

# **TRANSPORT PLANNING (YORK) LIMITED**



## **Proposed Mixed Use Development Serpentine Road/Northgate Cleckheaton**

**Transport Assessment**

**May 2017**

PROPOSED MIXED USE DEVELOPMENT  
MAYFIELED ROAD/NORTHGATE  
CLECKHEATON

PLANNING APPLICATION BY  
MCCARTHY & STONE RETIREMENT LIFESTYLES LIMITED

TRANSPORT ASSESSMENT

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## 1.0 INTRODUCTION

- 1.1 This Assessment has been prepared to address the highway and transportation issues raised in association with the proposal by McCarthy & Stone Retirement Lifestyles Limited to build a mixed use development on land between Northgate, Whitcliffe Road and Serpentine Road, Cleckheaton. This Assessment will accompany the planning application for the proposed development.
- 1.2 The mixed use development now proposed comprises the following elements:
- A 43 apartment Retirement Living housing development with 30 car parking spaces,
  - An 83 bedroom Care Home with 25 car parking spaces,
  - 7 affordable houses.
- 1.3 The application site currently has an extant planning permission for the erection of a replacement Tesco foodstore, retail units, petrol station, car parking, landscaping, re-alignment of the road and associated works. The foodstore approved included an overall net floor size of the building of 4,309 sq. m. and a net sales area of 3,533 sq. m. together with on-site car parking for 462 spaces. This planning permission was granted in April 2010 (Planning Reference 2009/62/91958/E1). Subsequent non material planning permissions were granted in 2013 (Planning References 2013/90138 and 2013/90463). Demolition works had commenced on the site and hence the planning permission is extant.
- 1.4 The Retirement Living housing element of the mixed use proposal will be served by a simple priority vehicular access onto Serpentine Road located approximately 20.0 metres to the north of the existing Tesco PFS egress. The Care Home element of the mixed use proposal will be served by a simple priority vehicular access onto Serpentine Road approximately 40.0 metres to the west of its junction with Northgate. The affordable housing will be served by a simple priority vehicular access onto Northgate located towards the northern extreme of its frontage onto this road. The mixed use development proposed replaces the extant foodstore permission on the site.
- 1.5 This Transport Assessment considers vehicular access and likely transport impact on the surrounding highway network compared with that associated with the extant food superstore planning permission. It has also been prepared having

consideration of the accessibility of the proposed development for non-car users against the objectives of the National Planning Policy Framework (NPPF).

1.6 It clearly demonstrates that the proposed mixed use development on this site can be satisfactorily accessed, that it has sufficient on-site car parking provision for each land use and that the traffic generated by it will have no adverse impact upon the operation of the adjacent highway network or upon road safety over and above that previously accepted by the LPA/LHA by virtue of granting planning permission for the proposed replacement Tesco food superstore.

1.7 This Assessment will conclude that there are no defensible highway reasons why planning permission for the proposed mixed use development should be withheld.

## 2.0 RELEVANT CENTRAL AND LOCAL GOVERNMENT POLICIES

### **National Planning Policy Framework (NPPF)**

2.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how they are expected to be applied. At the heart of the NPPF is a presumption in favour of sustainable development which the document indicates should be seen as a 'golden thread' running through the decision making process.

2.2 Within the overarching roles that the planning system ought to play the NPPF indicates that there are a set of core land use planning principles which should underpin the decision making process. Specifically in relation to transport these principles include:

- Actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling, and focussing significant development in locations which are or can be made sustainable.

2.3 The NPPF indicates that all developments that generate significant amounts of movement should be supported by a Transport Assessment and the decision making process 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. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

This document forms the Transport Assessment for the site and has been developed in accordance with the Department for Transport's Guidance on Transport Assessment issued in March 2007.

2.4 The NPPF indicates that the decision making process should ensure that developments that generate significant movements are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

- 2.5 The NPPF further indicates that development 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 practical to, inter alia:
- Give priority to pedestrian and cycle movements, and have access to 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; and
  - Consider the needs of people with disabilities by all modes of transport.
- 2.6 The NPPF indicates that a key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan. The development on the Cleckheaton site will not generate significant amounts of traffic and hence no Travel Plan accompanies the planning application. A Travel Pack is provided for the Retirement element of the site. A similar Travel Pack could be issued for the Care Home and residential elements of the development, as discussed later in this Statement.
- 2.7 NPPF indicates that 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.
- 2.8 Finally, NPPF indicates that where practical, particularly within large scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties, and as is demonstrated later in this Transport Assessment, Cleckheaton town centre and the existing Tesco foodstore are within easy walking distances of the whole of the site.

