



# DTPC

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## **Residential development at Woone Lane, Clitheroe**

**HIGHWAY REPORT**

## Residential development at Woone Lane, Clitheroe

### CONTROLLED DOCUMENT

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# Residential development at Woone Lane, Clitheroe

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## 1. INTRODUCTION

DTPC has been appointed by Little & Co Development Services on behalf of Beck Developments in support of a planning application for the development of their Woone Lane site Clitheroe.

The proposals includes for the erection of 10 residential units including a new access and associated hard and soft landscaping off-street parking provision.

The application site has already been accepted by the Council as a suitable housing location, being part of a linked residential scheme located off Woone Lane. That scheme envisaged 32 dwellings being erected on the present application site with a further 81 dwellings being constructed a short distance away on land to the west of the former Primrose Mill. In November 2012, outline planning permission was granted for the larger 81 unit scheme, whilst full planning permission was granted for the smaller (Mearley) 32 dwelling site.

Phasing conditions imposed within the Section 106 Agreement which accompanied the joint planning permission 3/2011/1064 required completion of the smaller scheme before the larger residential site could be commenced but site problems associated with ground conditions off Woone Lane have firstly delayed any commencement but now render the smaller scheme commercially unviable. That situation effectively prevents either scheme delivering much needed housing to the Borough.

Consequently, a fresh application is required in respect of the Mearley site to unlock the dilemma, now on an independent basis.

An amended S106 Agreement will also be required in due course to accompany the imminent Reserved Matters application for the 81 unit scheme, to allow early commencement as well as to respond to the revised scale of development.

This present application addresses the smaller of the two sites. It is a material consideration to any technical assessment that the poor ground conditions now restrict the area considered suitable for built development purely to the strip along the Woone Lane frontage, as a result of which the scale of development has been reduced from 32 units to the present 10.

In order to advise the application, this report provides information on the scope of traffic and transport planning aspects of the development proposals, to assist in the determination of the planning application.

It deals solely with the proposals as provided.

The HR discusses the following issues:

- Site and Local Area
- History
- Development Proposals
- Government Planning and Transportation Policy
- Sustainability
- Access Considerations
- Summary & Conclusions.

This report has been prepared solely in connection with the 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

### 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:

### 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.

### 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.

- ***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***

### 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.***

### Summary

The overriding theme of national policy is that developments should provide a wide range of services for members of the local community relative to the location to reduce travel needs.

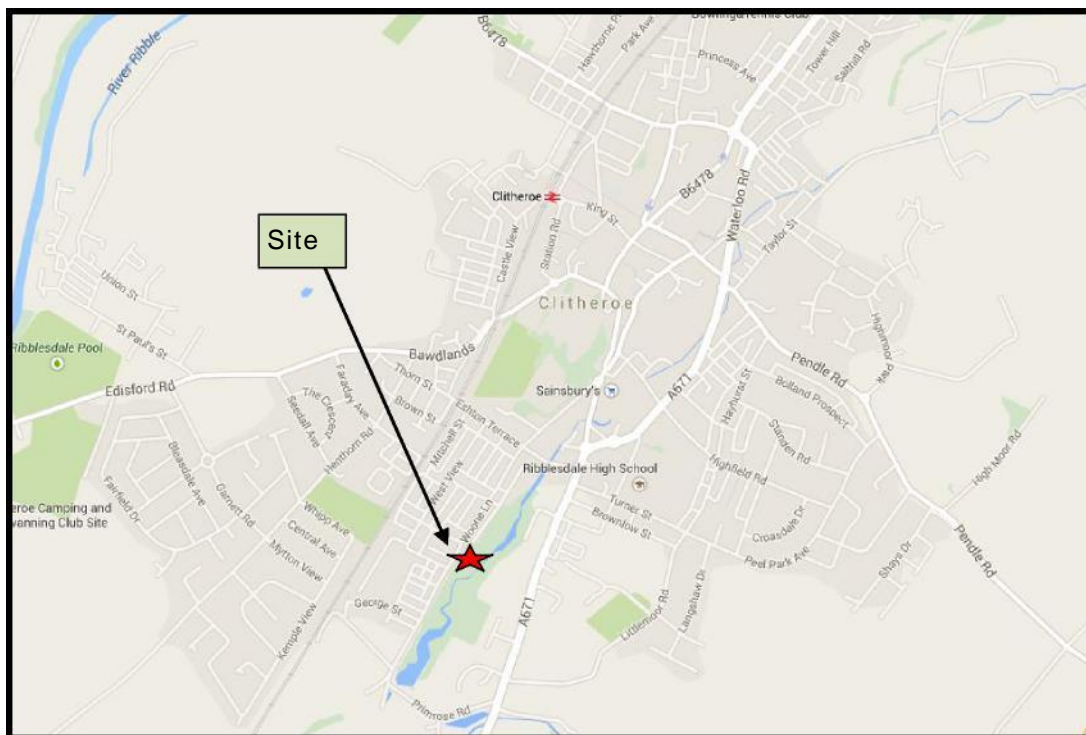
The proposed development will provide additional facilities to assist in reducing the number of car trips to local facilities.

