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Your ref: 3/2025/0997
Our ref: 3/2025/0997/HDC/KW
Date: 27 February 2026

Location: Land off Henthorn Road Clitheroe BB7 3BY
Proposal: Outline application for the erection of up to 115 dwellings, including affordable housing, with public open space, landscaping, sustainable urban drainage system (SuDS) and vehicular access. All matters reserved except for means of access.
Grid Ref: 372961 440676

Dear Kathryn Hughes

With regard to your consultation letter dated 8 January 2026, I have the following comments to make based on all the information provided by the applicant to date and after undertaking a site visit.

Summary

Further Information

Lancashire County Council acting as the Local Highway Authority (LHA) does not consider that the application as submitted fully assesses the highway impact of the proposed development and further information is required as set out in this response.

Advice to Local Planning Authority

Introduction

The Local Highway Authority (LHA) are in receipt of an application for the proposed outline application for the erection of up to 115 dwellings, including affordable housing, with public open space, landscaping, sustainable urban drainage system (SuDS) and vehicular access. All matters reserved except for means of access at Land off Henthorn Road, Clitheroe, BB7 3BY.

Site Description

The site forms two land parcels, one sited to the north of Henthorn Road, which comprises of 35 residential dwellings and the other site sits to the south of Henthorn Road which comprises of 80 residential dwellings.

The proposal is referenced as phase three within the Transport Assessment. Phase two, as described within the transport assessment, has since been built by Miller Homes. Phase two was initially refused under application 3/2018/0688 and the appeal was allowed

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under reference APP/T2350/W/19/3221189 for the erection of up to 110 dwellings. Phase two sits to the east of the proposed northern section of the proposed development.

The proposed development site is not specifically listed as an allocated site in the currently adopted Ribble Valley Core Strategy 2008 – 2028 or the Housing and Economic Development.

Planning history

The LHA are aware of a recent planning application for the site, application reference 3/2019/0999, which was refused by the Local Planning Authority in September 2021.

Access Strategy

North of Henthorn Road

Vehicular access to land which sits to the north of Henthorn Road will be gained via the adjacent phase two development, taking access from Ingleton Crescent. The proposed access measures approximately 6m wide with 2m footways on either side, continuing the footway provisions from Ingleton Crescent. The access arrangements for the proposed development, which sits to the North of Henthorn Road, as noted within the plan titled proposed access arrangements, drawing number 1677/01, revision F, are acceptable. See details below regarding alternative construction traffic access to the northern parcel directly from Henthorn Road.

A secondary emergency access arrangement is also provided within drawing number 1677/01, revision F, to provide access to the development which sits to the north of Henthorn Road, as well as serving as an emergency access to the Phase 2 development. The emergency access is 3.75m wide and controlled by knock-down bollards positioned on both sides. The access will require a visibility splay of 2.4m by 46m (based upon recorded speeds) in both directions; this will be achievable within the site boundary and over the newly adopted footway provisions.

Due to the total number of dwellings included within Phase 2 (110 dwellings) and the proposal for the North side of Henthorn Road (80 dwellings), the emergency access is considered necessary and acceptable in this case. The emergency access will also form a shared footway and cycle link providing direct access to Henthorn Road for pedestrians and cyclists. The principle of the proposed secondary emergency access is acceptable to the LHA, although further consideration can be provided at the reserved matters stage when reviewing the internal layout.

On the north side of Henthorn Road, a new footway is proposed that will connect into the existing footway at the junction with Waterfall Gardens. A new footway is proposed for approximately 140m in the other direction until it meets the proposed secondary emergency access arrangement, where it terminates.

However, given the 85th percentile speeds, (32.4 mph Northbound and 32.5mph Southbound) recorded for the visibility splays, at which vehicles travel along Henthorn Road there are pedestrian safety concerns due to the lack of footway provision beyond what is currently proposed. Shared space arrangements are only recommended where vehicle speeds and flows are very low. Given the intensification of vehicle and pedestrian movements, the LHA require 2m footway provisions to be provided along the North side of the entire site frontage up to the private access road, named Ribble Way, within the

development framework plan provided. This private access road also features Public Right of Way, FP0301017. The footway shall also feature street lighting provisions along its full length to adoptable standards to be agreed upon as part of the Section 278 works with Lancashire County Council.

