WARRINGTON
Borough Council

Warrington Borough Council

TOWN AND COUNTRY PLANNING ACT 1990

TOWN AND COUNTRY PLANNING (APPEALS) (INQUIRIES PROCEDURE) (ENGLAND) RULES 2000

ADDENDUM PROOF OF EVIDENCE FOR

Mike Taylor, PGDip

Warrington Borough Council

Public Inquiry against the decision by Warrington Borough Council to refuse planning permission for a Major Development on land at Peel Hall, Warrington

Local Authority Reference: 2016/28492

PINS Reference: APP/M0655/W/17/3178530

CONTENTS

APPENDICES

1.0 Introduction

1.1 My name is Mike Taylor and I am the Team Leader of the Transport Development Control Team at Warrington Borough Council. I hold a BTEC Higher National Certificate in Civil Engineering Studies and a Postgraduate Diploma in Transport Engineering and Planning. I have worked at six highway authorities and have over 30 years of experience in transport engineering; the last 20 plus years of which have been specifically in dealing with Highways/Transport Development Control issues.

1.2 I submitted an original Proof of Evidence in relation to the assessment of the proposed development on land at Peel Hall with the conclusion that the development should be refused as it results in an unacceptable impact on highway safety and the residual cumulative impacts on the transport network would be severe.

1.3 This Proof of Evidence updates my original Proof of Evidence to take account of the latest position in respect of the VISSIM modelling and discussions with the appellant's transport team; with the changes being Sections 2.0 and 5.28-5.48 of that Proof.

2.0 Inquiry Issues

2.1 Following the original decision to dismiss the appeal Satnam and their transport consultants Highgate have engaged with the Council in pre-application discussions to undertake the necessary transport modelling utilising the Council's multi-modal transport model (WMMTM16) to create a highway-only cordon model (Peel Hall WMMTM16) to inform the strategic impacts of the proposed Peel Hall development.

2.2 The outputs from the Peel Hall WMMTM16 allow more detailed modelling at specific locations and the Council have agreed the junctions identified for specific analysis.

2.3 The Council have also agreed the use of a VISSIM micro-simulation model to assess the development impacts along the A49 corridor including M62 J9 and the A49/A50 junction. Since my original Proof of Evidence was submitted the VISSIM base model has been agreed.

2.4 There are technical concerns in relation to the future year VISSIM models which are detailed in the Proof of Evidence of Gary Rowland, Technical Director with WSP Transport Planning, who is representing the Council on issues related to the VISSIM modelling.

2.5 Notwithstanding the technical concerns raised, Mr Rowland's assessment of the VISSIM outputs highlights that development impact on Sandy Lane West cannot be mitigated for given the level of latent demand and queueing shown within the modelling.

2.6 A Proof of Evidence has also been submitted by Dave Rostron, the Council's UTMC, Town Centre CCTV and Parking Services Manager, who also reviews the VISSIM model outputs and conclusions. Mr Rostron highlights the existing operational issues on the highway network subject of the VISSIM model assessment and the likely future operational issues arising as a result of the development proposals.

2.7 These Proofs of Evidence clarify the specific impact of the proposed development along the A49 route, in particular the Sandy Lane West junction, and further highlight the reasons why an objection is raised in respect of the impact on the highway network.

2.8 My original Proof of Evidence included comment on the impact of the development on the junction of A50 Orford Green/Hilden Road roundabout (at paragraphs 5.45 to 5.48). Discussions with the appellant's transport team have identified an accepted mitigation scheme for that junction that can be secured by condition.

3.0 Impact on Sandy Lane West arm of A49 Winwick Road/A574 Cromwell Avenue traffic signal junction

3.1 The impact on the junction of A49 Winwick Road/A574 Cromwell Avenue and in particular on the Sandy Lane West arm of the junction is informed by the results of the VISSIM modelling which assesses the development impact on junctions along the A49 corridor including M62 J9 and the A49/A50 junction.

