



# **Former Greenhill Nursery**

Transport Assessment

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## 1 INTRODUCTION

### 1.1 Preamble

- 1.1.1 AECOM has been commissioned by Morris Homes (North) Ltd to produce a Transport Assessment (TA) to form part of a full planning application for a residential development on the former Greenhill Nursery site which is located off Greenhill Road, Allerton in the Cressington Ward of Liverpool City.
- 1.1.2 According to a Mayoral Recommendation dated 14 December 2012, the Greenhill Nursery site was a City Council nursery for circa 50 years. Operations on the site ceased in April 2012 following a budgetary decision by Liverpool City Council (LCC). The site was deemed '*surplus to operational requirements and is currently lying vacant and vulnerable.*'
- 1.1.3 The application site, referred to as the 'site' for the remainder of this TA is located approximately 800m north of Liverpool South Parkway train station and is approximately 2.6ha in size. The location of the site is shown in **Figure 1** within Chapter 3.
- 1.1.4 The methodology of this report follows the Department for Transport document (DfT) '*Guidance on Transport Assessment (2007)*' and more recent advice contained within the National Planning Policy Framework (2012) specifically section 4 which relate to transport impacts of new developments.

### 1.2 Scope of the Report

- 1.2.1 In accordance with the guidance set out in LCC's 'Ensuring a Choice of Travel Supplementary Planning Document' for access and transport requirements for new Major C3 Residential development within the Merseyside area, a Framework Travel Plan and Minimum Accessibility Standard Assessment (MASA) have been completed as part of this TA.
- 1.2.2 The proposed development consists of 86 residential units with vehicular access provided via a proposed priority junction with Greenhill Road. Further details of the proposed development are provided in Section 3 of this report.
- 1.2.3 Prior to production of this report, a TA Scoping Note, dated 16<sup>th</sup> June 2014 was produced and submitted to LCC's highways department. A scoping response was received on 20<sup>th</sup> June 2014. Copies of the Scoping Note and correspondence are contained in **Appendix A**.

### 1.3 Report Structure

- 1.3.1 Following this section, the report structure is as follows;
- Section 2 reviews existing national and local planning policy specific to transport and development;

- Section 3 audits the existing conditions around the site, specifically land use, highways, rights of way and current accident data;
- Section 4 provides an analysis of the current and potential provision for public transport , cycling and walking modes;
- Section 5 describes the proposed development in detail, including proposed number of units, proposed vehicular access points and parking provision;
- Section 6 discusses the calculation of trip generation then subsequent distribution and assignment to the local highway network;
- Section 7 provides a commentary of the future year assessment, growth factors applied, assessment scenarios and modelling outputs both with and without the development for the relevant junctions in the vicinity of the site; and
- Section 8 summarises the report and provides a recommendation based on the findings of the report.

## 2 NATIONAL AND LOCAL PLANNING POLICY

### 2.1 Introduction

2.1.1 This TA has taken due consideration of the key national and local planning policies related specifically to land use and transport.

2.1.2 The development proposals have been considered in light of the guidance within the following core documents:

- National Planning Policy Framework (2012);
- Merseyside Local Transport Plan 3; and
- Ensuring a Choice of Travel Supplementary Planning Document.

### 2.2 National Planning Policy Framework (NPPF)

2.2.1 The NPPF was released on 27<sup>th</sup> March 2012 and replaces all Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs), to form a singular national planning guidance for local planning authorities and decision makers, both in drawing up plans and as a material consideration in determining applications.

2.2.2 The NPPF introduces 12 Core Principles that should be used to underpin both plan making and decision making. These include having a planning system that;

- Is genuinely plan-led;
- Is creative in finding ways to enhance and improve places;
- Proactively drives and supports sustainable economic development;
- Seeks to secure high quality design and a good standard of amenity;
- Takes account of local character and circumstances;
- Supports the transition to a low carbon future;
- Contributes to conserving and enhancing the natural environment and reducing pollution;
- Encourages the effective use of land;
- Encourages mixed use developments;
- Conserves heritage assets appropriate to their significance;
- Actively manages patterns of growth to make the most of public transport, walking and cycling; and
- Takes account of and supports local strategies, to improve health, social and cultural wellbeing.

- 2.2.3 The NPPF also identifies a presumption in favour of sustainable development. This is not intended to replace the development plan as the starting point for decision making, but means that the proposals in accordance with the development plan should be approved without delay.
- 2.2.4 It calls on the planning system to do *'everything it can to support sustainable economic growth'* and that a *'significant weight should be placed on the need to support economic growth.'* All developments that generate significant amounts of movements should be supported by a Transport Statement or TA. 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 limits the significant impacts of the development. Developments should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 2.2.5 Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practicable to;
- Accommodate the efficient delivery of goods and supplies;
  - Give priority to pedestrian and cycle movements and have high quality public transport facilities;
  - Create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
  - Incorporate facilities for charging plug in and other ultra-low emissions vehicles; and
  - Consider the needs of people with disabilities by all modes of transport.
- 2.2.6 Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.
- 2.2.7 If setting local parking standards for residential and non-residential development, local planning authorities should take into account;
- The accessibility of the development;
  - The type, mix and use of the development;
  - The availability of and opportunities for public transport;
  - Local car ownership levels; and
  - An overall need to reduce the use of high-emission vehicles.



