1 Introduction

1.1 This Paper has been prepared by the Derbyshire County Council in its capacity as the Local Highway Authority for consideration of the Bolsover Publication Local Plan (BPLP) Examination in Public.

1.2 Derbyshire County Council has for some considerable time been working with Bolsover District Council to assist in the development of the Local Plan’s transport evidence base. This work has been progressed in the form of a two-staged analysis, Stage 1: Strategic Transport Issues Report and Stage 2: Traffic Impacts of Proposed Development together with Transport Studies for both Bolsover and Clowne. This Paper discusses some of the background issues relating to the transportation impacts arising the BPLP. Copies of the relevant transport reports are available on the EIP Public Document Library.

2 Bolsover’s Highway Network

2.1 The district of Bolsover includes a cross boundary transport network that falls under the responsibility of Derbyshire County Council, as Local Highway Authority (LHA) and Highways England. Bolsover District Council, is the Local Planning Authority (LPA), responsible for all planning matters except for mineral and waste planning applications. Highways England is responsible for the management of the Strategic Road Network (SRN) which in Bolsover is principally the M1 Motorway to the eastern part of the District.

2.2 The SRN in Bolsover District is principally the section of the M1 Motorway north-south between Junctions 28 and 30, which bisects the District and provides a major link to the nearby cities of Sheffield, Derby, Nottingham and Leicester. This section of the M1 sits at the southern end of the wider nationally strategic section between junctions 28 and 32 that connects the South and the West Midlands via the A38 to the North and the Humber ports via the M18. The A38 runs south from junction 28 of the M1 towards Derby with a short section running north-eastwards towards Nottinghamshire. The M1 is the most heavily trafficked road in the District by some margin, with over 100,000 vehicles daily, with the A38 carrying between 25,000 and 50,000 vehicles daily.
2.3 The remainder of the District's roads form the local road network and connect the
district's settlements to each other and to the nearby larger towns of Chesterfield,
Mansfield and Worksop. This local road network is managed and maintained by the
LHA and is relatively well used, particularly the A619, the A60 and the A617 which
are constructed to a high standard. However, unlike the dual carriageway sections
of the A617 at the M1 and by the Pleasley roundabout, from Glapwell to New
Houghton the A617 is single lane and particularly busy at the junction in Glapwell to
Bolsover and Hardwick.

2.4 Beyond these main roads, in the north of the District the A632 is important as it
connects Bolsover to Chesterfield and Mansfield. Shirebrook, the District's other
small town, is situated just off the A632 and would benefit from being better
connected to the A632 and to the wider road network. The B6417 also provides a
key connecting route between the A619 and A617 and between Clowne and
Bolsover and Shirebrook via the A632. However, this route is still in general a very
rural single lane, narrow road with a series of sharp bends, dips, humps and pinch
points, with no footways in certain hamlets. Roads that connect the villages in the
northern half of the District are even more rural in nature and reflect the District’s
semi-rural and undeveloped character.

2.5 In the southern part of the District, the key routes of the local highway network are
the B6309 which runs southwards from the A6175 at Holmewood and to J29 on the
M1 through Tibshelf and close to Newton and Blackwell until it meets the A61 just
north of Alfreton. The main settlement in this part of the District, South Normanton,
is connected to Alfreton and J28 on the M1 by the B6019. These roads are of a
slightly higher grade than the B6417 and A632 in the north, with few bends and pinch
points but despite this they are all single lane roads. The roads that connect the
main villages and villages in the south of the district are more rural in character.

3 The County Council’s Approach to Development
Control

3.1 The County Council as Local Highway Authority in Bolsover is a Statutory Consultee
in the planning process. The Highway Authority when consulted about any planning
proposal which has some implication for the highway network would normally
provide the District Council with impartial advice regarding the highways and
transportation implications of proposed development. In assessing planning
applications, the Highway Authority will use all of the appropriate technical criteria
including the Design Manual for Roads and Bridges, Manual for Streets I and II and
the Department for Transport’s Transportation Assessment Guidance1 and carry out
an extensive and thorough appraisal of the applicant’s submission.

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1 Although withdrawn autumn 2014, nevertheless, the Guidance on Transportation Assessments is
regarded by the County Council to constitute ‘good practice’.
3.2 These documents are used in conjunction with the application of engineering judgement to ensure that designs are as safe and efficient as is reasonably possible.

3.3 The Highway Authority does not however act as an advocate or objector to proposed development on behalf of third parties, who together with members of the public are at liberty to make their own comments to the Local Planning Authority (LPA). Obviously Bolsover District Council is the Local Authority responsible for determining whether a particular site is suitable for proposed development, balancing all material considerations.

3.4 The Highway Authority is mindful of the Government’s National Planning Policy Framework (NPPF), in particular Paragraph 32\(^2\), whenever it prepares its response to any planning application. The NPPF requires that all proposed developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment.

3.5 It is expected that where appropriate, a Transportation Assessment will be required to support any planning application for each proposed site, the scope of which should be agreed with the Local Highway Authority beforehand. Further advice on the submission of a Transportation Assessment is provided in the Department for Communities and Local Government’s Planning Practice Guidance.

