

rappor



Land South of (East of Griffin Place) Radwinter Road, Saffron Walden

Appeal Reference: APP/C1570/W/22/3296426

Transport Proof of Evidence
Volume 1- Text

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1 Introduction

Personal Statement

- 1.1 My name is Chris Elliott. I have a degree in Human Geography from Brunel University. I am a Member of the Chartered Institute of Highways and Transportation. I am a Regional Director of Rappor Consultants Ltd (Rappor, formerly Cotswold Transport Planning). Rappor provides infrastructure and environmental consultancy services specialising in advising on development proposals. I have over 18 years' experience in the design, implementation and assessment of highway and transport schemes in the public and private sectors.
- 1.2 I have been involved with development sites within a range of land uses including residential, retail and commercial and industrial. I have provided transport and highways inputs to major development planning applications including at Ipswich Garden Suburb (1,100 dwellings), Sharnbrook, Bedfordshire (500 dwellings), Southall Gasworks (3,750 dwellings and town centre uses) and Deptford Wharves, Lewisham (1,132 dwellings). I have advised residential developers and retailers including Berkeley Group, Crest Nicholson, Lendlease, Kier Property, Sainsburys and Tesco.
- 1.3 I am retained by the appellant to provide independent transport and highways advice in relation to the Appeal Site. I have visited the appeal site and am familiar with the local area and highway network conditions. I have attended numerous meetings with Essex County Council (ECC), in their role as local highway authority.
- 1.4 The evidence which I have prepared and provide for this appeal, reference APP/C1570/W/22/3296426, is true and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are true and professional opinions.

Scope of Evidence

Preamble

- 1.5 Rappor was instructed by Rosconn Strategic Land to provide transport and highways advice in relation to proposals to redevelop the Appeal Site. This involved the production of a Transport Assessment (CD A22), Travel Plan (CD A23), Environmental Statement chapter (CD A26) and supplementary Technical Notes examining the implications of the proposal (CD A63, CD A73 and CD A76).

Engagement with Highway Authority

- 1.6 Pre-application meetings were held with ECC as highway authority and this dialogue continued throughout the application period. Following submission of the Appeal, this dialogue has again continued with respect to Reasons for Refusal (RfR) 1 and 2, which relate specifically to highways and transport matters. RfR 4 also partly relates to transport matters. Further information has been submitted to ECC and further meetings held.
- 1.7 As a result of this continued dialogue, all matters relating to the transport effects of the proposals are agreed with ECC. The position with ECC is set out in the Statement of Common Ground (SoCG) on Transport Matters (CD B39) and Supplementary SoCG on



Transport Matters (CD B40). The Supplementary SoCG provides a summary of the agreed transport measures to be delivered as part of the proposals.

Scope and Structure of My Evidence

- 1.8 As there are no outstanding issues with the highway authority, this Proof of Evidence (PoE) focuses on the transport matters raised within the Rule 6 Party's Statement of Case. Sections 2 to 5 of this PoE deal with these matters under the following headings:
- a) Sustainability
 - b) Access and Effect on Immediate Public Highway Network
 - c) Effect on Wider Public Highway Network



2 Sustainability

- 2.1 The proposals include a comprehensive package of sustainable transport measures that will facilitate travel by non-car modes and ensure the site is well connected to the existing settlement of Saffron Walden.