### 3. SITE DESCRIPTION

#### Site location context

The site is located in south Clitheroe, within Primrose Ward, approximately 1km to the south west of Clitheroe town centre. Within the vicinity of the site, there are convenience stores and a hairdressers located on Woone Lane and Eshton Terrace, respectively, as well as a Honda car dealership and St James C of E Primary School, both of which are located on Greenacre Street.

The Mearley Croft site is located adjacent to existing residential development, to the east of Woone Lane approximately 260m south of its junction with Eshton Terrace. The site has direct frontage onto Woone Lane and extends around existing residential developments.



#### Wider and local area context



## Local Highway Provision

All the roads in the area are of a standard carriageway width appropriate for their usage and locally have a 20mph speed limit as it crosses the site frontage.



Woone Lane is orientated in a north/ south direction past the site. To the north, Woone Lane meets Eshton Terrace at a crossroads junction. Greenacre Street, which forms the easterly arm of this junction, operates to one-way traffic only, permitting access from Queensway, which is located approximately 150m to the east. To the west of this junction, Eshton Terrace provides access to residential streets, before eventually joining Bawdlands (B6243).

To the south of Woone Lane, a sharp eastern bend marks the start of Primrose Road.

Primrose Road is orientated in an approximate east/ west alignment, from which access to residential properties can be gained. Primrose Road meets Whalley Road (A671) at a priority controlled staggered junction. The third arm of this stagger is formed by an access to Brian Dent Limited.

Whalley Road (A671) provides access into Clitheroe town centre to the north, and the A59 to the south, which in turn provides access towards Blackburn.



## 4. HISTORY

### Introduction

The application site has already been accepted by the Council as a suitable housing location, being part of a linked residential scheme located off Woone Lane. That scheme envisaged 32 dwellings being erected on the present application site with a further 81 dwellings being constructed a short distance away on land to the west of the former Primrose Mill.

In November 2012, outline planning permission was granted for the larger 81 unit scheme, whilst full planning permission was granted for the smaller (Mearley) 32 dwelling site.

Phasing conditions imposed within the Section 106 Agreement which accompanied the joint planning permission 3/2011/1064 required completion of the smaller scheme before the larger residential site could be commenced but site problems associated with ground conditions off Woone Lane have firstly delayed any commencement but now render the smaller scheme commercially unviable.

That situation effectively prevents either scheme delivering much needed housing to the Borough.

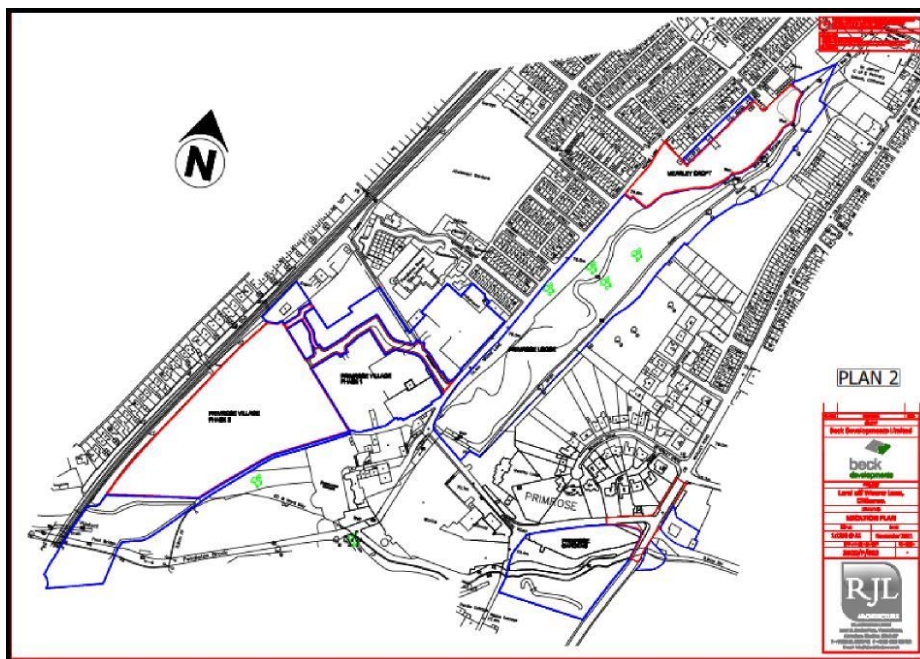
Consequently, a fresh application is required in respect of the Mearley site to unlock the dilemma; now on an independent basis.

