measures required pursuant to conditions 7 and 8 attached to this permission.

As discussed with BC, the Plan will review and identify any potential safety and operational issues associated with the right-turn movement from Cookson Street into Charles Street that will be undertaken by cars accessing the on-site car park.

In addition, the Plan will provide a summary of how the c.25 space car park will be managed, including how these spaces will be used and who will be permitted to use them. The Plan will consider the wider parking provision in close proximity to the development site (including car park capacities, operating hours, tariffs etc.) and the anticipated parking demand associated with the proposed development.