The LHA are of the opinion that segregated pedestrian facilities will provide a safer route for pedestrians walking along Henthorn Road and accessing the Public Right of Way network currently and in the future. Footway provisions will also assist in giving the area a more urban feel, which can assist in lowering vehicle speeds, encouraging self-compliance of the 20mph speed limit along Henthorn Road.

South of Henthorn Road

Drawing number 1677/01, Revision F also includes the access arrangements for the proposed development, which sits to the South of Henthorn Road. The proposed access measures 5.5m for 10m behind the carriageway edge, with 2m footway provision on either side.

Currently, there are no footway provisions on the South side of Henthorn Road that the proposed footway provision can be tied into. However, the footways around the access will be extended along Henthorn Road for approximately 6m to the left and 8m to the right, where pedestrian crossing provisions are proposed. Pedestrian and cycle access into the South side of the site will be provided via the proposed vehicular access arrangements, as well as other traffic free routes into the site, as shown on the development framework plan, although these will be reviewed in more detail as part of the reserved matters layout review should the application gain planning approval.

The LHA understand that a traffic survey has been undertaken between the 5th to the 11th of November 2024. The recorded 7-day 85th percentile speeds were found to be 32.4 mph Northbound (to the left) and 32.5mph Southbound (to the right).

As such, the applicant has provided visibility splays at the southern site access with Henthorn Road of 2.4m by 46m in both directions. It is understood that the applicant has offset the visibility splay to the right by 1m, however the LHA is of the opinion that the verge forms part of the adopted highway and, as such, the visibility splay should remain within the highway or the applicant's site without being offset. We ask that this be amended.

The data demonstrates that there is a lack of self-compliance of the speed limit on Henthorn Road and subsequently we would request that mitigation measures are provided to address these concerns. It is understood that the applicant has also included some additional 20mph road marking as part of the site access layout. These measures are welcomed and in addition, a more robust traffic calming scheme is requested, including signing and road markings, which will be required as part of the site's mitigation measures. These shall be undertaken as part of the Section 278 works and subject to technical detail design.

It is understood that Henthorn Road is to be widened by approximately 1.5m to 5.5m wide, which will support 2-way vehicle movement. There are also existing field gate access points, which should be permanently closed should approval be granted.

Vehicle Tracking

The swept-path analysis submitted for the proposed southern site access onto Henthorn Road has been reviewed. The applicant has tested a 9.57 m pantechnicon, a 10.14 m three axle refuse vehicle, and an 8.68 m fire appliance, that may require access to the development, as shown on drawings 1677/SP/01/A, 1677/SP/02/A and 1677/SP/03/A.

Currently, the tracking diagrams demonstrate that the tested vehicles are able to negotiate the junction and complete the required turning movements without overrunning footways or encroaching into opposing traffic lanes beyond what would normally be expected for vehicles of this size and the nature of the network.

However, it is noted that swept path analysis has been provided for a 10.14 m three axle refuse vehicle, swept path analysis details are required for 11.2m long refuse vehicle using the access, which is a standardised approach by the LHA.

Drainage

Currently, the section of Henthorn Road which sits between the proposed development sites does not feature any piped highway surface water drainage system and instead drains to the highway verges. As such, we request that a piped highway drainage system along Henthorn Road is provided, which should be drained to a suitable internal outfall within the site, given that there are no provisions within the highway. This drainage then must be put forward for adopted by United Utilities under a Section 104 agreement under the Water Industry Act 1991.

LCWIP/Public Right of Way

The LHA are aware that the Public Rights of Ways networks surrounding the site are well used for recreational purposes. Public Right of Way FP0301017 runs around the perimeter of site which sits to the North of Henthorn Road and is not proposed to be connected into the site.

Public Right of Way FP0301017 runs through the site to the South of Henthorn Road; detailed design of the connections will need to be submitted for review and condition. The current arrangements may require alterations for the development demands and to ensure that inclusive provisions can be provided.

Henthorn Road and the footpaths surrounding the site are identified in the LCWIP (published March 2024) as a primary and secondary routes for walking and cycling. These routes must be protected and provided with low vehicles speeds promoted to ensure they are conducive for such purposes to support highway safety and sustainable travel.

