

DOYLE TRANSPORT



PLANNING

Report No. 24JAN001-P351 J1409/TS
January 2024

**PROPOSED RESIDENTIAL DEVELOPMENT
OF GANNOW LANE, BURNLEY**

TRANSPORT STATEMENT

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1. INTRODUCTION

Doyle Transport Planning has been appointed by the Avalon Town Planning on behalf of J & P Nixon Builders Ltd to provide transport and highway advice for the implications associated with their updated proposed residential development at Gannow Lane, Burnley.

Planning Background

In Mar 2022 the application was submitted for the site for 36 elderly bungalows. In June 2023 an application (FUL2022/0136) was approved, with conditions.

An update planning application is being submitted which slightly alters the internal site layout and proposed 35 bungalows. The planning authority has requested that the updated layout also be accompanied by an updated Transport Statement.

The approved site was supported by a Transport Statement report prepared by Mr Alan Davies of DTP which was ultimately accepted by the Highway Authority (HA). Unfortunately Mr Alan Davies died at the beginning of 2023 and hence the request of the client of this report to be prepared which addresses the slight alteration to the site layout.

To reassure the HA the only material change to the report is the proposed turning head within the site, the reduction of the number of proposed dwellings from 36 to 35 and this section and section 5 of the report which outlines the Planning Background.

Background

The approved residential site is located in a key residential area, with a new access which will be developed.

In order to advise the application, this report provides information on the 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 described.

The TS discusses the following issues:

- Site and Local Area
- Existing Highway Conditions
- 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

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

Abstracts are provided for reference, the ***bold italics*** are added to emphasis the key policies related to the development:

7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

9. These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. **Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.**

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development**.

104. 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.

105. 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);

107. 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.

108. 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.

Considering development proposals

110. 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.

111. 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.

112. 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.

113. 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.

Manual for Streets

Manual for Streets published in 2007 and the subsequent publication of Manual for Streets 2 -Wider Application of the Principles in September 2010 provide design guidance around the philosophy of assigning higher priority to pedestrians and cyclists.

Manual for Streets sets out the following key objectives of the design of new residential neighbourhoods:

- Encouragement of low vehicle speeds;
- Creation of an environment in which pedestrians can walk, or stop to chat, without feeling intimidated by motor traffic;
- Make it easier for people to move around; and

- Promote social interaction

Manual for Streets 2 builds on the philosophies set out in Manual for Streets and demonstrates through guidance and case studies how they can be extended beyond residential streets to encompass both urban and rural situations, filling the perceived gap in design advice between Manual for Streets and Design Manual for Roads and Bridges (DMRB).

Summary

The overriding theme of national policy is that developments must be accessible by sustainable means of transport and accessible to staff and visitors taking on board the location of the site.

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

Furthermore, there are:

Pedestrian and cycle linkages to several locations and facilities that are available, public transport services to other major centres and interchanges, and agreed parking provision all ensure that this development is sustainable, as required in local and national policy for an residential area.