An amended S106 Agreement will also be required in due course to accompany the imminent Reserved Matters application for the 81 unit scheme, to allow early commencement as well as to respond to the revised scale of development.

### Fallback trip levels

This present application addresses the smaller of the two sites. It is a material consideration to any technical assessment that the poor ground conditions now restrict the area considered suitable for built development purely to the strip along the Woone Lane frontage, as a result of which the scale of development has been reduced from 32 units to the present 10.

The proposal site been the smaller of the two to the north east called Mearley Croft





The application was supported by detailed reports and subsequently approved for residential uses on both sites with improvements at Whalley Rd, triggered by the larger scheme.

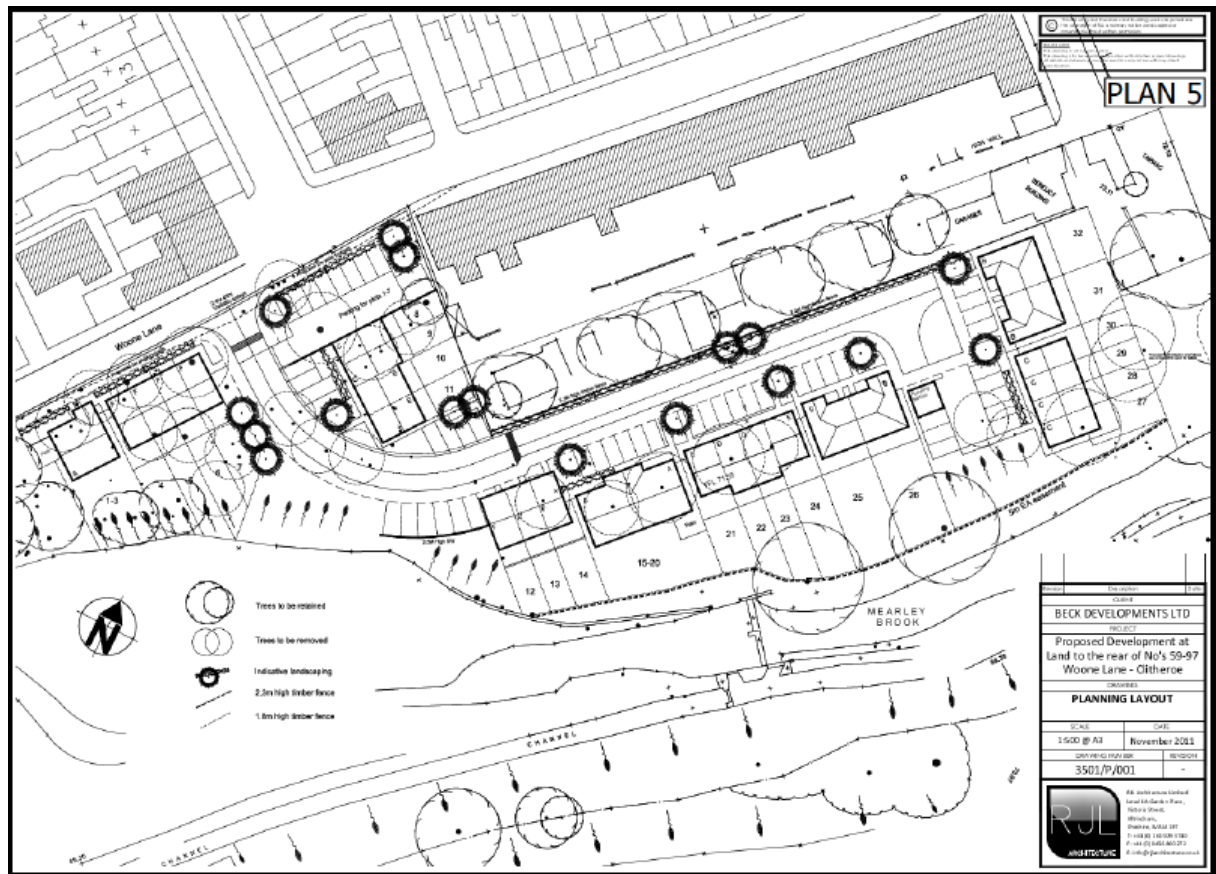
**The Mearley Croft site** - is the smaller site to the north east for the provision of 32 units with access of Woone Lane via priority junction with a path and an internal turning head layout.