3.2 Queues are already experienced along Sandy Lane West and this is confirmed by the results of the VISSIM modelling. The modelling outputs confirm that the network is not capable of accommodating development-related traffic on the Sandy Lane West approach to the Sandy Lane West/Cromwell Avenue/A49 signalised roundabout.

Figure 1 - Sandy Lane West Queue Lengths 2027 AM Peak

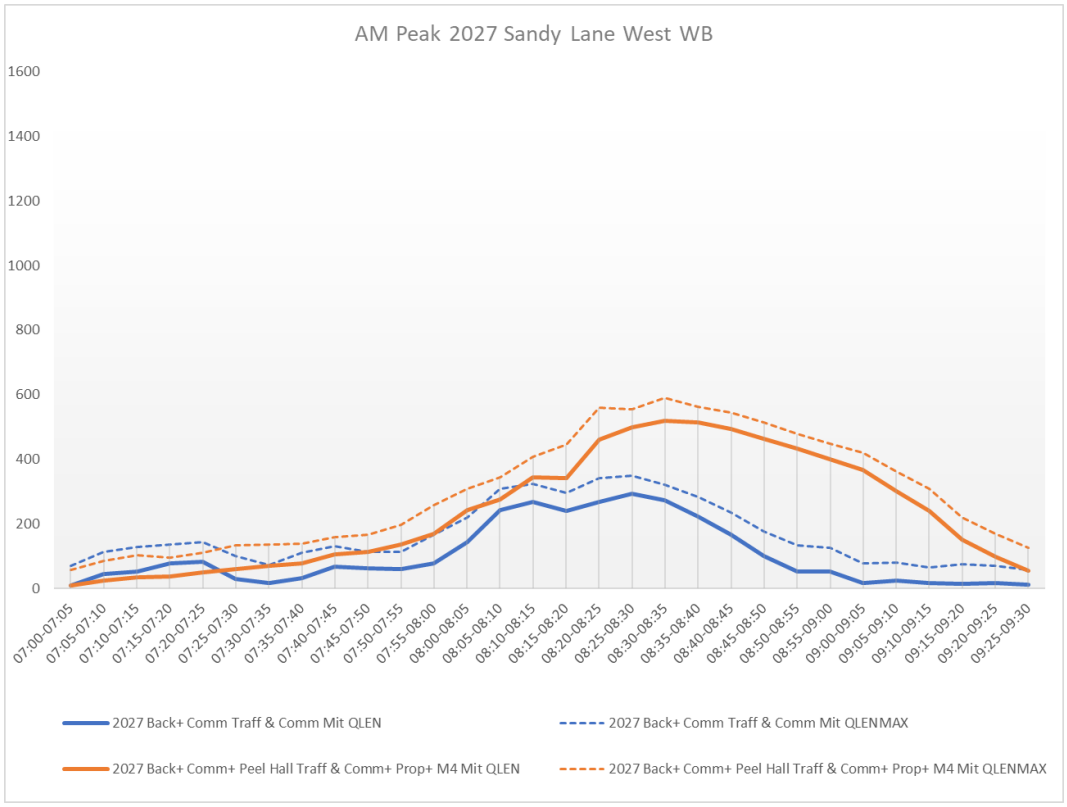


Figure 2 - Sandy Lane West Queue Lengths 2027 PM Peak

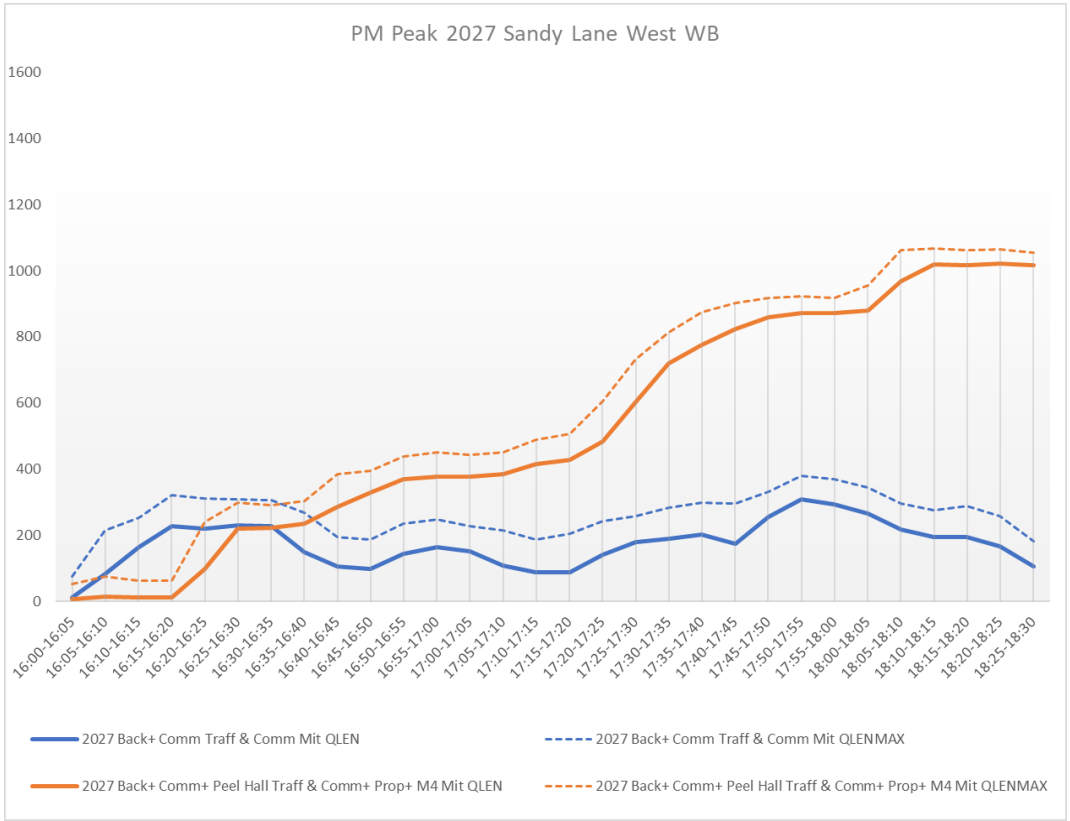


Figure 3 - Sandy Lane West Queue Lengths 2032 AM Peak

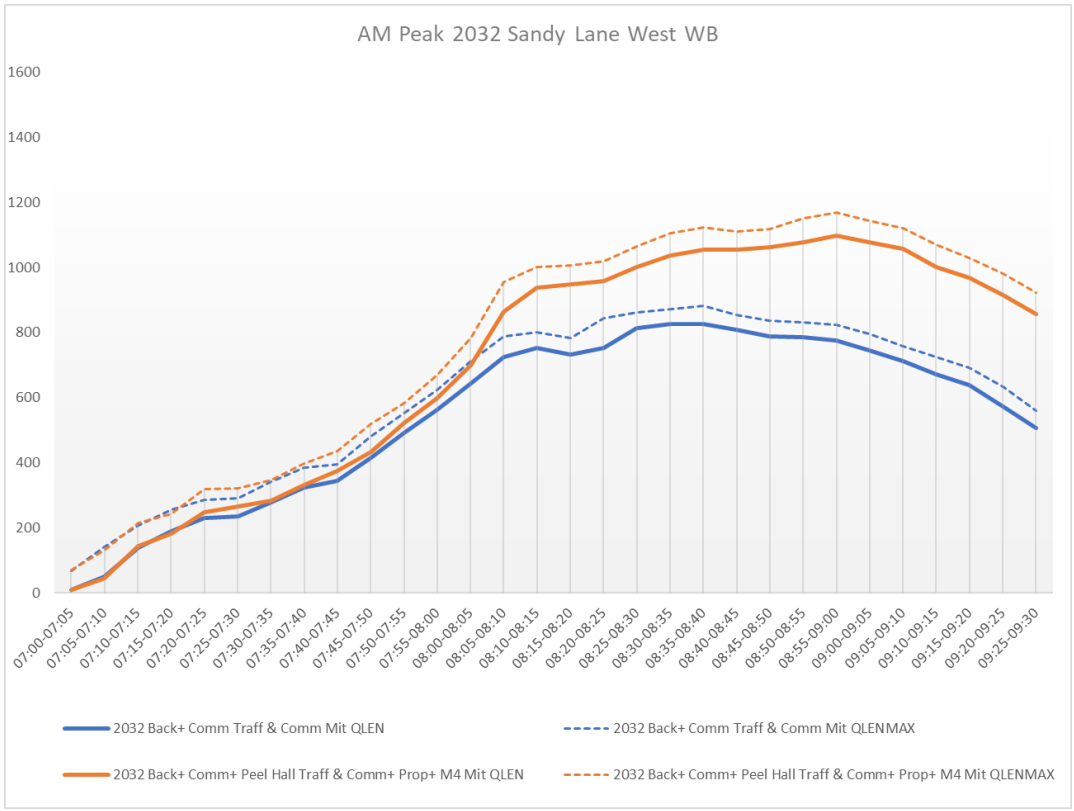
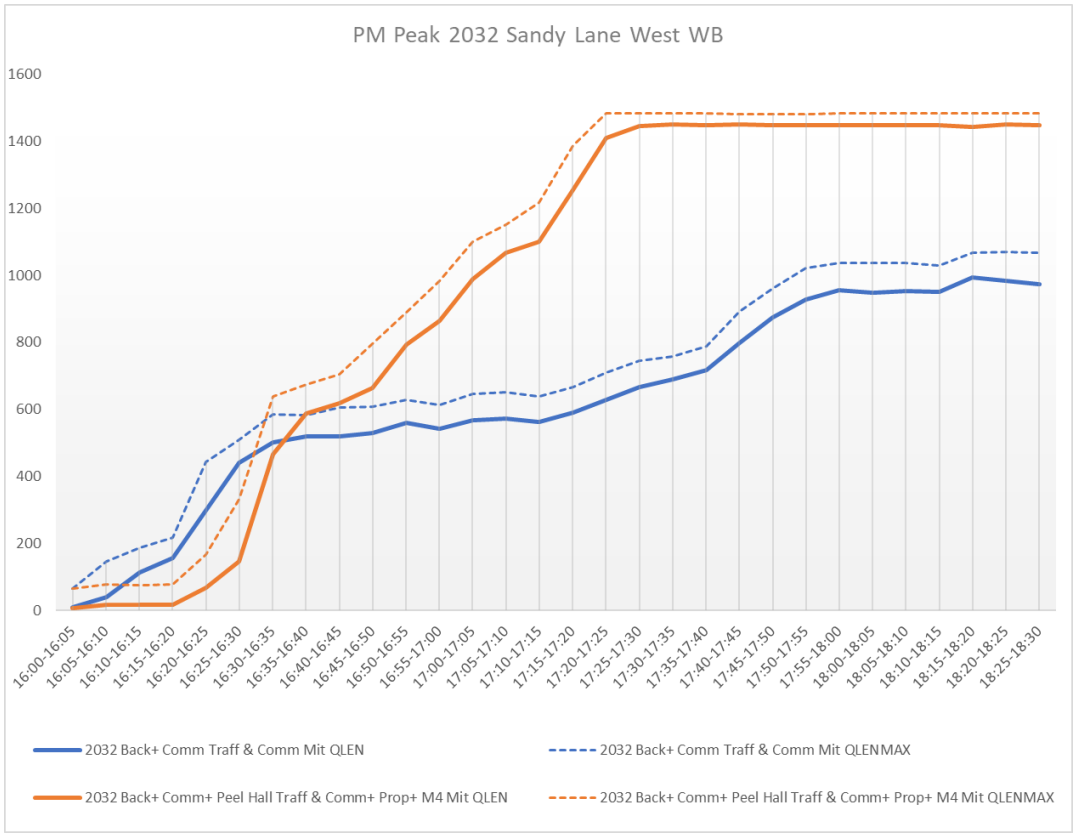


Figure 4 - Sandy Lane West Queue Lengths 2032 PM Peak



3.3 Figures 1 to 4 above highlight the queue lengths along Sandy Lane West during the AM and PM peak periods in 2027 and 2032 with the Do Minimum (no Peel Hall development) highlighted in blue and the Do Something (with Peel Hall development) highlighted in orange. The figures represent the scenarios with the full mitigation proposals suggested by the appellant's transport team.