Sustainability

A recent appeal decision for an adjacent site, granted under APP/T2350/W/19/3221189, has provided some insight into the perceived accessibility of the site to the wider area in respect of sustainable modes of transport such as walking, cycling and public transport. The planning inspector was satisfied that the walking distances to the local convenience store, school and town centre were acceptable in the context of the site.

The closest bus stop to the site can be found on Blakewater Road, opposite Lune Road, which is approximately 450m from the centre of the Site. The service which runs from the

bus stop, service C2, is a subsidised service and as such, developer contributions are required so that it remains viable for future residents.

Should the application gain approval, taking this sum on a pro rata basis, a contribution of £310,000 would be sought to maintain and improve the existing bus service, payable in instalments over a 5 year period commencing with the occupation of the 80th dwelling.

Given the positioning of the bus stop on Blakewater Road, opposite Lune Road, being approximately 450m from the centre of the site, it is likely that the new dwellings are outside acceptable walking distances as detailed within current guidance. Lancashire County Council Bus Services team would therefore support the diversion of service C3 down Henthorn Road into the site and this would require a bus turning area to be provided within the Southern parcel of the development site. The bus turning area design will need to be to adoptable standards and the new bus stop should be an quality bus stop standard with a shelter and real time display to provide high quality facilities for all users including mobility users in accordance with the Equality Act.

The LHA will provide a further review of sustainable transport measures to encourage and promote sustainable transport use within the proposed development, should the application be approved, at the reserved matters stage.

Travel Plan

The applicant has provided a framework for a travel plan in which the LHA notes that the financial contribution for Bus Service C2 will be triggered upon occupation of the 80th dwelling. The framework also notes provisions of a new footway between phase two and phase three which is considered necessary; however, this shall be extended across the full frontage of the North site to connect to Public Right of Way FP0301017.

The provisions of a new Zerba Crossing on Edisford Road in the vicinity of St. Paul's Street are considered necessary and have been previously requested by LHA. The LHA notes that the travel plan aims to reduce 10% of vehicle 2-way trips during peak hours to other modes. Subject to the matters detailed above the Travel Plan Framework is considered acceptable to be implemented in accordance with its timetable.

Due to the scale of the development, a Full Travel Plan (FTP) and its implementation will be appropriate for this development proposal. The LHA provide Travel Support to developers and a contribution of £6,000 (cost based upon the number of dwellings) is requested. The FTP when submitted will need to meet LCC's submission criteria and include:

- Contact details of a named Travel Plan Co-ordinator (TPC)
- Results from travel survey
- Details of existing cycling, pedestrian and public transport infrastructure
- Details of the provision of cycle parking
- Objectives
- SMART Targets for non-car modes of travel, considering baseline survey data
- Action plan of measures to be introduced, and appropriate funding

Details of arrangements for monitoring and review of the FTP for a period of at least 5 years

Transport Assessment

The applicant has provided a transport assessment (TA) as part of the proposal. The following comments are based on information provided within the Transport Assessment reference 1677/3/A, December 2025.

It is understood that the TA has been created using guidance from the National Planning Policy Framework, December 2024, Planning Practice Guidance, March 2014, Ribble Valley BC Core Strategy 2008-2028, Lancashire County Council Local Transport Plan 2011-2021. To ensure a robust access future Transport Assessment must be provided to the LHA using the Decide and Provide guidance available online here: <https://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/>.

Trip Generation

The Local Highway Authority has reviewed the trip rate evidence presented in Section 8.7 of the Transport Assessment. The applicant has provided three sets of trip rate data, the more recent trip rates derived from AHA's 2024 ATC survey on Blakewater Road. The LHA notes that the Story Homes rates used in the first TA were previously agreed for nearby developments, but these figures are now several years old and pre date changes in travel behaviour. A survey from January 2020 provides a more robust dataset, although it was undertaken before the pandemic and therefore may not fully reflect current working patterns.