The agreed trips from the site are set out below.

	Arrive	Depart	Total
<b>AM Peak (0830-0930)</b>	4	15	19
<b>PM Peak (1700-1800)</b>	15	7	22

#### Vehicle Trip Generation at Mearley Croft

The layout is shown below.



#### Fallback summary

The site thus provides a fallback for the Mearley Croft development for residential uses, an agreed access via a priority junction and two way trips of 19 and 22 in the peak periods.

The new proposals will be compared to the approved situation.

## 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:

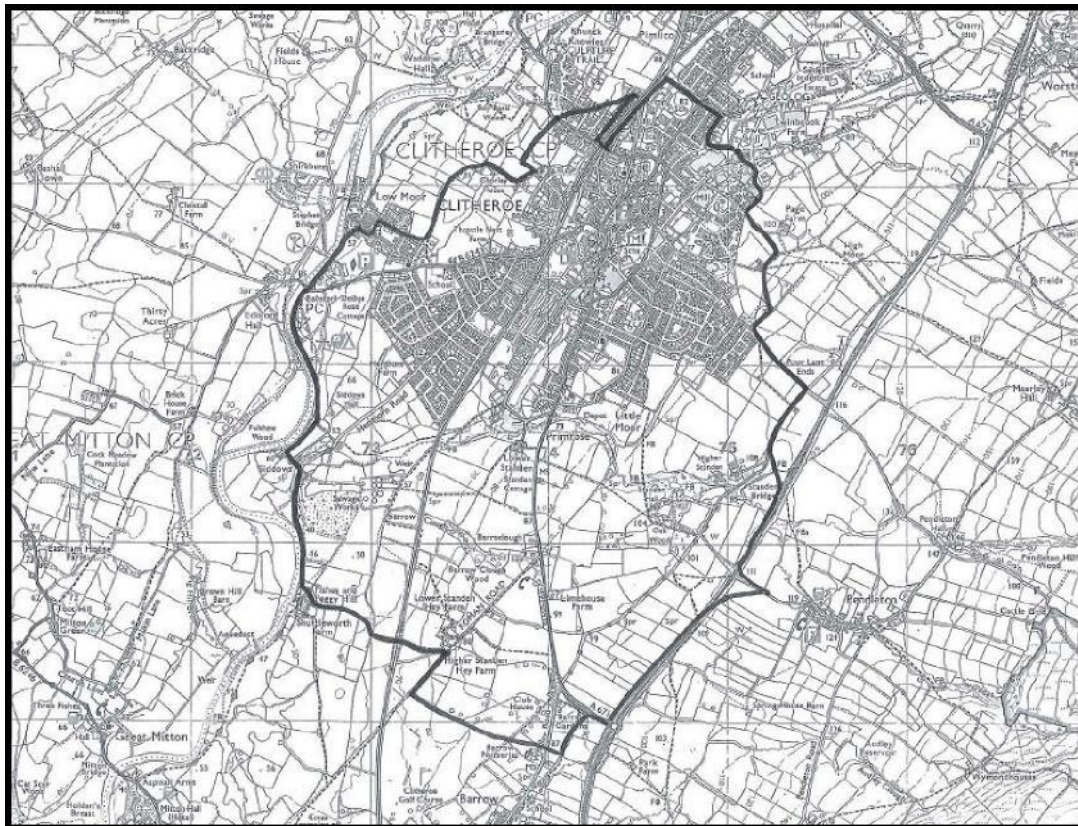
1. accessibility on foot;
2. accessibility by cycle;
3. accessibility by public transport;

### Walking and cycling

The proposed development site is located on the edge of the existing urban area with a range of local land uses, services and facilities.

Experience from good practice in Travel Planning development generally suggests that pedestrians are prepared to walk up to 2kms between home and workplace, provided that accessible footway routes are identified.

Importantly, the 2km distance covers other education and shopping facilities and Clitheroe town centre. There are, therefore, opportunities for residents to access a range of shopping, employment, leisure, and service facilities on foot. This is shown below.



