



DTPC

Report No. J266/TS
August 2019

Residential development at Chatburn Road, Clitheroe

TRANSPORT STATEMENT

Residential development at Chatburn Road, Clitheroe

CONTROLLED DOCUMENT

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Residential development at Chatburn Road, Clitheroe

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1. INTRODUCTION

DTPC has been appointed on behalf of Oakmere Homes in support of a planning application for the extension to the approved development of their Chatburn Road site, a greenfield plot NE of the town centre.

The proposals includes for the erection of 39 residential units as an extension to the the approved 30 unit scheme.

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 future planning application.

It deals solely with the proposals as provided.

The TS discusses the following issues:

- Site and Local Area
- Existing Highway Conditions
- 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 Policy

Increasing travel choice and reducing dependency on car travel is an established aim across all areas of government policy development, documents and guidance alongside addressing climate change and reducing CO₂ emissions. Travel planning to date has focused on reducing single occupancy car use to specific destinations. Recent national guidance has broadened this, outlining the potential for Residential Travel Plans and addressing trips generated from individual origins (homes) to multiple and changing destinations. The Department for Transport (DfT) also published “Smarter Choices – Changing the Way We Travel” focusing on softer education and persuasive measures which are a key element of travel plans.

National planning policy ensuring that development plans and planning application decisions contribute to delivery of development that is sustainable. It states that development should ensure environmental, social and economic objectives will be achieved together over time.

It will also contribute to global sustainability, by addressing the causes and impacts of climate change, reducing energy use and emissions by encouraging development patterns that reduce the need to travel by car and impact of transporting goods as well as in making decisions in the location and design of development.

Future of Transport 2004

2004, Department for Transport (DfT) published a long-term strategy (*Future of Transport White Paper*) which examines the factors that will shape travel and transport over the next thirty years. It sets out how the Government will respond to the increasing demand for travel, maximising the benefits of transport while minimising the negative impact on people and the environment.

Central to the strategy is the need to bring transport costs under control, the importance of shared decision making at local, regional and national levels to ensure better transport delivery, and ***improvements in the management of the network to make the most of existing capacity.***

National Planning Policy Framework

9 Promoting sustainable transport

The NPPF 2019 has replaced the previous 2012/18 version and sets out the policy framework for sustainable development and supersedes the previous advice.

102. Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

103. The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

104. Planning policies should:

- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;
- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;
- d) provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);
- e) provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements; and
- f) recognise the importance of maintaining a national network of general aviation airfields, and their need to adapt and change over time – taking into account their economic value in serving business, leisure, training and emergency service needs, and the Government's General Aviation Strategy.

105. If setting local parking standards for residential and non-residential development, policies should take into account:

- a) the accessibility of the development;
- b) the type, mix and use of development;
- c) the availability of and opportunities for public transport; and
- d) local car ownership levels; and e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

106. Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

107. Planning policies and decisions should recognise the importance of providing adequate overnight lorry parking facilities, taking into account any local shortages, to reduce the risk of parking in locations that lack proper facilities or could cause a nuisance. Proposals for new or expanded distribution centres should make provision for sufficient lorry parking to cater for their anticipated use. Considering development proposals

Considering development proposals

108. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

109. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

110. Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards; and
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

111. All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

Summary

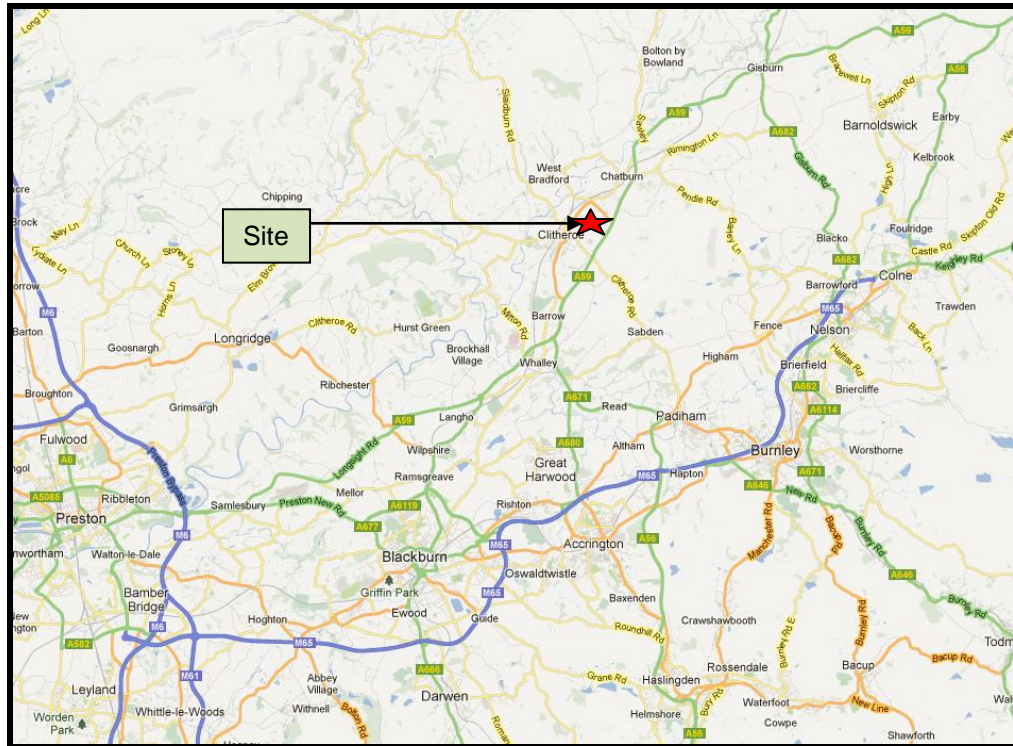
The overriding theme of national policy is that developments should be accessible by sustainable means of transport and accessible to all members of the local community relative to the location of the residential units.

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

3. SITE DESCRIPTION

Site location context

The proposed development site is located to the north east of Clitheroe (approximately 1km from the town centre). The site is located on Chatburn Road which is NE of the town centre which connects to the A59 to the east and Pimlico Road to the west at a roundabout junction.



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 has a 30mph speed limit that changes to 40mph to the south.



Chatburn Road is an A class road A671 that runs from the town centre to the NE direction passed the Grammar School and Hospital to the Pimlico Link Road roundabout junction.

The area has a typical traffic flow characteristic associated with an uncongested urban area i.e. distinct AM and PM flow periods. The off peak periods are approx 2/3 of the peak period reflective of the employment to the NE.

The flows are biased towards the town centre movements across the full day.

The site frontage is shown below.



