

## **TRANSPORT AND MOBILITY**

### **8.1 INTRODUCTION**

- 8.1.1 The connections between development and movement are strong. People travel for many reasons, to work, to shop, to get to places of entertainment, to visit friends and for the pleasure of travelling. As a consequence the location of places of employment, residential areas and shopping centres have a major effect on distances travelled and the mode of transport used.
- 8.1.2 In recent years the effect of travel on the environment has been the cause of concern and both the Government and local authorities are seeking to reduce the harmful elements. These include both the local impacts of congestion and the more global concern of levels of CO<sub>2</sub> emissions from excessive use of private cars.
- 8.1.3 In Ribble Valley a larger proportion of people have access to cars than is usual. This is partly because the rural nature of the district makes car ownership almost essential for an acceptable degree of mobility. As a district it is also a substantial net exporter of employees. That is to say a much greater number of people leave the district to work in neighbouring towns than make the reverse journey. These factors are particularly important when environmental concerns dictate that maximum use is made of public transport opportunities and cycling and walking for travel and that unnecessary travel is reduced as much as possible by land-use planning.
- 8.1.4 The objectives of this plan that have a particular bearing on this section are:
- to direct development in a way that minimises the use of private car transport;
  - to ensure adequate and safe transport infrastructure for industry;
  - to ensure all residents have good access to the countryside, sports and entertainment facilities, shops, health care and all other facilities;
  - to protect residents from nuisance of all sports particularly traffic noise, pollution and the impact of nearby development;
  - to enhance safe mobility for all the community.
  - to encourage and promote the use of public transport, cycling and walking.
- 8.1.5 There are certain things that the plan must do in respect of transport. It must identify the road hierarchy, safeguard programmed transport routes and indicate any proposed traffic management schemes. Much of the implementation of the policies contained will be by the county council who are the highway and public transport authority for the majority of roads, with trunk roads being the responsibility of the Secretary of State for Transport.
- 8.1.6 The Lancashire Structure Plan 1991-2006 establishes the principal of major new development being located within strategic transport corridors. These radiate from the County's main transport nodes, linking the main towns and serving intermediate points. These strategic transport corridors have been selected on the basis that they have, or have the potential for, good public transport services, including passenger rail services. All the county's main towns are within strategic transport corridors.

### **8.2 DEVELOPMENT PROPOSALS**

#### **8.2.1 POLICY TI**

**In making decisions on development proposals the local planning authority will attach considerable weight to:**

- the availability and adequacy of public transport to serve those moving to and from the development;
- the relationship of the site to the primary route network;
- the provision made for access to the development by pedestrian, cyclists and those with reduced mobility.
- proposals which promote development within existing developed areas at locations which are highly accessible by means other than the private car;
- proposals which locate major generators of travel demand in existing centres which are highly accessible by means other than the private car;
- proposals which strengthen existing town and village centres which offer a range of everyday community shopping and employment opportunities by protecting and enhancing their viability and vitality;
- 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;
- 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.

8.2.2 Clearly any development proposal should first be weighed against the general development strategy (see policies G2 to G5). This policy will then be applied. Its purpose is to ensure that all development is assessed in terms of its overall impact on the transport infrastructure. All major proposals should offer the opportunities for increased bus and rail facilities.

8.2.3 The implementation of this policy will be by decision making by the local planning authority.

### 8.3 **ROAD HIERARCHY**

#### 8.3.1 **POLICY T2**

**A road hierarchy is proposed. All major new developments which are heavy generators of traffic, especially commercial vehicles, should have adequate, safe and convenient access to the primary road network. Other developments should have access to the network appropriate to their traffic needs and the function of the highway and should be located in areas which maintain and improve choice for people to walk, cycle or use public transport rather than drive.**

8.3.2 The purpose of this policy is to ensure that the majority of traffic is directed onto those roads most able to cope with it. It also recognises that there are forms of transport other than the private car which may be used. The Council will have regard to principles associated with all modes of transport both in assessing

A682 through the district  
A680 from its junction with the A671 to the district boundary

- (iii) Secondary roads (these link valleys and other settlements within the primary route network)  
B6478 through the district (from Tosside to Clitheroe)  
B6243 through the district (from Longridge to Clitheroe)  
B6245 through the district (Longridge to Whalley) B62.6 through the district (from Whalley to B6243) B5269 within the Longridge area  
A671 from Clitheroe link (south) with A59 to Pimlico link with A59.