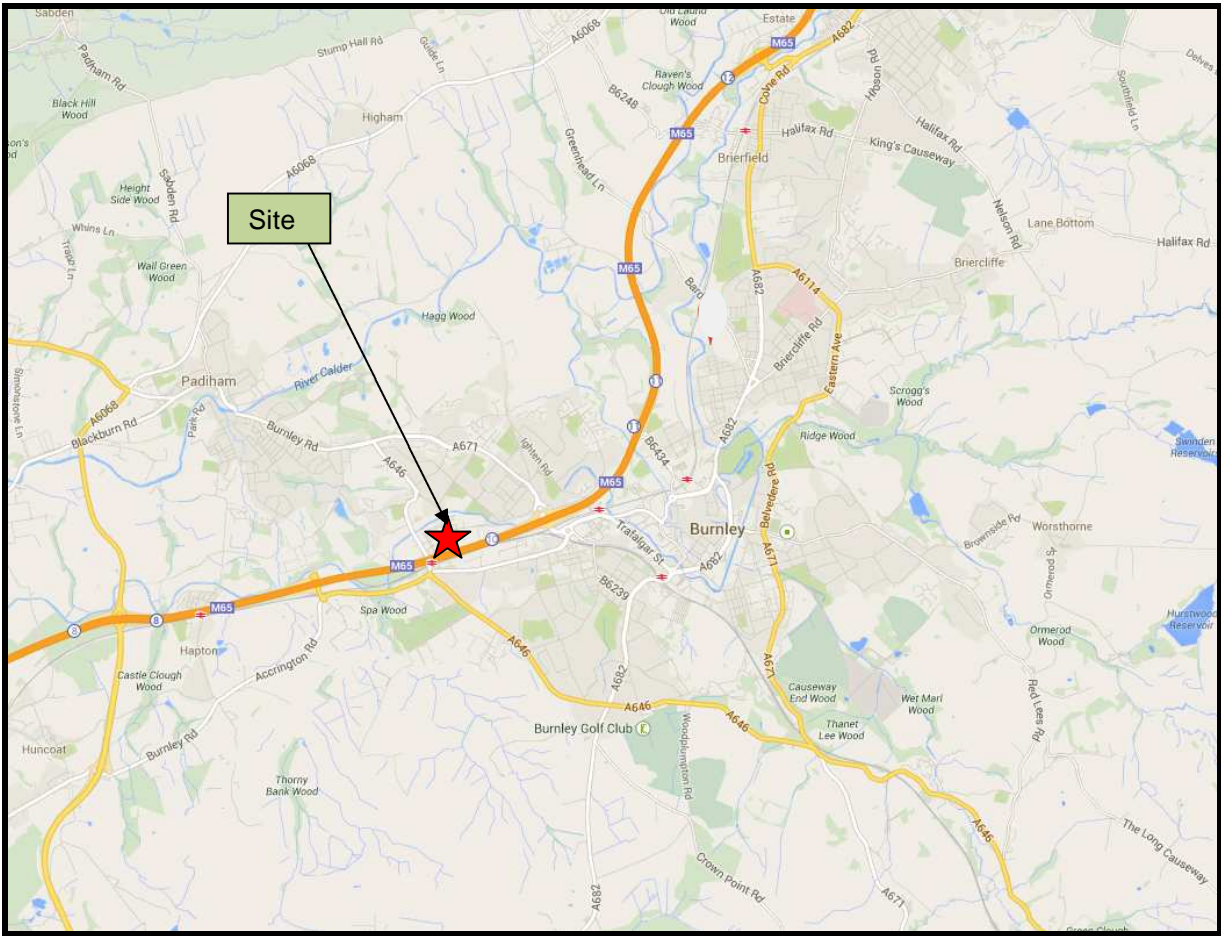
3. SITE DESCRIPTION

Site location context

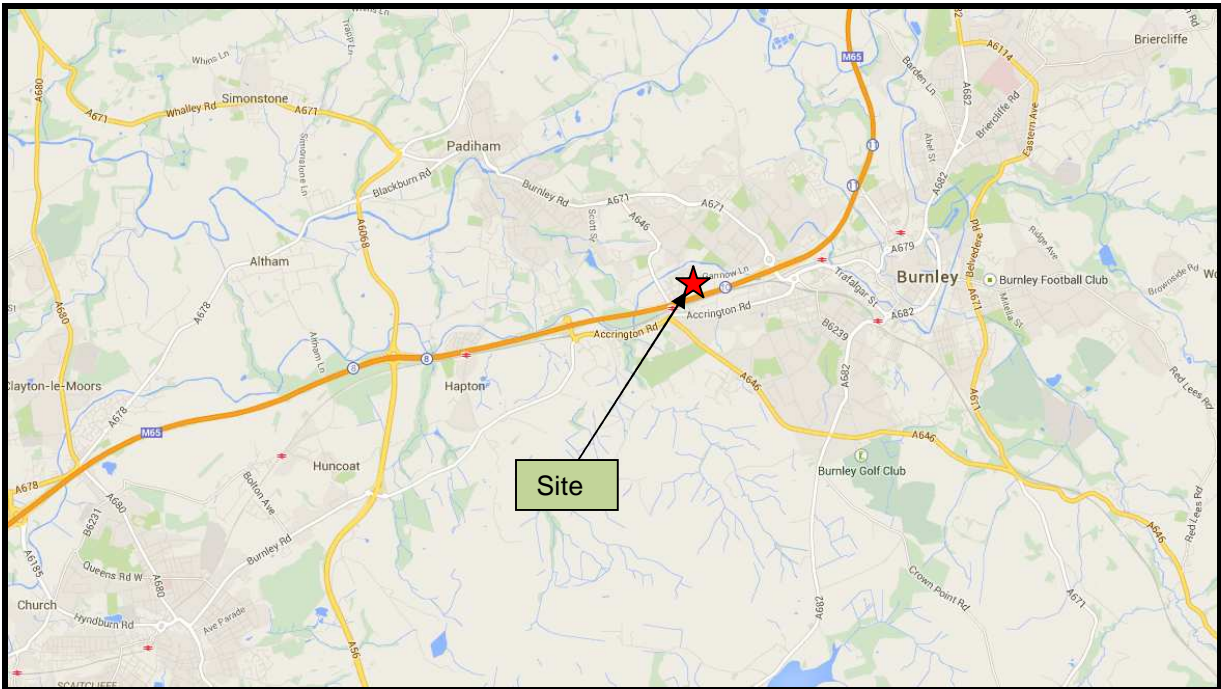
The site lies to the west side of Burnley in the urban area. The site forms a previously developed area between the M65 to the south side of the Gannow Lane route of the urban edge.

On all other sides it is bounded by existing residential properties.

It will be accessed by updating an existing stub end from Saltburn Street which will be developed for residential uses with associated car parking and landscaping.



Site location plan in relation to neighbouring settlements and locally overleaf



Site in the street location and previous uses now demolished



Site with 2 units from previous approval constructed and now demolished

Existing highway setting

All the roads in the area are of a standard carriageway width appropriate for their usage and locally are all 30 mph.

It serves primarily a mixed employment/residential catchment. The area has a typical traffic flow characteristic associated with an urban area i.e. distinct AM and PM flow periods.

Gannow Lane, Saltburn Street and Harling Street are all subject to a 20mph speed limit and are street lit. They have footways on both sides of their carriageways, except for a short length on the outside of the bend at the junction between Saltburn Street and Harling Street where there is no footway.

The visibilities at the Saltburn Street/Gannow Lane junction at a nominal set back of 2.4 metres, recorded for the access review.

The proposed site has been cleared of all buildings and some groundwork and boundary work has been undertaken. New housing is under construction on the site on the opposite side of Gannow Lane.

Gannow Lane gives way to Rosegrove Lane at a priority junction. There is a loading bay, a short length of on-carriageway cycle lane and a kerbed central refuge on the Gannow Lane approach to the junction. There is a zebra crossing on Rosegrove Lane a short distance to the south of the Gannow Lane junction.

A detailed photographic record of the local access and setting is provided below for reference



View along Gannow Lane site frontage east and west



View left and right from Saltburn Street junction with Gannow Lane



View to Gannow Lane and away to site access



Existing site access



View left and right from access



View from bend south and west

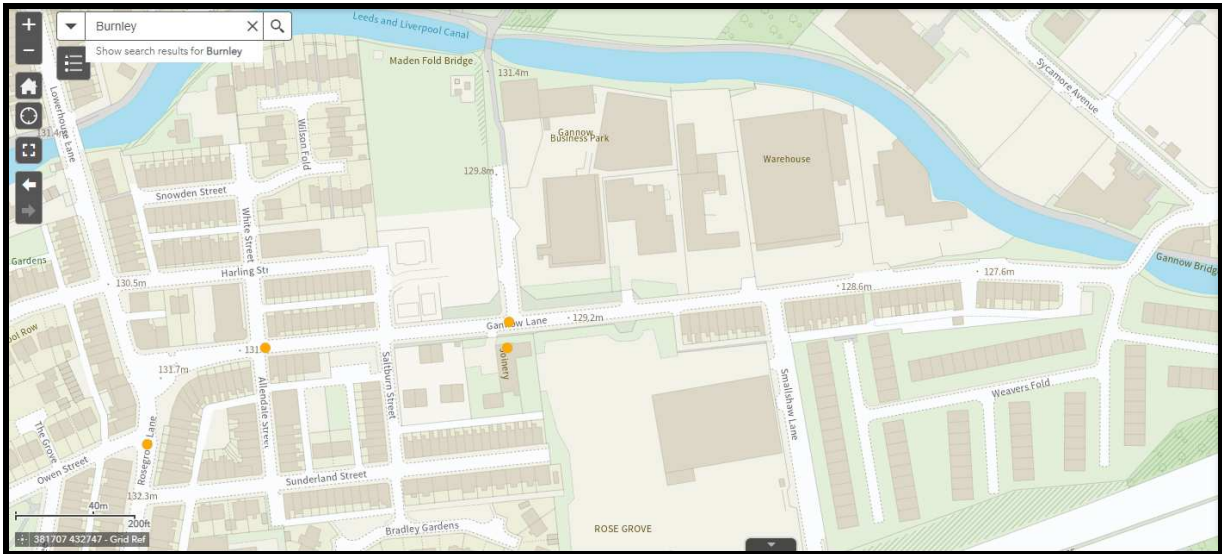
Accident review

Details supplied by the Mario database indicate a range of accidents over the most upto date 5 years records in the study area.

This site uses data obtained directly from official sources but compiled into an easy-to-use format showing each incident on a map.

Incidents are plotted to within 10 metres of their location and as such, can sometimes appear to be off the carriageway. Where a number of incidents occur in the same location they are grouped together.

Access to the national data base has been undertaken and the resultant mapping provided for reference. It should be noted the route has not been open for a long period and the records if any would be affected by construction changes etc.



There are three slight records on Gannow Lane, 2 in 2019 and 1 in 2018 are vehicle based no vulnerable users.

