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October 2012

DTPC

**PROPOSED RESIDENTIAL DEVELOPMENT
WADDOW VIEW, LAND OFF MILTON AVENUE, CLITHEROE**

**TRANSPORT STATEMENT IN SUPPORT OF A
HEARING FOLLOWING REFUSAL ON HIGHWAY
GROUNDS**

PI Reference: APP/T2350/A/12/2181354

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CONTROLLED DOCUMENT

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1. INTRODUCTION

DTPC has been appointed on behalf of The Huntroyde Estate the appellants to provide transport and highway advice for the traffic and transportation implications associated with their residential development at the Waddow View on land off Milton Avenue, Clitheroe

This report relates to the need to assess the site constraints, opportunities, sustainability, network capacity and the local car parking provision in support of taking the site forward for development through the planning process for residential use.

The Transport Statement (TA) provided information on the traffic and transport planning aspects of the development proposal.

A formal response to the application was submitted by Lancashire County Council in January 2012 which that there was no objection in principle to the application subject to a number of upgrades being conditioned to further enhance the sustainability of the site (appendix 1).

The application was refused based on the following grounds.

The proposed development is considered contrary to Policy G1 of the Ribble Valley District wide Local Plan in that it would have an adverse impact on the operation of the highway network to the detriment of highway safety and to the general amenities of the area.

Further discussions on the common ground established the following.

Statement of Common Ground

Our ref: DAL10/12

LPA ref: 3/2011/0892

PINS ref: APP/T2350/A/12/2181354

Jane Dickman of Dickman Associates Ltd and Caroline James of Trevor Dawson & Co representing The Huntroyde Estate met with John Macholc and Sarah Westwood of RVBC on 21.9.12 to discuss common ground in respect of this appeal.

The parties agreed that highway safety was the only matter in dispute and the LPA stand by all other matters in their report to committee. The report to committee accurately sets out the planning history, relevant policy context as well as those issues which are not in dispute as between the parties. The Council officers confirmed that 'amenity' referred to in the reason for refusal related to the highway safety issues only specifically congestion.

JD 24.9.12

An appeal was lodged and DTPC were asked to provide an expert witness for the agreed Hearing.

Following the refusal further discussions have been entered into with Lancashire County Council highway officers and Appendix 2 sets out the agreed common ground.

My name is Alan Davies I am a Director of Development Transport Planning Consultancy (DTPC) with responsibility for development planning and infrastructure projects, in particular with regard to transportation, highways, traffic and parking issues, providing advice on schemes at all stages from

identification of concepts through to constraints and feasibility appraisals, detailed design and implementation.

I hold a Master of Science Degree in Transport Planning and Engineering and I am a Chartered Transport Planner, being a member of the Chartered Institute of Logistics and Transport, Institution of Highways and Transportation and the Association of Projects Management.

I have carried out transport and infrastructure strategies for major residential and mixed-use developments, ranging from greenfield sites to urban extensions and town centre regeneration schemes. Particular projects include Leighton West Crewe, Warmingham Lane Middlewich, Curwen Road Workington, Hugh Baird Knowsley amongst many others.

I am thoroughly familiar with the site and surrounding areas for the purpose of preparation of this Hearing Advice Report.

The following chapters set out the background of the discussions undertaken and a detailed response to the refusal.

The conclusions clearly show that the site has little or no impact on the network and provides a safe and sustainable location for residential development.

This report has been prepared solely in connection with the hearing into proposed development as stated above. As such, no responsibility is accepted to any third party for all or any part of this report, or in connection with any other development

2. NATIONAL AND LOCAL POLICY GUIDANCE

2.1 National Planning Policy Framework

The NPPF has replaced the previous PPG13 and sets out the policy framework for sustainable development and supersedes the previous advice.

Abstracts are provided for reference, the ***bold italics*** are added to emphasise the key policies related to the development:

Achieving sustainable development

7 There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role – ***contributing to building a strong, responsive and competitive economy***, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with ***accessible local services that reflect the community's needs and support its health, social and cultural well-being***; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The presumption in favour of sustainable development

14 At the heart of the National Planning Policy Framework ***is a presumption in favour of sustainable development***, which should be seen as a golden thread running through both plan-making and decision-taking.

For decision-taking this means

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - ***any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole***; or
 - specific policies in this Framework indicate development should be restricted

Core planning principles

17 Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking.

- encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- ***actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling***, and focus significant development in locations which are or can be made sustainable; and

- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Promoting sustainable transport

29 Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise ***sustainable transport solutions will vary from urban to rural areas***.

32 All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- ***the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;***
- ***safe and suitable access to the site can be achieved for all people;*** and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. ***Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.***

34 Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.

35 Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
- consider the needs of people with disabilities by all modes of transport.

36 A key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.

37 Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

38 For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties.

39 If setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;

- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

40 Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.

41 Local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.

Decision-taking

186 Local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. The relationship between decision-taking and plan-making should be seamless, translating plans into high quality development on the ground.

187 ***Local planning authorities should look for solutions rather than problems***, and decision-takers at every level should seek to approve applications for sustainable development where possible. ***Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.***

2.2 Regional and Local Policies

The Government has announced its intention to revoke the Regional Strategies in England, which will happen when the relevant parts of Localism Act are brought into force. However, until such time, the RSS must still remain a material consideration in assessing planning applications, as should the Government's intention to revoke RSS.

The North West of England Plan was published in September 2008 and sets out the Secretary of State for Communities and Local Government's policies in relation to the development of land within this region. It aims to guide development of land within the region over the next 15 to 20 years.

The plan also embodies the Regional Transport Strategy and must be taken into account by local authorities in preparing their Local Development Frameworks and Local Transport Plans. The plan does not however make site-specific allocation of land for development.

The Plan initially sets out its Spatial Principles and Policy DP5 relates to managing travel demand and states:

- Manage Travel Demand;
- Reduce the Need to Travel, and
- Increase Accessibility

Development should be located so as to reduce the need to travel, especially by car, and to enable people as far as possible to meet their needs locally. A shift to more sustainable modes of transport for both people and freight should be secured, an integrated approach to managing travel demand should be encouraged, and road safety improved.

Safe and sustainable access for all, particularly by public transport, between homes and employment and a range of services and facilities (such as retail, health, education, and leisure) should be promoted, and should influence locational choices and investment decisions.

Major growth should, as far as possible, be located in urban areas where strategic networks connect and public transport is well provided.

All new development should be genuinely accessible by public transport, walking and cycling, and priority will be given to locations where such access is already available.

In rural areas accessibility by public transport should also be a key consideration in providing services and locating new development, emphasising the role of Key Service Centres (Policy RDF2).

Central Lancashire City Region which includes Preston, Blackburn, Blackpool and Burnley. The RSS states that Preston, Blackburn, Blackpool and Burnley all have strong, functional links with smaller towns and villages, including some in neighbouring districts.

Focusing new development here reflects their existing key roles within the Central Lancashire City Region and consolidates their ability to serve their hinterlands, promoting enhanced economic growth and a better quality of life.

Outside the four main settlements, the City Region contains a variety of smaller industrial towns, market towns and rural settlements that operate as key service centres and local service centres. Fundamental to the concept of the zones of influence is the recognition of the inter-relationships between urban and rural areas.

The smaller settlements and rural areas will make an important contribution to the City Region, not only as a recreational resource, but also in terms of the regeneration of towns, villages and the wider rural economy.

The policies relating to the Regional Transport Strategy for the North West are contained in Section 8 of the RSS. Policy RT2 relates to Managing Travel Demand and states:

Managing Travel Demand: The Regional Planning Body, local authorities, and other highway and transport authorities should develop a coordinated approach to managing travel demand.

Early consultation with the Highways Agency will be required for any proposal that may affect the trunk road network. In particular, efforts should be aimed at reducing the proportion of car-borne commuting and education trips made during peak periods and tackling the most congested parts of the motorway network including M6, M56, M60 and M62.

In rural areas, the focus should be on major tourist areas where visitor pressure is threatening the local environment and quality of life.

Measures to discourage car use should consider improvements to and promotion of public transport, walking and cycling. Plans and strategies will need to be specific to the nature and scale of the problems identified, set clear objectives and specify what is being proposed, why it is necessary and what the impacts will be.

They should:

Ensure that major new developments are located where there is good access to public transport, backed by effective provision for pedestrians and cyclists to minimise the need to travel by private car; seek to reduce private car use through the introduction of 'smarter choices' and other incentives to change travel behaviour which should be developed alongside public transport, cycling and pedestrian network and service improvements;

Consider the effective reallocation of road space in favour of public transport, pedestrians and cyclists alongside parking charges, enforcement and provision and other fiscal measures, including road user charging;

Make greater use of on-street parking controls and enforcement;

Parking for disabled people and for cycles and two-wheel motorised vehicles are the only situations where minimum standards will be applicable.

2.3 Lancashire Local Transport Plan 2011-2021 (LTP3)

The Transport Act 2000 requires all local transport authorities in England, outside London, to prepare Local Transport Plans. The relevant local policy documentation in the context of this Transport Assessment is the Third Lancashire Local Transport Plan (LTP3) 2011/21.

It supports economic growth and access to employment, making the county's roads safer for our children and young people, and looking after the transport infrastructure are all priorities identified in the new transport strategy. The new local transport plan for Lancashire is a first step in the commissioning and delivery of new transport schemes across the county.

The plan gives support to a number of improvements to tackle congestion and bring forward new development. Initiatives include supporting improvements in railway infrastructure and bus services and providing safer streets by improving the infrastructure of residential streets, the public realm, addressing specific hazards and providing training and raising awareness. The plan considers that the introduction of 20mph zones across residential areas could significantly contribute towards increased road safety and bring shared benefits in terms of encouraging more people to cycle and walk.

Through the LTP3, Lancashire County Council is committed to work with developers and district councils to influence locations for major new developments. This will concentrate around reducing the need to travel and securing and ensuring adequate accessibility through improvements to the transport networks to serve and promote new development.

The plan sets out a comprehensive programme of transport projects that will be implemented that will be implemented in the three years to 2013/14. It identifies where the County Council intends to commit its spending to projects and importantly where other external funding sources are committed or will be sought.

2.4 Ribble Valley Local Plan and Core Strategy Consultation Transport Criteria

The Ribble Valley Plan Sets out detailed policies and specific proposals for the development and use of land in the area. The current Local Plans was adopted by the Council in 1998 and is currently undergoing review.

A number of policies have been “saved” under the Local Development Framework. Policy T1 ‘Development Proposals’ in the Local Plan has the same criteria as the “Key Statement DMG3” Transport and Mobility in Appendix 4 of the Core Strategy Consultation document. It states that the local planning authority will attach considerable weight to these criteria when making decisions on the development proposals.

The eight points of the criteria are set out below.

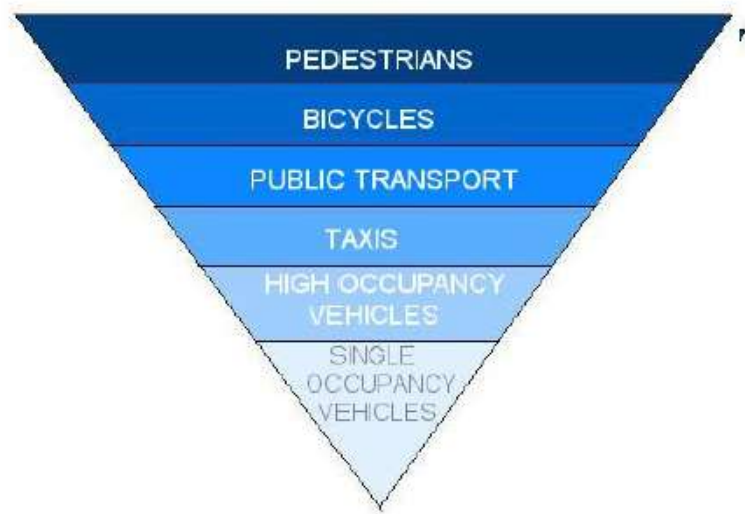
- 1: The availability and adequacy of public transport to serve those moving to and from the development.
- 2: The relationship of the site to primary route network:
- 3: The provision made for access to the development by pedestrian, cyclist and those with reduced mobility.
- 4: Proposals which promote development with the existing developed areas at locations which are highly accessible by means other than the private car.
- 5: Proposals which locate major generators of travel demand in existing centres which are highly accessible by means other than the private car.
- 6: Proposals which strengthen existing town and village centres which offer a range of everyday community shopping and employment opportunities by protecting and enhancing their visibility.
- 7: Proposals which locate developments in areas which maintain and improve choice for people to walk, cycle or catch public transport rather than drive between homes and facilities which they need to visit regularly.
- 8: Proposals which limit parking provision for developments and other on or off street parking provision to discourage reliance on the car for work and other journeys where there are effective alternatives.

The Ribble Valley Core Strategy Consultation Document and the Local Plan both state that the local planning authority will attach considerable weight to these criteria when making decisions on development proposals.

2.5 Environment Management Plan

Ribble have adopted the environmental management plan in April 2010 and this sets out a hierarchy of modes – not used on other policies.

Figure 5: Transport hierarchy



This supplements the Core Strategy document and reinforces the LTP3.

2.6 Summary

The overriding theme of national policy is approval other than if the **residual impacts are deemed severe**.

That developments must be accessible by sustainable means of transport and accessible to all members of the local community. Local policy echoes the sustainability sentiment of national policy and provides more detail in terms of deliverables.

The proposed development will incorporate uses with good linkages to local facilities and infrastructure which will promote sustainability by reducing the number of car trips to local facilities.

Furthermore there are:

Pedestrian and cycle linkages to a number of locations and facilities are available, frequent public transport services to other major centres and interchanges, and agreed parking provision all ensure that this development is as sustainable, as required in local and national policy.

The assessment shows that the scheme clearly does not give rise to any issues that can be deemed severe and from a transport point of view be approved.

3. PREVIOUS APPROVAL BY HIGHWAY AUTHORITY

3.1 Response to initial submission.

The LHA reviewed the assessment submitted for the scheme as again set out in this report and provided a reply to the planning authority (Appendix A).

It stated that there were **no objections in principle to this proposal on highway grounds**. There are a number of highway matters regarding aspects of the proposed development that could prove detrimental to residents and the operation of the local highway network. However, many of these matters will be resolved under Reserved Matters should permission be granted at this Outline stage.

Means of Access

As the access road to the site extends south west from Milton Avenue, the existing road width should be maintained for a minimum distance of 10m into the site, with footways to either side.

The layout shown, in terms of carriageway width and footway provisions would not be suitable as a means of access to an additional area of development.