Approach to the east to the roundabout



Existing access to easterly edge of site

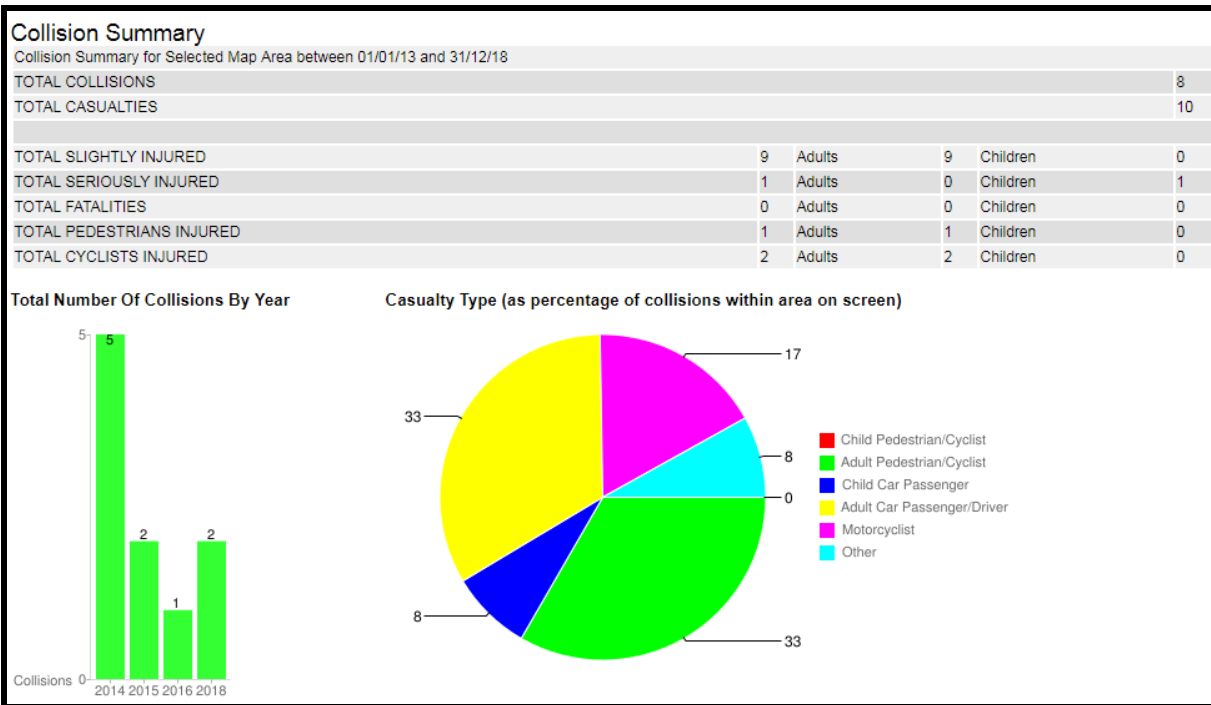
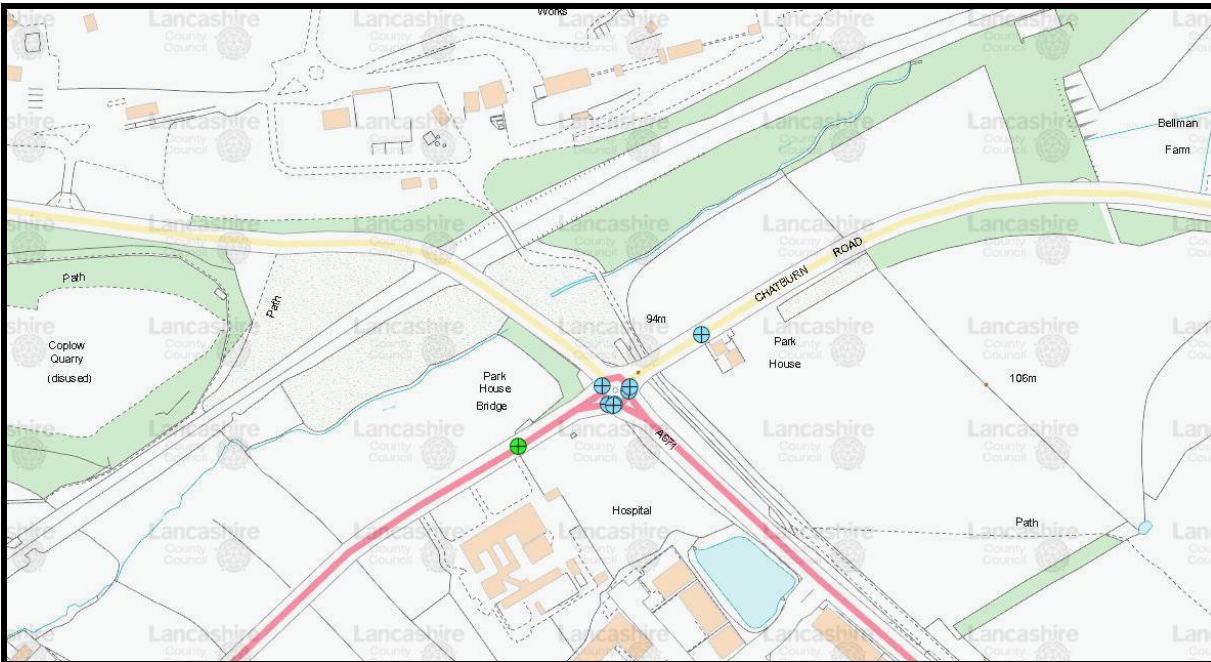


View left and right from approved access point.

Safety review along frontage

Access to the national data base has been undertaken for verified records and the resultant mapping shown below.

The results show that over the past 5 years the area along the site frontage has had no accidents recorded.



The assessment shows that the peak in 2014 has dropped substantially to two records in 2018.

The previous assessment set out a similar accident characteristic, the trend has no changed.

The serious at 2014 at the hospital access is not replicated i.e. a one off.

Whilst any accident is regrettable incidents of this nature would not indicate a safety issue arising from the operation of the network along the site frontage.

Overall the accidents would not be seen as a trend that would enable actions to be undertaken.

Summary

The local network is urban in nature, has few recorded accidents but none in the area of the site access.

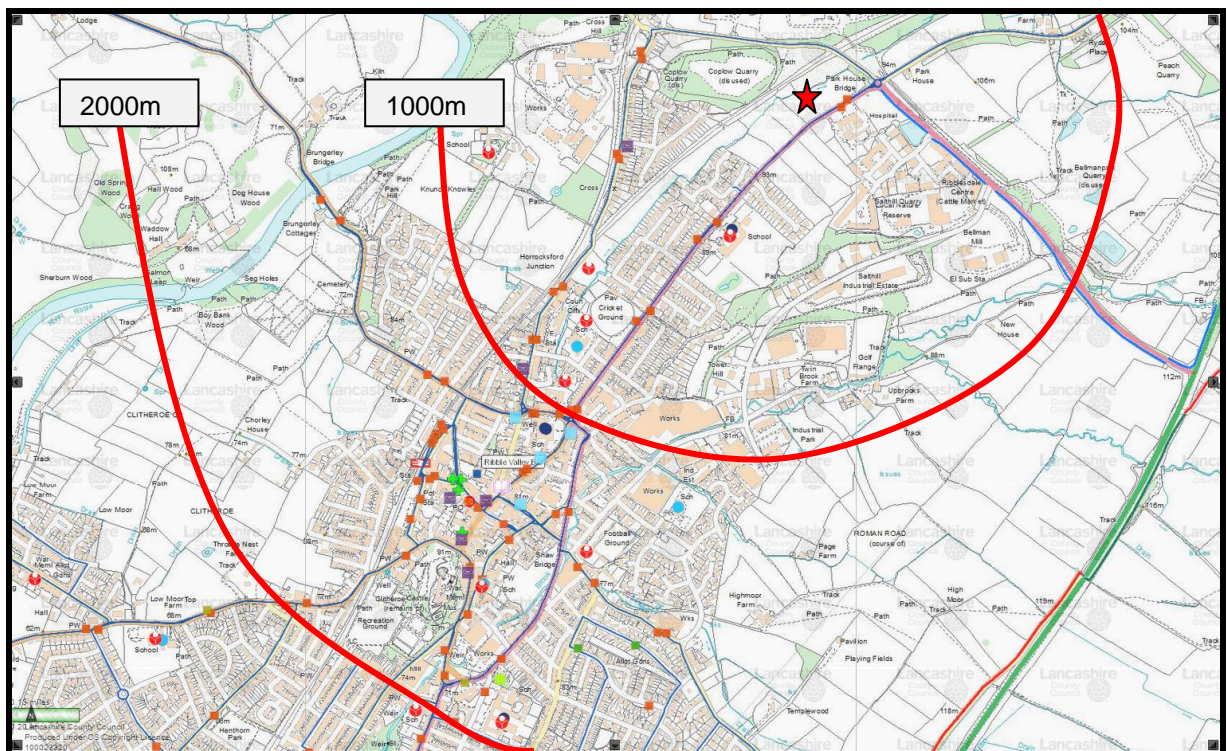
4. EXISTING SUSTAINABLE TRAVEL OPTIONS TO THE SITE

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.