3.4 The key marker within these graphs is the location of the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout which is about 300m from the junction of the A49 Winwick Road/A574 Cromwell Avenue/Sandy Lane West traffic signal junction. A plan showing the approximate position of key queue markers is attached as Appendix A.

3.5 The modelling outputs highlight that as soon as 2027 queuing extends beyond the extent of Sandy Lane West through the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout along the full length of Cleveland Road and in to Poplars Avenue.

3.6 As can be seen from Figure 1 the 2027 AM peak hour queue lengthens from around 300m to over 500m. Figure 2 shows the 2027 PM peak hour peak lengthens from under 300m to around 1000m.

3.7 Figures 1 and 2 not only indicate a significant deterioration in terms of queuing distance but also over the length of time that queuing occurs on the network; typically queues reach a peak during the peak hour period then dissipate towards the end of the peak period. Figure 1 indicates that the network will experience queuing for a longer period before the queue dissipates whilst Figure 2 indicates that queuing increases with no sign of dissipating at the end of the peak period.

3.8 In real terms any queue that extends back beyond the 300m metre mark will affect both Cotswold Road and Sandy Lane in addition to Cleveland Road and means that, as a result of the development, the queue back along Sandy Lane West will result in standing traffic throughout the circulatory carriageway of the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout and back along each of the approach arms; meaning that vehicles on all four of the approach arms of Sandy Lane West, Cotswold Road, Cleveland Road and Sandy Lane cannot progress.

3.9 The Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout is a key junction for the entire transport network serving the existing residential area south of the development site; as it links the entire area with the A49 and the wider highway network. Any queuing or delay here will likely encourage motorists to find other unsuitable residential routes in order to avoid the junction.

3.10 Sandy Lane and Cotswold Road (and to a lesser extent Sandy Lane West) serve as bus routes for the entire area and standing traffic through and approaching the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout will critically impact on public transport access throughout the area, as bus movements will be obstructed by standing traffic.

3.11 It is worth highlighting that the queue along the Sandy Lane West-Cleveland Road link from the A49 will not only affect the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout but will also affect all of the existing priority junctions to the Sandy Lane West-Cleveland Road link leading to difficulty for vehicles exiting and entering these junctions.

3.12 The modelled queue lengths shown in Figures 1 to 4, not only add to queuing and standing traffic along the Sandy Lane West, Cotswold Road, Cleveland Road and Sandy Lane links but also extend the time periods during which such queuing occurs. The periods extend beyond the traditional peak periods into the interpeak and after-peak periods; normally assumed to be "quieter" periods when some respite from congestion can usually be expected.

3.13 In the 2032 modelled year it is accepted that general traffic levels increase such that queuing back to the Cotswold Road/Cleveland Road/Sandy Lane/Sandy Lane West roundabout will occur but it is clear that the development leads to a significant worsening of the situation; particularly in the PM peak when it is clear that queuing as a direct result of the development exceeds the modelled limits (Figure 4) with no sign of that queue easing within the modelled time periods. Neither the full extent of the queue nor the length of time that queuing occurs can be identified.

3.14 Queuing of this magnitude will lead to standing traffic throughout the residential roads south of the development site. This will likely encourage motorists to find other unsuitable residential routes in order to avoid congestion; some typical routes are indicated in the plan attached as Appendix B although such issues may be more widespread.