The construction and design of the access road and other links will be conditioned to be consistent with the Lancashire County Council Specification for Construction of Estate Roads and the appropriate parameters set out in Manual for Streets 2.

There is an existing agricultural use to the land immediately to the north of the proposed development, with access maintained through the site from Milton Avenue. The design of the first junction within the site must allow for the safe movement of any anticipated vehicles.

Although the above points could be dealt with unreserved matters all the above points were dealt with by an amended plan showing footpaths, increased widths and an access for the farm track if required.

There are no requirements to alter the existing junction alignment at Waddington Road and Milton Avenue as a consequence of the anticipated additional vehicular movements generated by the development.

In relation to the pedestrian accessibility of the site, the site master plan identifies a possible footpath link between the development and Chester Avenue. However, this link would run along third party land. Without such a link there are no specific provisions to promote pedestrian access to this site.

The route is a PROW and third party issues would not arise.

Request for Planning Obligations.

It is considered that further sustainable measures may be necessary to promote and support sustainable development, particularly in respect of public transport. The planning obligations are expected to cover:

- contribution for sustainable transport, walking, cycling and public transport, and
- request for contribution for advice and assistance with the Travel Plan.

This has now been agreed as not required.

Public Transport

The bus and rail interchange is conveniently located for this development and falls well within a 400m radius from the centre of the site.

Traffic Regulation Orders

The 20mph Speed Limit should be extended further to the north on Waddington Road and to include access to the cemetery.

There is the potential for on street parking along Milton Avenue as there is no existing Traffic Regulation Order (TRO) prohibiting waiting a Traffic Regulation Order introducing junction protection measures, prohibiting waiting at any time, be introduced on the following lengths of road:-

- a. Milton Avenue, south east side, from its junction with the centreline of Waddington Road for a distance of 13m in a south westerly direction.
- b. Milton Avenue, north west side, from its junction with the centreline of Waddington Road for a distance of 19m in a south westerly direction.
- c. Waddington Road, south west side, from a point 9m north west of its junction with the centreline of Milton Avenue, for a distance of 18m in a south easterly direction.

However, the design capacity of the existing junction will accommodate the combined number of existing and anticipated vehicle movements.

On this basis, should the TRO not progress, for whatever reason, this would not raise any specific highway safety concerns and would not be viewed as a justification for raising an objection to the proposal on highway safety grounds.

Travel Plan

We would request that individual Travel Plans should be developed and approved by LCC Travel Plan team, timescales for which would be agreed as a condition of planning approval.

3.2 Additional information

Following the planning committee initial reviews and issues raised by third parties additional information was provided and the following response provided to the Planning Authority.:

LHA looked through the details of the surveys, both July 2011 and May 2012, with particular reference to any additional turning traffic relating to Moorlands School on Eastham Street, and the sensitivity of the Railway View Road/Waddington Road junction.

The impact of the additional highway activity shown in the more recent count confirms that the junction is operating comfortably within its capacity and that the inclusion of the Moorlands School movements is not significant in terms of the capacity of the existing highway infrastructure.

This is also true in respect of the available capacity of the main through route, B6478 Waddington Road, **where there is no evidence of any detrimental impact on its safe and efficient operation.**

3.3 The LHA Conclusion

They conclude that they have no in principle objection to the scheme and that the scheme would have little or no impact on the road network and would not give rise to any safety issues.

Subsequent to the assessment made the network has been the subject of a 20mph order that has had a significant impact upon overall driver behaviour, and necessarily makes the area inherently safer and the scheme would have reduced impacts over that previously assessed,

4. THIRD PARTY ISSUES

4.1 Issues raised for the initial application.

The committee report outlined the issues raised by third parties i.e.

The submitted Transport Assessment is based on false assumptions and is fundamentally flawed underestimating the impact of additional traffic that would be generated by the development thus undermining the viability of the scheme eg the traffic counts were taken when Moorlands School was on holiday.

The first surveys were taken in school time but to be robust additional surveys were undertaken and these showed some increase in flows but not to a level where the fundamental capacity of the links or junctions would be affected. No capacity issues arose from the updated assessment.

If the measures suggested in the Transport Assessment are taken for sightlines where will the displaced cars park?

Parking at on near to a junction is against the highway code and potentially a criminal offence, any TRO would only reinforce the need to park away from the junctions. There is no right to park on the highway and car owners would need to find a safe area to park within a reasonable walking distance, it is not the duty of the authority to provide on street parking for residents.

The unadopted road running down to the playground will become a shortcut (rat run) and this coupled with a general increase in traffic volumes in the area would make it dangerous for children coming and going to the playground.

The route is currently used and speed are observed to be low, no safety issues are recorded in this area, it is not clear why the new residents would use this route when the adopted road will continue to have no capacity or congestion issues.

The roads that will be used to access this proposal are unable to accommodate the increased volume of traffic, let alone construction traffic, due to the design of the existing development which was built in the first half of the last century when vehicles were not as abundant.

This has been assessed and agreed with the highway authority has been acceptable to accommodate the additional traffic flows anticipated. It meets the guidance for road layout and widths.

Milton Avenue was designed to be an avenue not a thoroughfare for a housing estate.

The road is in excess of 7m wide, wider than the norm for terraced streets, changes are always possible in the life of a route. The end of the road abuts the field boundary which is the norm if an extension was planned in the future. Whilst there will be an unwelcome change to the character of the road so far as local residents are concerned, that does not mean that the road cannot safely accommodate the proposed increase in traffic

The area is congested enough with the large volume of traffic using the roads around – car park and post office sorting office without further housing.

The area has been assessed and has significant spare capacity and no recorded congestion issues.

Parking is already a problem for residents as many people working in the town centre prefer to park on the streets rather than paying to use the public car park.

This is an existing matter and not part of the applications requirement to resolve, the LHA has not promoted a parking control scheme and it is thus deemed acceptable or not a priority. If it became an issue of concern then it would be capable of being dealt with under existing powers available to the LHA

Pedestrian access to the town centre under the railway bridges on Waddington Road and by the bus terminus is not very safe at the moment. Increased traffic will increase the danger.

The route is wide and can accommodate the pedestrian movements, from observation few vehicles used the route, intervisibility is good and speeds are low, therefore conflicts were observed as been low.

Any HGV traffic accessing the site would have to travel through Waddington as access from Waddington Road cannot be achieved through Clitheroe itself as the bridge heights do not allow such traffic.

High vehicles would need to do this as existing HGV movements do, the flows would be for a limited time period and some loads could be delivered by vehicles that can pass under the bridge by careful planning of loads.

5. SITE DESCRIPTION

5.1 Site location context

The site lies to the north of the main Clitheroe area which lies along the A59 corridor linking Preston to Skipton and beyond.



Site location plan in relation to neighbouring settlements (Not to scale)

The location of the site in a local setting is shown below; it is bounded by residential areas with the town centre some 350m to the south.



Local plan



Local setting

5.2 Local Highway Provision

All the roads in the area are of a standard carriageway width appropriate for their usage, with footpaths and street lighting. They serve primarily a residential catchment supported by local services/retail units in the town centre.

From local knowledge and site observation the area has a typical traffic flow characteristic associated with an urban area i.e. distinct AM and PM flow periods.

A photographic record of the local access and setting is provided below for future reference



Chester Avenue approach and exit from car park link

Clearly Chester Road has a parked cars on both side which affect the free flow of traffic, although the flows are lower than the main road traffic.



Chester Avenue sight lines

At its junction with Waddington road cars are parked very close to the radii making it difficult on occasion to turn in and out.



Railway New Rd/Waddington Road junction

Railway New Road has good sight lines in each direction, the bend constrains speeds in the area. .



Waddington Rd to and from town centre

The pedestrian refuge is narrow and is not intended for pedestrians



Milton Avenue sight lines with Waddington road



Milton Avenue approach



Milton Avenue view along rear access.

5.3 Milton Avenue night survey

The previous submission and consultation raised issues regarding the night time parking along the road, a series of observations have been undertaken that shows that parking does naturally occur but there are gaps and the junction can be more heavily parked up.

The following photos are from the latest survey undertaken on 19/9/2012 between 8.00 and 9.00 PM.



Parking occurs in the junction area into Milton Avenue and as shown below on Waddington Road. This is in contravention of the guidance in the highways code where it states:

5.4 Highway Code Para 242

You **MUST NOT** leave your vehicle or trailer in a dangerous position or where it causes any unnecessary obstruction of the road. [Laws RTA 1988, sect 22 & CUR reg 103]

5.5 Highway Code Para 243

DO NOT stop or park - near a school entrance; anywhere you would prevent access for Emergency Services; **opposite or within 10 metres (32 feet) of a junction, except in an authorised parking space**; where the kerb has been lowered to help wheelchair users and powered mobility vehicles; and in front of an entrance to a property

Accordingly to park in such a manner is potentially enforceable as a criminal offence by the police. More importantly the planning system should not operate on the basis that otherwise acceptable development ought to be precluded in order to facilitate ongoing unlawful behaviour.



There is little or parking on Eastham Street opposite Milton Avenue during the survey as shown overleaf.





Where off street parking is provided but some blocking of the garages is occurring.



The above shows significant lengths of the street unparked between the off road parking.



The end of the street is similarly not fully parked up



The side road running from Milton Avenue also has limited parking occurring on it.

5.6 Existing traffic flows

Traffic counts have been undertaken across the agreed network on two occasions, these have been combined to use the highest flow on each link/movement to create a worst case flow situation. These show that the network has link flows within the DMRB criteria set out overleaf and would fall between UAP3 and 4, for the purposes of assessing the link capacity UAP4 have been used.

Feature	ROAD TYPE				
	Urban Motorway	Urban All-purpose			
	UM	UAP1	UAP2	UAP3	UAP4
General Description	Through route with grade separated junctions, hardshoulders or hardstrips, and motorway restrictions.	High standard single/dual carriageway road carrying predominantly through traffic with limited access.	Good standard single/dual carriageway road with frontage access and more than two side roads per km.	Variable standard road carrying mixed traffic with frontage access, side roads, bus stops and at-grade pedestrian crossings.	Busy high street carrying predominantly local traffic with frontage activity including loading and unloading.
Speed Limit	60mph or less	40 to 60 mph for dual, & generally 40mph for single carriageway	Generally 40 mph	30 mph to 40 mph	30mph
Side Roads	None	0 to 2 per km	more than 2 per km	more than 2 per km	more than 2 per km
Access to roadside development	None. Grade separated for major only.	limited access	access to residential properties	frontage access	unlimited access to houses, shops & businesses
Parking and loading	none	restricted	restricted	unrestricted	unrestricted
Pedestrian crossings	grade separated	mostly grade separated	some at-grade	some at-grade	frequent at-grade
Bus stops	none	in lay-bys	at kerbside	at kerbside	at kerbside

Table 1 Types of Urban roads and the features that distinguish them

		Two-way Single Carriageway- Busiest direction flow (Assumes a 60/40 directional split)								Dual Carriageway				
		Total number of Lanes								Number of Lanes in each direction				
		2			2-3	3	3-4	4	4+	2		3	4	
Carriageway width		6.1m	6.75m	7.3m	9.0m	10.0m	12.3m	13.5m	14.6m	18.0m	6.75m	7.3m	11.0m	14.6m
Road type	UM	Not applicable									4000	5600	7200	
	UAP1	1020	1320	1590	1860	2010	2550	2800	3050	3300	3350	3600	5200	*
	UAP2	1020	1260	1470	1550	1650	1700	1900	2100	2700	2950	3200	4800	*
	UAP3	900	1110	1300	1530	1620	*	*	*	*	2300	2600	3300	*
	UAP4	750	900	1140	1320	1410	*	*	*	*	*	*	*	*

Table 2 Capacities of Urban Roads
One-way hourly flows in each direction

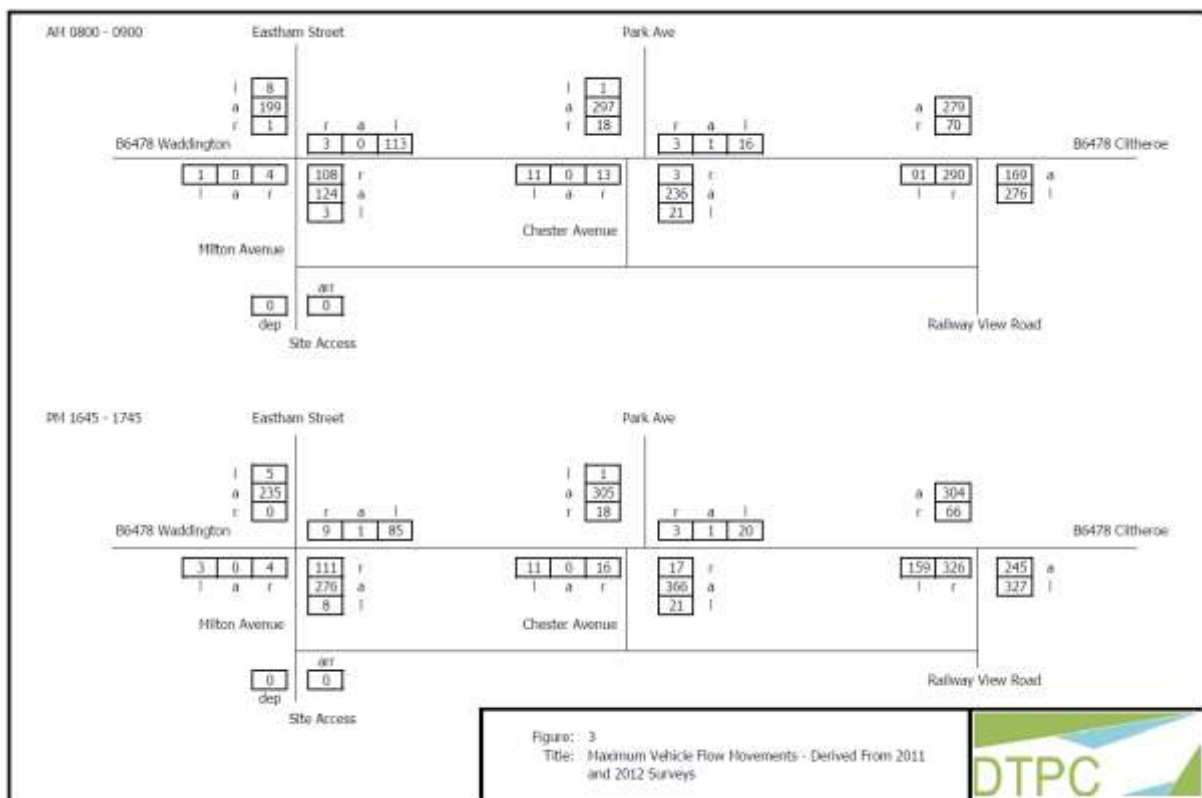


Figure 1 provides the AM and PM network flows from the combined traffic surveys with the peak hours of 0800 hours and 0900 hours and between 1645 hours and 1745 hours. Full survey details in Appendix 3 and network flow diagrams Appendix 4.