**2km walk distance**

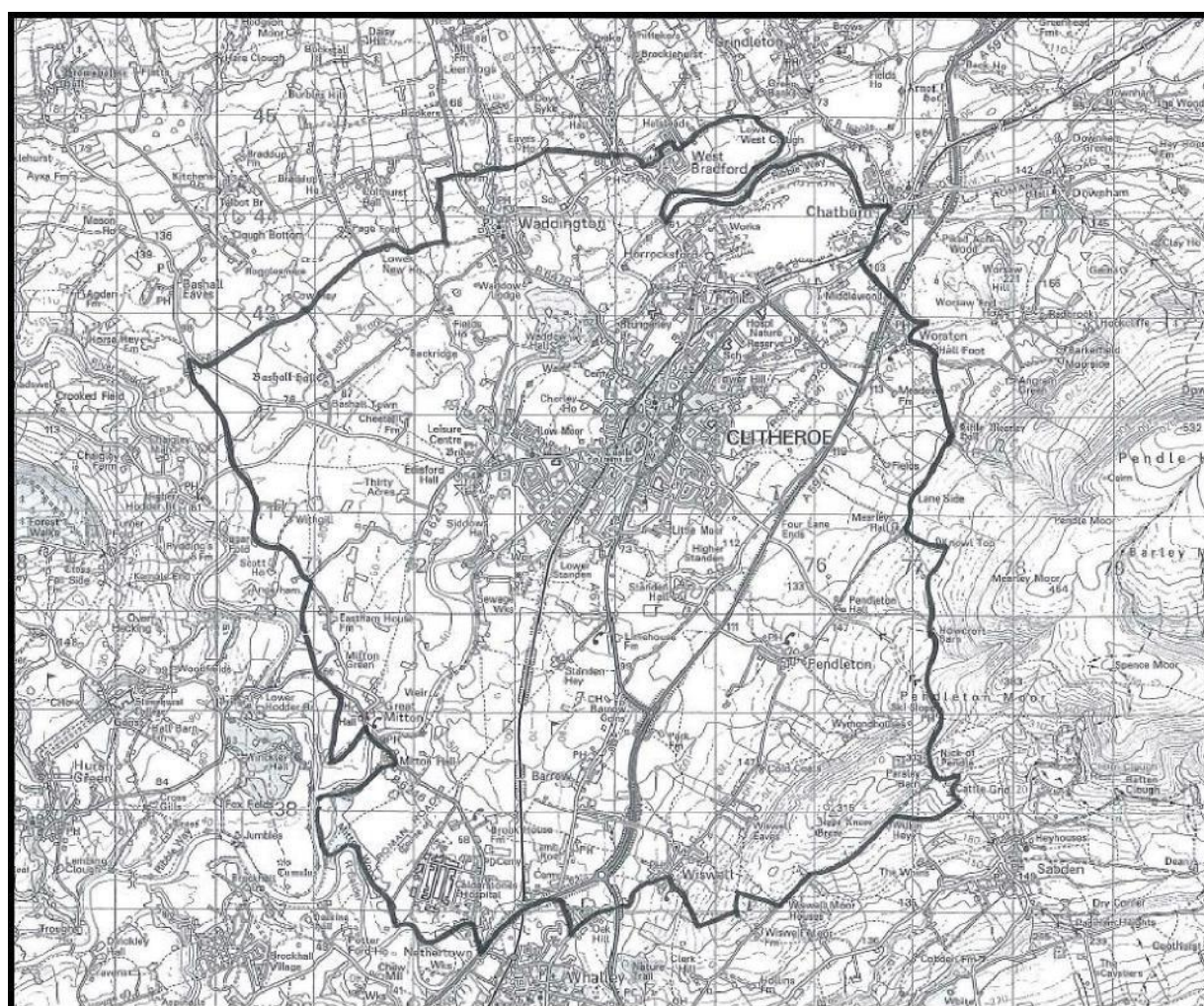


In conclusion, the proposed application site can be considered as being accessible on foot based on its urban setting.

Historic Guidance and perceived good practice suggests: “Cycling also has potential to substitute for short car trips, particularly those under 5km and to form part of a longer journey by public transport” The CIHT guidance ‘Cycle Friendly Infrastructure’ (2004) states that: “Most journeys are short. Three quarters of journeys by all modes are less than five miles (8km) and half under two miles (3.2km) (DOT 1993, table 2a). These are distances that can be cycled comfortably by a reasonably fit person.” (para 2.3)