- 2.2.8 In transport terms, the NPPF states (paragraph 32) that “development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”.

## 2.3 Merseyside Local Transport Plan

- 2.3.1 The Merseyside Local Transport Plan (LTP) 3 sets out the vision for Merseyside’s transport network. The LTP provides the statutory framework for the policies and plans that will guide the future provision of transport in Merseyside. The vision for the transport network is;

*‘A city region, committed to a low carbon future which has a transport network and mobility culture that positively contributes to a thriving economy and the health and wellbeing of its citizens and where sustainable travel is the option of choice’*

- 2.3.2 In order to support the city region and achieve its transport vision, the Local Transport Plan has set six goals;

1. Help create the right conditions for sustainable economic growth by supporting the priorities of the Liverpool City Region, the Local Enterprise Partnership and the Local Strategic Partnerships;
2. Provide and promote a clean, low emission transport system which is resilient to changes to climate and oil availability;
3. Ensure the transport system promotes and enables improved health and wellbeing and road safety;
4. Ensure equality of travel opportunity for all, through a transport system that allows people to connect easily with employment, education, healthcare, other essential services and leisure and recreational opportunities;
5. Ensure the transport network supports the economic success of the city region by the efficient movement of people and goods; and
6. Maintain assets to a high standard.

## 2.4 Liverpool City Council Unitary Development Plan (UDP)

- 2.4.1 The UDP was adopted in November 2002 and is a ‘saved plan’; it is a Local Plan Document within the Local Plan Framework. Planning applications are decided primarily based on the policies within the UDP. However, the UDP will be replaced when the Liverpool Local Plan which ‘sets out an overarching strategy and development principles for Liverpool to guides development until at least 2028’ is adopted.

## 2.5 Ensuring a Choice of Travel Supplementary Planning Document (SPD)

2.5.1 'Ensuring a Choice of Travel SPD' was adopted on 19<sup>th</sup> December 2008 by LCC and supplements the UDP. This SPD provides consistent guidance to developers for access and transport requirements for new developments within Merseyside.

2.5.2 The objectives of the SPD are to;

- Ensure a reasonable choice of access by all modes of transport to new development;
- Reduce the environmental impact of travel choices, by reducing pollution and improving the local environment;
- Improving road safety;
- Promote healthier lifestyles by providing opportunities for people to walk or cycle for work or leisure purposes;
- Reduce the level of traffic growth and congestion on the strategic and local road network; and
- Encourage opportunities to improve the quality of development proposals by better use of space through the provision of less car parking spaces where appropriate.

More specifically for Liverpool, the SPD should also;

- Enable the provision of a balanced transport infrastructure which provides access to employment, leisure, retail and other facilities for all the city's residents and visitors; and
- Provide a framework for future investment in the city's strategic road and rail network where new development would create additional travel demand.

2.5.3 The relevant policies from the UDP and RSS which are supported in the Ensuring a Choice of Travel SPD are summarised below;

### **Policy 1 – RSS Policy RT2 – Managing Travel Demand**

- Ensure that major new developments are located where good access to public transport already exists, backed by effective provision for pedestrians and cyclists to minimise the need to travel by private car;
- Seek to reduce private car use through the introduction to 'smarter choices' and other incentives to change travel behaviour which should be developed alongside public transport, cycling and pedestrian network and service improvements;
- Consider the effective reallocation of road space in favour of public transport, pedestrians and cyclists alongside parking charges, enforcement and provision and other fiscal measures, including road user charging;
- Make greater use of on-street parking controls and enforcement; and

- Incorporate maximum parking standards that are in line with, or more restrictive than Table 8.1 (RSS) or Section 4 (SPD), and define standards for additional land use categories and areas where more restrictive standards should be applied. Parking for disabled people and for cycles and two-wheeled motorised vehicles are the only situations where minimum standards will be applicable.

### **Policy 2 – UDP GEN 6 – Transportation**

- Provide access to employment, leisure, retail and other facilities for all the city's residents;
- Meet the transport needs of people who are economically and socially disadvantaged;
- Allow for the safe, efficient and easy access of goods into and throughout the city to help secure regeneration of the local economy;
- Protect and enhance the environment through reducing reliance on the private car;
- Promote investment in the public transport network and associated facilities;
- Improve facilities for cyclists and pedestrians;
- Provide a framework for investment in the efficiency of the road system; and
- Reduce the availability of car parking facilities which would attract car borne commuters.

### **Policy 3 – T12 – Car parking provision in new developments**

All new developments including changes of use, which generate a demand for car parking will be required to make provision for car parking on site, to meet the minimum operational needs of the development. Additional space for non-operational car parking will be permitted up to a maximum standard. This will be determined by:

- the nature and type of use;
- whether off-site car parking would result in a danger to highway and pedestrian safety;
- whether the locality in which the proposed development is located is served by public car parking facilities;
- whether off-site parking would result in demonstrable harm to residential amenity; and
- the relative accessibility of the development site by public transport services.