3.15 It is considered that impacts of development-related traffic associated with the proposal have not been appropriately mitigated at the A49/Cromwell Avenue/Sandy Lane West junction; this is discussed in more detail in Mr Rowland's evidence.

3.16 At the previous Public Inquiry my evidence stated that in my opinion a mitigation scheme that addressed potential impact at the A49 Winwick Road/A574 Cromwell Avenue/Sandy Lane West signalised roundabout may be achievable within highway land and could therefore be secured by condition. Given the results of the VISSIM modelling, it is considered that substantial improvement works are necessary at the A49 as a result of the development to improve movement from Sandy Lane West.

3.17 Having reassessed the operational issues of the A49 Winwick Road/A574 Cromwell Avenue/Sandy Lane West junction and the impacts caused by the development it is now my opinion that third party land outside of the highway boundary would likely be required to provide necessary mitigation improvements. An example of the scale of improvement works is indicated in the plan attached as Appendix C (for the avoidance of doubt this scheme is neither a scheme in the Council's Capital Programme nor included in the Local

Plan Forecast Models but is included as an example of the scale of improvement works likely required).

3.18 The extent of queuing traffic confirmed by the VISSIM modelling further highlights the inappropriate conclusions contained within the Transport Assessment Addendum concerning the impact on the residential roads south of the development site and the inadequacy of using the now withdrawn Design Manual for Roads and Bridges document TA 79/99 *Traffic Capacity of Urban Roads*. This is discussed in detail in my original Proof of Evidence at Section 5 but it is clear that any theoretical assessment of link road capacity is inaccurate as, for significant time periods throughout the day, a number of the roads subject to that theoretical assessment will be subject to standing traffic such that no movement is possible.

3.19 The extent of queuing traffic confirmed by the VISSIM modelling further highlights safety concerns throughout the residential area. Any increase in traffic volume in a residential area that already suffers from safety issues will heighten safety concerns. The fact that such extensive queuing occurs means that any movement by pedestrians or cyclists involves negotiating standing or slow moving traffic with an inherent risk of being masked or obscured by that traffic.

4.0 Conclusion

4.1 It is considered that the proposal will result in a severe impact on the Sandy Lane West arm of the A49 Winwick Road/A574 Cromwell Avenue/Sandy Lane West signalised roundabout; causing increased queuing that will subsequently affect the operation of the Sandy Lane West/Cotswold Road/Cleveland Road/Sandy Lane roundabout thereby affecting movements in and out of the entire residential area including those made by the well-utilised public transport services serving the area.

4.2 It is considered that by virtue of the increased traffic generated as a direct result of the proposed development the proposal will result in a severe impact on the surrounding highway network and an unacceptable impact on highway safety, particularly through the residential roads to the south of the site, and specifically along the Sandy Lane West, Poplars Avenue, Capesthorne Road route.

4.3 The proposed development will change the nature and function of the Sandy Lane West, Poplars Avenue, Capesthorne Road route so that its primary purpose becomes movement creating a barrier to the existing community. This will subsequently alter the character of the area with potential impacts on public safety, residential amenity and the movement of vulnerable road users.

4.4 It is considered that the development should be refused as it results in an unacceptable impact on highway safety and the residual cumulative impacts on the transport network would be severe. This is contrary to Policies QE 6, QE 7,