Walking and Cycling

- 2.2 There are a range of local facilities and key destinations within walking and cycling distance of the Appeal Site. These facilities are set out in the SoCG on Transport Matters (CD B39 Page 5). The distances to these facilities are agreed with ECC. Acceptable walking and cycling distances are also agreed with ECC as being 2km and 8km respectively based on guidance set out in *“Providing for Journeys on Foot, 2000”* produced by the Institute of Highways and Transportation (CD K5, page 49), and Local Transport Note 1/20, July 2020 *“Cycle Infrastructure Design”* (CD K1, page 16).
- 2.3 The location of these facilities with respect to the Appeal site and in the context of these acceptable walking and cycling distances are shown on the plan provided at **Appendix CE-1**.
- 2.4 Facilities within acceptable walking and cycling distance include the Tesco superstore, Saffron Walden Community Hospital, Shirehill Industrial Estate, RA Butler Infant & Junior School, and Saffron Walden High Street.
- 2.5 To provide access to these facilities from the Appeal Site, two new linkages are proposed. Firstly, a new 2m wide footway will be provided on the southern side of Radwinter Road within the existing adopted highway from the Appeal Site to link with the existing footway on Radwinter Road at Leverett Way (the Linden Homes site access).
- 2.6 Secondly, a 3m shared pedestrian and cycle link to the adjacent development site will be provided. The adjacent site benefits from Outline Planning Permission under Uttlesford District Council (UDC) reference UTT/17/2832/OP, and is currently subject of a Reserved Matters Planning Application under UDC reference UTT/21/3565/DFO by Redrow Homes Ltd. The section of this link within the Appeal Site, up to the site boundary, will be secured via planning condition.
- 2.7 To connect this pedestrian / cycle link from the Appeal site boundary to the Redrow site boundary, a section is required to be constructed on land within the ownership of a third party. The Appellant is in continued negotiations with the third-party landowner to secure a legal agreement that will allow this link to be delivered across the third-party land. It is agreed with UDC and ECC that the Appellant will use reasonable endeavours to deliver this pedestrian / cycle link across the third-party land. This will be secured via S106 obligation.
- 2.8 The delivery of these two links is agreed with ECC. I consider that adequate access to the Appeal Site for pedestrians and cyclists will be provided to ensure there is access to local facilities, including public transport services, by these modes of travel.
- 2.9 The site will be well connected with the existing pedestrian and cycle network within Saffron Walden and future residents of the site will have adequate access to the facilities outlined above.



- 2.10 In addition to these pedestrian and cycle links, it is also agreed with ECC that the pedestrian crossing at the Tesco site access will be improved. This improvement was identified and agreed with ECC following an audit of pedestrian and cycle routes to key destinations. The existing crossing is poorly located with respect to the pedestrian desire line and pedestrian visibility to approaching vehicles is partially restricted by adjacent vegetation.
- 2.11 An improved pedestrian crossing would be of benefit to both future residents of the Appeal Site and existing pedestrians and would provide an improved walking route between the Appeal Site and key local facilities via Radwinter Road. This improved crossing would be secured via S106 obligation.
- 2.12 I consider that the quality of key routes for pedestrians and cyclists has been adequately assessed and an appropriate scheme for improvement has been identified and agreed with ECC.
- 2.13 Within the Appeal Site, a comprehensive network of pedestrian and cycle routes will be provided that will provide direct and convenient traffic free routes through the site. These are shown on the Access and Movement Parameter Plan. These routes will allow residents to easily access the open space within the site, as well as providing direct connections to the wider existing transport network via Radwinter Road and the link to the Redrow site.
- 2.14 I consider that the design of the Appeal Site has given priority to pedestrian and cycle movement as far as possible.

Bus Access

- 2.15 Provision has also been made to ensure the Appeal Site is accessible by public transport. A financial contribution of £2,600 per dwelling will allow ECC to provide a regular bus service linking the Appeal Site with local facilities. This approach is consistent with ECC guidance as set out in *"The Essex County Council Bus Service Improvement Plan 2021 to 2026"*. Paragraphs 260 to 272 of this Strategy set out ECC's approach to bus service provision at new developments and are provided at **Appendix CE-2**.
- 2.16 The Strategy identifies that ECC will adopt a *"strategic approach"* to secure bus provision that is *"financially and operationally sustainable in the longer term"* (Paragraph 266). This is achieved by utilising a 'per house' contribution which will be used by ECC to *"provide an agreed level of service to the site by contracts with bus operators"* (Paragraph 267).
- 2.17 This approach allows ECC to pool contributions from multiple developments to deliver a comprehensive bus service that not only provides for the needs of each development but also existing residents with adequate bus service provision.
- 2.18 The approach agreed at the Appeal Site is consistent with this strategy and is agreed with ECC.
- 2.19 To provide access to bus services at the Appeal Site, new bus stops will be provided on Radwinter Road adjacent to the site access. These bus stops will be provided with shelters, seating, timetable information and raised kerbs to provide access to buses for all users including those with pushchairs or in wheelchairs.
- 2.20 To provide access to these bus stops a new footway link will be provided on the southern side of Radwinter Road together with an uncontrolled crossing point and widened footway on the northern side of Radwinter Road.