Gannow Lane / Allendale Street		GANNOW LANE AT JUNCTION WITH UNCLASSIFIED ROAD		GANNOW LN 5 METRES EAST OF JUNCTION WITH WOODBINE ROAD	
Police Ref	EF1800124	Police Ref	0877516	Police Ref	0853518
Vehicles	1	Vehicles	2	Vehicles	2
Casualties	1	Casualties	2	Casualties	1
Date	23-MAY-2018	Date	16-AUG-2019	Date	13-JUN-2019
Time	16:00	Time	17:30	Time	16:50
Road Name	Gannow Lane / Allendale Street	Road Name	GANNOW LANE AT JUNCTION WITH UNCLASSIFIED ROAD	Road Name	GANNOW LN 5 METRES EAST OF JUNCTION WITH WOODBINE ROAD

The records are less than 1 per year on average.

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

Summary

The existing area is urban in nature with built up areas along the corridor, it has flows well with the capacity of the carriageway type, no related safety issues.

The use of the land for industrial/commercial purposes is considered to be an acceptable based on the existing area characteristics.

4. EXISTING ACCESSIBILITY FOR 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 and cycle;
2. accessibility by public transport;

Walking

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

The CIHT provides 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; it also recognises a walking distance of up to two miles (3,200m) is practicable for walking.

Based on the above it is considered reasonable to assume that walking is a feasible mode of travel for commuting journeys up to 3,200m. Accepted guidance states that walking is the most important mode of travel at the local level supporting the above statement.

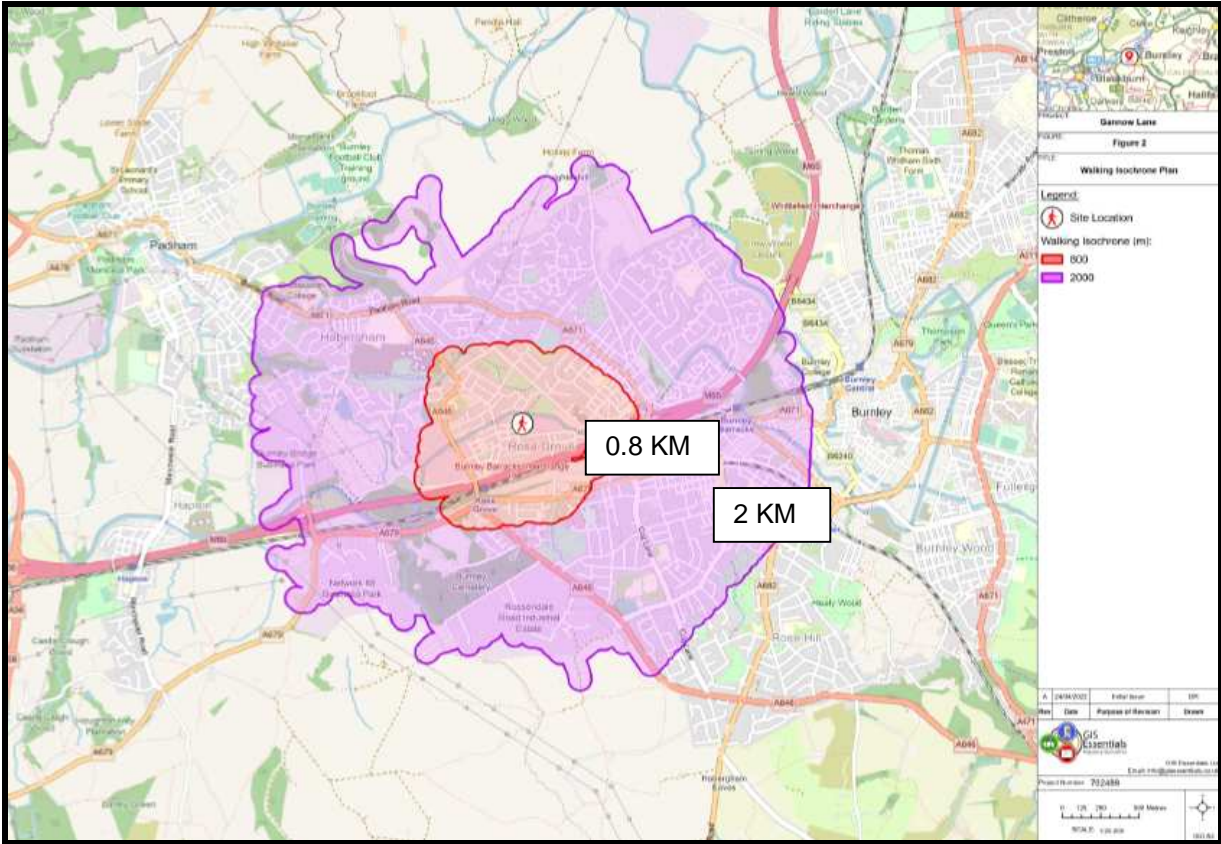
ACCEPTABLE WALKING DISTANCES [INSTITUTE OF HIGHWAYS AND TRANSPORTATION]			
Walking Distance	Local Facilities *	District Facilities**	Other
Desirable	200m	500m	400m
Acceptable	400m	1000m	800m
Preferred Maximum	800m	2000m	1200m
* Includes food shops, public transport, primary schools, crèches, local play areas			
** Includes employment, secondary schools, health facilities, community / recreation facilities			

800m and 2000m walk isochrones reflecting the 10 and 25 minutes walk journeys are shown overleaf in salmon and purple respectively.

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).



Walk Catchment

There are, therefore, opportunities for residents to access the employment, combined with leisure, and service facilities on foot.

Clearly, there is also potential for walking to form part of a longer journey for residents to and from the proposed development.

There are existing pedestrian routes in the vicinity of the site which will assist the accessibility of the site for pedestrians.

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

Cycling

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 annually by the DfT) has identified that bicycle use depends on topography, but a mean distance of between 5 – 10 kilometres is considered a