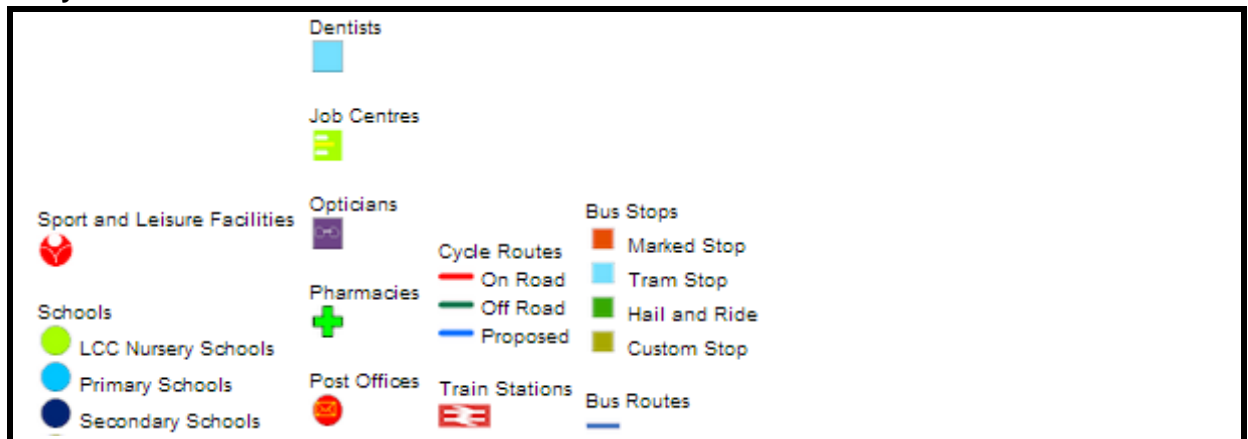
The accessibility of the proposed development sites by the following modes of transport has, therefore, been considered:

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

Facilities



Key



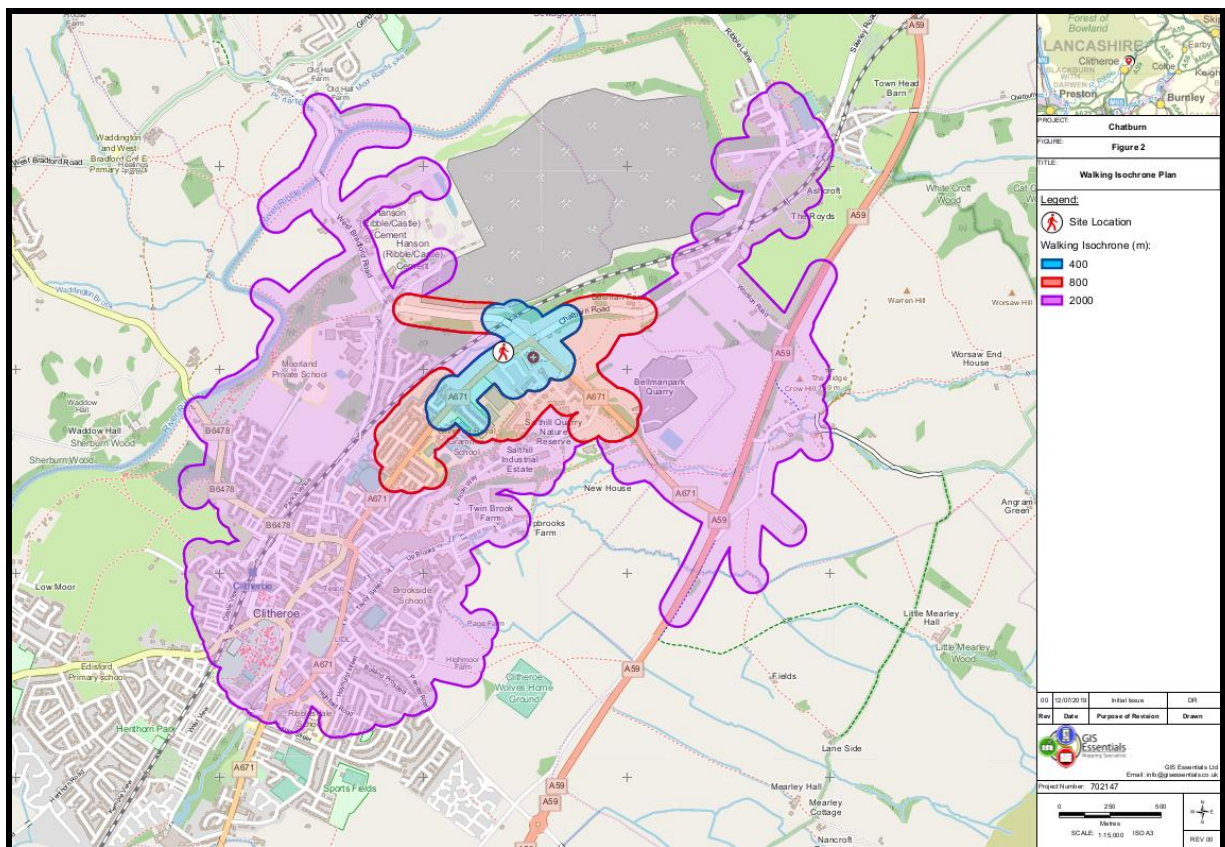
Walking and cycling

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.

The pedestrian catchment area for the proposed development site extends to cover the local bus routes and services indicated for the site is inside the 400m desirable distance.

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

The CIHT report provides guidance about journeys on foot. It does not provide a definitive view on distances, but does suggest a preferred maximum distance of 2000m for walk commuting trips this extends to cover a considerable part of the urban area.