- 2.21 In addition, bus access to the site will be facilitated via the provision of a looped road arrangement within the site. This would allow bus services to travel into the site should ECC wish to do so in the future. This bus loop is shown on the Access and Movement Parameter Plan (CD A9).
- 2.22 ECC has raised no objection to the provision for bus stops on Radwinter Road or the provision of a bus loop within the Appeal Site. These measures are sufficient to ensure all future residents of the Appeal Site will have adequate access to regular public transport services.

Additional Sustainable Transport Measures

Car Club

- 2.23 It is agreed with ECC that a financial contribution will be provided towards an electric vehicle car club scheme that is to be implemented by UDC. Alongside this, provision of a car club parking space (with electric vehicle charging point) within the Appeal Site will also be secured. As well as funding to support provision of a car club vehicle within the site for a minimum of five years, each dwelling will be provided with annual membership of the car club for five years and 10 hours of driving credit.
- 2.24 The Department for Transport (DfT) provides guidance to local authorities on establishing car clubs within the *“Car clubs: local authority toolkit”* published in April 2022. Relevant extracts from this guidance are provided at **Appendix CE-3**.
- 2.25 This guidance sets out the benefits of car clubs as *“by providing an alternative to driving a private car, car clubs reduce carbon emissions, air pollution, parking pressure and congestion, while supporting the shift to lower carbon forms of travel”*.
- 2.26 The guidance also notes that car clubs can promote changes in the use of transport:

“Not all journeys that would have taken place in a private car transfer to car club vehicles. However, when used, car clubs can also reduce carbon emissions through changing travel behaviour.

By putting a direct cost and adding a small element of extra effort (for example, getting to a car club vehicle, even if this only takes a minute) on using any vehicle for a particular journey, car clubs can also encourage a shift to active and public transport for shorter journeys and incentivise trip chaining to make use as efficient as possible. Many members use car club vehicles for trips where public transport is not viable (such as unsociable hours or night shift workers), or when needing to move bulky items, for instance”.

- 2.27 Evidence of the success of car clubs is provided within the guidance.

“CoMoUK estimate that up to 18 vehicles are taken off the road by each car club vehicle. Some users may directly exchange their car for car club membership, while others may replace a second household car, decide against, or delay a private vehicle purchase or lease”.

- 2.28 Provision of a car club at the Appeal Site, and across Saffron Walden more widely as is to be implemented by UDC, will therefore assist in encouraging the use of more sustainable forms of transport by both future residents of the Appeal Site and existing residents within Saffron Walden.



Travel Plan

- 2.29 A Travel Plan will be implemented at the development (CD A23). This Travel Plan will include appointment of a Travel Plan Co-Ordinator, travel information packs for each dwelling and sustainable travel vouchers to the value of £100 for each dwelling.
- 2.30 The requirement for a Travel Plan is set out at Paragraph 113 of the National Planning Policy Framework (NPPF, CD G1). The Planning Practice Guidance (CD G2, Travel Plans, Transport Assessments and Statements, paragraph 006) provides further detail and acknowledges that Travel Plans can positively contribute to encouraging sustainable travel. ECC also acknowledges the requirement for Travel Plans in Policies DM9 and DM10 of the Essex County Council Highway Development Management Policies (CD G5, pages 10 to 11).
- 2.31 The Department for Transport (DfT) has produced the guidance document, '*Good Practice Guidelines: Delivering Travel Plans through the Planning Process, April 2009*' (CD K10). In this report, the advice is that travel plans have been used successfully for many years. It goes on to say that they are an important tool for promoting sustainable travel and help to reduce private car use.
- 2.32 Implementation of a Travel Plan at the Appeal Site is therefore consistent with these policy requirements and will promote and encourage the use of sustainable modes of travel in preference to the private car.

Policy Compliance

- 2.33 The key policy tests with regard to sustainable modes of transport are set out at Paragraphs 110, 112 and 113 of the NPPF (CD G1) and Policy GEN1 of the Uttlesford Local Plan (CD G3). These Development Plan policies are supported by Policies DM9 and DM10 of the Essex County Council Highway Development Management Policies (CD G5 pages 10 to 11).
- 2.34 The proposals meet the requirements of these policies by providing safe and suitable access to the site for all modes of travel. The design of the site has taken into account the needs of pedestrians, cyclists and public transport users and encourages movement by sustainable modes of travel in preference to the private car. The network of pedestrian and cycle routes within the site will give priority to these modes of travel as far as possible.
- 2.35 Appropriate opportunities to promote sustainable transport modes have been taken up, and these will be promoted and encouraged through the implementation of a Travel Plan.
- 2.36 The proposals are consistent with NPPF and Local Plan policies. Subject to the agreed package of transport measures, the site can be considered a sustainable location. It is agreed with ECC that the proposal would satisfactorily provide sustainable transport measures appropriate to the location of the Appeal Site.