8.3.4 There are other roads in the district that link with major highways. These are primarily local roads and often not suitable to accommodate major traffic flows. In some cases these roads are required to deal with substantial use. The Trough of Bowland, Clitheroe and Chipping Road, and the Waddington Fell Road all carry large amounts of tourist traffic and should be adequately maintained accordingly.

8.3.5 As part of the implementation of this policy the Council will seek to ensure that development proposals which demand highway improvements management or for maintenance to ensure safety on or adequacy of the network are wholly or partially funded by the developer as appropriate. This may include provision for improved public transport facilities to assist in meeting overall traffic objectives. The Council will consider the use of planning conditions and legal agreements as appropriate to achieve this.

8.3.6 The DETR's policy is set out in circular 4/88. The policy can be summarised as follows: For

Motorways -

The Department has a strict policy of not allowing direct access from private development to motorways or motorway slip roads unless the development relates to motorway service areas, road junctions or motorways maintenance compounds. The Secretary of State will direct local planning authorities (LPAs) to refuse planning applications for development whose access arrangements breach this policy.

For All-Purpose Trunk Roads (APTRe)

On APTRe it is clearly necessary in general to restrict the formation of new accesses to them if they are to continue to perform their function as routes for the safe and expeditious movement of long distance through traffic. A particularly strict policy is appropriate to fast stretches of rural trunk roads and to trunk roads of near motorway standard.

Where a development is likely to generate a material increase in traffic (as defined in PPG1 3) either via an existing access (whether direct or indirect via a local road) or via an otherwise acceptable new access on to a trunk road, which would result in the access, or the main line of that trunk road, becoming overloaded, the Secretary of State would normally advise (but if necessary, direct) the LPA to refuse the planning application. Alternatively, if improvements could be designed to provide the additional capacity:

- (a) to the existing or proposed access to the trunk road consistent with the Secretary of State's 15 year design horizon normally applied to those schemes he initiates himself; and
- (b) to the main line of the trunk road to leave conditions no worse off on completion of the development;

- the Secretary of State could advise (or again, if necessary, direct) the LPA to impose conditions on any planning permission that the development should not occur unless and until those improvements have been carried out.

The Highways Agency would thus not expect to object to developments consistent with the proposals in the local plan, subject to the completion of any highway works which if considered necessary and acceptable in relation to the trunk road network.

#### **8.4 PRIMARY ROUTE NETWORK**

##### **8.4.1 POLICY T3**

**A planning application for development which is likely to generate a material increase in traffic on the primary route network should be accompanied by a Traffic Impact Assessment, provided by the applicant. The development will not be opposed on highway grounds provided any problems arising from the proposals in terms of safety and forecast traffic flows can be overcome by the carrying out of highway works which would be consistent with the role and function of the highway and other relevant policies of the Plan.**

- 8.4.2** A Traffic Impact Assessment is required to identify whether or not a proposal is feasible in traffic terms, and to ascertain the necessity and scope for acceptable highway improvement works. Works may be required to protect the safety and efficiency of the trunk and local road networks. Any development must be satisfactorily integrated into and co-ordinated with the highway network.

#### **8.5 SAFEGUARD LAND**

##### **8.5.1 POLICY T4**

**The Council will safeguard land from development which may be required for building the link from Brockhall Hospital site to the Petre roundabout;**