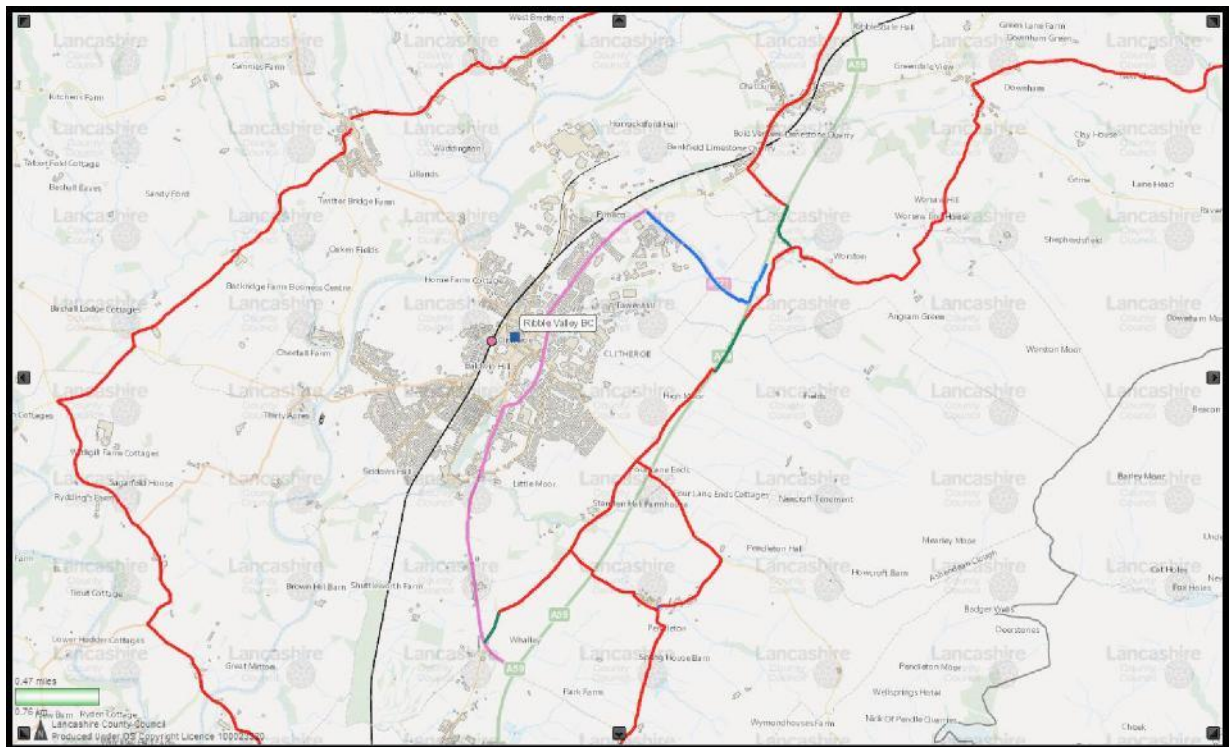
The National Travel Survey NTS (undertaken by the Dft) has identified that a mean distance of between 5 – 10 kilometers is considered a reasonable travel distance between home and workplace by bicycle dependant on the topography. For the purposes of this report the national guidance of 5km will be used.

The 5 km distance is indicated by the area on the figure below.



### Cycle Catchment

The plan shows the residential/employee catchment area within the 5km cycling distance a journey of around 25 minutes using a leisurely cycle speed of 12 kilometers per hour of the site.



### Local cycle routes

The site is approx 300m from a cycle route that links into the wider regional network. There are opportunities to travel by cycle.

### 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 and leisure.

The CIHT 'Guidelines for Planning for Public Transport in Developments' (March 1999) set out that, in considering public transport provision for development, three questions need to be addressed:

"What is the existing situation with respect to public transport provision in and around the development?

What transport provision is required to ensure that the proposed development meets national and local transport policy objectives?

Are the transport features of the development consistent with the transport policy objectives, and if not, can they be changed to enable the policy objectives to be achieved?" (para 4.18).

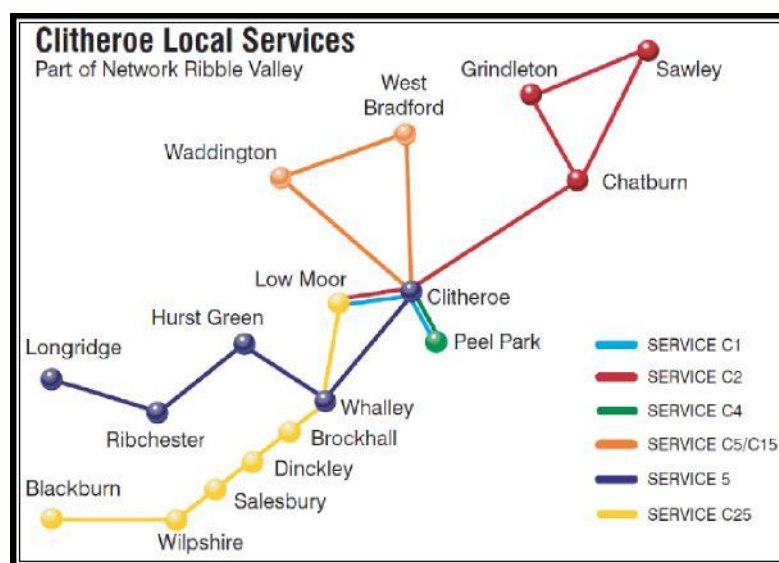
There are several bus stops located within the vicinity of the site along Whalley Road and Victoria Street. These stops are accessible from both sites considered within this report.