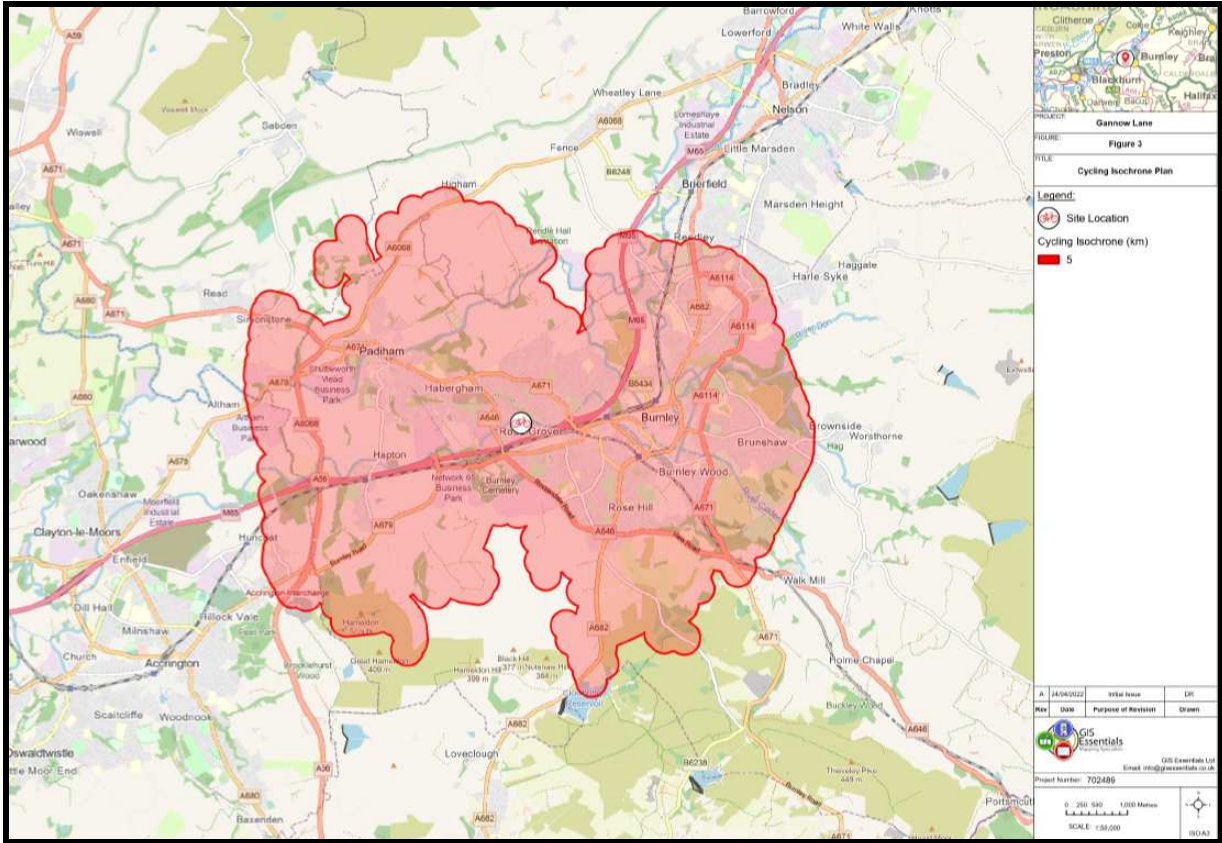
reasonable travel distance between home and workplace. For the purposes of this report the national guidance of 5km has been used.

An acceptable and comfortable distance for general cycling trips of all types is considered to be up to 5 kilometres as referred to in Local Transport Note 2/08 (published by the DfT).

However, the same guidance also refers to commuting cycle trips of up to 8km as the maximum a commuter would cycle to work there other employment destinations available from the site but it is our judgment that commuter trips of this length would only be undertaken by cyclists who are confident enough to mix with other road users.

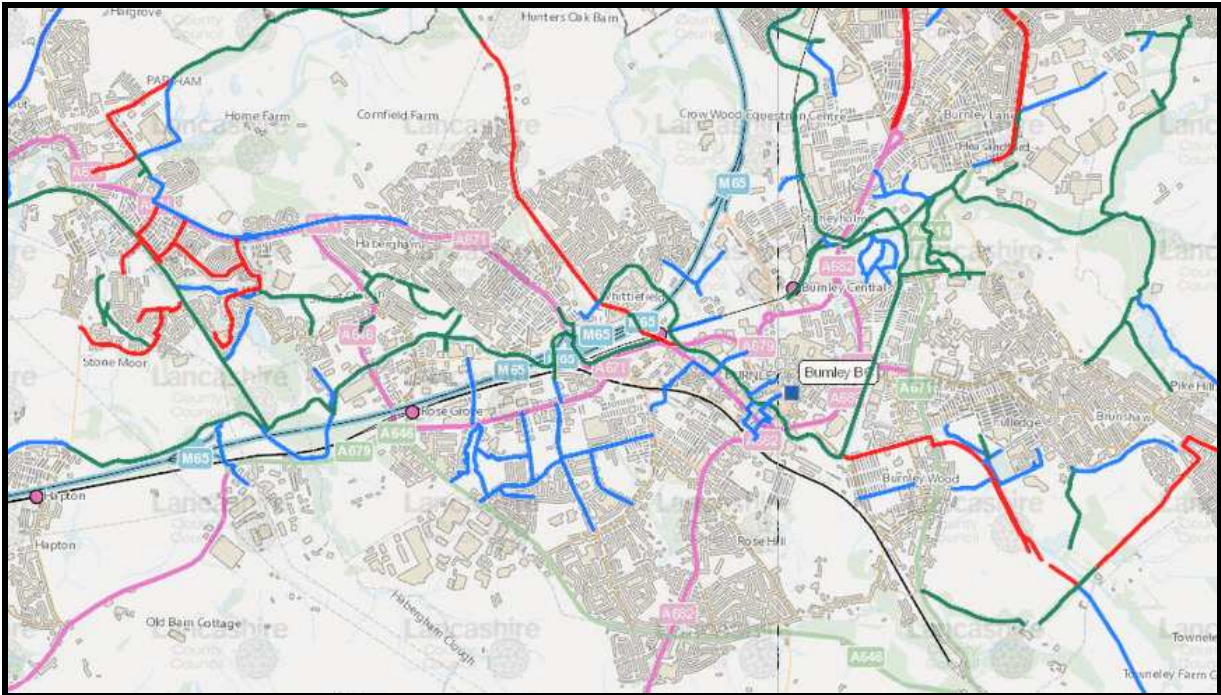
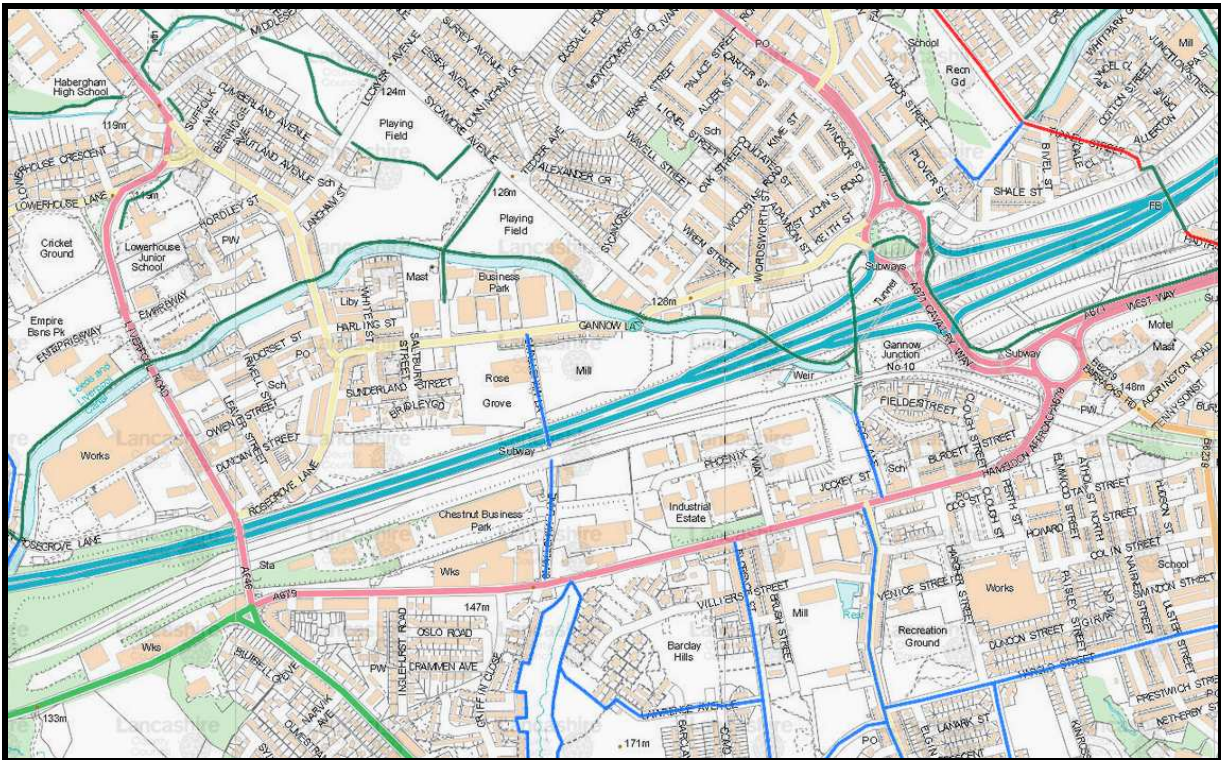
Using GIS Network Analyst software typical cycle times from the Site (with 16 mins approximating to around a 5km distance).