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

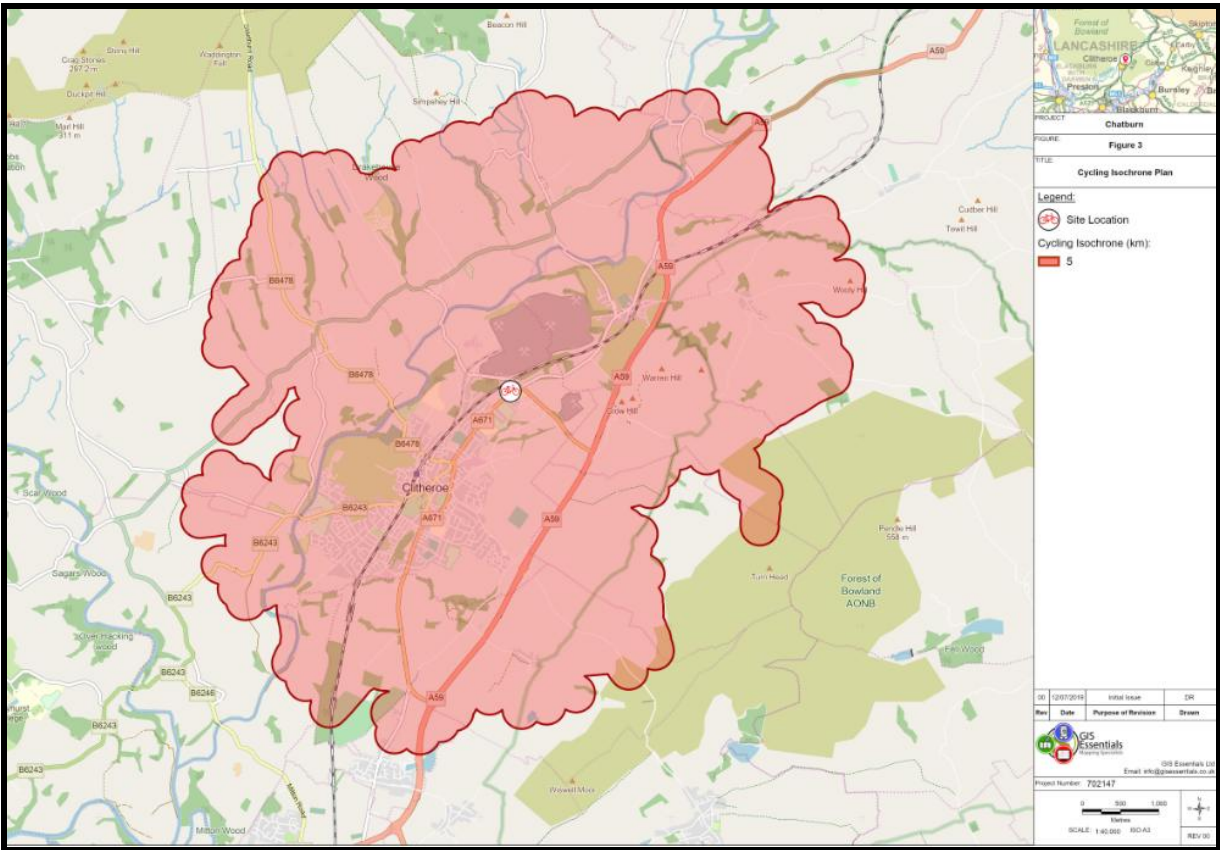
The DfT identify that 78% of walk trips are less than 1km in length, (DfT Transport Statistics GB). Importantly, the 2km walk catchment also extends to cover the full town centre. There are, therefore, opportunities for travel on foot.

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)

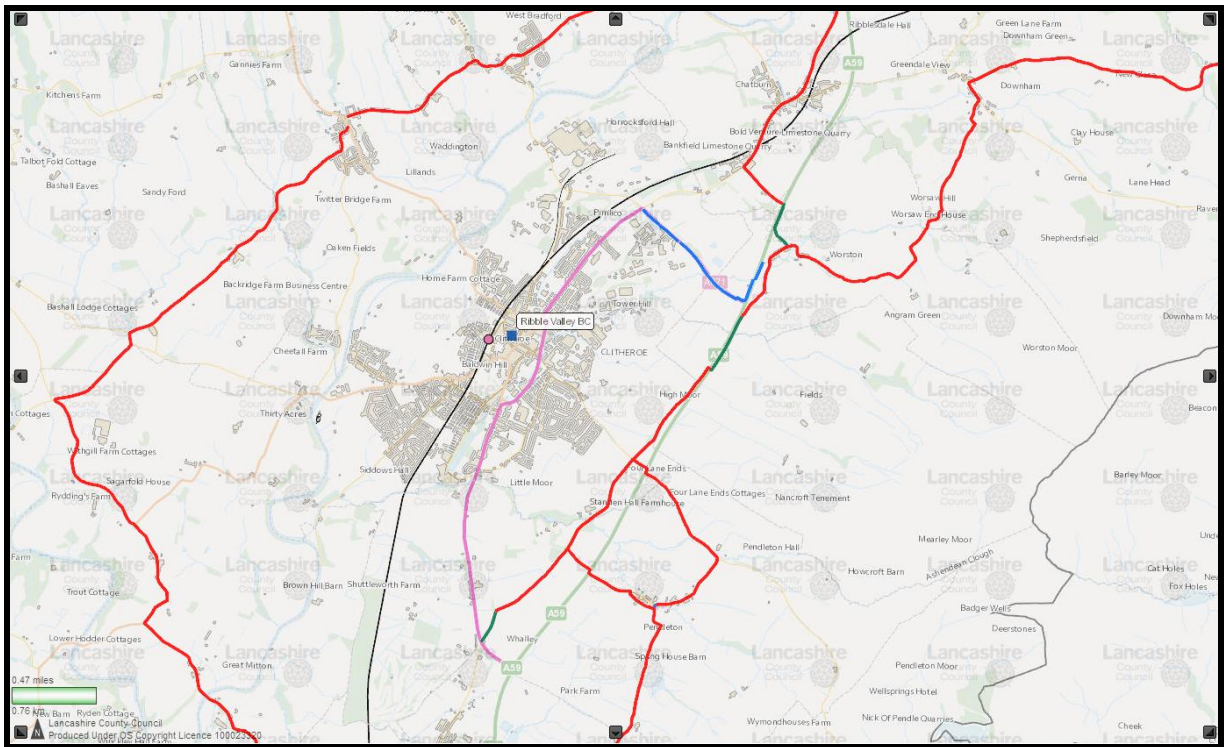
The National Travel Survey NTS (undertaken by the DfT) has identified that a mean distance of between 5 – 10 kilometres is considered a reasonable travel distance between home and workplace by bicycle dependant on the topography. For the purposes of this report the national guidance of 5km will be used.

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



Cycle Catchment

The plan shows the residential catchment area within the 5km cycling distance a journey of around 25 minutes using a leisurely cycle speed of 12 kilometres 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?

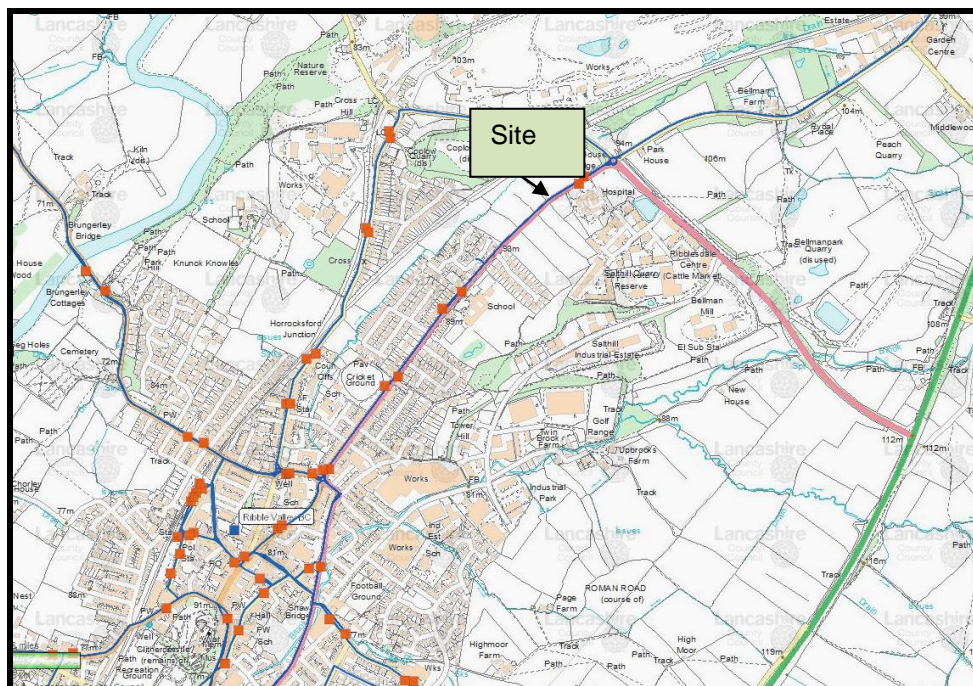
Are the transport features of the development consistent with the transport policy objectives, and if not, can they be changed to enable the policy objectives to be achieved?" (para 4.18).

The bus stops north and south of the site are approx 300m away thus well within the 400m desirable distance from guidance.