3 Access and Effect on Immediate Public Highway Network

Site Access

- 3.1 The proposals will result in provision of a new ghost island priority junction on Radwinter Road to provide vehicle access to the site. The site access has been designed in accordance with guidance contained within Design Manual for Roads and Bridges (DMRB) design standard CD123 *“Geometric design of at-grade priority and signal-controlled junctions”* (CD K8), Manual for Streets 2 (CD K3) and the Highways Technical Manual of the Essex Design Guide (CD K4) as appropriate. All matters relating to the design and layout of this junction have been agreed with ECC as set out in the SoCG on Transport Matters (CD B39 Pages 2-3).
- 3.2 The site access junction has been subject to detailed capacity analysis using industry standard modelling software. This was presented within the submitted Transport Assessment (CD A22, page 62). This analysis demonstrates that the proposed site access is forecast to operate well within capacity with no queueing predicted. This analysis was undertaken for a future (design) year agreed with ECC and included both background traffic growth forecasts and traffic generated by committed developments. This methodology and the results of the analysis are agreed with ECC.
- 3.3 The site access junction has also been subject to a Stage 1 Road Safety Audit (RSA, CD A76, Appendix F). It is agreed with ECC that this RSA does not raise any issues that either have been addressed already or could not be satisfactorily addressed as part of the S278 detailed design process.
- 3.4 Based on the above, the access has been demonstrated to be capable of being suitable to safely serve the proposed development and accommodate all forecast traffic.
- 3.5 Visibility splays are provided in both directions at the site access. These visibility splays are based on recorded vehicle speeds, have been calculated in accordance with DMRB guidance (CD K8) and have been agreed as sufficient with ECC. The visibility splays are shown in full on the submitted site access drawing (Cotswold Transport Planning drawing no. CTP-20-1142-SK01 Rev D, CD A76, Appendix G). The RSA raised no issues in relation to the visibility splays. It has been adequately demonstrated that sufficient visibility will be provided to ensure the site access will operate safely.
- 3.6 Alongside the site access road, provision for pedestrians and cyclists is made via a 3.5m wide shared footway / cycleway on the western side of the site access road, and a 2m footway on the eastern side. The western footway /cycleway will continue as a footway alongside Radwinter Road to link with the existing footway. Cyclists will join the carriageway on Radwinter Road. An additional pedestrian and cycle link with Radwinter Road in the north-east corner of the Appeal Site as set out in Section Two above and shown on the Access and Movement Parameter Plan (CD A9).
- 3.7 Pedestrian crossing facilities are provided across the site access road via an uncontrolled crossing with dropped kerbs and tactile paving. An uncontrolled crossing of Radwinter Road is also provided to the east of the site access to allow pedestrians to access the eastbound bus stop. This crossing point includes dropped kerbs, tactile paving and a pedestrian splitter island. The provision of these crossing points is agreed with ECC.



- 3.8 It has been demonstrated that the site access meets the needs of users, including people with disabilities. The design and layout of the site access confirms with relevant design guidance and is agreed with ECC.
- 3.9 The retained farm access is located 190m to the east of the site access on Radwinter Road. This distance is greater than the visibility splay at the access and so is sufficient to ensure there will be no conflict between these two junctions and that both will operate safely. The location of the site access is agreed with ECC.
- 3.10 On the basis of the above, I consider that it has been demonstrated that adequate access to the site can be provided and the development will have no adverse effect on the immediate public highway network.

Policy Compliance

- 3.11 The key policy criteria which the access should comply with are set out in Paragraph 110 of the NPPF (CD G1) and Policy GEN1 of the Uttlesford Local Plan (CD G3). These Development Plan policies are supported by Policy DM1 of the Essex County Council Highway Development Management Policies (CD G5, page 3).
- 3.12 The site access complies with these policies in full as safe and suitable access to the site can be achieved that is capable of carrying the traffic generated by the development safely. ECC as highway authority offers no objections to the proposed site access.