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



Cycle Catchment

Therefore, there are good opportunities to travel by cycle and the ability to connect to the local cycle network.



The above local and wider cycle route map shows there are a wide variety of employment, residential areas, schools, shops, and other leisure and service facilities within the cycle catchment area which can be accessed.

There are existing cycle facilities which can be accessed a short distance from the site which will assist the accessibility of the site for cyclists.

In conclusion, the proposed application site can be considered as being served by the cycle network and is therefore accessible 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, education, shopping, leisure and healthcare in the town and beyond.

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:

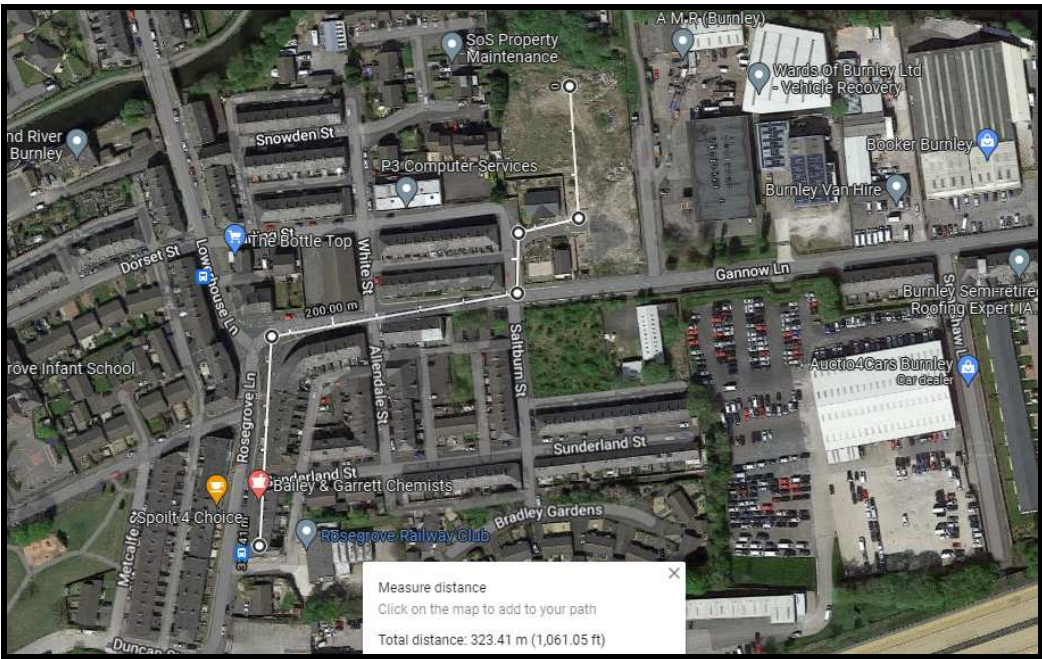
“What is the existing situation with respect to public transport provision in and around the development?”

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).

It also says in para 5.18 that a walking distance of 400m as being the desirable maximum distance to the closest bus stop from a new development, however, it also advises this distance should not be **slavishly adhered** to and that access to simple understandable services is more important.