The most recent dataset is the 2024 AHA ATC survey, which records slightly higher AM peak trip rates and slightly lower PM peak trip rates compared to the 2020 LCC survey. The LHA considers this survey to be the most representative of current conditions, particularly given the shift towards hybrid working and changes in commuting behaviour since 2020. On this basis, the LHA agrees that the 2024 recorded trip rates are the most appropriate for forecasting the traffic associated with the proposed 115 dwelling development.

Using these updated rates, the development is forecast to generate approximately 86 two-way trips in the AM peak and 83 two-way trips in the PM peak. Accordingly, the LHA raises no objection to the trip rate methodology or the resulting trip generation figures.

Traffic Counts, Traffic Growth and Assessment Years

The TA details how the applicant expects the proposed development, should it gain approval, to be fully constructed and operational by year 2031. In line with the LHA's policy Assessment years should be based for 5 years after the development becomes operational as such for this case that is 2036.

The applicant has provided growth factors using TEMPRO which is a widely used to assess local growth factors. The growth factors detailed within the assessment estimate traffic flows from 2031 and 2036, from the 2024 count data.

Analysis of the traffic count data identifies the peak hours for traffic flows at the study junctions as the AM peak being 08:15 – 09:15, and the PM peak being 16:45 -17:45. It is understood that the count data was taken on the 5 November 2024 which was used in the analysis junction 1 to 11 and a survey at Junction 12 was undertaken on 27 November 2024. Guy Fawkes Night is not a public holiday; it is, however a national day of celebration.

However, it is noted that traffic associated with Guy Fawkes Night would have likely been outside of the PM peak as such is not considered that traffic associated with Guy Fawkes Night would have skewed the data, it is also worth noting that traffic associated with this event would of primarily been foot traffic and the Bonfires in the area where mostly held during the weekend. As such the LHA would not dispute the count data in this case.

When presenting the queuing data within the modelling on the highway network, the Local Highway Authority expects all modelling outputs to be expressed in Passenger Car Units (PCUs) rather than vehicle counts. This ensures that the analysis accurately reflects different vehicle types and their relative impact on capacity.

Junction Operational Assessments

The TA includes operational assessments of twelve junctions within the study area, covering both priority-controlled and mini-roundabout layouts. The assessments have been undertaken using JUNCTIONS 9 software PICADY and ARCADY, with results presented from the 2024 observed and years 2031 and 2036.

For the purposes of quantitative testing of the local highway network, it is assumed that the development will be fully constructed and operational by year 2031. The applicant has provided an assessment for the following 5 years after development opening, which in this case is 2036. The applicant has also used TEMPRO to ensure the date includes local growth factors. The growth factors adopted to estimate year 2031 and 2036 traffic flows, from the 2024 count data.

The percentage distribution of traffic generated by the proposed residential development at the site detailed within TA study network is based on the distribution which has been previously agreed by the LHA for the adjacent development 3/2018/08688, which formed the Phase 2 scheme. The LHA did raised concerns which resulted in further data analysis to consider vehicles diverting away from the Henthorn Road / Thorn Street junction to avoid congestion and utilising the junctions of Lancaster Drive, Seedall Avenue and Faraday Avenue instead, which has been detailed within the TA under Technical Note 3.

The LHA consider the analysis approach used to produce the TA as detailed above acceptable.

TA details that traffic generated from the site will pass through twelve Junctions. The site is predicted to generate an increase in traffic by 30 vehicles or more at the following junctions; as such the LHA will review these junctions in turn below.

SJ1 - Lancaster Drive/Edisford Road

The junction analysis for SJ1 was formed as part of the assessment for the previously refused scheme for the site under application, 3/2019/0999. Review of the SJ1 queue survey data collected in 2021 shows that in 2021, any queues that form within the 5-minute interval period is clearing and as such were operating acceptably. The future years assessment concluded that the junction is predicted to operate with a high degree of spare capacity and with negligible queues. Table TN3/2 shows that the addition of traffic generated by the previously proposed development has no perceptible effect on the performance of the junction in the year 2024. Similarly, modelling confirms that the junction was predicted to operate with a high degree of spare capacity and with negligible delays in the 2029 AM & PM peak. The information shows that the addition of traffic

generated by the development under application 3/2019/0999 did not materially alter the performance of the junction in year 2029.

For completeness of the analysis, this data is required to be growth up to represent the 2031 and 2036 traffic flows.