- 8.5.2** This road does not have a definite line. It does however have some degree of formal status, being associated with a live planning consent.
- 8.5.3** The link to Brockhall Hospital is essential if the employment lost on the site is to be recreated. Unfortunately the existing road network serving the hospital site is inadequate and unsafe.
- 8.5.4** The village of Gisburn lies on the A59 trunk road at its junction with A682 primary route, and consequently suffers badly from the effects of heavy traffic. Indeed traffic levels, especially HGVs, through Gisburn have reached a level whereby the village regularly suffers major environmental disturbance. This was exacerbated by the decision of Castle Cement Ltd to switch from rail to road freight in 1993. There is therefore a strong case for the provision of a by-pass for Gisburn, and this case is supported by the Parish Council, Ribble Valley Borough Council and Lancashire County Council.
- 8.5.5** For the present, the Department of Transport have made it clear that because of costs and competing priorities they have no intention of financing the construction of a by-pass for Gisburn, and the proposal is not therefore included in the National Road Programme. It is however the Borough's intention to continue to make the case for a by-pass of Gisburn and, should it eventually be accepted by either the DOT or by LCC (if the A59 is ever de-trunked), it will become necessary to allocate land for such a road. In the meantime, however, no specific routes have been earmarked, and normal planning guidance will apply to land in and around the environs of the village. This situation will pertain until such time as a by-pass is approved, when a formal amendment to this Plan will become necessary.

##### **8.5.6 POLICY T5**

**The line of the Read/Simonstone by-pass road will be safeguarded from development.**

- 8.5.7 This road is included within both the Lancashire Structure Plan and the most recent 1994/95 Transport Policies and Programme document. This latter document programmes the Read/Simonstone by-pass for commencement in 1995/96.
- 8.5.8 The Read/Simonstone by-pass received planning permission in 1990 but the original scheme may require some amendment. The road largely follows the line of the disused railway line to Padiham. It will relieve the two villages from traffic linking the M65/A56 to the A59.

## 8.6 **TRAFFIC MANAGEMENT**

### 8.6.1 **POLICY T6**

**The development of appropriate traffic calming measures will normally be permitted/introduced. This will include the following:**

- a) The amount of road space allocated to pedestrians, cyclists and public transport will be increased in Clitheroe. This will have regard to the needs of disabled people, emergency services and delivery vehicles.**
- b) Traffic calming measures including 20 miles per hour zones will be introduced in those parts of towns and villages where there is a need to restrain traffic speed and reduce accidents. Their design should make a contribution to improving the quality of the local environment;**
- c) Commercial vehicle movements will be assisted and controlled as appropriate to resolve or prevent environmental problems.**

- 8.6.2 A number of areas within the Borough have already been the subject of those measures proposed by this policy.
- 8.6.3 Taylor Street in Clitheroe and Whalley Old Road in Billington have both had traffic calming techniques applied to both slow traffic and ultimately discourage its use of these purely local routes.
- 8.6.4 Clitheroe town centre is likely to be the first area where a full scheme is implemented. Finance is available for a scheme which is intended to give pedestrians greater priority and safety within Castle Street and redirect through traffic, without business in the town centre, to other routes. This scheme will incorporate physical changes to Castle Street and Market Place and make improvements, at four junctions:
- Parson Lane/Station Road  
Station Road/King Street  
Railway View Road/Railway View Avenue  
Waddington Road/Railway View
- 8.6.5 The Borough Council will continue to monitor locations where traffic calming measures may be required. This will be in close conjunction with the County Surveyor's Department. Subject to finance being made available schemes will then be drawn up and implemented. In certain cases new developments may require traffic calming measures within and outside their site to make proposals acceptable on grounds of highway safety. In these cases the Council will ensure that measures are undertaken at the developer's expense through the use of "Grampian" type conditions and the use of Section 106 Agreements (see Policy G10).

## 8.7 **PARKING PROVISION**

### 8.7.1 **POLICY T7**

**All development proposals will be required to provide adequate car parking and servicing space.**

- 8.7.2 Government guidance contained in PPG1 3 "Transport" stresses that councils should include policies in their plans to 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.
- 8.7.3 This reflects a concern that the provision of car parking for larger developments is a contributing factor to the use of cars for journeys where other methods of transport would be more environmentally acceptable, however the nature of Ribble Valley as a large rural district is such that it is essential to recognise car use will be a principal way of getting to work, shopping and visiting leisure facilities.
- 8.7.4 In many cases failing to ensure that adequate off-street parking is attached to developments will lead to on-street parking rather than the use of public transport or walking/cycling. Whilst the adverse effects of on-street parking may be controlled or moderated by parking restrictions they are likely to have some impact on local environmental problems.
- 8.7.5 The parking requirement for development proposals will be decided having regard to the County Council's 1988 published Car Parking Standards, incorporating any subsequent amendments, and also having regard to the desirability of restricting unnecessary use of the car whilst maintaining viable town and village centres.