Bus stops towards and away from town

Locally the site is connected to the town centre and thus the wider area, to the east the site connects to Skipton and Burnley areas.



Departures from:

CLITHEROE, Hospital

22 CLITHEROE - WHALLEY - BLACKBURN - HOSPITAL - SHADSWORTH
via Langho - Wilpshire

Mondays to Fridays
1451CW1 CG2 1551CNW1 CG2
No Saturday or Sunday Service

Notes:
CG2=Operates via Clitheroe Royal Grammar School, CNW1=Schooldays Only, Not Wednesdays, CW1=Schooldays Wednesdays Only.

67 NELSON - BARROWFORD - BARLEY - CHATBURN - CLITHEROE
via Blacko - Downham - Grindleton - West Bradford - Waddington

Mondays to Fridays
0820\$
No Saturday or Sunday Service

Notes:
\$=Operated on behalf of Lancashire County Council.

280 SKIPTON - BARNOLDSWICK - CLITHEROE - PRESTON
via Earby - Gisburn - Chatburn - Whalley - Mellor Brook

Mondays to Fridays
0635\$\$ 0725\$\$ 0841\$\$ 1000\$\$ 1200\$\$ 1400\$\$ 1600\$\$ 1810\$\$ 1919\$\$
Saturdays
0900\$\$ 1000\$\$ 1200\$\$ 1400\$\$ 1600\$\$ 1805\$\$ 1919\$\$
No Sunday Service

Notes:
\$\$=Operated in partnership with Lancashire County Council.

Departures from:

CLITHEROE, Hospital

22 CLITHEROE - WHALLEY - BLACKBURN - HOSPITAL - SHADSWORTH
via Langho - Wilpshire

Mondays to Fridays
1450CW1 CG2 1550CNW1 CG2
No Saturday or Sunday Service

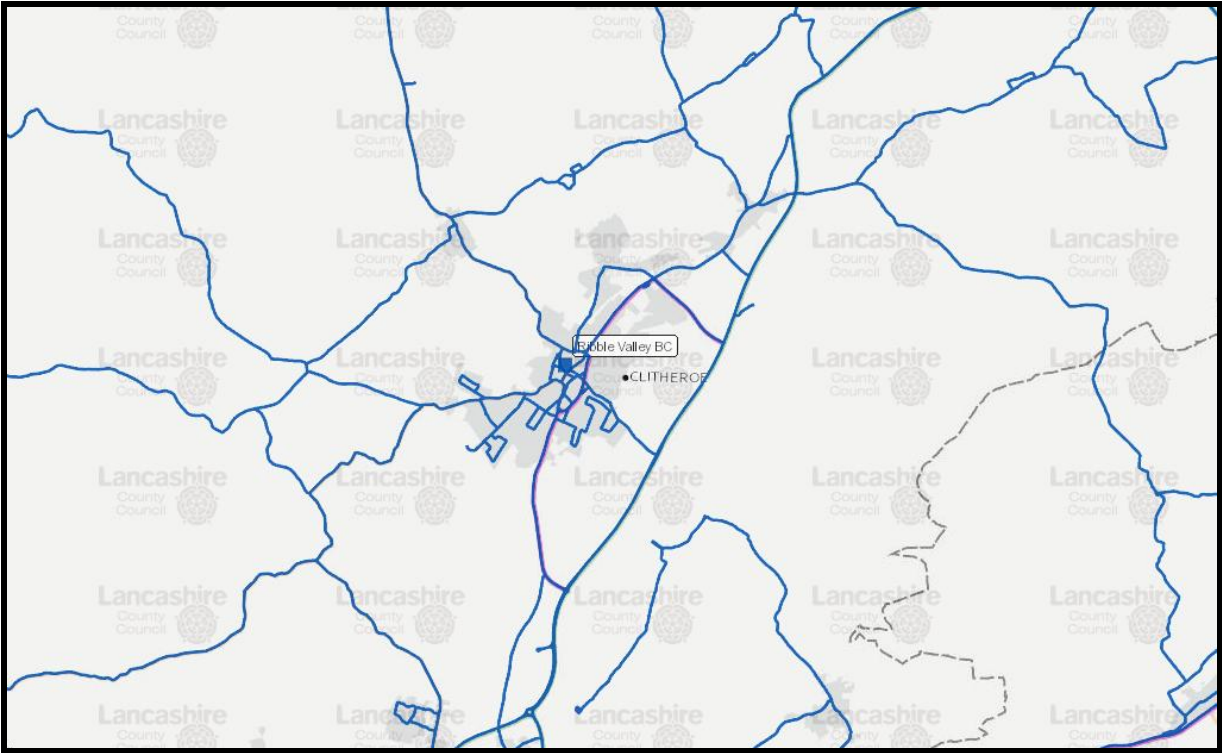
Notes:
CG2=Operates via Clitheroe Royal Grammar School, CNW1=Schooldays Only, Not Wednesdays, CW1=Schooldays Wednesdays Only.

280 PRESTON - CLITHEROE - BARNOLDSWICK - SKIPTON
via Mellor Brook - Whalley - Chatburn - Gisburn - Earby

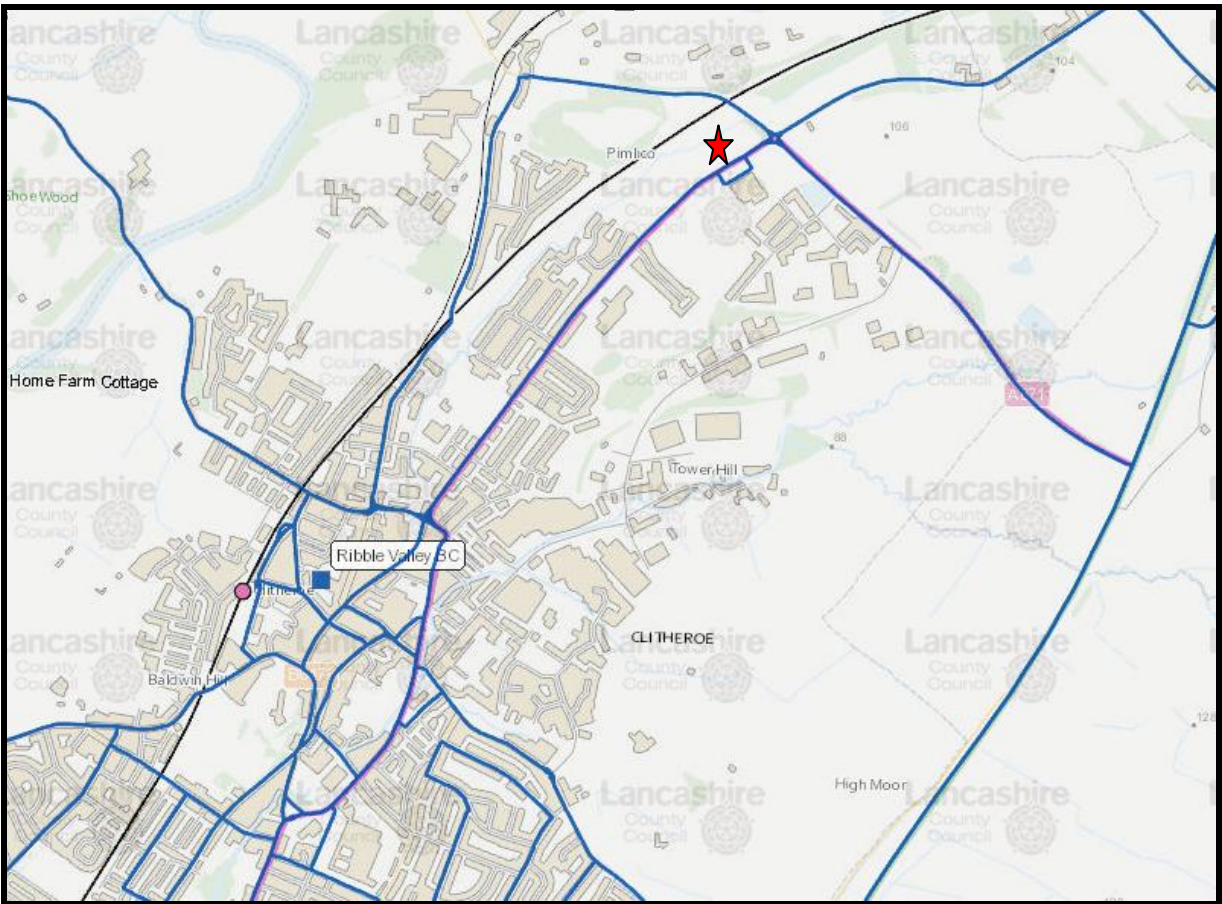
Mondays to Fridays
0746\$\$ 0829\$\$ (1) 1012\$\$ 1212\$\$ 1412\$\$ 1612\$\$ 1814\$\$ (2)
Saturdays
0752\$\$ 0848\$\$ (1) 1007\$\$ 1212\$\$ 1412\$\$ 1612\$\$ 1812\$\$ (2)
No Sunday Service