4 Effect on Wider Public Highway Network

Highway Improvements

- 4.1 The effect on the wider public highway network has been assessed as part of the planning application. The approach to this assessment is agreed with ECC and is summarised in the SoCG. Following detailed assessment, improvements have been identified at three off-site junctions as follows:
- a) Thaxted Road / Radwinter Road- improvements to existing junction as shown in Cotswold Transport Planning drawing no. CTP-20-1142 SK10 Rev A (CD A76, Appendix J)
 - b) Thaxted Road / Peaslands Road-signalisation of junction as shown in Cotswold Transport Planning drawing no. CTP-20-1142 SK11 Rev A (CD A76, Appendix J)
 - c) High Street / Church Street- signalisation of junction as shown in Transport Planning & Highways Drawing no. 2206-01 TS-01 Rev B (CD B40, Appendix C)
- 4.2 All three junctions are predicted to operate above capacity in future in their current form, without the addition of development traffic. Following implementation of the improvement works, the Thaxted Road / Peaslands Road and High Street / Church Street junctions would operate within capacity with the proposed development in the assessed design year. These improvements therefore not only address the additional development traffic but also address existing capacity issues.
- 4.3 At the Thaxted Road / Radwinter Road junction, the proposed improvements result in improved junction performance that would fully address the addition of development traffic.
- 4.4 It is agreed with ECC that the deliverability of the proposed off-site junction improvements has been adequately demonstrated. On this basis, the residual cumulative impact of the development on the highway network is considered acceptable by ECC and is not severe.

Highway Network Assessment

- 4.5 The assessment of the local highway network presented in the Transport Assessment (CD A22, pages 52 to 82) considers the cumulative impact of the development alongside a number of other committed developments. An allowance for background traffic growth was also included within this assessment. The committed developments considered were agreed with ECC. In addition, a 'without Link Road' assessment was carried out as a sensitivity test to consider the scenario whereby the Redrow Homes site does not come forward to complete the consented Link Road between Radwinter Road and Thaxted Road.
- 4.6 No connections with adjoining sites have been assumed as part of this assessment. Whilst land within the Appeal Site is to be safeguarded to provide a potential future road to the southern boundary, this road, or development of any further land outside of the Appeal site does not form part of the proposals and would be subject to a separate assessment in due course should a planning application come forward for land outside of the Appeal Site in the future.
- 4.7 The assessment considered the distribution of traffic generated by the proposals, based on 2011 Census Journey to Work data for existing residents within Saffron Walden. This



distribution included consideration of traffic that may route via Radwinter Road to the east of the Appeal Site. The distribution of vehicle trips is agreed with ECC.

- 4.8 A total of eight two-way vehicle trips are forecast to travel via Radwinter Road east of the Appeal Site during the AM peak hour and seven during the PM peak hour. These increases would represent one additional vehicle movement every 7-9 minutes on average across these peak hours. The traffic surveys undertaken on Radwinter Road and presented within the Transport Assessment (CD A22, Appendix I) demonstrate the daily variation in peak hour traffic flows. These increases would be well within the existing daily variation such that they would be imperceptible to existing road users.
- 4.9 This level of additional traffic would have no adverse impact on the operation of the highway network to the east of the Appeal Site.
- 4.10 To the west of the Appeal Site, the effect of the development was considered on 19 junctions (including the site access) as agreed with ECC. At these junctions, a two-stage approach to assessment was adopted. Firstly, where an increase in traffic of less than 2% or 30 vehicles in any one peak hour was identified, no further assessment was required. The exception to this was the Thaxted Road / Peaslands Road junction, where more detailed assessment was undertaken at the request of ECC despite the increase in traffic being below these agreed thresholds.
- 4.11 The second stage was based on detailed junction capacity analysis at the remaining 14 junctions (including the site access) using industry standard modelling software as agreed with ECC. The results of this capacity analysis, which are set out in the Transport Assessment (CD A22, pages 62-82), demonstrate that with the exception of the three junctions at which improvements are to be provided as agreed with ECC, all junctions were either shown to be operating within capacity with the addition of development traffic or the effect of additional traffic would not be material. ECC has raised no objections to the results of the capacity analysis.
- 4.12 Traffic surveys undertaken in October 2021 and presented in Cotswold Transport Planning Technical Note-Transport Assessment Updates (CD A73, pages 5 to 20) indicate significant day to day variations in peak hour traffic flows within Saffron Walden. This is set out in **Table CE-1** below.