8.7.6 **POLICY T8**

**Development proposals which respond to identified needs for additional long stay edge-of-centre parking spaces for visitors in locations where the absence of adequate provision leads to congestion, damage to residential amenity and harm to the efficient operation of business will be permitted within the settlements listed in policies G2, G3 and G. of this Plan. Planning permission will not be given for new public car parks where the benefits of such provision would be outweighed by harm arising from traffic generation or other environmental considerations or in locations where adequate public transport facilities are available.**

- 8.7.7 For many years the council has made strenuous efforts to acquire land in a number of locations to provide much needed car parking. In a number of instances its efforts have been successful. Car parks are now in operation at Downham, Chipping, Slaidburn, Dunsop Bridge and other villages as well as Clitheroe and Longridge. There are parts of the borough where problems continue. Ribchester in particular is so popular with visitors that additional provision would certainly be used. However in assessing development proposals the council will be guided by government guidance contained in planning policy guidance note 13 "Transport" which seeks to limit the provision of extra parking provision where effective alternatives exist. In addition financial resource is an important issue since the implementation of this policy can often only be achieved through the purchase of land.

8.8 **PUBLIC TRANSPORT**

- 8.8.1 The Council will participate in the support and co-ordination of all public transport services.
- 8.8.2 The achievement of the fundamental development strategy of this plan is partly dependent on the availability of public transport services. The Council are not in a position to guarantee the continued operation of existing services or their improvement. The general overview of public transport is the responsibility of the County Council. The Borough Council can however assist financially with the operation of non-commercial services and take account of the viability of existing public transport services as well as the need for new ones in reaching planning decisions.

## **POLICY T9**

**A central bus terminus will be provided on land adjacent to Clitheroe Station. Development proposals should conform to the other relevant policies of this plan, and policy G1 in particular.**

- 8.8.4 A critical element of attempts to shift travel patterns away from the use of the private car towards public transport is ensuring ease of linkages where the journeys are necessary, and a central point for all services. This proposal will achieve this end. It is anticipated that any scheme will be implemented as a joint project between the principal transport authority, bus operators and this council.
- 8.8.5 A detailed planning brief will be prepared for this site incorporating the minimum loss of car-parking necessary to obtain a satisfactory scheme. The brief must also show a detailed design/layout to the satisfaction of the bus operators and show good pedestrian links to the main shopping centre of Clitheroe. Prior to finalising and implementing any scheme a survey of usage and need should be carried out.

## **8.8.6 POLICY T10**

**The Council will protect land identified on the proposals map from inappropriate development which may be required for opening of stations at Gisburn and Chatburn.**

- 8.8.7 At present the reintroduction of regular services has extended only as far east as Clitheroe. It is important however to be aware of future developments on the Settle-Carlisle railway line and opportunities to extend the benefit of rail transport further. This policy will allow that possibility.
- 8.8.8 Any planning application relating to these sites will be assessed having regard to the likelihood to the sites being required and the amount of harm which will be caused to the possible implementation of schemes.

## **8.9 FREIGHT TRANSPORT**

### **8.9.1 POLICY T11**

**The Council will resist development that will result in the loss of opportunities to transport freight by rail.**

- 8.9.2 Towards the end of 1992, Castle Cement in Clitheroe opted to cease the use of rail transport for part of their deliveries to and from the complex. Although the decision was based on clear differences in costs between the use of rail and road transport, it will have a negative effect on the environment. It is hoped that revised cost differentials in the future will allow a reversal of that company's present policy. It is also hoped other companies located close to the railway line may be able to benefit from that proximity.
- 8.9.3 This policy is intended to ensure that should the return to the use of rail become a financial possibility that development has not been allowed to prevent it.