A UAP4 link would have 750 one way flow, 404 is the highest one way flow along the link i.e. 46% spare capacity.

5.7 Accident review

The full accident records for the past 5 years are provided overleaf.



Clearly there are no trends or clusters that would give rise to concern from a safety point of view, the rate per annum is low and in the past 4 years no accidents have been recorded. This is typical of a road of this type and does not give rise to any safety concerns.

5.8 Waddington Road

In the past few months the speed limit on Waddington road has been reduced to 20 mph some 85m west of Milton Avenue as shown below. Necessarily at lower speeds driver behaviour will be substantially improved



In order to understand if the change has affected the actual speeds an ATC speed survey was placed between 24/08/2012 TO 30/08/2012 to gain a robust assessment i.e. outside the school period where free flows would decrease and speeds thus reduced.

Automatic Classified Counts, Clitheroe

DATE: 24/08/2012 TO 30/08/2012

LOCATION: WADDINGTON ROAD

Direction : WESTBOUND



TIME PERIOD	85TH PERCENTILE						
	Friday 24/08/2012	Saturday 25/08/2012	Sunday 26/08/2012	Monday 27/08/2012	Tuesday 28/08/2012	Wednesday 29/08/2012	Thursday 30/08/2012
0:00 - 1:00	42.0	32.7	31.7	34.7	37.6	42.2	34.2
1:00 - 2:00	36.8	30.8	36.5	38.4	35.0	22.4	-
2:00 - 3:00	40.7	34.3	36.3	36.5	29.0	39.8	32.9
3:00 - 4:00	43.9	37.7	38.7	39.5	31.1	19.0	28.4
4:00 - 5:00	15.2	35.5	57.6	37.0	49.6	32.1	18.0
5:00 - 6:00	32.1	27.0	-	33.1	27.0	34.7	41.1
6:00 - 7:00	36.0	37.9	35.8	34.7	35.0	37.3	37.0
7:00 - 8:00	30.0	35.3	35.4	33.0	30.7	29.9	30.4
8:00 - 9:00	27.3	32.1	33.2	32.9	28.5	27.5	29.1
9:00 - 10:00	29.9	29.9	29.8	28.6	27.4	29.0	27.1
10:00 - 11:00	28.9	30.0	29.3	27.0	28.5	28.5	28.8
11:00 - 12:00	28.0	28.4	29.9	27.8	28.8	29.0	29.4
12:00 - 13:00	28.9	30.1	29.2	29.2	29.4	28.2	28.7
13:00 - 14:00	27.9	29.6	29.2	30.2	28.6	28.6	28.3
14:00 - 15:00	28.9	28.3	29.0	28.9	29.0	27.5	27.4
15:00 - 16:00	29.5	29.4	28.9	30.0	27.0	29.0	28.1
16:00 - 17:00	28.0	27.6	30.7	29.4	27.8	30.5	28.5
17:00 - 18:00	28.4	28.3	29.6	30.0	27.4	29.2	-
18:00 - 19:00	28.7	28.3	30.9	30.9	30.2	30.8	30.2
19:00 - 20:00	31.2	25.1	31.4	31.1	30.1	31.1	30.2
20:00 - 21:00	30.2	24.5	31.1	29.2	31.5	30.5	29.3
21:00 - 22:00	29.9	26.4	34.1	33.3	32.7	32.1	32.8
22:00 - 23:00	31.6	26.7	34.9	32.8	32.3	35.3	31.9
23:00 - 0:00	28.7	31.6	35.3	35.1	33.0	32.6	30.7
10-12	28.4	29.0	29.7	27.4	28.7	28.8	29.1
14-16	29.2	30.1	28.9	29.3	28.2	28.7	28.1
0-24	29.2	29.1	30.5	30.1	29.1	29.8	29.2
7 DAY AVERAGE SPEED		23.8					
7 DAY AVERAGE 85th PERCENTILE		29.6					

Automatic Classified Counts, Clitheroe

DATE: 24/08/2012 TO 30/08/2012

LOCATION: WADDINGTON ROAD

Direction : EASTBOUND



TIME PERIOD	85TH PERCENTILE						
	Friday 24/08/2012	Saturday 25/08/2012	Sunday 26/08/2012	Monday 27/08/2012	Tuesday 28/08/2012	Wednesday 29/08/2012	Thursday 30/08/2012
0:00 - 1:00	36.5	29.6	32.7	38.8	30.0	39.6	28.3
1:00 - 2:00	38.7	29.0	41.8	39.2	26.0	48.0	31.7
2:00 - 3:00	44.7	20.8	41.4	40.6	28.0	-	34.6
3:00 - 4:00	37.1	28.3	24.2	39.0	-	30.8	29.8
4:00 - 5:00	22.5	29.1	16.0	36.9	23.6	29.1	35.7
5:00 - 6:00	33.6	32.4	24.0	32.2	33.7	32.8	33.3
6:00 - 7:00	31.1	29.0	36.2	32.4	31.1	32.9	31.3
7:00 - 8:00	30.8	32.2	31.6	28.7	28.7	30.7	29.9
8:00 - 9:00	27.1	29.1	31.1	29.3	26.3	26.4	27.4
9:00 - 10:00	26.7	28.8	29.1	27.9	26.6	25.0	25.5
10:00 - 11:00	27.6	27.0	26.4	24.7	26.3	26.8	26.2
11:00 - 12:00	25.7	25.9	27.4	25.7	26.6	26.7	26.2
12:00 - 13:00	26.2	27.3	27.4	26.4	27.2	26.7	27.6
13:00 - 14:00	25.5	24.9	25.1	26.8	26.9	26.7	25.7
14:00 - 15:00	24.9	25.8	27.0	26.1	26.3	26.4	25.5
15:00 - 16:00	26.0	25.6	26.0	28.8	24.5	26.4	26.7
16:00 - 17:00	26.0	25.4	25.6	26.5	25.6	28.8	26.8
17:00 - 18:00	26.9	25.8	26.9	27.6	25.7	26.2	-
18:00 - 19:00	26.8	27.3	30.0	29.4	28.4	28.1	27.0
19:00 - 20:00	26.5	21.9	30.1	30.6	28.7	27.7	28.9
20:00 - 21:00	29.1	22.8	28.8	29.3	28.5	28.2	28.8
21:00 - 22:00	26.5	24.4	31.3	30.0	29.2	27.8	27.5
22:00 - 23:00	29.3	26.9	33.6	28.2	30.6	34.4	30.9
23:00 - 0:00	30.0	30.9	34.5	33.2	28.5	32.7	28.5
10-12	26.6	26.5	26.9	25.3	26.4	26.7	26.2
14-16	25.4	26.8	26.7	27.4	25.5	26.6	26.3
0-24	27.1	26.8	28.3	28.0	27.0	27.5	27.3
7 DAY AVERAGE SPEED							21.8
7 DAY AVERAGE 85th PERCENTILE							27.4

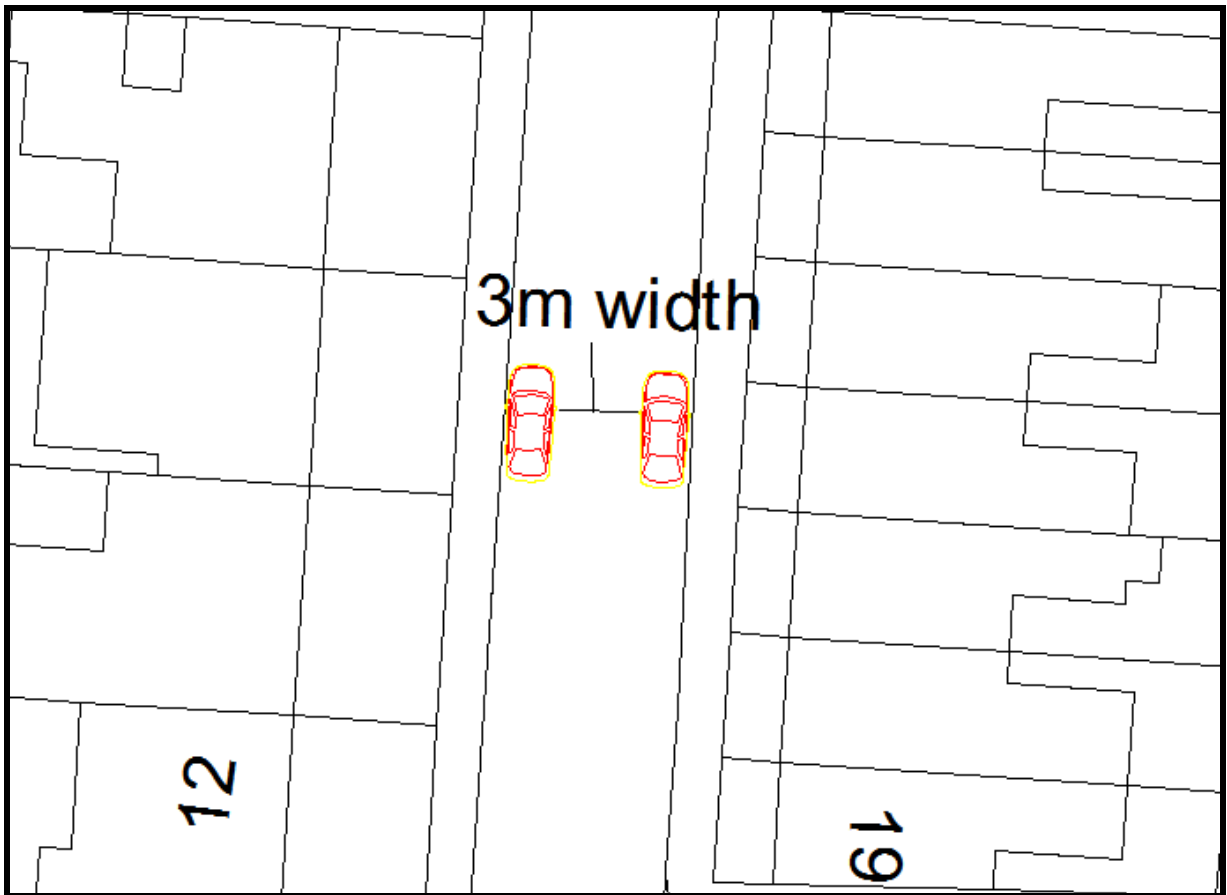
On its approach to the town centre the route is over 7.8m wide with limited parking at the gateway area thus giving little or no constraint to vehicle speeds.

The results show that the speeds are materially below 30 mph which in itself is good for an approach to the urban area but the signage on its own has not resulted in reduction to 20 mph speed to along the route. Speed has clearly been reduced but further mitigation may be needed to ensure it delivers its full potential.

5.9 Milton Avenue

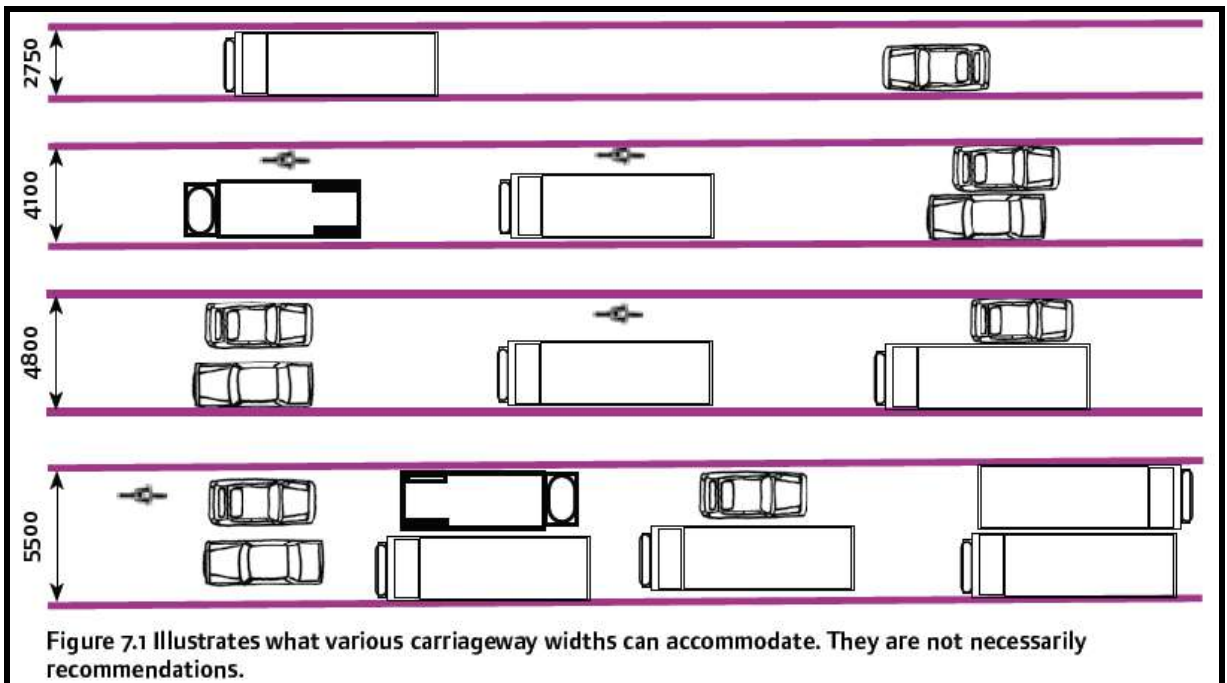
The road is some 88m in length from Waddington Road before it turns along the side road linking to Chester avenue etc. It is approx 7.1m in width which for a residential street is considered to be wider than the norm.

The drawing overleaf shows two parked cars and approx 3.0m width between them without parking on the footpath.



A 3m width is capable of accommodating a car, van or refuse type vehicle.

The following abstract from MFS show that 3m exceeds the guidance for one lane working of 2.75m



Within the boundaries of London parking on footpath is banned, outside of London this does take place in an ad hoc manner, reference to the Traffic Signs Regulations indicates that parking either part or fully on footpaths can occur with approval if the necessary signage is provided by the LHA.

The sign and diagram number are shown overleaf for reference.



Diagram No.667

If parking is designated to take place on the footpaths but still keeping a 1.5m path width on both sides as shown a road width of 4.1m is possible, from the above MFS guidance this can accommodate two way flows for cars at low speeds.



Although possible it not anticipated that this will regularly be provided and that gaps in parking will be utilised for passing of cars etc if needed as it does in the existing situation.