### **Manual for Streets (MfS1)**

- 2.9 Guidance for the design of residential roads set out in Design Bulletin 32 and its companion guide Places Streets and Movement was superseded in March 2007 by the publication of the Departments for Transport and Communities and Local Government publication 'Manual for Streets' (MfS1). The focus of this document is on 'lightly trafficked' residential streets but it also states that many of its principles are applicable elsewhere (e.g. high streets and lightly-trafficked lanes in rural areas). The document sets out that:

*"It is therefore strongly recommended that local authorities review their standards and guidance to embrace the principles of MfS."*

2.10 The aims of the document are to bring about a transformation in the quality of streets and represent a fundamental culture change in the way streets are designed and adopted. MfS provides guidance in order that streets can be designed to:

- Help to build and strengthen the communities they serve;
- Meet the needs of all users, by embodying the principles of inclusive design;
- Form part of a well-connected network;
- Be attractive and have their own distinctive identity;
- Be cost-effective to construct and maintain; and
- Be safe.

2.11 Manual for Streets advocates inclusive design and its principles which are to:

- Place people at the heart of the design process;
- Acknowledge diversity and difference;
- Offer choice where a single solution cannot accommodate all users;
- Provide for flexibility in use; and
- Provide buildings and environments that are convenient and enjoyable to use for everyone.

2.12 Manual for Streets defines a 'street' as a highway that has important public realm functions beyond the movement of traffic. Streets have a sense of place and are distinctive and are lined with and provide direct access to buildings and public spaces. Most highways in built-up areas can be considered as streets. The Manual does not define an upper limit in terms of traffic flow to define a 'street' as that was considered to be too prescriptive but as a general guide suggests a threshold of about 10,000 vehicles per day or about 1,000 vehicles per hour at peak times.

### **Manual for Streets 2 (MfS2)**

2.13 The Chartered Institution of Highways and Transportation (CIHT) publication 'Manual for Streets 2: Wider Application of the Principles' (MfS2) was published in September 2010 and forms a companion guide to "Manual for Streets" (MfS1) which was published in 2007. MfS2 fills the perceived gap in design guidance between MfS1 and Design Manual for Roads and Bridges (DMRB) and has been endorsed by the Department for Transport (DfT).

2.14 The "Status and Application" section of MfS2 States:

*"DMRB is the design standard for Trunk Roads and Motorways in England, Scotland, Wales and Northern Ireland. The strict application of DMRB to non-trunk routes is rarely appropriate for highway design in built up areas, regardless of traffic volume."*

2.15 MfS2 paragraph 1.3.3 states that:

*“Where designers do refer to DMRB for detailed technical guidance on specific aspects, for example on strategic inter-urban non-trunk roads, it is recommended that they bear in mind the key principles of MfS, and apply DMRB in a way that respects local context. It is further recommended that DMRB or other standards and guidance is only used where the guidance contained in MfS is not sufficient or where particular evidence leads a designer to conclude that MfS is not applicable.”*

2.16 MfS2 paragraph 1.3.4 goes on to state:

*“The application of MfS advice to all 30mph speed limits as a starting point is in keeping with MfS1.”*

### **Guidance on Transport Assessment**

2.17 This document published by the Department for Communities and Local Government and the Department for Transport provides up to date guidance on the preparation of transport assessments to address the potential implications of development proposals on the entire transport system (buses, rail and trams), the Strategic Road Network (SRN), local highways and footways.