SJ2 - Seedall Avenue/Edisford Road, SJ3 Faraday Avenue/Edisford Road, and SJ4 Thorn Street/Bawdlands.

Whilst these junctions have been mentioned within the TA as possible routes to take should other junctions become problematic, they were not included as part of the % of distribution for the proposed development and as such, no further assessment or modelling has taken place. These junctions are not on the primary desire line and form minor residential side roads on Edisford Road; as such, this approach was deemed acceptable previously.

SJ5 - Henthorn Road / Bawdlands

The junction is forecast to operate close to, but still within, practical capacity in future scenarios. Development traffic increases the ratio of flow to capacity (RFC) values, but not to a level that would result in severe operational issues. The highest RFC remains below typical intervention thresholds; as such, the impact is acceptable.

SJ6 - Henthorn Road / Eshton Terrace / Thorn Street

The junction is forecast to experience higher utilisation due to its position on the primary desire line to the town centre. The junction currently has a constrained geometry, featuring narrow side roads which are bordered by residential frontage. These characteristics mean the junction is inherently sensitive to increases in turning movements.

The operation of the junction is further complicated by the combination of the periodic operation of the level crossing on Thorn Street and the parking that occurs on Henthorn Road outside the terraced properties (numbered 15 -31) both of which contribute to the delays at this junction.

The 2024 count shows that the junction is currently operating within practical capacity. For future scenarios development traffic increases RFC values, which come close to approaching capacity. The LHA, however note that the applicant has put forward a number of mitigation measures to assist in accommodating the development traffic on the network and for highway safety reasons.

Mitigation for this junction should include the following:

- Introducing keep clear markings to support turning
- Slightly realign the centreline marking on Henthorn Road
- Replacement of the existing road marking, including but not limited to the red texture covering the junction, replacement and extension of the existing yellow junction protection lines.
- Widening on the west side of Henthorn Road over a distance of about 25m.
- Introduce tactile paving at the existing dropped kerb crossing locations around the junction.

A mitigation improvement scheme has been included as part of the application and can be found within drawing 1677/12 Revision A. The scheme is broadly acceptable and subject to technical detail design at the Section 278 stage.

SJ7 - Station Road / Parson Lane

The junction is forecast to operate within practical capacity in all scenarios. Development traffic contributes only marginally to circulating flows, and the highest RFC values remain comfortably below capacity thresholds. The impact is acceptable.

SJ8 - Lowergate / Moor Lane / Woone Lane

The junction continues to operate within capacity in all assessment years. Development traffic results in minimal changes to RFC and queue lengths. No material operational issues are identified, and as such, the impact is acceptable.

SJ9 - Castle View / Parson Lane

The junction is forecast to operate well within capacity. Development traffic assignment to this location is low, resulting in negligible changes to RFC. The impact is acceptable.

SJ10 - Greenacre Street / Woone Lane / Eshton Terrace

The junction remains within practical capacity in all scenarios. Development traffic increases RFC values only marginally, with no significant effect on queue lengths. The impact is acceptable.

SJ11 - Whalley Road / Greenacre Street

The junction is forecast to operate within capacity, with development traffic contributing only minor increases in RFC. No operational concerns arise, and the impact is acceptable.

SJ12 - Primrose Road / A671 Whalley Road

The junction continues to operate within practical capacity in all scenarios. Development traffic assignment is minimal, resulting in negligible changes to RFC and queueing. The impact is acceptable.

Subject to mitigation, we anticipate that the development traffic can be accommodated on the network.

S106

Highway contributions are required to mitigate the impact of new developments by providing funding to services within the LHA. These measures have been detailed above; however, for ease of reference, contributions as part of 106 agreements are detailed below:

- Travel Support contribution of £6,000
- A contribution of £310,000 would be sought to maintain and improve the existing bus service
- Contributions for Public Right of Way improvements are yet to be determined

Highway Mitigation

Highway improvements are required to address highway safety concerns and the intensification of use should the application be granted approval. These measures have

been detailed above; however, for ease of reference, mitigation measures are detailed below.