3.6 The purpose of the Transportation Assessment is to examine the effects of development related traffic on the surrounding highway network in terms of safety, highway capacity and sustainability.

3.7 Significantly, in so far as the Highway Authority is concerned, the NPPF states that “Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”\(^3\). Consequently the definitive ‘test’ when responding to the planning application is whether or not the impact of the development related traffic would be significant enough to warrant a technical recommendation of refusal of planning permission. In order to do this the Highway Authority would have to be able to demonstrate that not only would the volume of extra traffic be sufficiently large but that it would cause severe harm to highway safety or operations.

\(^2\) Paragraph 109 NPPF July 2018.

\(^3\) NPPF 2018: on highway safety, or the residual cumulative impacts on the road network would be severe
3.8 Generally speaking, the County Council’s primary aim is to facilitate new development where possible, provided it is safe, accessible and sustainable. The Transportation Assessment Guidance advises that the highway network should provide capacity that is comparable to the general capacity of the part of the network affected. Consequently the County Council, when responding to some planning applications, has indicated a need to adopt a less restrictive approach to a requirement to achieve a ‘nil detriment’.

4 Bolsover Spatial Strategy

4.1 The BPLP’s spatial strategy has a strong focus on sustainable development with an appropriate balance between achieving more difficult regeneration aims and securing immediately viable developments in order to contribute to the delivery of the Local Plan Vision and Objectives regarding sustainable growth. On this basis, growth will be directed to the District's more sustainable settlements, such as Bolsover and Clowne.

4.2 During the plan period, the BPLP will accommodate new growth and investment in Bolsover District by making provision to accommodate the delivery of 5,168 dwellings (272 new homes per year) to meet the Council’s Housing Objectively Assessed Need across the period 2014 to 2033. Policy SS3: Spatial Strategy and Distribution of Development proposes 1769 dwellings in Bolsover and 1494 in Clowne respectively.

4.3 In light of the Council's preferred strategic options and the higher levels of planned growth in Bolsover and Clowne, the Council commissioned transport studies that examined the localised impacts of its preferred allocations for residential and employment development in these settlements. The purpose of the respective transport studies was to prepare a body of evidence proportionate to establishing the soundness of the Local Plan. Policy ITCR10: Supporting Sustainable Transport Patterns, requires that planning application for sites beyond a small development require a transportation assessment. Such assessments in turn, provide an account of specific transport considerations together with their mitigation in more detail.
5 Bolsover Town Transport Study

5.1 The proposed housing allocation within and surrounding Bolsover is distributed across several large sites all of which have been granted planning permission in recent years. The Bolsover Town Transport Study (October 2016) and its Addendum (October 2017) copies of which are in the Examination Library, has been prepared to examine the cumulative impact of this development and to update previous work relating to the potential impact of local plan development in Bolsover town.

The key junction of concern remains the Town End / Moor Lane / Welbeck Road junction, as a large proportion of development-related traffic will seek to route through it. The BPLP supports redevelopment of the former council offices site ‘Sherwood Lodge’ site. Regeneration proposals for this site include the provision a vehicular link to help mitigate against potential congestion due to traffic generated within and around Bolsover town centre. The provision of a new link road through the former Sherwood Lodge site is anticipated to provide relief to this junction, particularly with regards to the ‘Bolsover North’ Site.

5.2 The likely phasing of local plan development in Bolsover town indicates that housing releases up to 385 dwellings could be accommodated on this site prior to the Town End junction requiring the first phase of improvement. Based on the stated assumptions regarding phasing of the development of the Sherwood Lodge site, this first phase of improvement is expected to be the delivery of the Sherwood Lodge link. Following this, options to further improve the Town End / Moor Lane / Welbeck Road junction could be to introduce an interim scheme although more comprehensive interventions are likely be required in the longer term.

5.3 The Bolsover Town Transport Study also identifies in addition to the Town End / Moor Lane / Welbeck Road junction, a requirement for improvements to the A632 / Portland Avenue / Mansfield Road and A632 (Langwith Road) / Rotherham Road junctions. Consequently the Highway Authority has as a result, identified improvements at these junctions. The improvements have been built into the requirements for the allocations in Bolsover and are expected to be delivered through their legal obligations. Policy ITCR9: Local Transport Improvement Schemes supports these schemes and protects them from development that would prejudice their delivery.
6 Clowne Transport Study

6.1 The Consultation Draft Local Plan identifies the Clowne Garden Village site as a strategic site, which is expected to accommodate approximately 1,500 dwellings (1,000 dwellings during the plan period) and 20 hectares of employment land; together with 5 hectares of other employment land. As part of the emerging local plan’s evidence base, the Council commissioned the Clowne Strategic Transport Study, a copy of which is provided in the Examination Library.

6.2 A subsequent planning application supports a mixed use development, including 24 hectares of employment land, 1,800 residential dwellings, green infrastructure, educational and recreational uses, a retirement village, neighbourhood centre, hotel / restaurant, health and care and leisure uses together with a new link road through the site of the ‘Clowne Garden Village’, north of Clowne. The proposals also include creation of a new route into Clowne town centre thereby reducing the need to route development traffic through Clowne.