2.18 Paragraph 1.19 sets out that the following considerations are relevant in preparing a Transport Assessment.

#### **Environmental sustainability**

- *Reducing the need to travel, especially by car – reducing the need for travel, reducing the length of trips and promoting multi-purpose or linked trips by promoting more sustainable patterns of development and more sustainable communities that reduce the physical separation of key land uses.*
- *Improving sustainable transport choices – by making it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.*
- *The accessibility of the location – the extent to which a site is, or is capable of becoming accessible by non-car modes, particularly for large developments which involve major generators of travel demand.*
- *Other measures which may assist in influencing travel behaviour (ITB), achieving reductions in car usage (particularly single occupancy vehicles), by measures such as car sharing/pooling, High Occupancy Vehicle (HOV) lanes and parking control.*

**Managing the existing network**

- *Making best possible use of existing transport infrastructure – for instance by low cost improvements to the local public transport network and using advanced signal control systems, public transport priority measures (bus lanes), or other forms of Intelligent Transport Systems (ITS) to improve operations on the local highway network. It should be noted the capacity of existing public transport infrastructure and footpaths is finite and in some areas overcrowding already exists.*
- *Managing access to the highway network – taking steps to maximise the extent to which development can be made to ‘fit’ within the available capacity by managing access from developments onto the highway network.*

**Mitigating residual impacts**

- *Through improvements to the local public transport network and walking and cycling facilities – for example by extending bus routes and increasing bus frequencies and designing sites to facilitate walking and cycling.*
- *Through minor physical improvements to existing roads – it may be possible in some circumstances to improve the capacity of existing roads by relatively minor physical adjustments such as improving the geometry of junctions etc, within the existing highway boundary.*
- *Through provision of new or expanded roads – it is considered good transport planning practice to demonstrate that the other opportunities above have been fully explored before considering the provision of additional road space such as new roads or major junction upgrades.*

2.19 Paragraph 4.3 states the assessment should address the following issues using an iterative approach to ensure that the stages of the Transport Assessment are not approached in isolation.

- *Reducing the need to travel, especially by car – ensure, at the outset that thought is given to reducing the need to travel by a careful consideration of the types of uses (or mix of uses) and the scale of development to promote multipurpose or linked trips.*
- *Sustainable accessibility to promote accessibility by all modes of travel, in particular public transport, cycling and walking, assess the*

*likely travel behaviour or travel patterns to and from the proposed site and develop appropriate measures to influence travel behaviour.*

- *Dealing with residual trips – provide accurate quantitative and qualitative analyses of the predicted impacts of residual trips from the proposed development and ensure that sustainable measures are proposed to manage these impacts.*
- *Mitigation measures – ensure as much as possible that the proposed mitigation measures discourage avoidable physical improvements to highways and promote innovative and sustainable transport solutions.*

2.20

The guidance states that when appraising the impact of the proposed development the impacts should be considered in the context of two alternative scenarios: 'with development' and 'without development' to enable a comparative analysis of the transport effects of allowing the development to take place.

### 3.0 THE APPLICATION SITE AND ADJACENT HIGHWAY

- 3.1 The proposed mixed use development is located to the east of Serpentine Road, to the west of Northgate and south of Whitcliffe Road, Cleckheaton. The site, currently comprises cleared industrial land. An illustrative layout plan is attached at **Appendix TPL1**.
- 3.2 Serpentine Road is a single carriageway two-way road approximately 280 metres long connecting to Whitcliffe Road at its north-western end and Northgate at its south-eastern end. Both end junctions are crossroads where vehicles on Serpentine Road gives way to vehicles on Whitcliffe Road or Northgate. It runs in a westerly direction from its junction with Northgate for a distance of around 70.0 metres. It then bends to run in a north-westerly direction for the remainder of its length to its junction with Whitcliffe Road.
- 3.3 On the initial westerly length from Northgate to the Tesco foodstore access, Serpentine Road has a carriageway that is typically around 7.0-7.75 metres wide with on-street parking on the southern side of the carriageway and footways on both sides of the carriageway. To the north-west of the Tesco foodstore access the carriageway is typically 5.86-6.12 metres with a footway on the western side only. The road is subject to a 30 mph speed limit, is lit and climbs gradually from south-east to north-west. It serves the Tesco foodstore and industrial land, including the application site.
- 3.4 Northgate onto which Serpentine Road connects is a single carriageway road typically around 5.75-6.0 metres wide with footways on both sides of the carriageway. Immediately to the south of the Serpentine Road junction, Northgate is one-way northbound. Across the Serpentine Road junction and to the north of it, Northgate operates two-way. It is lit and subject to a 30 mph speed limit. It serves a mix of uses and the residential element of the application site.
- 3.5 Whitcliffe Road onto which Serpentine Road also connects is a single carriageway two-way road typically around 7.0 metres wide with footways on both sides of the carriageway. It is lit and subject to a 30 mph speed limit. It serves predominantly residential frontage property, the application site and several residential side roads.
- 3.6 There are no waiting restrictions on Whitcliffe Road. However, some lengths of Serpentine Road and Northgate are covered by waiting restrictions, particularly in the vicinity of junctions.
- 3.7 Serpentine Road, Northgate and Whitcliffe Road are all bus routes. Serpentine