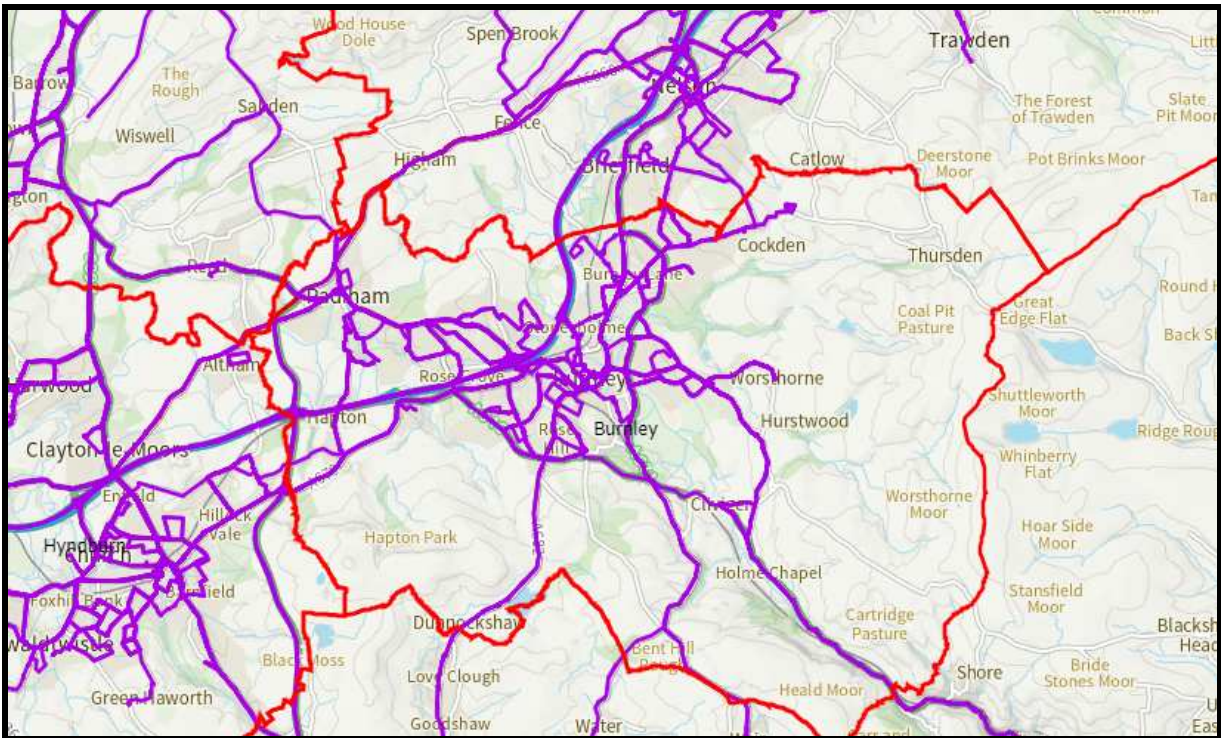
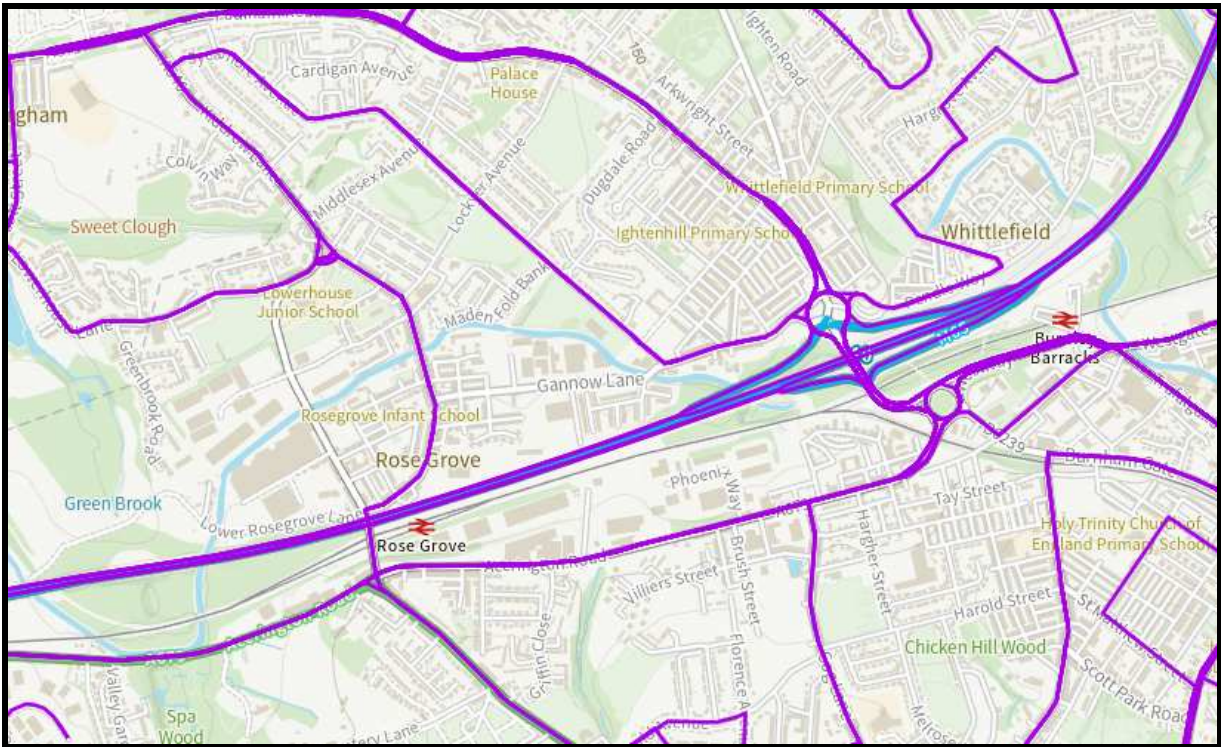
The map below shows the bus stops closest to the site under 400m from the site.





Lowerhouse Lane northbound and Rosegrove Lane southbound

Departures from:																	
ROSE GROVE, Rosegrove Centre																	
5 ROSEGROVE - BURNLEY - HARLE SYKE																	
via Accrington Road - General Hospital																	
Mondays to Fridays																	
0632	0652	0712	0732	0752	0812	0832	0852	0912	0932	0952	1012	1032	1052	1112	1132	1152	1212
1232	1252	1312	1332	1352	1412	1432	1452	1512	1532	1552	1612	1632	1652	1712	1732	1752	1812
1832	1901	1931															
Saturdays																	
0742	0812	0842	0912	0932	0952	1012	1032	1052	1112	1132	1152	1212	1232	1252	1312	1332	1352
1412	1432	1452	1512	1532	1552	1612	1632	1652	1712	1732	1752	1812	1832	1901	1931		
Sundays																	
1031	1131	1231	1331	1431	1531	1631	1731										



Bus routes

The proposed development site is therefore located close to bus stops for an urban location that regularly serve a number of communities in the vicinity of the site.

These services provide an excellent opportunities for residents of the proposed development site to travel via public transport.

Summary

In summary, therefore, the application site can be considered as being accessible by public transport, walking and cycling in accordance with planning policy guidance for an urban area.

5. PREVIOUS APPROVAL/FALLBACK

Introduction

The site benefits from current planning approval FUL/2022/0136 for 36 bungalows. The HA stated that ...”with respect to this application, we would not wish to raise any objections to the proposals”.

The approved layout is detailed below.

Approved site layout



The site benefits from a previous approval **APP/2015/0114** Proposed residential development comprising 27no. bungalows, associated private and general amenity space, landscaping, access and parking on 7th May 2015.

Highways responded -

Lancashire County Council (Highways) - The proposal is similar in scale to the previous application (13/0430) in which I raised no objection. The revised layout has been the subject of pre application discussions and is acceptable. I would therefore raise no objection to the proposal on highway grounds but would request the following conditions be attached to any permission that may be granted