The Clitheroe Circular operates from bus stops on Victoria Street. This service operates Monday-Saturday on a circular route around Clitheroe, passing through the residential areas of Primrose, Peels Park and Henthorn. The service, which operates at an hourly frequency, is run on behalf of Lancashire County Council by two independent bus operators.

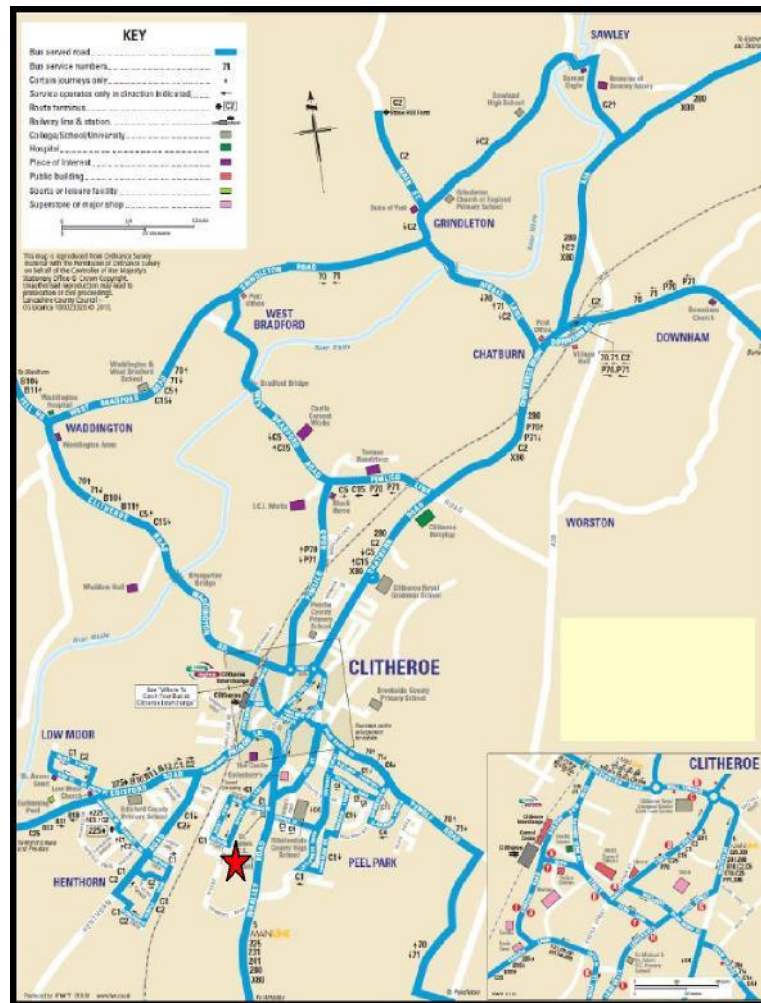


The Clitheroe Circular and other services that operate from bus stops along Whalley Road are shown below.

Service No	Route	Mon – Fri Frequency per hour				Sat	Sun
		AM Peak	Midday	PM Peak	Evening		
<b>C1</b>	<b>Clitheroe Circular</b>	0	1	0	0	1	0
<b>5</b>	<b>Clitheroe-Whalley-Ribchester-londridge</b>	0	4 jnys	0	0	7 jnys	0
<b>26/27</b>	<b>Clitheroe-Whalley-Read-Padiham-Burnley</b>	1	2	2	1	2	1
<b>X80/280</b>	<b>Preston-Clitheroe-Gisburn-Skipton</b>	2	1	1 (one way)	1 jny	13 jnys	10 jnys
<b>225</b>	<b>Clitheroe-Blackburn-Bolton</b>	1	1	1	1	1	10 jnys
<b>231</b>	<b>Clitheroe-Whalley-Accrington</b>	1	5 jnys	0	0	6 jnys	0
<b>241</b>	<b>Clitheroe-Accrington-Royal Blackburn Hospital</b>	0	1	1	0	5 jnys	0



**Local services**



## Summary

The site is thus well placed to provide alternative modes of travel than the car for both local trip needs and wide trips via bus.



## 5. THE DEVELOPMENT PROPOSALS, LAYOUT AND TRIPS

### Development Proposals

The proposals includes for the erection of 10 residential units including a new access and associated hard/soft landscaping with 200% off-street parking provision. It forms part of the previously approved Mearley Croft site.

### Layout

The site layout is illustrated on below (see architect drawing for full details) and included in the figures section.