Road carries the 259 bus service to/from the Tesco foodstore. Whitcliffe Road and Northgate carry a number of bus services which are identified later in this report. The nearest bus stops to the application site are on Northgate within 400 metres walking distance of all parts of the site. The Cleckheaton bus station is also around walking distance to the south-east of the application site.

- 3.8 A combined cycle and pedestrian path, the Spen Valley Greenway, runs alongside the west of the site behind the existing Tesco foodstore car park.

#### **Personal Injury Accidents**

- 3.9 An examination of the personal injury accidents that have occurred on the highways surrounding the site over the latest 5 year period has shown that one 'slight' personal injury accident was recorded on Serpentine Road in October 2013. One 'slight' personal injury accident was recorded at the Serpentine Road/Whitcliffe Road crossroads junction in July 2013. One 'serious' personal injury accident was recorded at the Northgate/Whitcliffe Road crossroads junction in April 2013.

- 3.10 It is concluded that there are no existing road safety reasons which would prevent the proposed mixed use development being granted planning permission.

## 4.0 CONSIDERATIONS RELATING TO SUSTAINABILITY

- 4.1 A choice in how people can travel will produce travel patterns that are more sustainable in environmental terms. One of the major benefits which arise from the development of sites within or adjacent to urban areas is the opportunity to provide such a choice in the mode of transport available for residents or employees. A choice of destinations close to home, shopping or the place of work will reduce travel distances and encourage a higher proportion of trips to be made on foot and by bicycle.
- 4.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how they are expected to be applied. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.
- 4.3 In order to deliver the objectives of this guidance, when considering planning applications, Authorities should, amongst other things accommodate housing in locations which are highly accessible by public transport, walking and cycling.

### **Walking**

- 4.4 With regard to pedestrian accessibility specific advice is set out in the Institution of Highways and Transportation publication "Guidelines for Providing for Journeys on Foot". These guidelines note that walking accounts for over a quarter of all journeys and four-fifths of journeys less than one mile (1.6 kilometres).
- 4.5 Walking is also an essential part of public transport travel with bus stops and in some instances railway stations usually being accessed on foot. Promoting sustainable, integrated transport involves providing good pedestrian links between the redevelopment site and existing public transport facilities.
- 4.6 The guidelines also provide 'ideal' walk distances for various trip types. As regards walk distances to retail outlets, the IHT Guidelines suggest a 'preferred maximum' walking distance to town centres of 800 metres. This advice is also reflected in the publication 'Planning for Sustainable Development' and the Department for Transport, Local Government and the Regions in conjunction with CABI published 'Better Places to Live: By design – A companion guide to PPG3', September 2001. This suggests that:

*“Having established the site’s broad setting in terms of its relationship to a city, town or village centre, a good starting point is to examine the area within 10 minutes’ (about 800 metre) walking distance of the site. This can help to identify the range of facilities which residents may access comfortably on foot, as well as opportunities to reach more distant facilities by public transport.”*