5.10 Summary

The assessment of the existing situation shows that the local network functions well within any capacity constraints, no inherent safety issues are present, indeed the area has a low accident record of less than 1 per year.

Parking does occur as would be expected for an area with terraced properties but observations show that on a random inspection basis that there are gaps along the road to allow passing of vehicles or even accommodate additional parking as needed.

The only area of possible concern are the abuse of the parking near junctions as set out in the highway code and the higher speeds recorded for a new 20 mph route although they are less than 30mph which for an urban area is more than acceptable.

6. EXISTING SUSTAINABLE TRAVEL OPTIONS TO THE SITE

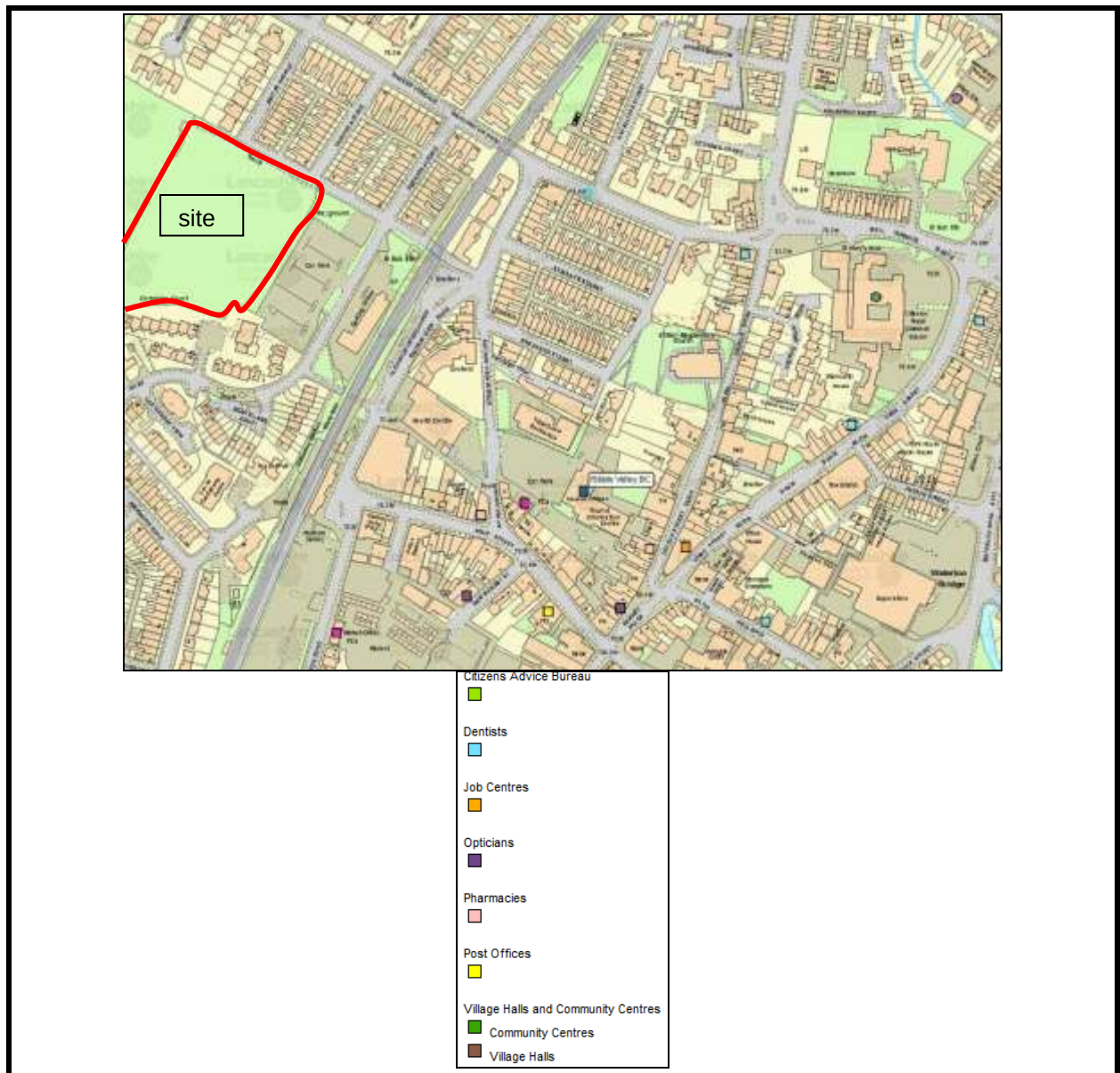
It is important to recognise that national Government guidance encourages accessibility to new developments by non-car travel modes. New proposals should attempt to influence the mode of travel to the development in terms of gaining a shift in modal split towards non car modes, thus assisting in meeting the aspirations of current national and local planning policy.

The accessibility of the proposed development sites by the following modes of transport has, therefore, been considered:

1. Accessibility on foot;
2. Accessibility by cycle;
3. Accessibility by public transport;

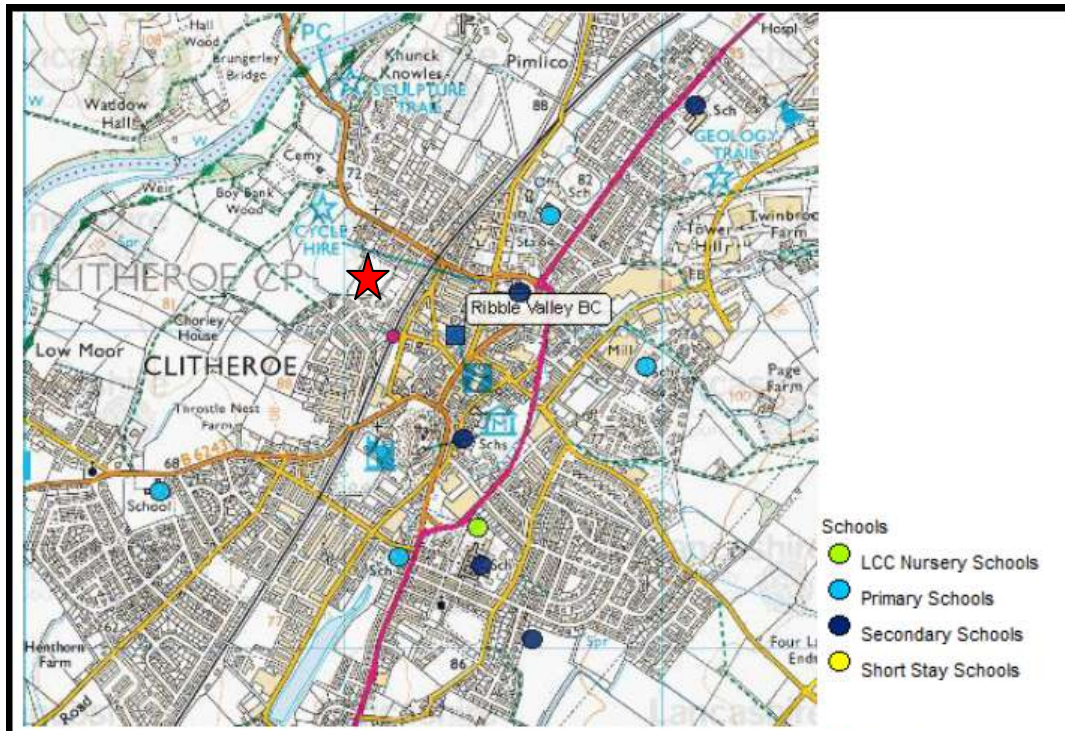
6.1 Amenities

In addition to the town centre which is located some 5 minute walk away from the site the area also offers:



Facilities

As the site is to be residential then the need to connect easily to local facilities and schools is key to the delivery of family units, the following plan shows the local schools.



Schools

6.2 Walking

The proposed development site is located within an existing urban area with a range of local land uses, services and facilities within a 5 min walk distance. The routes are adopted, have street lighting provision and are overlooked to provide safe routes.

The side streets whilst unadopted are designated PROW and have flagged footpaths in reasonable condition and street lights to afford an acceptable walking route.



Walking Routes to and from site

The site lays well within the 400m/5min walk distance to a public transport facility in this case the Bus and rail Stations.



Pedestrian route to/from rail station and town centre



View from Railway View Rd to underpass and refuge



Pedestrian route to bus station, shared area undefined



Sight lines from pedestrian route at Railway View Rd end



View to underpass and refuge to bus station frontage



Views along rear access to side of car park and site

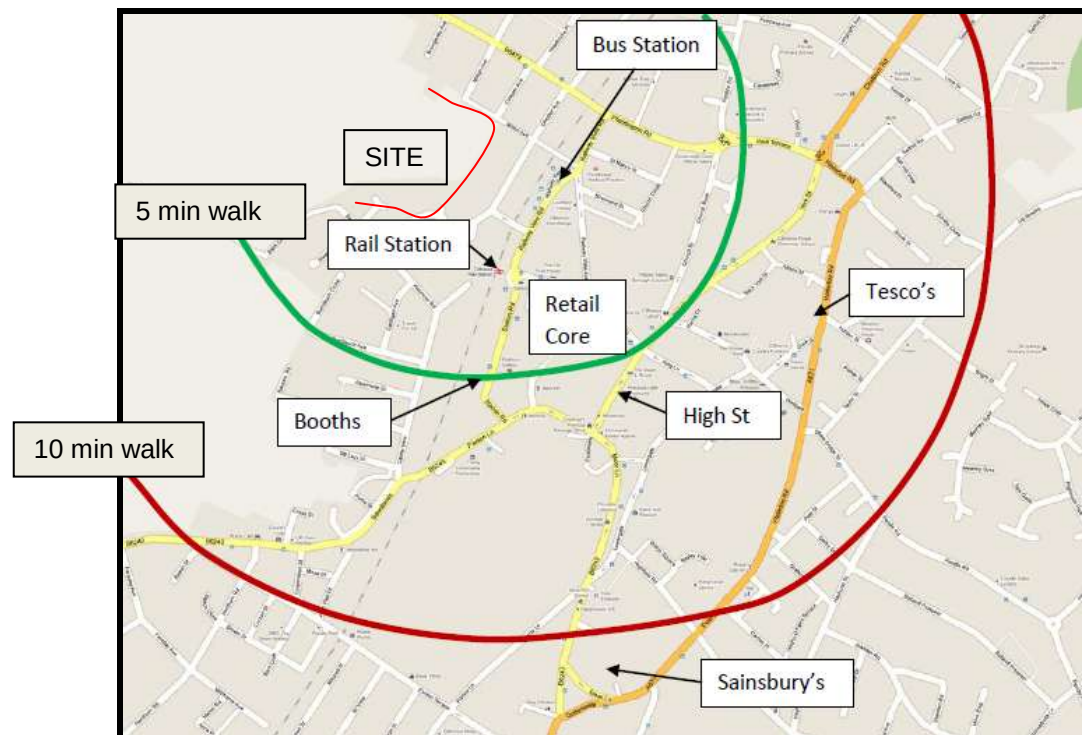
The route along the side of the site towards Chester Road is unadopted but has public rights of way for vehicles, cycles and pedestrians. It has a footpath along the east side along the flank frontage of the houses. This is a flag footpath and is reasonably well maintained.

At a site inspection in August the route was being used by a group of walkers as shown overleaf.



The detailed photos show that the footpath is fit for purpose as a PROW.





The CIHT report provides guidance about journeys on foot. It does not provide a definitive view on distances, but does suggest a preferred maximum distance of 2000m for walk commuting trips this extends to cover the neighbouring settlements indicated by the green circle on the map below.

This is supported by the now superseded PPG 13 and the National Travel Survey which suggests that most walking distances are within 1.6km thus accepted guidance states that walking is the most important mode of travel at the local level supporting the above statement.

The DfT identify that 78% of walk trips are less than 1km in length, (DfT Transport Statistics GB).



2 km walk catchments

Importantly, the 0.8 km walk catchment also extends to cover the town centre and employment zone. There are, therefore, significant opportunities for residents to access a range of shopping, employment, leisure, and service facilities on foot.

Additionally the 800m distance covers the full site (as does the 400m) connecting to the rail station, this gives the residents the best potential to use the rail network for employment trips rather than a car, this supports the local demographics that the town has approx 39% employment to the west/SW and these areas are accessible by train/walk.

Accepted historic guidance states that walking is the most important mode of travel at the local level and offers the greatest potential to replace short car trips, particularly under 2 kilometres, and confirms that walking also forms an often forgotten part of all longer journeys by public transport and car.

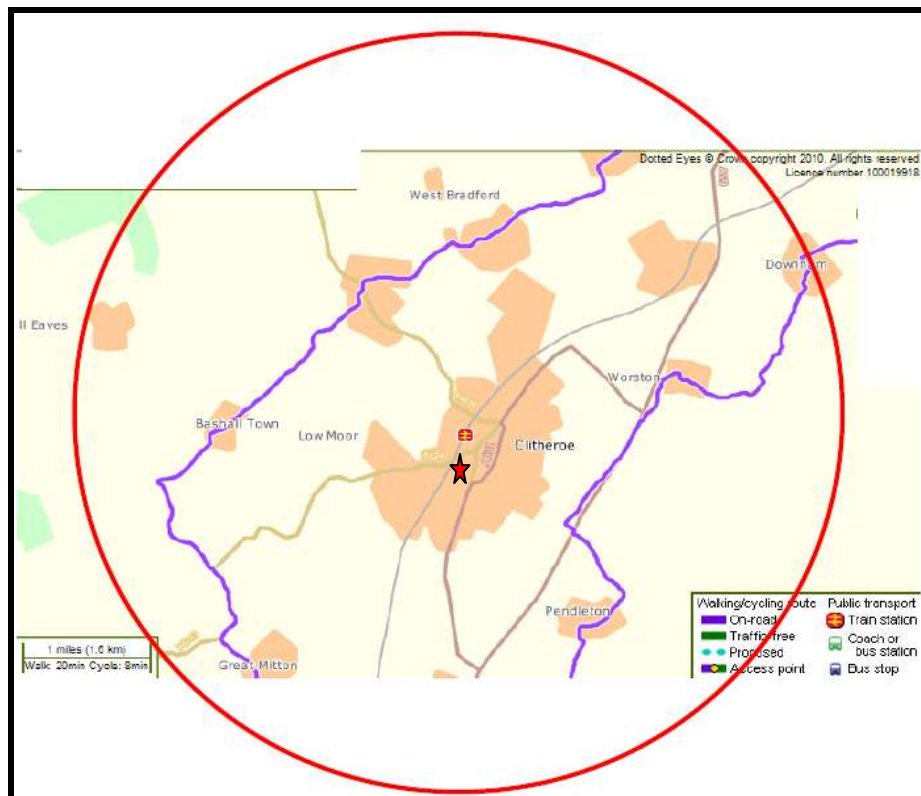
Clearly, there is also potential for walking to form part of a longer journey for residents via the bus services. There are existing pedestrian routes in the vicinity of the site that will assist the accessibility of the site for pedestrians.