Location	AM Peak			PM Peak		
	Max Weekday Traffic Flow (2-Way)	Min Weekday Traffic Flow (2-Way)	Difference	Max Weekday Traffic Flow (2-Way)	Min Weekday Traffic Flow (2-Way)	Difference
Site 1- Bridge Street north of Castle Street	1,005	643	362	1,037	592	445
Site 2- Debden Road south of Audley Road	1,313	1,177	136	1,310	1,217	93
Site 3- Newport Road south of Audley Road	746	636	110	812	743	69
Site 4- Ashdon Road east of Common Hill	728	649	79	721	544	177
Site 5- Radwinter Road east of Thaxted Road	919	868	51	974	849	125
Site 6- Thaxted Road south of Radwinter Road	732	665	67	828	738	90
Site 7- Elizabeth Way north of Radwinter Road	543	504	39	580	499	81
Site 8- Radwinter Road east of Horn Brook	736	669	67	980	808	172

Table CE-1: Variation in Weekday Peak Period Traffic Flows

- 4.13 The table demonstrates that at all surveyed locations, which include the main roads within Saffron Walden, there is significant variation in the AM and PM peak hour traffic flows across the five-day working week. A comparison of this daily variation in existing traffic flows with forecast development traffic (as agreed with ECC) is presented in **Table CE-2** below.



Location	AM Peak		PM Peak	
	Difference in Existing Weekday Traffic Flow	Development Generated Traffic	Difference in Existing Weekday Traffic Flow	Development Generated Traffic
Site 1- Bridge Street north of Castle Street	362	42	445	41
Site 2- Debden Road south of Audley Road	136	26	93	23
Site 3- Newport Road south of Audley Road	110	32	69	31
Site 4- Ashdon Road east of Common Hill	79	45	177	36
Site 5- Radwinter Road east of Thaxted Road	51	33	125	41
Site 6- Thaxted Road south of Radwinter Road	67	0	90	0
Site 7- Elizabeth Way north of Radwinter Road	39	52	81	41
Site 8- Radwinter Road east of Horn Brook	67	86	172	82

Table CE-2: Variation in Weekday Peak Period Traffic Flows

- 4.14 With the exception of Elizabeth Way and Radwinter Road east of Horn Brook (sites seven and eight), the forecast development traffic will be well within the existing daily variation in peak hour traffic flows at all surveyed locations. This further demonstrates that the effect of development traffic on the highway network will not be material.
- 4.15 Further reference to the analysis of the October 2021 traffic surveys and the comparison with surveys previously undertaken in 2017 and 2018 (as set out in Cotswold Transport Planning Technical Note-Transport Assessment Updates, CD A73, pages 5-20) indicates that there has been no identifiable growth in peak hour traffic flows during this three-to-four-year period. During this period, there has been development and growth within Saffron Walden with new residential developments being constructed and occupied, either in full or part, including land at Ashdon Road (Ashdon Road Commercial Centre) and land south of Radwinter Road (the Linden Homes site).
- 4.16 This indicates that as growth and demand has increased, peak hour traffic flows have not. This will be as a result of behavioural change. People have made choices not to travel by car in peak periods. They may travel at a different time, or via a different mode of transport. They may even choose not to travel at all. This may be partly due to increased home working following the COVID-19 pandemic. These developments will also have implemented sustainable transport measures including Travel Plans to encourage the use of sustainable modes of travel.



- 4.17 The assessment of the highway network is therefore robust, since background traffic growth and committed development traffic has been included assuming no behavioural change. In addition, the assessment has made no allowance for any mode shift away from private car use at the Appeal Site as a result of the agreed package of sustainable transport measures. This assessment assumes peak period traffic flows will increase where this has not occurred in the past.
- 4.18 Even when taking into account the above, the results of this assessment demonstrate that, subject to the agreed highway improvements, the surrounding road network is capable of carrying the traffic generated by development safely. ECC as highway authority are satisfied that there would be no adverse impact on the highway network.