- 4.7 Manual for Streets identifies that walkable neighbourhoods are typically characterised by having a range of facilities which are within ten minutes (up to about 800 metres) walking distance but that this is not an upper limit. Whilst PPG13 has now been withdrawn, it provided advice on how walking offers the greatest potential to replace short car trips, particularly those under 2.0 kilometres. This advice is still considered to be relevant.
- 4.8 Furthermore, Guidelines for Providing for Journeys on Foot (2000) sets out that the ‘preferred maximum’ acceptable walking distance to town centres, which may be used for planning and evaluation purposes, should be 800 metres but it recognises:-
- “.....that it is not always possible to achieve ideal results in all situations due to site constraints, costs or other practicalities and that compromises must sometimes, rightly, be made.”*
- 4.9 This publication goes on to advise that some 80% of walk journeys in urban areas are less than 1.0 mile long and that the average length is 1.0 kilometre (0.6 miles) and that this differs little by age or by sex.
- 4.10 Transport Statistics Great Britain (TSGB) includes data relating to the average distances people are prepared to travel by varying modes for various purposes. For shopping trips in which walking is the main mode of transport, TSGB shows that people are prepared to walk on average of 940 metres.
- 4.11 The existing Tesco foodstore is directly opposite the application site. The central shopping area of Cleckheaton is within 800 metres to the south-east of the application site. Within the shopping centre, there are foodstores, pharmacies, post office, banking facilities, non food shopping and other local facilities.
- 4.12 As part of the proposed development, a new footway link with a pedestrian drop crossing will be provided on the northern side of the proposed Retirement Living vehicular access. A pedestrian drop crossing will also be provided on the western side of Serpentine Road allowing pedestrians approaching and leaving the site to cross Serpentine Road and use the existing western footway. Pedestrians will be able to access bus stops on Whitcliffe Road, the Tesco foodstore and the centre of

Cleckheaton. Residents and also be able to use the Spen Valley Greenway. There are no adverse gradients that would discourage walking.

### **Cycling**

- 4.13 For longer distances it is accepted that walking may not be appropriate, and cycling may provide a realistic alternative. The Department of the Environment publication [1996] 'PPG13: A Guide to Better Practice' states that the bicycle is an ideal mode of transport for journeys under 8.0 kilometres.
- 4.14 This publication stated that cycling "has clear potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport." Whilst PPG13 has now been withdrawn, it is considered that this guidance is still relevant.
- 4.15 All of Cleckheaton is within the 5.0 and 8.0 kilometre cycle catchments and Kirklees Council actively promotes cycle travel. There are no adverse gradients that would discourage cycling. The Spen Valley Greenway is a shared pedestrian/cycle route to the west of the application site. It is therefore considered that the site and surrounding area are accessible by bicycle.
- 4.16 As regards to the Retirement Living element of the proposed development, given the average age of residents occupying this sheltered accommodation, it is unlikely many will cycle. However, provision will be made within this part of the site to store residents' cycles. Visitors may cycle to and from the Retirement Living development. Hence, cycle storage will also be incorporated within this part of the site for visitors' cycles.

### **Public Transport**

- 4.17 The Department of the Environment publication [1996] 'PPG13: A Guide to Better Practice' states that for trips over 3.0 miles (5.0 kilometre), public transport is the main alternative mode of transport to the private car. It is recognised however that for public transport to be an attractive alternative mode of transport to the private car it needs to be easily accessible on foot.
- 4.18 The Institution of Highways and Transportation publication 'Planning for Public Transport in Development' states:

*"The maximum walking distance to a bus stop should not exceed 400m and preferably be no more than 300m. These distances are quoted for guidance, and should not be followed slavishly if that would lead to complex or indirect bus routes"*

4.19 It goes on to advise that:

*“It is important to provide frequent bus services that are easy for passengers to understand than to reduce walking distances to bus stops.....”*

4.20 There are existing bus stops within and adjacent to the Tesco foodstore opposite the application site. Additional bus stops can be found at numerous locations surrounding the application site; the closest being at the corner of Northgate and Horncastle Street. Bus stops are also located on Bradford Road from which residents and visitors associated with the application site can walk safely via a pedestrian crossing over Bradford Road and via the footways on Albion Street. The bus stops are all located within 400 metres of the application site. In combination, these bus stops provide frequent bus services to and from Cleckheaton centre and surrounding areas.