Notes:
\$\$=Operated in partnership with Lancashire County Council., (1)=Terminates at CHATBURN, opp Post Office, (2)=Terminates at EARBLY, Bus Station.

There are 3 routes that are available to the residents, thus the local and wider area needs is met.

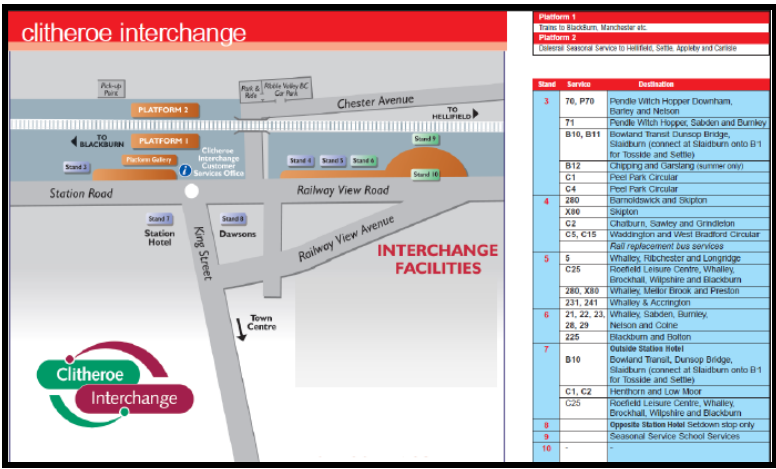


Bus routes and Local services

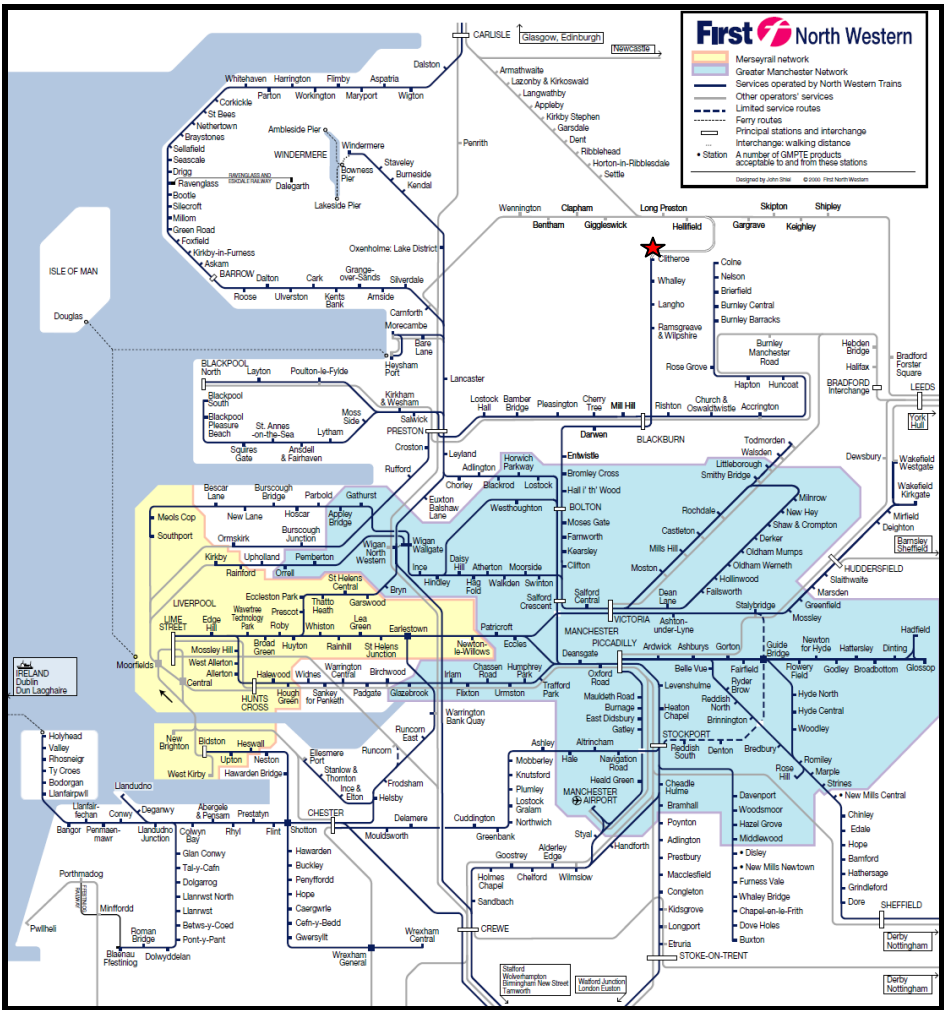


Rail

The town has a rail station which provides reasonable connections to the local towns and to the wider NW area.



Interchange details



NW rail map

The close proximity of the site to the strategically important Clitheroe to Manchester Railway line, its potential for residential development and regeneration, and to help establish a coherent station development zone next to the Clitheroe Interchange.

The site is approximately 1.5km walk (18 minutes) or a short bus/cycle ride to the rail station.

This railway line is the subject of a major investment package tied into a wider economic regeneration strategy for East Lancashire and Greater Manchester as well as parts of West Yorkshire.

A number of enhancements and proposals are proposed for the line that are intended to generate a number of potential impacts with the primary benefits being:

- Improved access to jobs and learning opportunities for local people;
- Employer access to a wider talent pool;
- Tourism uplift; and
- Inward investment.

As part of the strategic Northern Hub rail strategy and initiative it is hoped that the service frequency on this line will be increased in line with the introduction of new rolling stock and other improvements.

Also as part of the proposal to reopen the Todmorden Curve, for which funding has been approved, a new pattern of services is proposed to provide step change access improvements in East Lancashire and Greater Manchester.

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

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 or train.

5. APPROVED DEVELOPMENT PROPOSALS

The scheme includes for the erection of 30 residential units including a new access and associated hard and soft landscaping, rear private amenity space for each dwelling house and a 200% off-street parking provision.