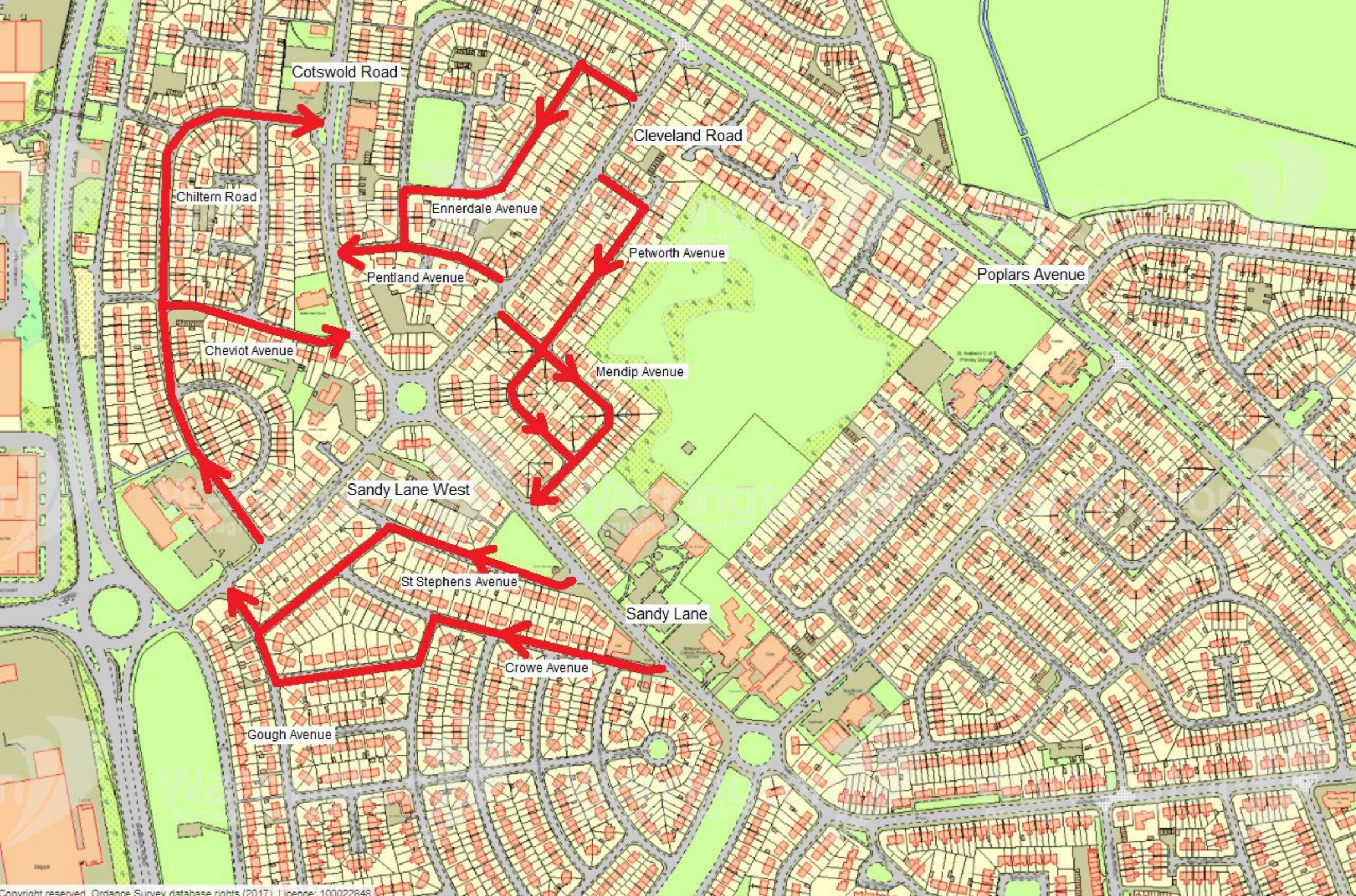
MP1, MP3 and MP7 of Warrington's Local Plan Core Strategy and the aims and principles of the National Planning Policy Framework.