4.21 The main Cleckheaton bus station is located on Dewsbury Road to the south-east. It is within a 10 minute walk of the application site and provides a number of frequent bus services. The frequency of existing bus services that run closest to the application site or are accessible via the main bus station are summarised in Table 4.1 below:

*Table 4.1 – Local Public Transport Services*

Bus No.	Route	Frequency	Frequency	Frequency
		Mon-Fri	Saturday	Sunday
220	Huddersfield - Leeds	Every 30 mins	Every 30 mins	Hourly
227	Halifax - Heckmondwike	Hourly	Hourly	Hourly
253	Wakefield - Dewsbury	Hourly	Hourly	Hourly
254	Wakefield - Dewsbury	Every 30 mins	Every 30 mins	Hourly
255	Cleckheaton - Leeds	Hourly	Hourly	No Service
256	Cleckheaton - Bradford	Hourly	Hourly	Hourly
259	Brighouse - East Bierley via Cleckheaton Tesco	Hourly	Hourly	Hourly
268	Dewsbury - Bradford	Every 12-15 mins	Every 15 mins	Every 30 mins

- 4.22 The site is currently well-served by bus services operating between Cleckheaton and the outlying areas.

**Conclusions**

- 4.23 The proposed mixed use development is therefore within a sustainable location in terms of the availability of alternative modes of transport. It will further the aims and objectives of the Government's Sustainable Transport Policy by promoting the use of alternative modes of transport and hence reducing the need to travel by private car.

## 5.0 PROPOSED DEVELOPMENT

- 5.1 As identified previously, the mixed use development now proposed comprises the following elements:
- A 43 apartment Retirement Living housing development with 30 car parking spaces,
- An 83 bedroom Care Home with 25 car parking spaces,
- 7 affordable houses.
- 5.2 The Retirement Living housing development of the mixed use proposal will be served by a vehicular access onto Serpentine Road approximately 20.0 metres to the north of the existing Tesco PFS egress. It will incorporate on-site car parking for around 30 vehicles and turning space to enable all vehicles anticipated to use the site to enter, turn and leave in a forward gear.
- 5.3 The Care Home of the mixed use proposal will be served by a vehicular access onto Serpentine Road approximately 40.0 metres to the west of its junction with Northgate. It will incorporate on-site car parking for around 25 vehicles and again sufficient turning space to accommodate all vehicles anticipated to use the site.
- 5.4 The affordable housing will be served by a vehicular access onto Northgate located towards the northern extreme of its frontage onto this road. The mixed use development proposed replaces the extant foodstore permission. The site lies within the development limits of Cleckheaton and a predominantly residential area where the principle of new build development is acceptable.
- 5.5 Each element of the mixed use development has its own on-site car parking based upon the developer's experience. The parking provision is considered sufficient to ensure no parking will occur on the public highway. The mixed use development proposed replaces the extant foodstore permission.
- 5.6 As will be shown later in this Assessment, the proposed mixed use development will generate around 20 trips per hour two-way during the morning and evening peak hours. At this low level of trip generation, there can be no absolute requirement for a Travel Plan to be prepared as part of the proposed development.
- 5.7 As an alternative, at every McCarthy and Stone development, the residents occupying the apartments are provided with a Travel Pack which provides information on available retail/medical/dental services, public transport provision,

taxi operators, etc, to encourage residents to give up the use of the car in favour of more environmentally friendly modes of travel.

- 5.8 An example of a typical Travel Pack is attached at **Appendix TPL2**. This has obviously been prepared for a different site but provides an example on the type of information provided to the residents of the apartments. A Travel Pack prepared specifically for the Cleckheaton site will be distributed to residents of the apartments upon first occupation.

## 6.0 NET TRAFFIC CONSEQUENCES OF THE DEVELOPMENT

6.1 The starting point for assessment of the traffic implications of any development is a comparison between the existing and proposed land uses. This approach is consistent with current advice set out in the Institution of Highways and Transportation document, Guidelines for Traffic Impact Assessment. On the question of net impact the Guidelines state:

*“3.3.4 Frequently a new development will be proposed that will replace an existing use. In such cases it will be important to identify as much information as possible about a current activity since the traffic impact of the proposal will be the net change between the two uses.”*

6.2 It goes on to state:

*“3.4.10 Many developments are not on greenfield sites and account needs to be taken of the traffic generation of the existing use which is to be replaced. The quantification of traffic generated by the existing use is therefore important and should be separately identified within the assessment of existing conditions.”*

6.3 It is also consistent with the advice given in the Guidance on Transport Assessment (GTA) which acknowledges the quantification of the trips generated from the existing site or, where the site is vacant or partially vacant, the trips which might realistically be generated by any extant planning permission or permitted uses.