Layout

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

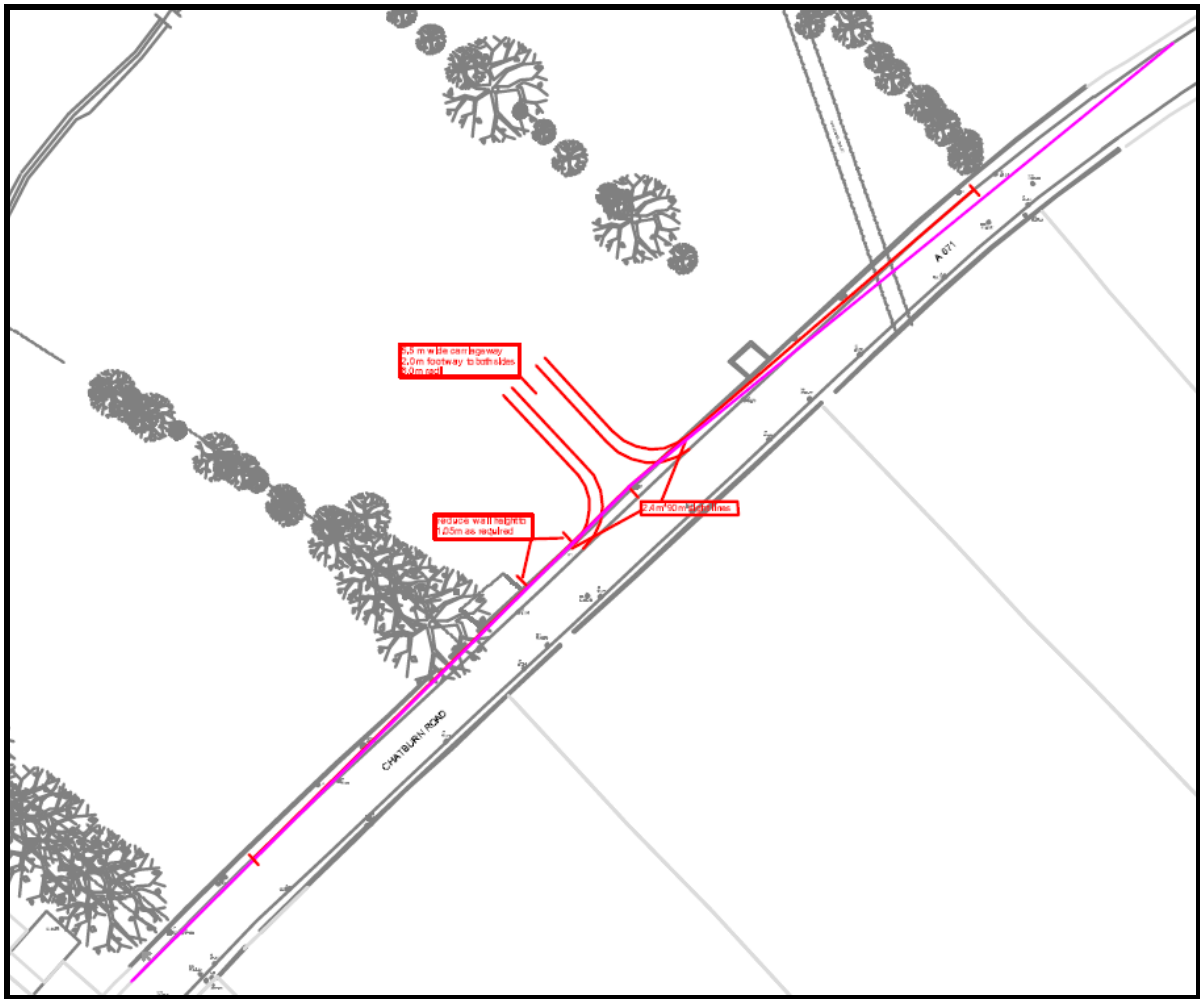


The layout is in the form of a cul de sac with footpaths to ensure good external walking connections are provided.

Access

The site will utilise the previously approved access layout to minimise the effect of the internal levels on the new layout. The sight lines based on a 40mph speed limit would be 120m based on DMRB.

The plan overleaf shows that the sight lines to the left are 88m where it becomes tangential and 90m to the right where it also becomes tangential, 120 m are shown for completeness.



The access would be 5.5 m wide and 6m radii minimum with 2m footpaths.

Trip generation and impacts

As indicated the site has a fallback with approved trip levels.

Peak Period	Arr	Dep	Tot
AM	7	15	22
PM	17	11	28

From the survey the link has 767 two way trips in the AM and 747 in the PM.

The new trips equate to approx 5% new trips on the link. It was agreed the link has no capacity issues.

The new proposal for 30 units using the agreed trip rates would derive the following trips using the rates set out.

Peak Period	Arr	Dep	Tot
AM	0.14	0.445	0.585
PM	0.437	0.226	0.663

These equate to trips for 30 units of:

Peak Period	Arr	Dep	Tot
AM	4	13	17
PM	13	7	20

The new application would derive a nett reduction in trips 5 two in the AM and 8 two in the PM

6. THE DEVELOPMENT PROPOSALS AND LAYOUT

Development Proposals

The proposals includes for the erection of 39 residential units including a new access and associated hard and soft landscaping, rear private amenity space for each dwelling house and a 200% off-street parking provision.

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 a loop with shared space to the northerly edge with footpaths to ensure good external walking connections are provided.

The site will upgrade the former shared drive to a 4.8m road and a 2m path, the road is not intended to be adopted.

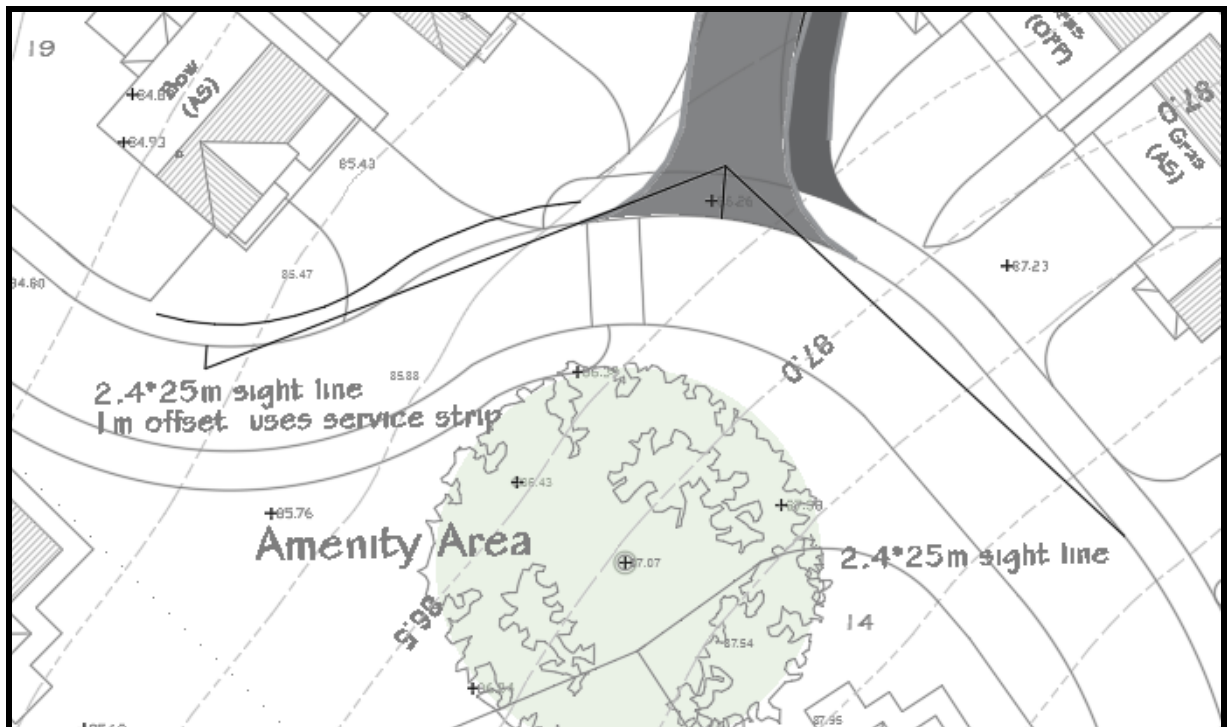
It has the addition of a 4.1m wide shared space to form a loop for refuse/deliver vehicles.