In conclusion, the proposed application site can be considered as being highly accessible on foot.

6.3 Cycling

The National Travel Survey NTS (undertaken annually by the DfT) has identified that bicycle dependant on the topography considers a mean distance of between 5 – 10 kilometres a reasonable travel distance between home and workplace.

As described in historic guidance, 'Cycling also has the potential to substitute for short car trips, particularly those under 5 km, and form part of longer journeys by public transport'. The red circle on the figure below indicates the 5 km distance clearly the 10km distance will cover a substantial area.



5km Cycle Catchment

The plan shows that a number of the smaller adjacent villages are within the 5km cycling distance a journey of around 25 minutes using a leisurely cycle speed of 12 kilometres per hour of the site. The 10km distance would allow cycle connection to the outskirts of Blackburn and Padiham.

Therefore, there are a wide variety of residential areas, schools, shops, and other leisure and service facilities associated with a rural within the cycle catchment area that can be accessed.

In conclusion, the proposed application site can be considered as being highly accessible by cycle.

6.4 Travel by public transport

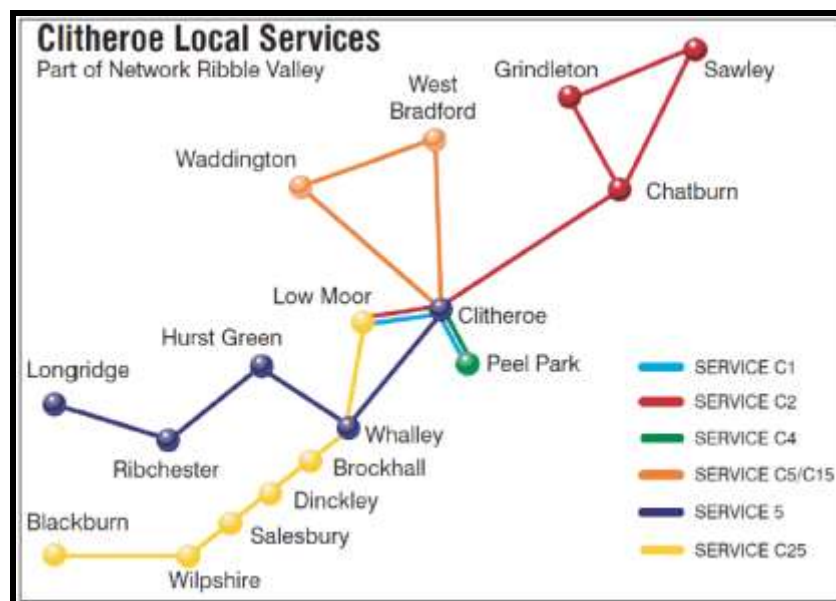
An effective public transport system is essential in providing good accessibility for large parts of the population to opportunities for work, education, shopping, leisure and healthcare in the town and beyond.

Railway View Road south of the development has the closest bus stops to the site, well within the 400m sustainable distances. They have shelters and bus timetable information

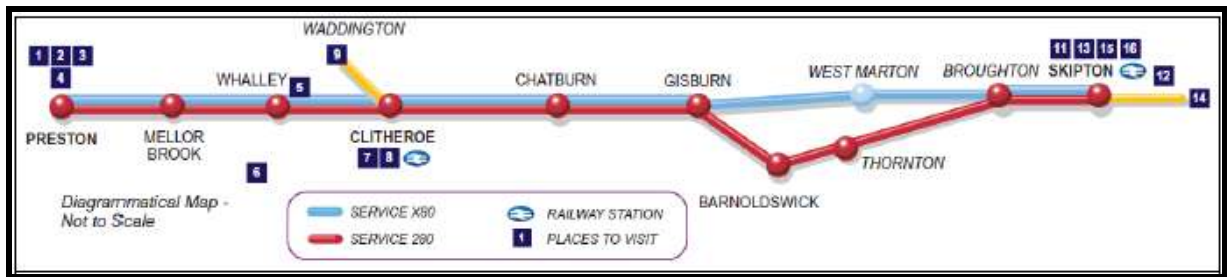


Bus station south of the site

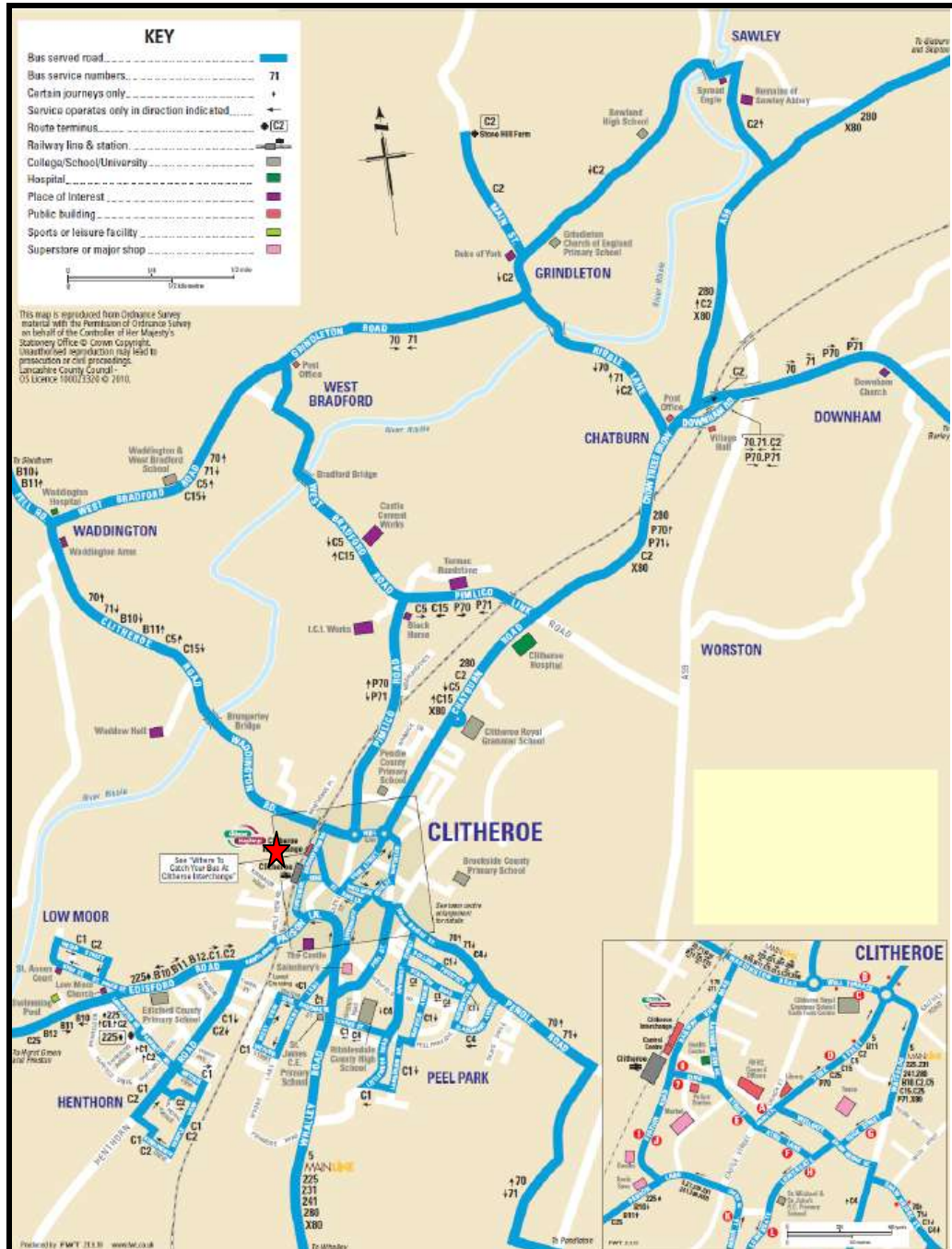
The proposed development site is therefore conveniently located close to bus stops that regularly serve a number of communities in the vicinity of the site. These services provide the opportunity for residents of the proposed development site to travel via public transport.



Local services



East west connections



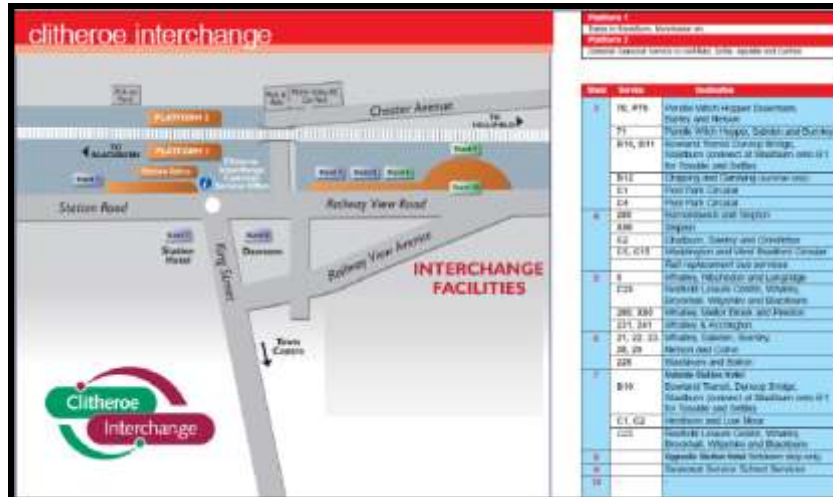
Bus routes

The proposed application site is therefore considered as being highly accessible by bus.

6.5 Clitheroe Station and the Ribble Valley Railway Line

The Waddon View site is located within very close proximity to Clitheroe Railway Station on Station View Road which is part of the Clitheroe transport interchange which is located on Station View Road.

The interchange, which opened in 2002 operates as part of a larger strategic transport hub for Clitheroe and its immediate hinterland and includes an off highway bus Station and some on-highway bus stops on King Street and Station Road.

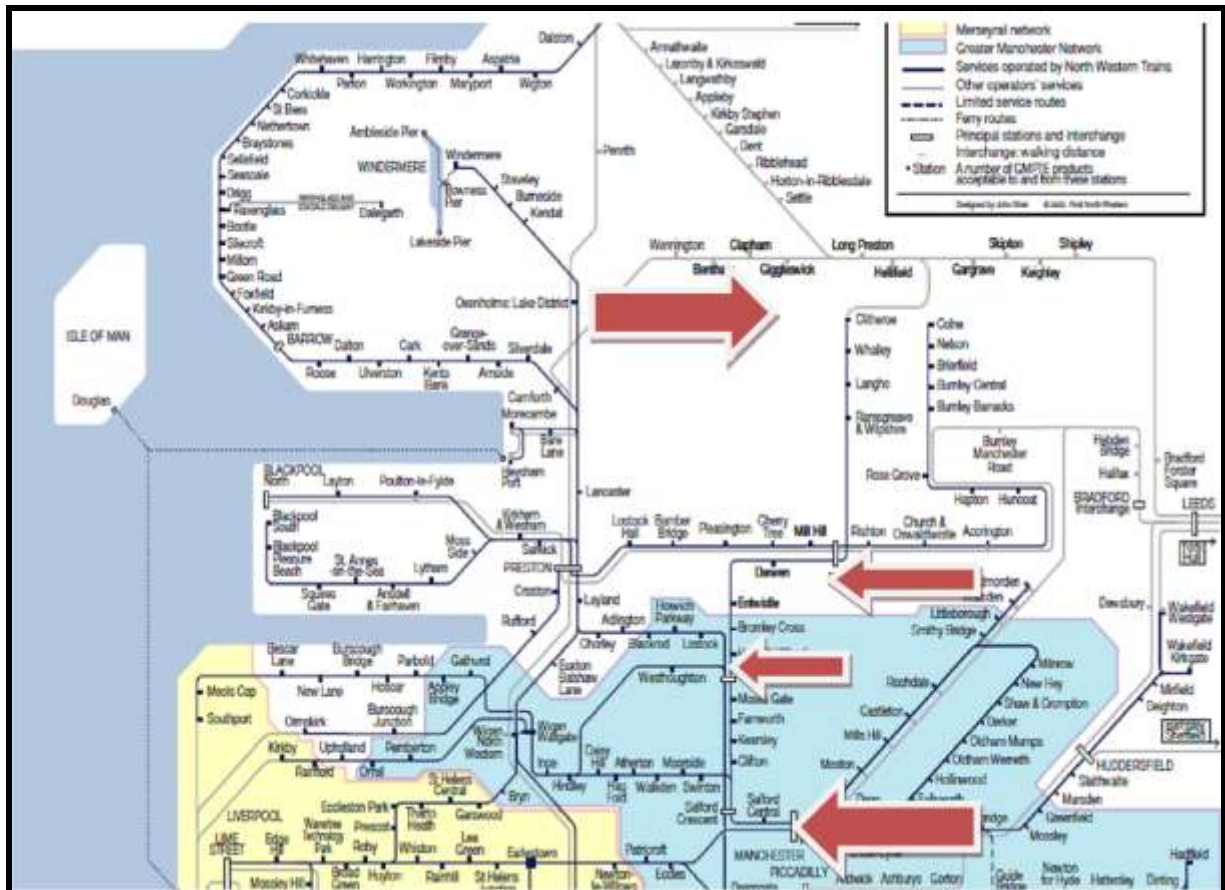


Clitheroe is one of 13 stations on the Ribble Valley railway line which runs from Manchester Victoria in the regional centre, through Blackburn, and on to the small market town of Clitheroe, a distance of approximately 30 miles.

The abstract overleaf shows the location of the Ribble Valley Line in relation to other strategic railway lines in Lancashire i.e. Blackburn and Bolton.

The location of the Ribble Valley Line and Clitheroe Station in relation to the wider rail network in the North, including Greater Manchester and West Yorkshire, can be seen on the second figure .





The arrows show the location of Clitheroe Station and key interchange stations on the Ribble Valley Line namely Blackburn, Bolton and Manchester Victoria in relation to the wider network.

Rail Services on the Ribble Valley Line and the wider rail network

In evaluating the significance of this line and the potential travel opportunities the services provide, consideration has been given to the route in the context of an integrated transport corridor which connects Lancashire with Greater Manchester

Services on the Ribble Valley Line are currently operated by Northern as part of a 10 year Franchise that runs until 2014. Northern is the largest rail operator in the UK and its trains call at 500 stations, of which 462 are managed by this operator including Clitheroe station.

The current frequency of rail services on the Ribble Valley Line is one per hour in each direction between Clitheroe and Manchester Victoria via Blackburn.