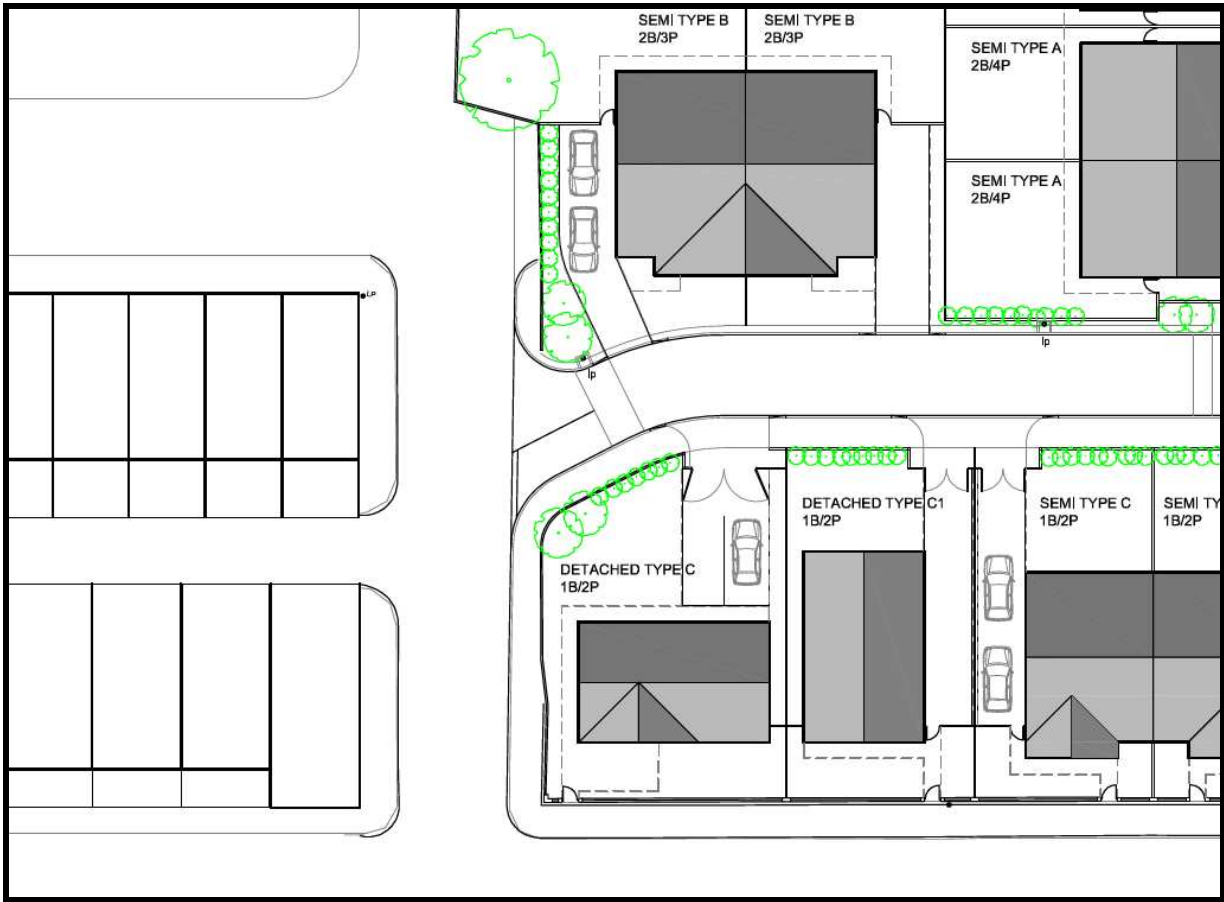
1. The existing access shall be physically and permanently closed and the existing verge/footway and kerbing of the vehicular crossing shall be reinstated in accordance with the Lancashire County Council Specification for Construction of Estate Roads (concurrent with the formation of the new access). Reason: To limit the number of access points to, and to maintain the proper construction of the highway.

2. The new estate roads including the access into the site from Saltburn Street shall be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base-course level before any development takes place within the site. Reason: To ensure that satisfactory access is provided to the site before the development hereby permitted becomes operative

Approved site layout



The access in detail is shown overleaf.



Extant permission

The scheme has been partly constructed onsite including the access thus is deemed extant and provides a fallback against which the new application can be compared.



6. DEVELOPMENT

Development Proposals

It is proposed to develop the site for 35 residential units with associated parking and landscape.

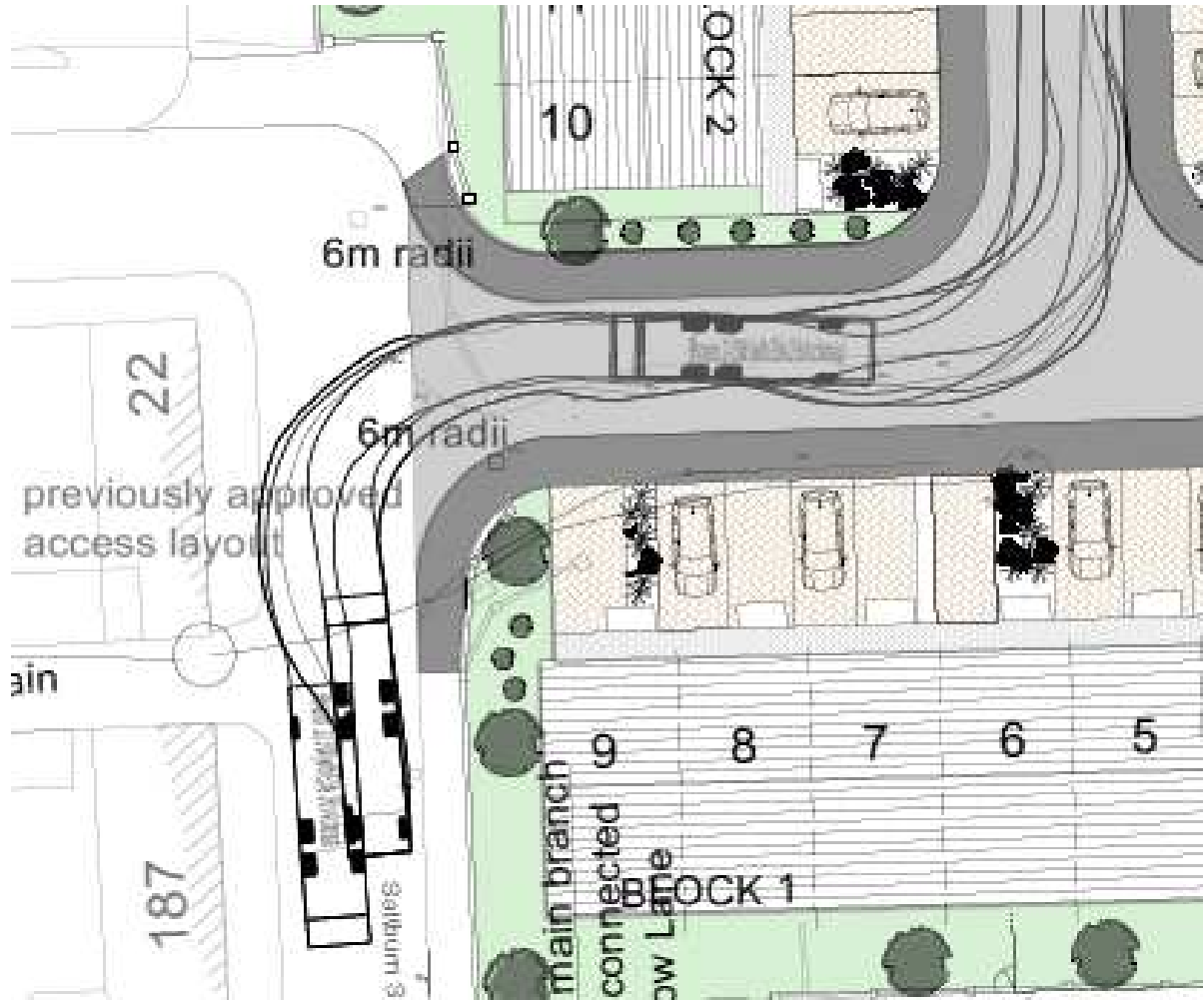
Full details are provided in the architect drawings of the indicative layout shown below.



Site access layout

The site will be accessed from a revised simple priority junction as shown on the site access strategy and swept path in Appendix A.

It is proposed to relocate the access junction from its current position slightly north. This proposal was previously approved as part of application FUL/2022/0136.



Servicing

The turning head has been tested for refuse and for larger deliveries.



Car parking

The site will deliver 1 space for each 2 bed, according with policy.