### **Policy 5 – T6 – Cycling**

The City Council will promote and support initiatives designed to maximise the role of cycling as a transport mode by:

- adopting a cycling strategy for Liverpool which will include the formulation of a Strategic Cycle Route Network and the setting of targets regarding cycle use;
- improving the condition of designated cycle routes in the city;

- catering for cyclists' needs in the design of all highway improvement schemes, traffic management schemes, road safety schemes, the road maintenance programme, and giving consideration to the provision of safe cycling routes through all major development and redevelopment sites;
- improving road signage, road conditions, junction priorities and carriageway crossings where cycle routes join highways;
- introducing appropriate traffic calming and speed reduction measures on designated cycle routes and areas of high cycle usage; and
- ensuring that secure cycle parking facilities are provided at locations regularly visited by the public and requiring new developments to provide secure cycle parking facilities.

2.5.4 The policies from the UDP which are not included in but are supported by the SPD and applicable to this assessment are;

### **T7 – Walking and Pedestrians**

The City Council will implement measures to encourage walking as a mode of transport and to make the pedestrian environment safer and more convenient by;

- Improving signing, lighting, surfaces, visibility and crossing places throughout the city and particularly within the City Centre, District Centres and other shopping centres;
- Eliminating pedestrian subways and footbridges where safe alternative ways of crossing roads can be provided;
- Improving access and mobility for all pedestrians and particularly disabled people and carers with small children;
- Developing safer routes to schools, play areas, parks and other community facilities;
- Investigating the feasibility of formulating a Walking Strategy which will include the designation of a Strategic Pedestrian Route Network;
- Catering for pedestrians' needs in the design of all new highway improvement schemes, the road maintenance programme, and giving consideration to the provision of safe and convenient walking routes through all major development and redevelopment sites; and
- Investigating the possibility of introducing traffic calming measures and speed reduction measures in areas where heavy pedestrian flows are experienced or can be anticipated.

## **2.6 Summary**

2.6.1 Based on the review of the policy which has been set out in this chapter, the report has been prepared to take account of the local, regional and national policy in order to ensure that the development proposals are generally consistent with the policy issues relevant to the site.

- 2.6.2 The key points set out in national policy are that developments should seek to reduce car dependence, by providing walk, cycle and public transport access and increase awareness of sustainable transport modes. The emphasis is on sustainable access, reducing the need to travel, providing opportunities to access the site on foot, bicycle or by public transport and giving pedestrians and cyclists priority.
- 2.6.3 Local policy echoes the sustainability sentiment of national policy and provides more detail relevant to the proposed development site. The following chapters of this report will demonstrate that the proposed development has good accessibility via sustainable modes of transport and is compliant with the local and national policies outlined within this chapter.



### 3 EXISTING CONDITIONS

#### 3.1 Site Location and Existing Land Use

- 3.1.1 The site is on land formerly occupied by Greenhill Nursery which ceased operations in April 2012. The site is currently vacant with no existing traffic routing through it. **Figure 1** below shows the approximate boundary of the site in a local context.



**Figure 1 – Proposed Development Site Location and approximate boundary**

- 3.1.2 The site is circa 2.6 hectares and is bound by Merseyrail's northern line to the north east, Greenhill Road to the North West, residential properties with frontage on to Long Lane to the south west and residential properties with frontage on to Nursery Lane to the south east.
- 3.1.3 With regards to major road linkage, the site is located approximately 6km away from the M62, 1.2km from Speke Road (A561) and 1.8km from Aigburth Road (A561).

#### 3.2 Existing Highway Network

- 3.2.1 The existing main access to the site is located off Greenhill Road to the north of property no. 351 and adjacent to the southern site boundary. A secondary access is located off Nursery Lane to the south east of the site. These are shown in Photos **3.1** and **3.2**.



**3.1 Existing site access Greenhill Road****3.2 Existing site access Nursery Road**

3.2.2 Greenhill Road is approximately 3km long and runs in a north-south direction connecting Allerton Road with Brodie Avenue / Long Lane. At the site locality, Greenhill Road is single carriageway which is approximately 5.8m wide and is subject to a 30mph speed limit and there are double yellow lines on both sides of the carriageway to prohibit parking and loading. Footways are located on both sides of the carriageway and are 2m wide. There is a 26T railway bridge over the Northern Line located 120m from the existing site access. Greenhill Road and Greenhill Road Railway Bridge are shown in Photos **3.3** and **3.4**.

**3.3 Greenhill Road, looking south****3.4 Railway Bridge**

3.2.3 The south western section of Greenhill Road connects with Brodie Avenue / Long Lane and Whitehedge Road via a roundabout junction (referred to in the remainder of this report as the southern roundabout) as shown in Photos **3.5** and **3.6**.