The trains that are employed by Northern to operate the service on this line are usually 2 car diesel units which are increase to 4 cars to operate journeys in the am and pm peak periods.

Additional trains are however provided in the AM and PM peaks on this line to accommodate the additional demand that is placed on the line and the regions rail network at these times of the day particularly for employment and education based trips.

The two tables summarise the departure and arrival times of the first and last advertised trains at Clitheroe.

CLITHEROE-BLACKBURN-TO MANCHESTER			MANCHESTER-BLACKBURN-CLITHEROE		
First train to Manchester Victoria			First train to Clitheroe		
Mon to Fri	Sat	Sunday	Mon to Fri	Sat	Sunday
6.40	7.07	9.40	5.55	5.55	8.01
Last Train to Manchester Victoria			Last Train to Clitheroe		
22.40	22.46	22.40	22.00	22.00	21.00

The following table lists the stations on the Ribble Valley Line and the advertised scheduled journey times between the stations on the line, and the total end to end journey time between Clitheroe and Manchester Victoria in the Regional Centre.

Stations on Clitheroe to Manchester Railway Line	Typical Journey Time between stations (Minutes)
Clitheroe	0
Whalley	6
Langho	4
Ramsgreave and Wilpshire	5
Blackburn	6
Darwen	7
Entwistle	10
Bromley Cross	6
Hall i' Th Wood	2
Bolton	5
Salford Crescent	14
Salford Central	2
Manchester Victoria	7
Typical end to end journey time	74

Strategic Transport hubs on the Ribble Valley Line

The following stations on the Ribble Valley Line are important transport hubs on the regional and national rail network. The stations are:

Blackburn;
Bolton;
Salford Crescent; and
Manchester Victoria.

Blackburn Station is served by trains that operate between Blackpool and Colne, and Blackpool and York. A bus interchange is conveniently located adjacent to Blackburn railway station. This provides connections between the services that operate on the Ribble Valley Line, and bus services that operate over a wide area of Blackburn and its immediate hinterland.

At Bolton Station, a new bus and rail transport interchange is currently being constructed by Transport For Greater Manchester (TfGM). This £48 million scheme, due for completion in 2014, is located within 50 metres of Bolton railway station.

When it opens this new integrated transport facility will provide step change improvements for passengers interchanging between rail and bus services that provide access to destinations to the west of the Regional Centre, the north of England and Scotland.

Salford Crescent Station is an important transport hub and interchange which serves a major regeneration area adjoining the Regional Centre that comprises of land uses associated with higher education and research, hi-technology and media based industries.

Salford Crescent Station is also located within close proximity to Salford Quays and Media City which houses the new headquarters of the BBC and associated media and creative industries.

Over the past two years dedicated bus services have been introduced to improve access between Salford Crescent Station and Salford Quays/MediaCityUK.

Manchester Victoria Station is one of two highly strategic transport interchanges in the Regional Centre. The other is Manchester Piccadilly. Manchester Victoria which is also a key interchange for Greater Manchester's expanding Metrolink LRT network is scheduled to be improved and be upgraded as a multi - modal interchange in the Regional Centre from 2014. This is part of the Northern Hub Investment Programme which is discussed below. Included in this programme is the electrification of the Manchester to Blackpool North route via Bolton.

Passengers travelling on the Ribble Valley Line who wish to travel to Manchester Piccadilly can easily change at Bolton or Salford Crescent and connect with a number of high frequency services which serve Bolton and Salford crescent and continue to Manchester Oxford Road and Manchester Piccadilly.

Patronage of stations on the Ribble Valley Line

Patronage of Clitheroe Station has grown consistently between 2004/5 and 2010/11 as illustrated in the table below. In fact patronage at all the stations on the Ribble Valley Line has grown consistently over the period 2004/5 and 2010/11. This is due to a number of factors including the increasing popularity of rail as a transport mode, which is a trend that has been evident throughout the whole of the UK over the past decade.

2004/05	0.202
2005/06	0.218
2006/07	0.231
2007/08	0.237
2008/09	0.228
2009/10	0.236
2010/11	0.270

Annual Passenger Usage of Clitheroe Station*

*Based on the sale of tickets in the stated financial year for journeys travelling to or from Clitheroe, Information sourced from Northern

The success and effectiveness of the Clitheroe Community Rail Partnership in promoting and supporting the line, delivering improvements at stations and raising awareness of travel opportunities through publicity has also had a bearing in the consistent patronage growth experienced by stations on the Ribble Valley line over the past 7 years.

Improving the Clitheroe to Manchester Rail Line

The Pennine Lancashire Area Multi Area Agreement (MAA) is underpinned by the Pennine Lancashire Economic Strategy, and is designed to address the economic under performance of the area, and to exploit strengths and potential by identifying and recommending strategic interventions to the areas leaders and partners.

The MAA intermediate transport priorities that have been identified include rail enhancements for the Clitheroe to Manchester railway line as listed below:

- New signalling
- Doubling single track lines
- New rolling stock
- Extending platform lengths

The enhancements have been identified to tackle specific problems that are undermining the performance and attractiveness of Ribble Valley Line.

The proposed improvements would provide increased line capacity, improved reliability reduced journey times and improved connectivity to the economic growth centre of Manchester.

Blackburn with Darwen Council (BwDC) has taken the lead to look at ways of securing investment to improve the Ribble Valley Line in conjunction with Lancashire County Council and key community stakeholder groups including the Clitheroe Community Rail Partnership.

To this end BwDC has provided financial support towards the production of a Guide to Rail Investment Projects Option Selection Study (GRIP Stage 3) which is the next step to gaining funding from DfT to secure improvements to the Ribble Valley Line.

Key operational constraint on the Ribble Valley Line.

One of the main operational constraints on this line is the section of single track railway between Bromley Cross and Blackburn stations which includes a passing loop at Darwen Station.

This approximate length of the single track section of the line is 11 miles. The proposed doubling of the length of single track between Bromley Cross and Blackburn would amongst other things enable the frequency of the existing hourly train service between Clitheroe and the Regional Centre to be increased to at least every 30 minutes throughout the day. This would also facilitate reductions in journey times between Blackburn and Bromley Cross and the overall end to end journey time between Clitheroe and Manchester Victoria.

The Northern Hub and its relationship with the Ribble Valley Line

The Northern Hub is a major bottleneck on the rail network affecting the whole of the north of England and is the focus of a £560m investment project led by Network Rail to stimulate economic growth by upgrading the rail network of the North. It is about targeted investment to allow the region to continue to thrive.

The project was funded in full in July 2012, and works are due to start in 2014. These include major improvements to create an improved multi modal interchange in the heart of the Regional Centre at Manchester Victoria, and electrification of the Manchester Victoria to Blackpool north route via Bolton and the west coast main line.

Clitheroe Line Community Rail Partnership

Community Rail Partnerships are part of a growing group of volunteers from across the UK who through the Association of Community Rail Partnerships (ACoRP) are embracing the localism agenda and are proving highly effective in being able to attract significant levels of inward investment to improve and promote local railway lines and local stations.

Another very important aspect of Community Rail Partnerships is that in conjunction with key stakeholders in the transport systems such as local authorities and transport operators the Community Rail Partnerships and station adopters act at grass roots level to influence travel change behaviour increase the use of sustainable travel encompassing rail, bus, walking and cycling.

Community Rail Partnerships are now an integral component of Lancashire County Council's transport strategies and programmes aimed at improving and promoting sustainable transport particularly via the rail network.

Northern Rail for example currently supports 18 Community Rail Partnerships, promoting rural lines and bringing the railway and local communities closer together including the Clitheroe Line Community Rail Partnership.

The Clitheroe Line Community Rail Partnership includes an action plan that seeks to secure improvements to this line identified in the Pennine Lancashire Area Multi Area Agreement. This includes increasing the frequency of trains, reducing journey times, as well as introducing longer trains, provision of access improvements and publicity initiatives to encourage walking and cycling.

The Clitheroe Line Community Partnership could play a very important role in terms of helping to tie in its own travel initiatives and promotional activities as part of a community partnership arrangements with new development initiatives as part of travel plans that are taken forward as part of development agreements.

Rail Devolution in the North West

The delivery rail of improvements depends upon a number of factors. However the ability of local decision makers and stakeholders is seen as key to delivering significant improvements to the rail network in the North.

Transport for Greater Manchester (TfGM) and Lancashire County Council for example would like to see key decisions about rail services in the north of England being made at a regional level, rather than from London – thus helping to improve rail services and boost the northern economy, getting people to work, connecting businesses and getting the best value for money from current and future rail investment.

Over 80 per cent of local and regional trains in the north run through Greater Manchester, and ideas are being developed that would see the establishment of a new regional rail franchising body. This would work with other authorities across the north of England to develop regional rail strategies and specifications and to manage future rail franchises to help drive economic growth.

The majority of rail services in the north of England are currently run by Northern Rail and Trans Pennine Express. Northern Rail's franchise is due to expire on 31 March 2014, and Trans Pennine's franchise could be terminated on the same date to allow the two franchises to be re-let as one. This too could have benefits for the Ribble Valley Line

Rail Summary

The Waddon View site is in a highly accessible location by virtue that all of the site is located close to Clitheroe Station and the Ribble Valley Line, which is able to facilitate high levels of access to the rail network covering a wide area of Lancashire and Greater Manchester including the Regional Centre for all trip purposes, but particularly employment, education, leisure and health trips.

The economic Case for the improvements that have been identified for the Ribble Valley Line which are the subject of a study, are likely to be strengthened as a result of the implementation of the Northern Hub investment programme which is due to be rolled out from 2014. Also the proposals for rail devolution in the North and its potential effect on rail franchising will add further impetus to the economic case for this line through the study process.

The existence of a very active and highly enthusiastic Community Rail Partnership working with Lancashire County Council and local councils on the line of the route including Blackburn with Darwen Council provides a very significant opportunity to create a community partnership and association to potentially take forward a cohesive and effective travel plan for the Waddon View site and an associated programme of community led initiatives and interventions that will influence and underpin travel behaviour in favour of non-car modes for most journey purposes.

Summary

The site is well located in relation to a wide range of local facilities including the Town Centre itself for the walking mode.

The site has easy access to the local network which is a 20mph area and thus safer for cyclist to use, the site has the ability to connect to the two wider cycle routes for work or leisure uses.

It has easy access to bus service that connected it the wider area another employment and leisure opportunities.

It is also in easy walk of the rail station and thus the much wider employment area of Preston, Blackburn, Bolton, Manchester and Burnley.

In summary, therefore, the application site can be considered as being highly accessible by public transport, walking and cycling in accordance with planning policy guidance.

7. THE DEVELOPMENT PROPOSALS AND LAYOUT

7.1 Development Proposals

It is proposed to provide approximately 50 residential units they will be accessed from Milton Avenue using a new link extending the street into the site.

7.2 Layout

The site layout is illustrated on below (see architect drawing for full details) and included in the figures section and shows the primary vehicular access to the development will be via a normal priority junction.



PLAN

The layout is in the form of a cul de sac connected by a footpath link shown in red above to the rear passage to ensure good external walking connections are provided to the town centre.

The capacity assessments show that the Milton Avenue junction has no issues and the location is highly sustainable. The speed reduction to 20mph has made a material change in reducing the speeds along the route is not currently self enforcing. It is therefore proposed to provide a mitigation measure in the form of a junction platform which will reduce speeds further, further enhance safety the local area and assist existing residents in the area to travel by car and non car modes.

Overleaf are abstracts of the full mitigation set out in the figures section for reference.



The existing site lines can be occasionally constrained by parked cars as such corner protection measures are proposed in order to ensure compliance with the highways code, it is not felt that they are dependent on the scheme but more to rationalise the exiting parking situation.

To assist in the reinforcement of the new 20mph zone a bus friendly platform is suggested again not needed for the scheme but one for wider community benefit that the scheme would derive some benefit from.

8. TRIP GENERATION, TRAFFIC FLOWS AND ASSESSMENTS

8.1 Introduction

The site is exceptionally well located for non car modes to be used and the car based trips minimised, national guidance suggests a detailed assessment is not required. Indeed it would be harder to find a more sustainable location within the entire district. However, LCC have requested the junctions towards the town centre to be assessed.

In September 2011, DTPC submitted a Transport Assessment (in support of an application for 50 residential dwellings located off Milton Avenue in Clitheroe).

The network agreed with the Highway Authority to be assessed included the following junctions:

- Milton Road / B6478 / Eastham Road Priority Crossroad Junction;
- B6478 / Chester Avenue / Park Avenue Staggered Right Left Junction; and
- B6478 / Railway View Road Priority T Junction.

The Transport Assessment demonstrated that the study network junction could accommodate the proposed development regardless of the testing scenarios being utilised. Appendix A contains table extracts from the Transport Assessment detailing the PICADY capacity results for the study network junctions.

In January 2012 the Highway Authority responded to the above work undertaken stating that *"I have, as the Highway Authority (SIC), no objections in principle to this proposal on highway grounds"*. The response then details a number of points which need to be undertaken i.e. improvements and contributions which would be resolved *"under Reserved Matters should permission be granted at this Outline stage"*. Chapter 2 contains the November correspondence referred to above.

A query was raised in May 2012 as to the validity of the July 2011 surveys used in the original Transport Assessment, i.e. did they represent normal background traffic flow level given the proximity of the surveys to the school holidays. The planning committee on the 24/5/2012 deferred their decision to approve the planning application until clarification on the impact of the traffic surveys could be established.

New traffic count surveys were undertaken at the Milton Road / B6478 / Eastham Road priority crossroad junction and the B6478 / Railway View Road priority T junction on 29 May 2012. It should be noted that this month was agreed with the Highway Authority as being a neutral month. Shortly after this an Addendum report was prepared and sent to the Highway Authority. This Addendum report concluded that the differences within 2011 and 2012 surveys are synonymous with expected daily variations and that these changes are de minimus in terms of their affect on the capacity assessments undertaken thus far. The Highway Authority responded to the submitted Addendum report and concluded that:

"I am, as the Highway Authority (SIC), satisfied that the level of anticipated traffic generated by the proposed development at Waddow View and accessed via Milton Avenue will not be significant in terms of the existing junction capacity. This is also true in respect of the available capacity of the main through route, B6478 Waddington Road, where there is no evidence of any detrimental impact on its safe and efficient operation."

Chapter 2 contains the correspondence in relation to the review of the traffic survey information.

The above notwithstanding a reassessment of the study network junctions has been undertaken utilising both the 2011 and 2012 traffic surveys, i.e. a combination of the highest traffic movements from each survey, for robustness. The proposed 50 residential dwellings have also been used in the assessments below.