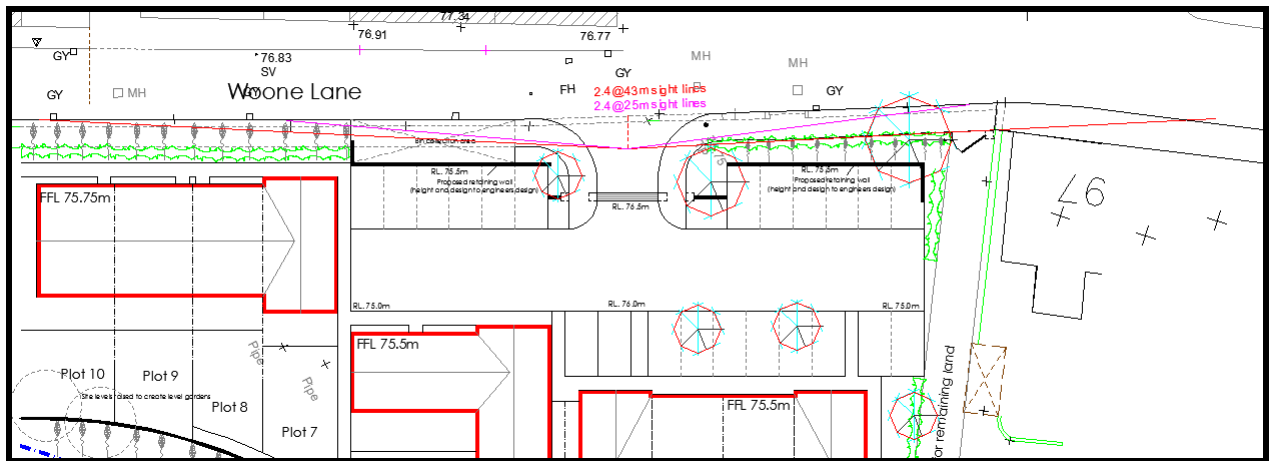


The layout is in the form of a cul de sac with footpaths adjacent to the access to ensure good external walking connections are provided.

### Access

The site will utilise a new access located towards the centre right of the site to minimise the effect of the internal levels on the new layout. The sight lines based on a 20mph speed limit would be 25m based on MFS, these and the 30mph 43m requirement are shown.

The plan overleaf shows the sight lines.



### Proposed trip levels

The history of the site previously provided set out the fallback and the approved trips for the area are shown below:

	Arrive	Depart	Total
<b>AM Peak (0830-0930)</b>	4	15	19
<b>PM Peak (1700-1800)</b>	15	7	22

Using the same agreed methodology the following trips are derived for proposed 10 units:

	Arrive	Depart	Total
<b>AM Peak (0830-0930)</b>	1	5	6
<b>PM Peak (1700-1800)</b>	55	2	6

This shows that the new proposals would reduce the overall trips levels in the area from the approved developments.

However an assessment has been undertaken using guidance:

The Department for Transport's publication entitled "Guidance on Transport Assessment" (GTA) dated March 2007 sets out the criteria for assessing new development. At Appendix B of the GTA it is confirmed that developments under 50 residential units do not need to be assessed. At paragraph 4.92 GTA states that

*"...the 1994 Guidance regarding the assessment thresholds of 10 percent and 5 percent levels of development traffic relative to background traffic is no longer an acceptable mechanism...."*

As such the site would not need detailed assessment however for completeness the following review has been undertaken.

The GTA does suggest that threshold of 30 two-way trips may be appropriate for identifying the level of impact below which the need for a formal assessment may not be required. Indeed, it is generally the HA's approach to apply the 30 two-way trips threshold as that below which operational assessments are not required for the trunk road network.

The likely number of trips that will be generated by the residential uses based on the above 6 two way trips in the peak i.e. much lower than the 30 two way vehicle trips threshold, as defined in the GTA, in either of the weekday traditional peak hours.

Given this it is concluded that the development would have a negligible impact on the network and no mitigation would be required.

### **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 routeing 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

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 the Council 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.

## 6. SUMMARY

The scheme accords with local and national policy to work towards reducing trips whilst acknowledging the sites urban location.

The layout accords with good practice.

The site is a sustainable location for development.

The site has a fallback that of 32 units that exceeds the proposed 10 units as such a reduced level of trips will be a net benefit locally.

Traffic flows have been assessed for up to date levels, the location has no capacity issues based on a robust view of the flows and no capacity issues are expected to arise.

As such the scheme would have little or no impact on the local network

As such it is considered that there are no reasons why the scheme should not be approved from a transportation point of view, the residual impacts are not considered severe as per policy but low level/minor in nature