It is considered that the site provides for its needs.

Trip generation

The 35 proposed residential units is a decrease of 1 dwelling over that approved as part of application FUL/2022/0136 therefore there would be a decrease in trips although it is likely that the change in trips would not be materially noticed.

In any case the Department for Transport's publication entitled "Guidance on Transport Assessment" (GTA) dated March 2007 sets out the criteria for assessing new development. Sites under 50 units as TS with no detailed trip review needed,

And at Appendix B of the GTA it is confirmed that developments which have under 30 two trips per peak 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 likely number of trips that will be generated by the development based on the review for the location will be worst case $35 \times 0.6 = 21$ two way max in the peaks i.e. well under the 30 two way vehicle trips threshold, as defined in the GTA, in the AM weekday traditional peak hour these would be deemed de minimus in nature on the network when split 50/50 to the next junctions.

The net change of 9 units is 6 two ay in the peaks again would not be noticed on the network.

Impact During Construction

The development of the site will provide an element of HGV traffic during construction. **Whilst** this is unavoidable, movements will be restricted where appropriate to hours that would not cause undue disturbance to the local area.

7. SUMMARY

The proposed development has been previously approved albeit for 36 dwellings instead of the current proposed 35 dwellings.

The only material highways and transportation element that has changed is the alteration of the turning head at the top of the site. This report has demonstrated that a large refuse vehicle can make a turn within the site.

The site is located in the urban area. The surrounding area has a range of facilities and attractions to serve as shared trips for the residential needs within walk and cycle distance.

There are no local highway capacity or safety issues along the road frontage.

The site access meets the sites needs and allows 2 way car/hgv based flows.

The site is accessible in nature for its location.

Traffic flows have been assessed for up to date levels and based on a robust view of the flows and limited change in capacity issues are expected to arise with the junction itself.

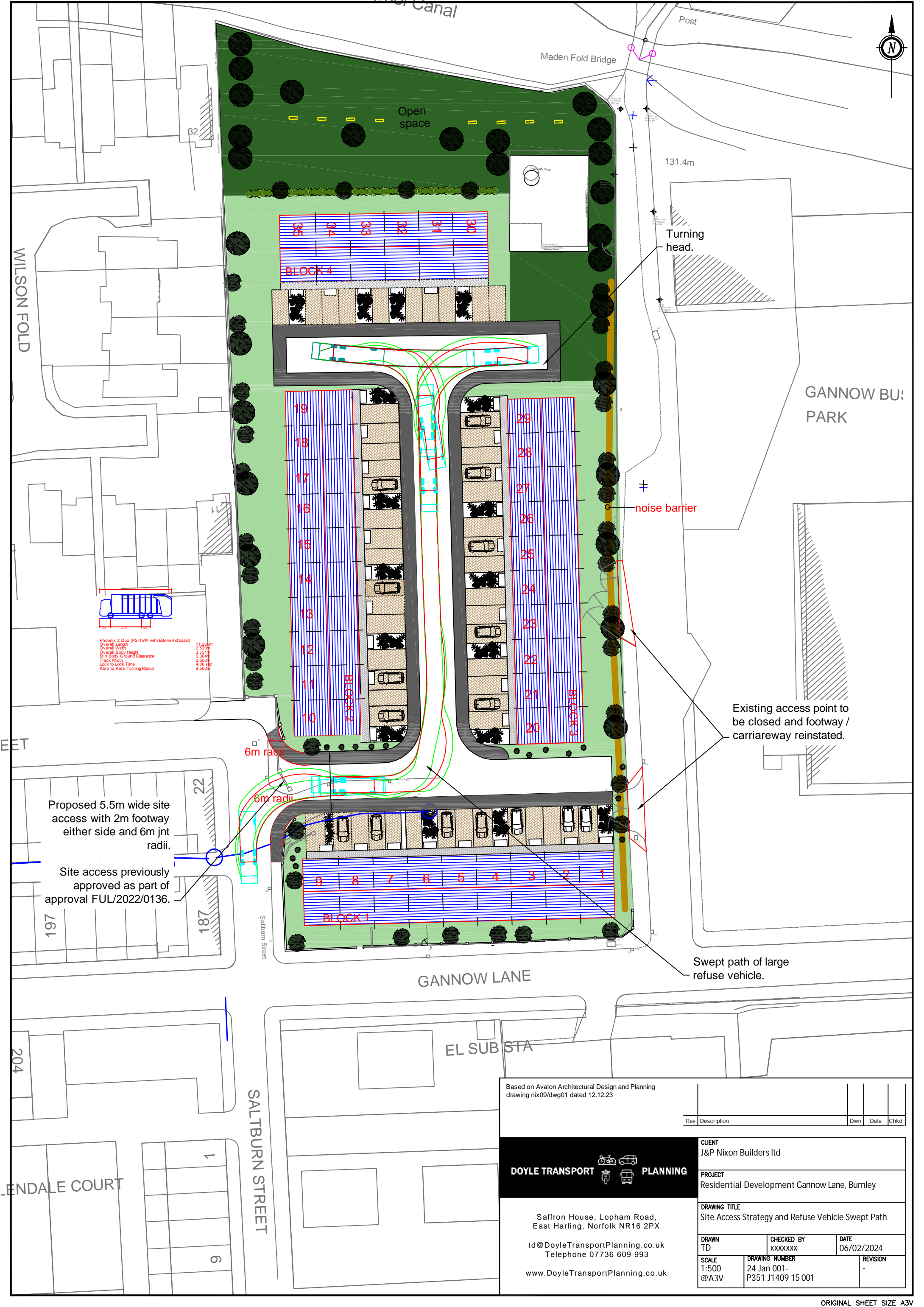
As such the scheme would have little or no impact on the local network.

As such it is considered that there are no reasons why the scheme should not be approved from a transportation point of view.

APPENDICES

Appendix A

Site Access Strategy & Refuse Vehicle Swept Path Drawing



Phoenix 2 Duo (P2-15W with Elite 6x4 chassis)
 Overall Length 11.200m
 Overall Width 2.550m
 Overall Body Height 3.750m
 Min Body Ground Clearance 0.300m
 Track Width 2.500m
 Lock to Lock Time 4.00 sec
 Kerb to Kerb Turning Radius 9.500m

Proposed 5.5m wide site access with 2m footway either side and 6m jnt radii.

Site access previously approved as part of approval FUL/2022/0136.

Existing access point to be closed and footway / carrieway reinstated.

Swept path of large refuse vehicle.

Based on Avalon Architectural Design and Planning drawing nix09/dwg01 dated 12.12.23

Rev	Description	Dwn	Date	Chkd

DOYLE TRANSPORT PLANNING

Saffron House, Lopham Road, East Harling, Norfolk NR16 2PX

td@DoyleTransportPlanning.co.uk
 Telephone 07736 609 993

www.DoyleTransportPlanning.co.uk

CLIENT J&P Nixon Builders Ltd		
PROJECT Residential Development Gannow Lane, Burnley		
DRAWING TITLE Site Access Strategy and Refuse Vehicle Swept Path		
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