8.2 Traffic Surveys

Table 1 below summarises the survey undertaken on the study network. Irrespective of year, the peak hours of operation were found to be 0800 hours to 0900 hours and 1645 hours to 1745 hours. The survey data is contained in Appendix 3

Junction Surveyed	Date of Survey	
	20 July 2011	29 May 2012
Milton Road / B6478 / Eastham Road Priority Crossroad Junction	✓	✓
B6478 / Chester Avenue / Park Avenue Staggered Right Left Junction	✓	* not required as the initial review showed no issues and the junction does not form part of the access needs
B6478 / Railway View Road Priority T Junction	✓	✓

Table 1: Summary of Traffic Surveys

Figure 1 details the 2011 surveyed vehicle movements across the network in the AM and PM Peaks whilst Figure 2 details the corresponding 2012 flows.

It should be noted that for the B6478 / Chester Avenue / Park Avenue Staggered Right Left junction, the 2011 flows have been utilised on Figure 2 except for the main east west movement which has been derived using the preceding upstream link flow.

Figure 3 details the maximum flows observed from the 2011 or 2012 surveyed flows. This figure will be the basis upon which the junction assessments below have been based upon.

Utilising 2011 flows Figure 4 details the corresponding percentage of HGVs for the AM and PM peaks. These and subsequently derived traffic flows figures are contained in Appendix 4

8.3 Distribution of the Residential Traffic

Figure 5 details the likely distribution of development traffic from the proposed development across the network which is based upon the combined traffic surveys as detailed in Figure 3.

8.4 Residential Trip Generation

The residential trips have been based on trip rates derived from an existing residential development in Catterick Garrison, Richmondshire, North Yorkshire. Appendix 5 contains a plan showing the location of the residential development at Catterick Garrison, the survey data and a calculation sheet deriving the trip rates for this residential development. These trip rates have been used to derive the trips associated with the proposed development of 50 dwellings. Table 2 shows the trip rates and the trips for the proposed development.

Peak Period	Trip Rate per Household		50 Household Development Trip Generation	
	Arrive	Depart	Arrive	Depart
AM	0.15	0.50	8	25
PM	0.44	0.17	22	9

Table 2: Residential Trip Rates and Development Trips

As concerns were raised by third parties to the rates used the recent Henthorn inquiry documents have been reviewed for the agreed trips rates by the inspector, this are provided

USE	AM ⁽²⁾			PM ⁽³⁾		
	ARR	DEP	2-WAY	ARR	ARR	DEP
Houses	0.140	0.445	0.585	0.437	0.226	0.663

Notes:

1. Source: TRICS 2010(a).
2. AM Peak = 0800 – 0900
3. PM Peak = 1630 -1730, TRICS data for 1700 -1800
4. Units = veh/dwelling

The rates derived are directly comparable to those agreed to be used for the local area.

Utilising Figure 5 and the development trips above, Figure 6 details the development trips distributed across the network.

8.5 Traffic Growth

In order to assess the capacity of the junctions in a future year, i.e. 5 years post application year, growth rates for the weekday AM and PM Peaks have been obtained from the TEMPRO V6.2 program. TEMPRO utilises National Trip End Model (NTEM) 6.2 dataset and National Trip Model (NTM) Annual Forecasts (AF) 09. As of the 19 July 2011 the Department of Transport reaffirmed the use of the aforementioned dataset and AF09 in a circular email update.

Given that the base flows being used are a hybrid between 2011 and 2012 surveys and given the delay in approving the planning application, a six year growth rate i.e. 2011 to 2017 has been used to assess the future year of 2017 which is 5 years post appeal date, which is considered robust.

Table 3 details the weekday AM and PM peak 2011 to 2016, 2012 to 2017 and 2011 to 2017 growth rates for Clitheroe, Ribble Valley, Lancashire and the wider area. The previous Transport Assessment utilised the 2011 to 2016 growth rates which are less than the 2011 to 2017 growth rates used in the assessment work below.

Level Area		2011 to 2016		2012 to 2017		2011 to 2017	
		AM	PM	AM	PM	AM	PM
Region	NW	1.034564	1.034564	1.044467	1.044567	1.049466	1.049665
County	Lancashire	1.028353	1.028649	1.039414	1.039814	1.043094	1.043592
Authority	Ribble Valley	1.03412	1.035845	1.045518	1.047269	1.050512	1.052603
30UL2	Clitheroe	1.03417	1.035895	1.045018	1.046819	1.050014	1.052105

Table 3: TEMPRO Growth Rates

Figure 7 shows the 2017 AM and PM base flows.

8.6 2011/2012 and 2016 Base Traffic Flows Plus Development

Utilising the 2011/2012 base traffic flows in Figure 3, the 2017 base traffic flows in Figure 7 and the development trips shown in Figure 6, the following 2011/2012 and 2017 base traffic flows plus development figures have been derived:

- Figure 8 – 2011/2012 AM and PM Peak Base Traffic Flows Plus Development
- Figure 9 – 2017 AM and PM Peak Base Traffic Flows Plus Development

8.7 Traffic Analysis

The Transport Research Laboratory modelling software PICADY has been used to assess the operation of the priority site access junction and for the other junctions on the network.

Within the PICADY model inputs, traffic flows are split into 15-minute time segments in order to simulate the likely arrival pattern of traffic more effectively. The results generated in the models indicate the peak Ratio of Flow to Capacity (RFC) in any individual peak and likely traffic queues.

RFC values between 0.00 and 0.85 are generally accepted as representing stable and acceptable operating conditions.

Values between 0.85 and unity represent variable operation (i.e. possible queues building up at the junction during the period under consideration and increases in vehicular delay moving through the junction).

RFC values in excess of unity represent overloaded conditions (i.e. congested conditions).

The full results for the PICADY analysis are presented in Appendix 6

Milton Avenue / B6478 / Eastham Street Crossroad Junction

Table 4 summarises the PICADY results for the Milton Avenue / B6478 / Eastham Street crossroad junction. Arm A is B6478 Clitheroe, Arm B is Milton Avenue, Arm C is B6478 Waddington and Arm D is Eastham Street.

Peak Period	Movement	2011/2012 Base Flows		2011/2012 Base plus Development Flows		2017 Base Flows		2017 Base plus Development Flows	
		Max RFC	Queue	Max RFC	Queue	Max RFC	Queue	Max RFC	Queue
AM	B-ACD	0.011	0.01	0.067	0.07	0.012	0.01	0.067	0.07
	A-BCD	0.214	0.29	0.214	0.29	0.225	0.31	0.225	0.31
	D-ABC	0.191	0.23	0.191	0.23	0.202	0.25	0.202	0.25
	C-ABD	0.002	0.00	0.006	0.01	0.002	0.00	0.006	0.01
PM	B-ACD	0.016	0.02	0.035	0.04	0.016	0.02	0.036	0.04
	A-BCD	0.218	0.31	0.218	0.31	0.231	0.34	0.231	0.34
	D-ABC	0.163	0.19	0.163	0.19	0.171	0.20	0.171	0.20
	C-ABD	0.000	0.00	0.000	0.00	0.000	0.00	0.000	0.00

Table 4: Milton Avenue / B6478 / Eastham Street Priority Crossroad Junction PICADY Results

It can be seen from the table above that the priority crossroad junction operates well within capacity in both 2011/2012 and 2017 with base flows plus the proposed development trips.

B6478 / Chester Avenue / Park Avenue Staggered Crossroad Junction

Table 5 summarises the PICADY results for the staggered junction of B6478 / Chester Avenue / Park Avenue. Arm A is B6478 Clitheroe, Arm B is Chester Avenue, Arm C is B6478 Waddington and Arm D is Park Avenue.

Peak Period	Movement	2011/2012 Base Flows		2011/2012 Base plus Development Flows		2017 Base Flows		2017 Base plus Development Flows	
		Max RFC	Queue	Max RFC	Queue	Max RFC	Queue	Max RFC	Queue
AM	B-ACD	0.050	0.05	0.050	0.05	0.054	0.06	0.055	0.06
	A-BCD	0.006	0.01	0.006	0.01	0.006	0.01	0.006	0.01
	D-ABC	0.038	0.04	0.038	0.04	0.040	0.04	0.041	0.04
	C-ABD	0.037	0.04	0.037	0.04	0.039	0.04	0.039	0.04
PM	B-ACD	0.061	0.07	0.062	0.07	0.067	0.07	0.068	0.07
	A-BCD	0.035	0.04	0.035	0.04	0.037	0.04	0.037	0.04
	D-ABC	0.046	0.05	0.046	0.05	0.048	0.05	0.048	0.05
	C-ABD	0.039	0.04	0.039	0.04	0.041	0.04	0.042	0.04

Table 5: B6478 / Chester Avenue / Park Avenue Crossroad Junction PICADY Results

It can be seen from the table above that the staggered crossroad junction operates well within capacity in both 2011/2012 and 2017 with base flows plus the proposed development trips.

B6478 / Railway View Road Priority T junction

Table 6 summarises the PICADY results for the three arm priority T junction of B6478 / Railway View Road. Arm A is Railway View Road, Arm B is B6478 Waddington and Arm C is B6478 Clitheroe.

Peak Period	Movement	2011/2012 Base Flows		2011/2012 Base plus Development Flows		2017 Base Flows		2017 Base plus Development Flows	
		Max RFC	Queue	Max RFC	Queue	Max RFC	Queue	Max RFC	Queue
AM	B-C	0.604	1.49	0.638	1.71	0.65	1.8	0.685	2.09
	B-ACD	0.282	0.39	0.307	0.43	0.323	0.47	0.355	0.54
	C-AB	0.399	0.82	0.409	0.86	0.422	0.93	0.432	0.97
PM	B-C	0.671	1.96	0.683	2.07	0.727	2.52	0.742	2.7
	B-ACD	0.329	0.48	0.346	0.52	0.393	0.62	0.417	0.69
	C-AB	0.577	1.91	0.61	2.23	0.615	2.32	0.649	2.73

Table 6: B6478/Railway View Road Three Arm Priority T junction PICADY Results

It can be seen from the table above that the three arm priority T junction operates within capacity in both 2011/2012 and 2017 with base flows plus the proposed development trips.

8.8 Sensitivity test

A sensitivity test has been undertaken of the Milton Avenue / B6478 / Eastham Street crossroad junction to assess the impact of doubling the proposed development i.e. trips for 100 dwellings accessing the site through this junction.

The flows through the aforementioned junction are shown on Figure 10 appendix 7.

Traffic Analysis

Table 7 summarises the PICADY results for the Milton Avenue / B6478 / Eastham Street crossroad junction utilising the flows in Figure 10 Appendix 7. Arm A is B6478 Clitheroe, Arm B is Milton Avenue, Arm C is B6478 Waddington and Arm D is Eastham Street. The PICADY output is contained in Appendix 8.

Peak Period	Movement	Sensitivity Test 2017 Base Flows plus Development Trips Doubled	
		Max RFC	Queue
AM	B-ACD	0.124	0.14
	A-BCD	0.225	0.31
	D-ABC	0.202	0.25
	C-ABD	0.010	0.01
PM	B-ACD	0.055	0.06
	A-BCD	0.231	0.34
	D-ABC	0.171	0.21
	C-ABD	0.000	0.00

Table 7: Milton Avenue / B6478 / Eastham Street Priority Crossroad Junction PICADY Results

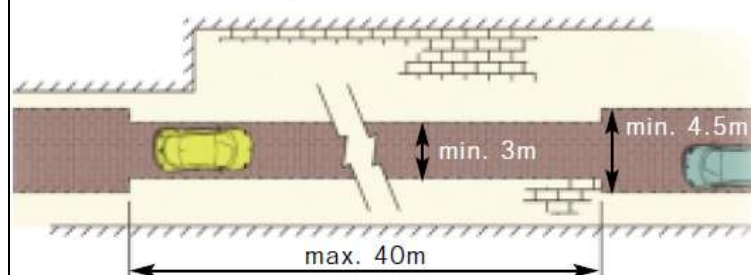
It can be seen from Table 7 that the priority crossroad junction operates well within capacity in 2017 with base flows plus double the proposed development trips.

8.9 Capacity assessment

Reference to Manual for Streets (MFS), Traffic Advisory Leaflet 2/04 and homezone guidance for narrow sections with passing bays is provided below.

G6. Home Zone streets should have traffic flows of no more than about 100 vehicles in the afternoon peak hour. This is usually the time of day when there is most conflict between vehicles and people, including children playing.

3.5.19 On two-way streets, some sections of vehicle track can be clearly designed for one-way "shuttle" use – ie, too narrow for two light vehicles to pass. This approach will help to reduce speeds and make drivers take particular care. In such layouts, standards in the Netherlands suggest that the track should be widened to 4.5m wide at least every 40m to enable two vehicles to pass.



Distances between passing places.

IHIE Homezone guidance

CONSIDERATIONS WHEN PLANNING A SINGLE TRACK WITH PASSING PLACES SCHEME

- To prevent excessive delay to vehicles, it is recommended that maximum two-way flow should not exceed 300 vehicles per hour. A certain equality of flow is important in order to achieve speed reductions and help prevent vehicles travelling in one direction forcing all others to give way.
- Passing places should have a minimum length of 3 cars. Ideally each passing place should be clearly visible from the last, with spacing no greater than 60m (research shows this is sufficient for vehicle flows of up to 300 vehicles per hour).

TAL abstract

There is anecdotal evidence that similar routes can achieve 500 two way flow per day without causing undue stress where there are passing bays. Furthermore, TAL guidance suggests that 300 vehicles per day are acceptable. The layout of Milton Avenue with two way at the junction and at the site is comparable with passing bays as a maximum but observations show gaps are occurring along the street, which suggests it is capable of safely accommodating much higher flows of traffic than might be generated by the retrospective proposal

Clearly the flows are significantly less than the above i.e. maximum in peak of 16 per hour 5% of the possible capacity for a single track road or 16% using the homezone assessment.

There are no capacity issues arising from the volume of vehicles surveyed which includes the application uses.

8.10 Assessment Summary

The network has been robustly assessed with and without the development and has been shown to operate with spare capacity at all junctions assessed across the network.

8.11 Impact During Construction

The delivery of materials to and from the site will form a large component of the traffic generated by the construction process. A routing strategy will be developed closer to the time of construction, based upon the principle of using appropriate major roads.

Whilst this is unavoidable, movements will be restricted, where appropriate, to hours that would not cause undue disturbance to the local area. This daily programme will seek to ensure that the timing of the arrival and departure of construction vehicles is managed so as to try and minimise the number of vehicles on the immediate local highway

Given the location of the site, it is likely that the primary construction routes would be to and from the northerly side along Waddington Road as the route to the east is constrained by the railway bridge height, loads will therefore either be split to reduce the height or be delivered from the northerly direction.