6.3 The Transportation Assessment together with the Clowne Transport Study considered in more detail the potential impacts of proposed Local Plan development together with committed development within both the town and wider highway network, although the majority of which was considered to be the Clowne Garden Village. Comprehensive traffic surveys have been conducted to capture the baseline operation of the highway network within Clowne, and both the Transport Study and Transportation Assessment considered the potential impacts upon a number of site junctions including a number of offsite junctions.

6.4 The County Council following discussions with Highways England, LPA and Applicant has agreed a package of offsite mitigation works that would see introduction of traffic signal control to Junction of the M1 together with a scheme that entail extensive works to the ‘Treble Bob’ roundabout including introduction of traffic signal control. Local Plan indicative layouts for both junctions are presented in Appendix I of this Note. Policy ITCR9: Local Transport Improvement Schemes supports these schemes and protects them from development that would prejudice their delivery.

6.5 Footways are provided adjacent to carriageways on either side of the road with dropped kerb crossings being the main type of crossing point. The proposals for the proposed Garden Village include introduction of traffic signal control on Creswell Road together with a new link between the site access and Clowne Town Centre. There is dis-used railway line in Clowne presents an opportunity to improve pedestrian / cycle linkages within the town which is currently being explored.
7 Potential Impacts upon the SRN

7.1 A study of the available capacity at Junction 29a remaining following the grant of planning permissions in and around the junction, based on an assessment using the North Derbyshire Traffic Model in turn based upon ‘Committed Developments’ and ‘Potential Developments’ identified by the local planning authorities, and latest information relating to the build-out of Markham Vale.

7.2 The report identified that at three of the four junctions comprising Junction 29A queues would form in the ‘Core Strategy’ scenario. It may be possible to make capacity enhancing modifications to these junctions. Potential mitigation options could include: enlarging the Eastern roundabout via entry width widening to the M1 southbound off slip to ensure queuing does not extend back to the M1 mainline and entry width together with, possibly, widening to the A6192 westbound; full or partial signalisation of the western roundabout, particularly the M1 northbound off-slip, to ensure queuing does not extend back to the motorway main line; and possibly enlarging the north-western roundabout via entry width widening to Erin Road northbound and provision of a two-to-one merge on the M1 northbound on-slip.

7.3 M1 Junction 30 is located in Bolsover District and links to the A619, A616 and A6135 which serve the districts of North East Derbyshire, Bolsover and Chesterfield as well as the wider Sheffield sub region. The junction currently performs reasonably well but queues build up on the M1 off-slips in the morning and evening peak periods.

7.4 A detailed transport assessment of the potential implications Clowne Garden Village planning application (17/00640/OUT) together with other committed development on the operation of both M1 Junction 30 and the A616/A619 Treble Bob roundabout which has been fully reviewed by both the County Council and Highways England with a view to agreeing conditions. Derbyshire County Council have (Appendix I) together with Highways England and adjacent LPA’s entered into a Statement of Common Ground to this effect.
8 Conclusion

8.1 The purpose of this Paper is to explain some of the background issues relating to the transportation matters arising from Bolsover District Council’s emerging Local Plan.

8.2 The Transport Evidence Base study has identified some of the potential congestion problems particularly in Bolsover town centre and between Clowne and the M1 Motorway. The transport evidence base discusses potential impacts together with the emerging mitigation strategy and this inevitably depends upon the effectiveness of sustainable travel interventions that could be developed through the Local Plan, for example seeking to minimise the number of vehicular trips generated, ensuring good access by sustainable transport modes, and travel plans.

8.3 The LHA accepts that, in order to facilitate economic growth and meet future housing needs, inevitably some impact upon the highways network may have to be tolerated. Even allowing for all mitigating effects of the interventions discussed in this Transportation Issues Paper, some increases in congestion can still be anticipated. In terms of their funding, clearly developer contributions are one obvious source of investment which would be secured through Section 106 Agreements. However in some cases impact may not always be directly attributable to a single site and potential congestion may arise from the cumulative impact of development. Consideration could also be given to other potential funding sources, Growing Places, and New Homes Bonus or the Government’s National Productivity Investment Fund.

8.4 The LPA has with the assistance of Derbyshire County Council commissioned transport modelling work to test the transport impacts of potential strategic development sites, taking account of potential mitigation interventions. The modelling work has formed part of the transportation evidence supporting the emerging local plan for Bolsover. The modelling work has been developed in consultation with all relevant stakeholders, including Highways England, developers, promoters and other transport infrastructure and service providers.
8.5 Transport Studies for both Bolsover and Clowne indicates that the combined impact of the strategic sites will not result in insurmountable difficulties. Negotiations will continue as further analysis becomes available and sites come forward through the planning process. This will ensure that mitigation options are tailored to provide the maximum possible benefit and facilitate the delivery of safe, accessible and sustainable development. The County Council will continue to work with the District Council, particularly with regard to the delivery of transport infrastructure needed to support the development proposed through their emerging Local Plan.

Appendix I

North East Derbyshire Local Plan 2014-2034 Statement of Common Ground

Derbyshire County Council

January 2019