6.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications be determined in accordance with the development plan unless other material considerations indicate otherwise. In the general note on this section in the Encyclopaedia of Planning Law, paragraph 9(8) discusses material considerations. Reference is made to the planning history of the site stating that “an existing planning permission may be a material consideration in determining an application”. The sub-paragraph goes on:

*“The planning authority are entitled, and indeed obliged, to have regard to the “fall-back” position, i.e. what the applicant could do without any fresh planning permission.”*

6.5 Given that the site has an extant planning permission for a replacement Tesco food superstore, it is clear that the Authority must pay full and detailed regard to the

fallback, including making an allowance of the traffic that would be generated by it within the baseline traffic forecasts and considering how it was/would be accessed.

6.6 The Transport Assessment submitted in association with the planning application for the replacement Tesco food superstore provided details of the additional traffic generated by the replacement superstore over and above that currently generated by the existing Tesco foodstore to the west of the application site.

6.7 The table in section 5.6 of the Transport Assessment shows the summary of the additional traffic by junction. This demonstrates the level of additional traffic previously accepted by the Local Planning and Highway Authorities. An extract of this table is replicated below in Table 6.1:

**Table 6.1**  
**Extract from Tesco Transport Assessment**

Summary of Impact by Junction		
Junction	Base Flows	Change in Flows due to the Proposed Tesco
Crown Street/Westgate	1460	136
Bradford Road/St Peg Lane	2655	67
Bradford Road/Horncastle Street	1781	86
Bradford Road/Scott Lane	1880	50
Whitcliffe Road/Serpentine Road	936	37

6.8 It can be seen that significant increases in flow were accepted by the Local Planning and Highway Authorities by virtue of granting planning permission for the replacement Tesco foodstore.

6.9 As a comparison, the TRICS national trip rate database has been examined to establish trips likely to be generated by the care home and residential elements of the proposed development. Surveys undertaken by Dr Allan Burns have been used to assess the trips likely to be generated by the Retirement Living element of the proposed development.

### **Retirement Living Housing**

6.10 The development proposals comprise the construction of some 43 units of Retirement Living accommodation together with parking for 30 vehicles.

- 6.11 The Retirement Living housing development currently proposed is defined as “grouped flatlets to meet the needs of the less active elderly people”. Based upon extensive survey work undertaken in 1996 by Dr Allan Burns, it was found that the average age of entry to McCarthy and Stone developments of this description was 75 years and 6 months, well above the minimum age restriction. It is believed that this reflects the fact that, in the majority of cases, elderly people do not normally want or need the facilities provided by this form of housing until they are well into their 70s. Subsequent, albeit less exhaustive, research suggests that this average age of entry is rising and now stands at 78 years of age.
- 6.12 Surveys over a 12 hour period (07:00-19:00) undertaken by Dr Allan Burns in 2015 and 2016 at 6 Retirement Living Housing type developments throughout the country. The results are shown in Table 6.2 below.

**Table 6.2**  
**Traffic Generation at Retirement Housing type Developments**

Development	Date of Survey	No. of Apartments	Two-way Vehicle movements (12 hour)	Generation per Apartment
Haven Court, Hythe	28 April 2015	36	68	1.89
Hanna Court, Wilmslow	1 August 2016	40	63	1.58
Eadhelm Court, Edenbridge	29 April 2015	34	56	1.65
Pagham Court, Bognor	8 July 2015	36	105	2.92
Lauder Court, Hamilton	29 July 2016	64	55	0.86
Middleton Court, Porthcawl	26 July 2016	60	69	1.15
Totals		<b>270</b>	<b>416</b>	<b>1.54</b>

\* There were no recorded visits by heavy goods vehicles. However, the occasional visit, such as that by the refuse collection vehicle must be expected.

- 6.13 The average traffic generation rate of Retirement Living housing type developments was found to be 1.54 vehicle movements per 12 hour day per apartment. The surveys also showed very few additional movements outside this 12 hour period, with most, if not all, taking place between 7 pm and 10 pm.
- 6.14 Based upon the average trip rate of 1.54 trips per unit two-way per 12 hour day, the 43 Retirement Living housing type apartments would be expected to generate some 66 vehicle movements per 12 hour day (say. 33 in and 33 out). These