The exact routes used by construction traffic will depend upon the sourcing of materials and the destination of any spoil removed from the site. These details will be agreed between the contractor and LCC prior to commencement of the works and signed where appropriate.

These can be detailed and agreed as part of the Construction Management plan.

During construction, the site will be secured so that it will only be accessible to construction workers and vehicles. This will be the case both when there is activity on-site, and also when the site is unmanned. Access to the site will be gated and controlled to ensure the potential for vandalism is minimised. All vehicles waiting to enter the site will be provided with sufficient stacking space to wait off the highway to minimise disruption to traffic.

8.12 Mode splits

In order to understand more fully the potential trip generation for all modes reference has been made to the 2001 census data.

Travel to Work (KS15)		site, 50 units @ 2.2 per household	Clitheroe	Ribble Valley	North West	England
In employment	110	3545	26407	2900020	22441498	
Home	10	9.14	12.97	8.36	9.16	
Underground, Metro, Light Rail or Tram	0	0	0.03	0.55	3.16	
Train	1	1.07	0.67	1.87	4.23	
Bus, Mini Bus or Coach	2	1.61	2.17	8.56	7.51	
Motorcycle, Scooter or Moped	1	1.07	0.87	0.92	1.11	
Driving a Car or Van	64	58.7	64.46	58.43	54.92	
Passenger in a Car or Van	6	5.16	5.65	7.5	6.11	
Taxi or Minicab	0	0.2	0.2	0.81	0.52	
Bicycle	4	3.61	1.98	2.27	2.83	
On foot	21	19.32	10.55	10.27	9.99	
Other	0	0.11	0.46	0.46	0.46	
	109	99.99	100.01	100	100	

This shows that the potential for walk is good and that this will most probably be combined a shared trip with Public Transport. Locally cycling is higher than the area level and would be likely to be maintained in level.

Clearly cars usage for driver and passengers is the highest trip generation as would be expected for such a location but it is lower than the wider council area.

8.13 Summary

The site has little or no impact on the surrounding network from a vehicular point of view.

Private house ownership has the potential for reduced car dependency if walking and public transport modes are accessible from day one.

9. REASONS FOR REFUSAL

9.1 Introduction

The planning committee resolved:

The proposed development is considered contrary to Policy G1 of the Ribble Valley District wide Local Plan in that it would have an adverse impact on the operation of the highway network to the detriment of highway safety and to the general amenities of the area.

Further discussions on the common ground established the following.

Statement of Common Ground

Our ref: DAL10/12

LPA ref: 3/2011/0892

PINS ref: APP/T2350/A/12/2181354

Jane Dickman of Dickman Associates Ltd and Caroline James of Trevor Dawson & Co representing The Huntroyde Estate met with John Macholc and Sarah Westwood of RVBC on 21.9.12 to discuss common ground in respect of this appeal.

The parties agreed that highway safety was the only matter in dispute and the LPA stand by all other matters in their report to committee. The report to committee accurately sets out the planning history, relevant policy context as well as those issues which are not in dispute as between the parties. The Council officers confirmed that 'amenity' referred to in the reason for refusal related to the highway safety issues only specifically congestion.

JD 24.9.12

9.2 Noise

Irrespective of the above for the transport aspect the normal reference to amenity also includes noise issues, as such an independent noise assessment has been undertaken (Appendix 9) and the following conclusions reached.

The model indicates that the largest impacts occur at numbers 17 and 19 Milton Avenue i.e. the dwellings closest to the proposed site entrance. However the predicted impact is 'minor' or 'negligible' for the remainder of the dwellings considered. At 17 and 19 Milton Avenue the increase in noise level is just over 3 dB(A) $L_{10(18\text{-hour})}$.

For all practical purposes therefore there would be no objective change in the overall noise environment experienced by residents. That said I do not minimise the fact that residents will as a matter of fact be aware that there will be an increase in vehicle movements and that this will be unwelcome. However that does not mean that the acoustic environment would thereby become unacceptable.

Notwithstanding the predicted subjective impact, occupants of the affected dwellings on Milton Avenue would not qualify for any mitigation under the Noise Insulation Regulations as only two of the three conditions are predicted to be met.

Namely noise level in the design year has increased by at least 1.0 dB(A) compared to the baseline level and the noise from the new road contributes at least 1.0 dB(A). The third condition that has not been met is a minimum noise level of 68 dB(A) $L_{10(18\text{-hour})}$.

This level is measured at a distance of 1m from the facade of the building. As CadnaA predicts a free-field noise level, a facade correction of +2.5 dB (as stated within CRTN) would need to be applied to the noise levels. Even with the facade correction applied, the 68 dB(A) $L_{10(18\text{-hour})}$ qualification level would not be met.

The conclusion is that no material issues arise from a noise point of view

9.3 Congestion

This area was not raised by the LHA or the officers as part of the submission review however in order to provide a complete picture queue surveys have been undertaken at the Waddington Road/Railway View Junction clearly the busiest road on the local network.

It is considered that if this road works then all the others along the route would do so as well, the results are shown below.

Queue Lengths, Clitheroe

DATE: THURSDAY 13th SEPTEMBER 2012

LOCATION: WADDINGTON ROAD / RAILWAY VIEW



TRANSPORT
DATA COLLECTION

ARM: WADDINGTON ROAD

Max Queue Length in 5 min period

LANE 1

	LIGHTS	HEAVIES	QUEUE LENGTH (M)		LIGHTS	HEAVIES	QUEUE LENGTH (M)		LIGHTS	HEAVIES	QUEUE LENGTH (M)
7:30	2	0	11	15:00	2	0	11	17:00	2	0	11
7:35	6	0	33	15:05	4	0	22	17:05	1	0	6
7:40	0	0	0	15:10	2	0	11	17:10	4	0	22
7:45	0	0	0	15:15	3	0	17	17:15	7	0	39
7:50	4	1	37	15:20	4	0	22	17:20	8	0	44
7:55	2	0	11	15:25	0	0	0	17:25	4	0	22
8:00	6	0	33	15:30	2	0	11	17:30	7	0	39
8:05	0	0	0	15:35	4	0	22	17:35	5	0	28
8:10	0	0	0	15:40	3	0	17	17:40	2	0	11
8:15	5	0	28	15:45	2	0	11	17:45	8	0	44
8:20	4	0	22	15:50	2	0	11	17:50	4	0	22
8:25	5	0	28	15:55	4	0	22	17:55	3	0	17
8:30	3	0	17	16:00	5	0	28	18:00	2	0	11
8:35	4	0	22	16:05	4	0	22	18:05	4	0	22
8:40	5	0	28	16:10	3	0	17	18:10	3	0	17
8:45	5	0	28	16:15	2	0	11	18:15	2	0	11
8:50	8	0	44	16:20	7	0	39	18:20	0	0	0
8:55	7	0	39	16:25	5	0	28	18:25	2	0	11
9:00	3	0	17	16:30	2	0	11				
9:05	5	0	28	16:35	3	0	17				
9:10	3	0	17	16:40	2	0	11				
9:15	2	0	11	16:45	1	0	6				
9:20	8	0	44	16:50	1	0	6				
9:25	3	0	17	16:55	4	0	22				

The observations indicated that the max delay was some 30 seconds per vehicle, this equates to a signal junction situation where the normal cycle time is between 60 and 120 seconds i.e. the junction has between a quarter or half of the delay that is accepted on a network.

The max queue was 8 cars/44m which is less than the distance back to the nearest junction i.e. no blocking back occurs.

The worst case situation only occurred once in a 5 minute period in the AM with an average queue of 4 vehicles and in the PM occurred twice in a 5 minute period with an average of 4.5 vehicles.

The survey shows that the junction does not suffer from flow breakdown as would be expected for a congested network and the queues are not considered significant for such a situation.

9.4 Safety

The local network has no trends or local safety concerns that would require mitigation as part of a local safety scheme.

The new 20 mph change has also improved the safety aspects of the local network.

The flows from the new development are low and would have little or no impact on the network.

There are pedestrian routes to the town centre that are along routes with low flows and have good crossing provision

The area locally has low speeds that are conducive to cycle uses.

There are no impacts that would give rise to safety concerns.

10. SUMMARY

10.1 Policy

The overriding theme of national policy is approval other than if the **residual impacts are deemed severe.**

That developments must be accessible by sustainable means of transport and accessible to all members of the local community. Local policy echoes the sustainability sentiment of national policy and provides more detail in terms of deliverables.

The proposed development will incorporate uses with good linkages to local facilities and infrastructure which will promote sustainability by reducing the number of car trips to local facilities.

Furthermore there are:

Pedestrian and cycle linkages to a number of locations and facilities are available, frequent public transport services to other major centres and interchanges, and agreed parking provision all ensure that this development is as sustainable, as required in local and national policy.

The assessment shows that the scheme clearly does not give rise to any issues that can be deemed severe and from a transport point of view be approved.

10.2 Local Highway Authority Assessment

The LHA have assessed the information submitted, undertaken their own assessment and as they are based locally have a thorough understanding of the local area. They conclude that they have no in principle objection to the scheme and that the scheme would have little or no impact on the road network and would not give rise to any safety issues.

Subsequent to the assessment made the network has been the subject of a 20mph order that makes the area safer and the scheme would have reduced impacts over that previously assessed.

10.3 Existing network review

The assessment of the existing situation shows that the local network functions well within any capacity constraints, no inherent safety issues are present, indeed the area has a low accident record of less than 1 per year.

Parking does occur as would be expected for an area with terraced properties but observations show that on a random inspection basis that there are gaps along the road to allow passing of vehicles or even accommodate additional parking as needed.

The only areas of concern are the abuse of the parking near junctions as set out in the highway code and the higher speeds recorded for a new 20 mph route although they are less than 30mph which for an urban area is still more than acceptable.

10.4 Sustainability

The site is well located in relation to a wide range of local facilities including the Town Centre itself for the walking mode.

The site has easy access to the local network which is a 20mph area and thus safer for cyclist to use, the site has the ability to connect to the two wider cycle routes for work or leisure uses.

It has easy access to bus service that connected it the wider area another employment and leisure opportunities.

It is also in easy walk of the rail station and thus the much wider employment area of Preston, Blackburn and Burnley.

In summary, therefore, the application site can be considered as being highly accessible by public transport, walking and cycling in accordance with planning policy guidance.

10.5 Assessment Summary

The network has been robustly assessed with and without the development and has been shown to operate with spare capacity at all junctions assessed across the network.

The site has little or no impact on the surrounding network from a vehicular point of view.

Private house ownership has the potential for reduced car dependency if walking and public transport modes are accessible from day one.

10.6 Mitigation

Although the capacity assessments show that the site has no issues and the location is highly sustainable it is proposed to provide some mitigation measure which will enhance the local area and assist existing residents in the area to travel by car and non car modes.

The existing site lines can be occasionally constrained by parked cars as such corner protection measures are proposed in order to ensure compliance with the highways code, it is not felt that they are dependent on the scheme but more to rationalise the exiting parking situation.

To assist in the reinforcement of the new 20mph zone a bus friendly platform is suggested again not needed for the scheme but one for wider community benefit that the scheme would derive some benefit from.

10.7 Noise

Irrespective of this for the transport aspect the normal reference to amenity also includes noise issues, as such an independent noise assessment has been undertaken and the following conclusions reached.

The model indicates that the most significant impacts occur at numbers 17 and 19 Milton Avenue i.e. the dwellings closest to the proposed site entrance. The predicted impact is 'minor' or negligible for the remainder of the dwellings considered. At 17 and 19 Milton Avenue the increase in noise level is just over 3 dB(A) $L_{10(18\text{-hour})}$.

Notwithstanding the predicted subjective impact, occupants of the affected dwellings on Milton Avenue would not qualify for any mitigation under the Noise Insulation Regulations as only two of the three conditions are predicted to be met.

The conclusion is that no issues arise from a noise point of view

10.8 Congestion

This area was not raised by the LHA or the officers as part of the submission review however in order to provide a complete picture queue surveys have been undertaken at the Waddington Road/Railway View junction clearly the busiest road on the local network.

It is considered that if this road works then all the others along the route would do so as well, the results are shown below.

The max queue was 8 cars/44m which is less than the distance back to the nearest junction i.e. no blocking back occurs.

The worst case situation only occurred once in a 5 minute period in the AM with an average queue of 4 vehicles and in the PM occurred twice in a 5 minute period with an average of 4.5 vehicles.

The observations indicated that the max delay was some 30 seconds per vehicle, this equates to a signal junction situation where the normal cycle time is between 60 and 120 seconds i.e. the junction has between a quarter or half of the delay that is accepted on a network.

There are no congestion issues on the local network

10.9 Safety

The local network has no trends or local safety concerns that would require mitigation as part of a local safety scheme.

The new 20 mph change has also improved the safety aspects of the local network.

The flows from the new development are low and would have little or no impact on the network.

There are pedestrian routes to the town centre that are along routes with low flows and have good crossing provision

The area locally has low speeds that are conducive to cycle uses.

There are no impacts that would give rise to safety concerns.

As such it is considered that there are no reasons why the scheme should not be approved from a transportation point of view.

Figures

Masterplan

Waddow View Clitheroe



Key



Existing and new movement network



Illustrative tree and landscaping



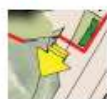
Site boundary



Parking provisions



Proposed blocks



Potential pedestrian links

Layout narration

- Impact aerial and road point. Blocks carefully positioned around the site entrance. Careful consideration given to landscaping and creation of areas of amenity.
- Blocks set back overlooking a carefully landscaped area, adding hedge related to frontage parking and site shown used to reduce car dominance in this important area.
- Secondary road point with clear route allowing users to navigate and orientate themselves easily around the site.
- Carefully positioned block forming good street termination at the head of the important approach into Milton Avenue.
- Pedestrian only link connects the two streets forming connectivity and reducing pedestrian journeys.
- Interface between carefully considered between proposed blocks and existing dwellings.
- Good aspect property responds positively with adjacent play area improving natural surveillance. Footpath link between development and this important amenity considered.
- Small court well overlooked, definable and safe place. Dominance of car reduced.
- Useable pedestrian link into adjacent site.
- Useable link into adjacent site.
- Good natural screening related between development and the site.
- Important views into and out of the site.
- Access to farm land retained.



Site: The Hankford Estate	Author: AJC	Appr'd: AD	Reviewed: AD
Project: Chess farm, Chesson	Scale: A3 Plan 1:500	Date: 26/9/2012	
Title: Site Access	Drawing No: J287/access and mitigation/Fig1		Rev:
Prepared by: ☐ No revision ☒ Revision	T&S form: X		

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Appendices