Access

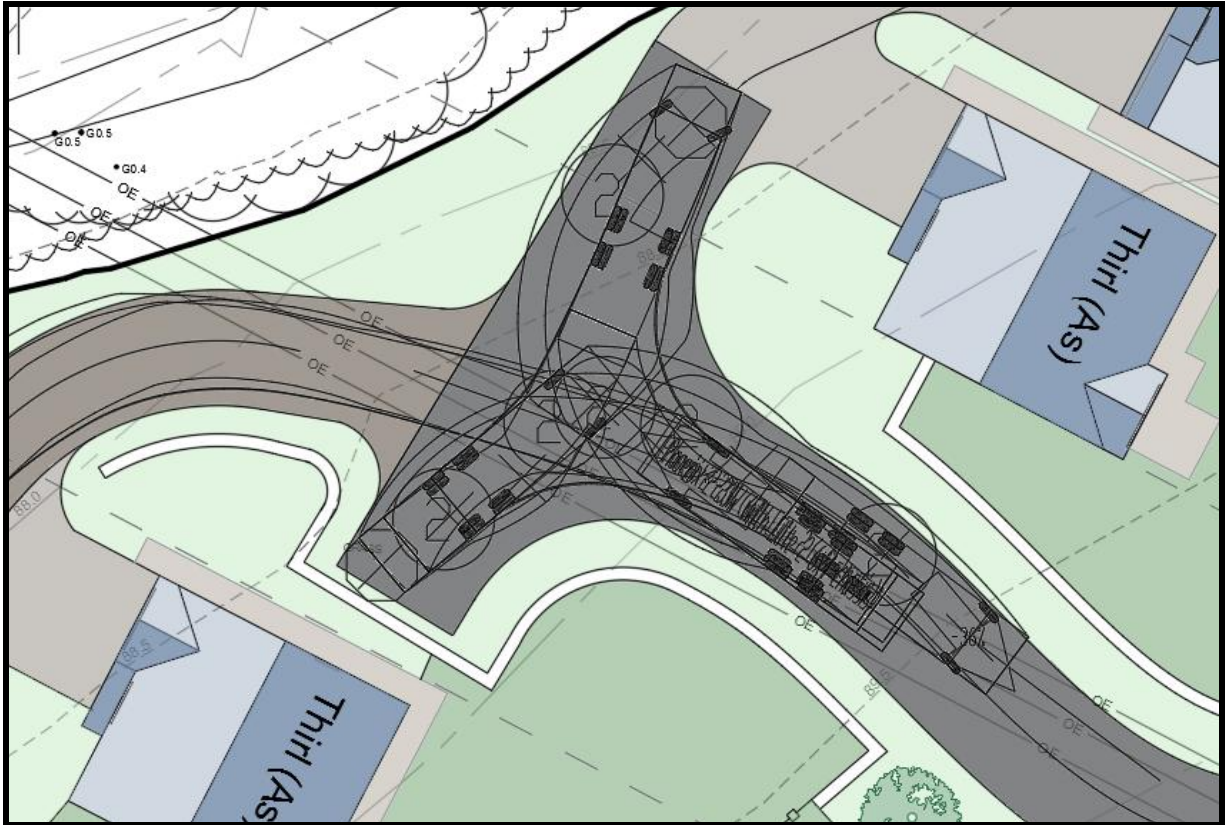
The site will utilise the previously approved access layout to minimise the effect of the internal levels on the new layout. The sight lines based on a 40mph speed limit would be 120m based on DMRB.

This set out in the previous chapter. The change to a 4.8m road from a shared space priority junction has sight lines for 20mph based on MFS 25m.

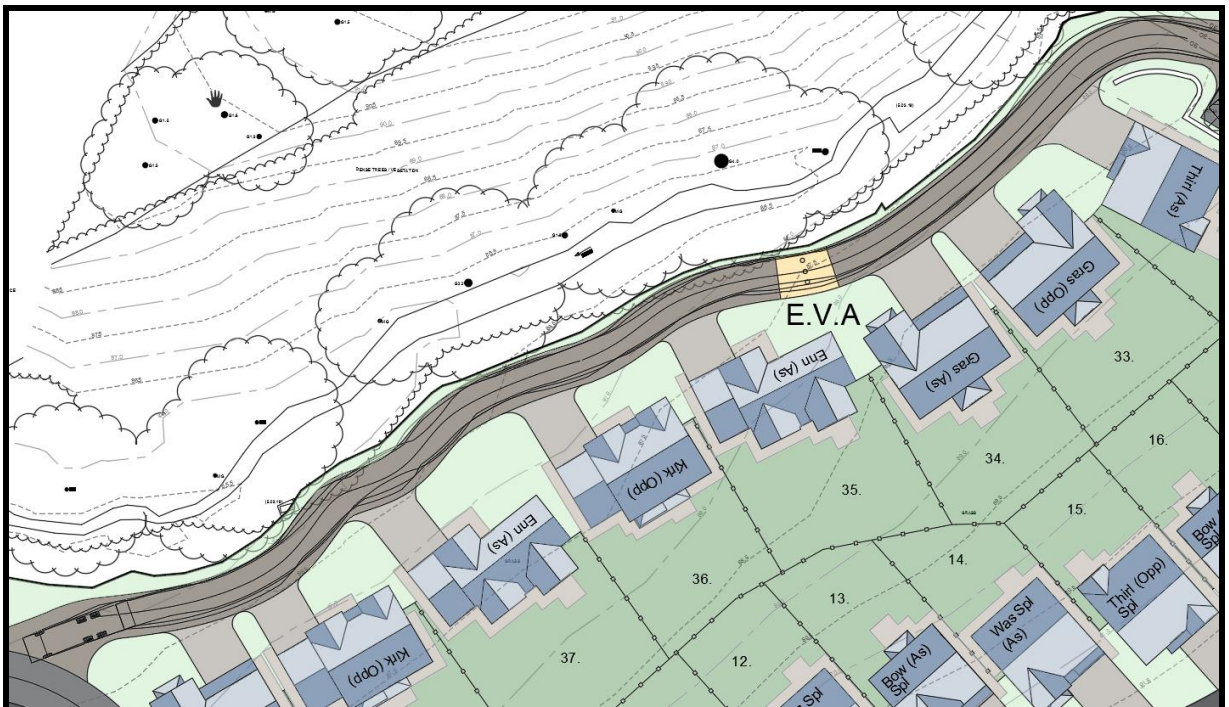


Servicing

A large refuse can be accommodated at the end turning head space.



The narrower route can accommodate a refuse/delivery vehicle in a circularly manner as well.



Car parking

Parking for the residential units will accord with the council's current guidance.

Trip generation and impacts

As indicated the site has an agreed trip rate.

Peak Period	Arr	Dep	Tot
AM	0.14	0.445	0.585
PM	0.437	0.226	0.663

These equate to trips for 39 units of:

Peak Period	Arr	Dep	Tot
AM	5	17	22
PM	17	9	26

The new application would derive a two way of 22 in the AM and 26 two way in the PM

Notwithstanding the above 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...."

The above notwithstanding 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 26 two way trips in the peak i.e. lower than the 30 two way vehicle trips threshold, as defined in the GTA, in either of the weekday traditional peak hours.

In addition the councils threshold for residential schemes is for 50 units and above.

Given this it is concluded that the need for the development to be assessed in terms of its impact on the capacity and delay of the network is not 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.

7. 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.

Traffic flows have previously 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.

Figures

(Note for full site plan refer to Architects layout)