Policy Compliance

- 4.19 The key policy criteria when considering impact on the highway network are set out in Paragraph 111 of the NPPF (CD G1) and Policy GEN1 of the Uttlesford Local Plan (CD G3). These Development Plan policies are supported by Policy DM1 and Policy DM15 of the Essex County Council Highway Development Management Policies (CD G5, pages 3 and 14).
- 4.20 Through a robust assessment of the highway network as agreed with ECC, it has been demonstrated that traffic generated by the development is capable of being safely accommodated on the surrounding transport network and that the residual cumulative impact on the road network will not be severe. On this basis the development should not be refused on highways grounds. ECC as local highway authority, has no objections to the proposed development on highways grounds.



5 Case Summary and Conclusions

Case Summary

- 5.1 National policy is set out in the NPPF. The NPPF supports and encourages housing growth. There is a presumption in favour of sustainable development. When considering the transport effects of development, the NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or if the residual cumulative impacts on the road network would be severe.
- 5.2 Local policy, as set out in the Uttlesford Local Plan, also seeks to support economic growth, and to ensure that new development does not have an adverse effect on the transport network. Developments should encourage movement by modes of travel other than the private car and traffic generated by developments must be capable of being accommodated on the surrounding transport network.
- 5.3 Based on the agreed package of transport measures, the Appeal Site can be considered a sustainable location. There are a number of local facilities and key destinations within walking and cycling distance. These facilities include a Tesco superstore, Saffron Walden Community Hospital, Shirehill Industrial Estate, RA Butler Infant & Junior School, and Saffron Walden High Street.
- 5.4 Pedestrian and cycle connections with the existing transport network will be provided to provide safe and suitable access to the Appeal Site for these modes of travel and ensure that there is permeability from the Appeal Site to the adjacent development and local facilities.
- 5.5 Within the Appeal Site, a comprehensive network of pedestrian and cycle routes will be provided that will provide direct and convenient traffic free routes through the site. These routes will allow residents to easily access the open space within the site, as well as providing direct connections to the wider existing transport network.
- 5.6 The site will be served by a regular bus service linking the Appeal Site to key services and destinations. This bus service is to be delivered by ECC as part of the holistic consideration of wider bus service provision within Saffron Walden.
- 5.7 Access to this bus service will be facilitated via the provision of new bus stops on Radwinter Road. In addition, a bus loop will be provided within the site to allow buses to enter the Appeal Site in future.
- 5.8 The proposals will contribute to the establishment of an electric vehicle car club in Saffron Walden which is to be operated by UDC. This will include funding to provide a car club vehicle within the Appeal Site and car club membership and driving credit for each dwelling. A parking space within the Appeal Site, with electric charging point, will also be provided.
- 5.9 This car club will provide an alternative to private car use and assist in encouraging the use of more sustainable forms of transport. Car clubs are recognised as being successful in reducing the number of private vehicles on the road network and in encouraging wider use of non-car modes of travel.
- 5.10 A Travel Plan will be implemented as part of the proposals. National and local policy places significant weight on the use of Travel Plans to promote and encourage the use of



sustainable modes of travel. Travel Plans are acknowledged as being successful in promoting sustainable travel and help to reduce private car use.