Mitigation requested along Henthorn Road following the proposed intensification of use should the development be approved include but are not limited to the following:

- Localised widening of Henthorn Road to a minimum of 5.5m
- Provision of a 2m footway along the northern side of Henthorn Road for the full extent of Henthorn Road.
- Street lighting provisions along the North side of Henthorn Road.
- Provision of a 2m footway along the southern side of Henthorn Road for approximately 6m to the left and 8m to the right
- Pedestrian crossing facilities on both sides of Henthorn Road provided on either side of the
- A traffic calming scheme comprising of signing and road markings on Henthorn Road.
- Highway Drainage along Henthorn Road, which falls into an internal outfall within the wider site.
- Access arrangements for the Public Right of Way terminal points onto Henthorn Road

Mitigation requested along Edisford Road to support better pedestrian movement should the development be approved include but are not limited to the following:

- New Zebra Crossing

Mitigation requested following assessment of SJ6 Henthorn Road / Eshton Terrace / Thorn Street includes but is not limited to the following:

- Introducing keep clear markings to support turning
- Slightly realign the centreline marking on Henthorn Road
- Replacement of the existing road marking, including but not limited to the red texture covering the junction, replacement and extension of the existing yellow junction protection lines.
- Widening on the west side of Henthorn Road over a distance of about 25m.
- Introduce tactile paving at the existing dropped kerb crossing locations around the junction.

The Highway Authority hereby reserves the right to provide the highway works within the highway associated with this proposal. Provision of the highway works includes design, procurement of the work by contract and supervision of the works. Please be aware that the demand to enter into section 278 agreements with Lancashire County Council as the highway authority is extremely high. Enquiries are being dealt with on a first come first served basis. As such all developers are advised to seek to enter into Section 278 agreements at a very early stage.

Construction Traffic Management

The North side of the development is currently proposed to be accessed from Ingleton Crescent, while this is acceptable for the proposed residential traffic once occupied, we recommend that construction traffic is taken directly from Henthorn Road. Any damage to the road surface of Waterfall Gardens or Ingleton Crescent, the Miller Homes site (phase 2), which has been recently completed, will need to be rectified by Miller Homes prior to

its adoption by the Highway Authority. While the development site, which sits to the North of Henthorn Road will ultimately be accessed through Ingleton Crescent, during construction, it is advised that all construction traffic, access the area through a temporary construction access from Henthorn Road. This will reduce conflict with residential traffic and on-street parking on Ingleton Crescent and eliminate the risk of any surface damage to the newly constructed estate road which may occur during the construction phase of the development.

Internal Layout

It is recommended that, if planning permission is granted and the development progresses to the reserved matters stage, the applicant enters into pre-application discussions regarding the internal road layout, parking provision, electric vehicle charging points, and related matters. This will help ensure that the final layout meets the standards required for adoption and future maintenance by the Local Highway Authority (LHA).

The Public Right of Way network need to be taken into consideration when the internal layouts are being planned. High connectivity for pedestrians to the network will be required. Contributions for potential upgrading may be sought and will be advised once the information has been received.

Conclusion

The Local Highway Authority, has reviewed the submitted outline application and concludes that the proposal, in its current form, does not yet provide a complete or fully evidenced assessment of its highway impacts. While several elements of the access strategy and transport assessment are acceptable in principle, a number of outstanding matters must be addressed before the LHA can reach a final position.

To ensure that the development can be safely and sustainably accommodated on the local highway network, the applicant is required to provide the following further information and clarifications:

- PCU data used for queue counts.
- Updated swept path analysis to show tracking for an 11.2m refuse vehicle.
- Updated junction modelling for SJ1 (Lancaster Drive/Edisford Road) to show growth of 2021 queue survey data to reflect 2031 and 2036 assessment years.
- A continuous 2m footway along the entire northern frontage of Henthorn Road.
- Visibility splay needs to be shown to the carriageway edge for the southern site access and not off set by 1m.
- Visibility at the secondary emergency access point to the northern parcel is required.

Until the above information is provided and assessed, the Local Highway Authority is unable to confirm that the development would operate safely or satisfactorily within the existing highway network. The LHA therefore reserves its position and will provide further comments once the applicant submits the required evidence, updated modelling, and revised design details.

Yours sincerely
 Kate Walsh
 Assistant Engineer

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