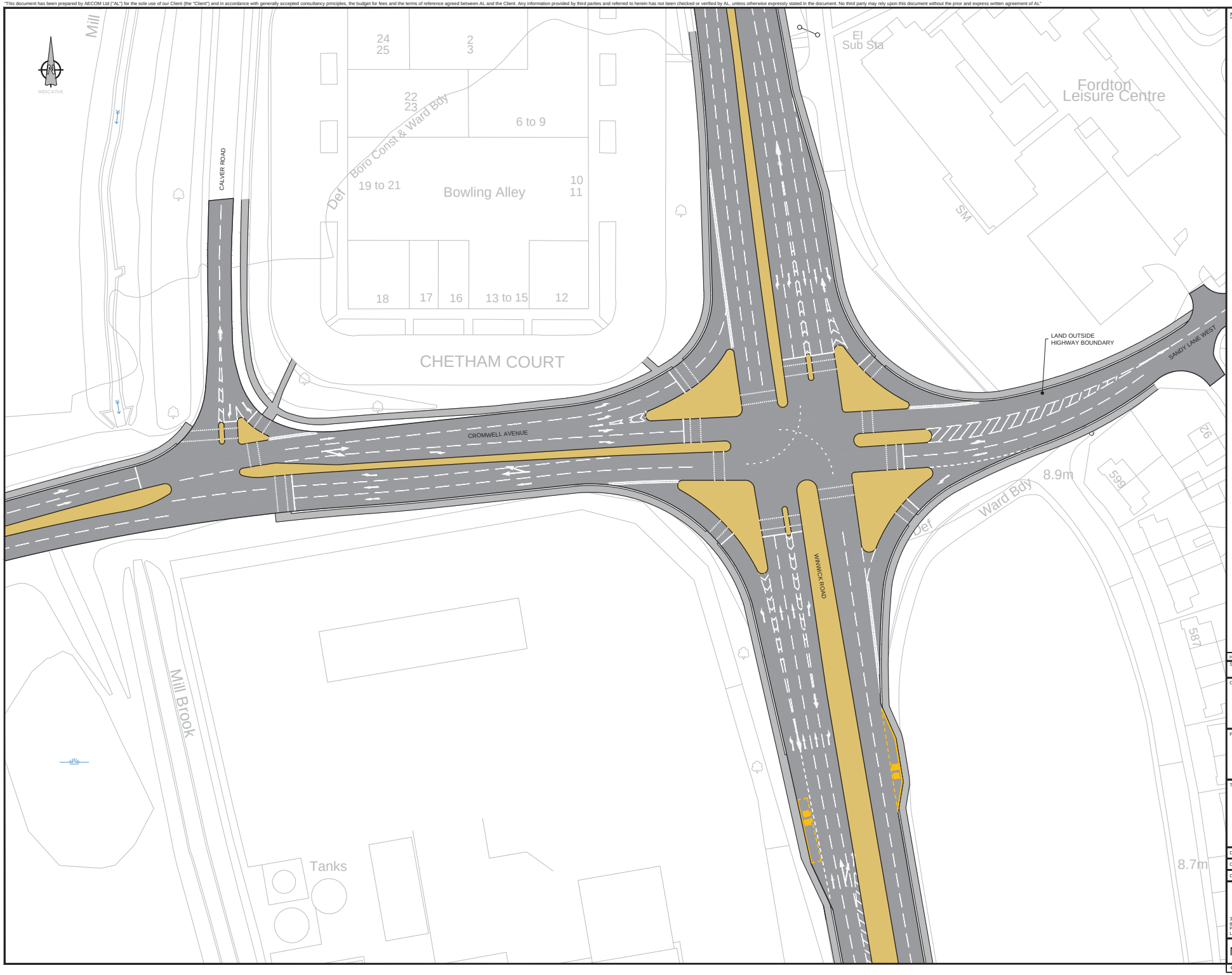
Mike Taylor

Team Leader Transport Development Control

Warrington Borough Council

9th February 2021





NOTES

Rev	Date	Detail	Made	Chk'd	Appr'd

Status:

Client:

WARRINGTON Borough Council

Project:

Warrington East / West Bus Corridor

Title:

SCHEME 12
Cromwell Avenue / Winwick Road roundabout

Design:	DC	CAD:	DC / PMcK
Chk'd:	DC	App'd:	KR
Date:	FEB 2013	Scale:	1:500 @ A1 1:1000 @ A3

AECOM

3rd Floor,
8 Princes Parade,
Princes Dock,
Liverpool, L3 1QH

Tel: +44 (0) 151 331 8900
Fax: +44 (0) 151 331 8999
www.aecom.com

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