- 5.11 ECC agrees that the proposal will satisfactorily provide sustainable transport measures appropriate to the location of the site adjoining the urban edge of Saffron Walden.
- 5.12 The proposals meet the requirements of NPPF and Uttlesford Local Plan policies related to sustainable transport by providing safe and suitable access to the site for all modes of travel. The design of the site has taken into account the needs of pedestrians, cyclists and public transport users and encourages movement by sustainable modes of travel in preference to the private car. The network of pedestrian and cycle routes within the site will give priority to these modes of travel as far as possible.
- 5.13 Appropriate opportunities to promote sustainable transport modes have been taken up, and these will be promoted and encouraged through the implementation of a Travel Plan.
- 5.14 The proposed vehicle access to the site is appropriate to the scale of development proposed, has been designed in accordance with relevant guidance and subject to a road safety audit. Adequate visibility splays are provided in accordance with existing measured vehicle speeds on Radwinter Road and these visibility splays are in accordance with relevant design guidance. Adequate separation is provided between the site access and the retained farm access. The site access is forecast to operate well within capacity.
- 5.15 The site access complies with NPPF and Uttlesford Local Plan policies as safe and suitable access can be provided that is capable of carrying traffic generated by the development safely.
- 5.16 A robust assessment of the effect of development traffic on the wider highway network has been undertaken. This assessment includes for traffic growth via both committed developments and general growth in background traffic. The assessment makes no allowance for mode shift away from private car use or behavioural change. This is despite there being no evidence of peak hour traffic growth in Saffron Walden between 2017/18 and 2021, a period during which development and growth has occurred within the town. No connections to adjoining sites have been assumed as part of this assessment. The approach to the assessment was agreed with ECC and ECC has raised no objections to the results of the analysis undertaken.
- 5.17 The forecast development traffic will have no material impact on the highway network to the east of the Appeal Site. The level of additional traffic generated, at one additional vehicle movement every 7-9 minutes on average across the AM and PM peak hours, would be imperceptible to existing road users and would have no adverse effect on the operation of the highway network.
- 5.18 To the west of the Appeal Site, a comprehensive analysis of the effect of development traffic at 19 junctions has been undertaken. This assessment has demonstrated that at junctions where detailed capacity analysis has been undertaken, with the exception of three junctions where highway improvements are proposed, these junctions would either continue to operate within capacity or the effect of development traffic would not result in a material change in junction performance. At all other locations, the level of development traffic would not be material such that detailed capacity analysis was not required. The approach to and results of this analysis are agreed with ECC.
- 5.19 In addition to the detailed junction capacity analysis, it has also been demonstrated that the forecast development traffic would be within the existing daily variation in traffic flows on the



highway network. This provides further evidence that the effect of development traffic on the local highway network cannot be considered material.

- 5.20 At three junctions, highway improvements are proposed. All three junctions are predicted to operate above capacity in future in their current form, without the addition of development traffic. Following implementation of the improvement works, the Thaxted Road / Peaslands Road and High Street / Church Street junctions would operate within capacity with the proposed development in the assessed design year. These improvements therefore not only address the additional development traffic but also address existing capacity issues. At the Thaxted Road / Radwinter Road junction, the proposed improvements result in improved junction performance that would fully address the addition of development traffic.
- 5.21 It is agreed with ECC that the deliverability of the proposed off-site junction improvements has been adequately demonstrated. On this basis, the residual cumulative impact of the development on the highway network is considered acceptable by ECC and is not severe.
- 5.22 The proposals comply with NPPF and Uttlesford Local Plan policies as it has been demonstrated that traffic generated by the development to be capable of being safely accommodated on the surrounding transport network and that the residual cumulative impact on the road network will not be severe. On this basis the development should not be refused on highways grounds. ECC has raised no objections to the proposed development on highways grounds.

Conclusions

- 5.23 Based on the agreed package of transport measures, the Appeal Site can be considered a sustainable location. The NPPF makes a presumption in favour of sustainable development. Appropriate opportunities to promote sustainable transport modes have been taken up including provision of adequate measures to accommodate pedestrians, cyclists and public transport users and encourages movement by sustainable modes of travel in preference to the private car. The proposals comply with the requirements of NPPF and Uttlesford Local Plan policies in full in relation to sustainable transport.
- 5.24 The proposed site access is appropriate to the scale of development proposed and accords with relevant design guidance. NPPF and Uttlesford Local Plan policies require safe and suitable access to be provided that is capable of carrying traffic generated by the development safely. The proposals comply with these policy requirements in full.
- 5.25 It has been demonstrated that development traffic will have no material effect on the wider highway network. Development traffic will be within the existing daily variation in peak hour traffic flows and would either not result in a material effect on traffic flows and/or junction performance.
- 5.26 Off-site highway works are proposed, and agreed as deliverable with ECC, that will deliver improved highway network performance at three junctions.
- 5.27 The proposals comply with NPPF and Uttlesford Local Plan policies as it has been demonstrated that traffic generated by the development to be capable of being safely accommodated on the surrounding transport network and that the residual cumulative impact on the road network will not be severe.
- 5.28 In overall conclusion I respectfully submit that there are no transport related grounds for not allowing this appeal. The proposals, including the agreed package of transport measures, comply with national and local policy in full and ECC as highway authority is



satisfied that there are no outstanding transport matters that would prevent the Appeal being allowed

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