## **8.10 CYCLING**

### **8.10.1 POLICY T12**

**Cycle parking facilities will be provided at:**

- i) all public car parks;**
- ii) all railway stations and;**
- iii) other appropriate town centre and village locations.**

**The Council will improve facilities for cyclists through direct provision and also by negotiating for appropriate facilities and measures to improve safety where planning obligations are entered into (see Policy G10). All development proposals must conform to the other relevant policies of this Plan and Policy G1 in particular.**

8.10.2 There are several strands to the implementation of this policy. The car parks operated by the Council in Clitheroe and Longridge have very limited opportunities to leave bicycles in a secure and visible place. This can be addressed by the Borough Council. It is also important to look for provision of places to leave bicycles at the new railway stations.

8.10.3 On-highway improvements will be largely the responsibility of the highway authority. Every opportunity will be taken to encourage the segregation of cyclists and motor vehicles at locations where safety is threatened. Details of routes considered suitable by the County Council are given in the document "The Lancashire Cycleway" which includes long distance routes from Longridge through Ribchester to Whalley, Waddington and Slaidburn and also Mellor, Whalley and Clitheroe. These are shown on the proposals map. Finally, during the period of the plan the opportunity may arise to create cycle routes off the highway. There are sections of the disused railway line between Great Harwood and Padiham and between Preston and Longridge where traffic-free links from the urban areas to the Ribble Valley countryside could be created as finances permit.

## 8.11 **COACH PARKING**

### 8.11.1 **POLICY T13**

**The Council will take the opportunity to secure the provision of coach parking facilities as part of any major redevelopment proposal on the edge of the central area of Clitheroe. Development proposals will be expected to conform to the provisions of Policy G1 of this plan with particular regard to environmental impact highway safety and congestion.**

8.11.2 Clitheroe is a major tourist attraction and forms part of many coach operators schedules. At present there is no coach park in or around the town centre. Coaches can drop off close to the centre but often need to travel well out of town before a later pick-up. This adds to traffic movement and contributes to congestion in the town centre.

8.11.3 During the period of this plan it is probable that there will be proposals placed before the council for major redevelopment, on sites relatively close to the town centre but also well related to the transport network avoiding the centre area. In discussing the form and design of such proposals the council will consider the opportunities offered for the provision of coach parking and contributing to land assembly needed to allow this to happen.

## 8.12 **TAXI RANKS**

### 8.12.1 **POLICY T14**

**Proposals which extend a range of taxi ranks will be approved subject to the other policies of this plan. Proposals must not however:**

1. **Adversely effect the amenities of residential areas.**
2. **Lead to a reduction in highway safety.**

8.12.2 The Council will monitor the adequacy of the location and capacity of existing taxi ranks and will extend provision as required.

8.12.3 The Council have recently extended the provision of taxi-ranks to include sites on Station Road in Clitheroe and increased provision at King Lane. The importance of taxis as a form of local public transport is growing. They are particularly valuable for local shopping trips.

8.12.4 Two possible sites for taxi ranges are in the vicinity of Clitheroe Station and on King Street, Clitheroe. Both these sites will be fully investigated.

### 8.13 **PEDESTRIAN ROUTES**

#### 8.13.1 **POLICY T15**

**Proposals incorporating environmental, safety and accessibility improvements to pedestrian routes will be approved. Proposals should reflect the visual quality of the area in terms of materials and design.**

8.13.2 The Council will make environmental safety and accessibility improvements to pedestrian routes particularly those leading to and from Stations, bus stations/stops, shopping areas, employment areas and leisure facilities.

8.13.3 Consequent with the general approach to mobility in the district is the need to make walking as attractive an option as possible. For this to be so, substantial work is needed on central links which are badly lit or unevenly surfaced or simply unattractive. It is particularly important to concentrate efforts on routes which may increase the use of public transport as a route into towns.

8.13.4 Amongst the routes which maybe in need of treatment under this policy are:

Chester Avenue Car Park to Clitheroe Town Centre;  
Bawdlands to Chester Avenue; All linkages to Clitheroe Market.

