

Framework Travel Plan Review – Proposed Mixed Use Development – Chidswell, Dewsbury

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Task Overview

CH2M (on behalf of Highways England) has undertaken a review of a Transport Assessment [TA] and Framework Travel Plan [FTP] that have been submitted to Kirklees Council [KC] for the planning applications referenced 2020/92331 and 2020/92350, both located on adjacent plots on land to the east of Leeds Road, Chidswell, Dewsbury. The 2020/92331 application seeks outline planning permission for the demolition of existing dwellings and development of phased, mixed-use residential scheme, comprising up to 1,354 dwellings, up to 35 hectares of B1 / B2 / B8 uses, a local centre, primary school, access and associated infrastructure. This aspect of the development is understood as site B. The 2020/92331 application seeks outline planning permission for the development of up to 181 residential dwellings, engineering and site works, the demolition of existing properties and associated infrastructure. This aspect of the development is understood as site A.

The TA and FTP have been prepared to assess the combined impacts of the proposed development of both site A and site B as a whole, with the same TA and FTP submitted for each application. The TA assesses the impacts of the proposed development of site A only whilst also providing a summary of the separate traffic impacts of site A and B. The TA and FTP has been prepared by Pell Frischmann [Pell] on behalf of the Church Commissioners for England [the Applicant].

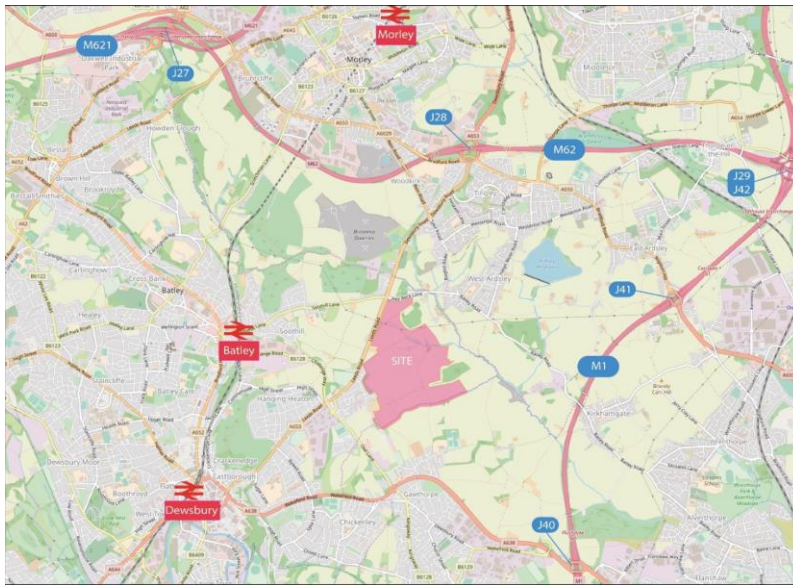
CH2M has previously reviewed a TA scoping note and supplementary response comments produced by Pell for the proposed development, with comments contained within Highways England response notes DevWY0010 TM002 and TM003. This TM005 technical memorandum comments on the suitability of the FTP whilst a separate CH2M technical memorandum (TM004) comments on the suitability of the TA. Comments are made below in relation to whether the FTP suitably manages down the anticipated impact of the proposed development upon the Strategic Road Network [SRN]. For ease of cross referencing, the headings adopted below are the same as those utilised within the FTP, where relevant to Highways England.

Existing Transport Conditions

Site Location

The site is located to the east of the A653 Leeds Road Dual Carriageway, a key corridor between Dewsbury and Leeds. Leeds Road runs in a north-south direction, adjoining the A638 Wakefield Road to the south and Junction 28 (Tingley Interchange) of the M62 to the north. The site has immediate

connectivity to the SRN, with an approximate distance of 2 miles to Tingley Interchange of the M62 to the north, 4 miles to Junction 41 of the M1 to the east and 3 miles to Junction 40 of the M1 to the southeast. The location of the site in relation to the SRN is detailed in TA Figure 1.1 below.



TA Figure 1.1 – Site Location Plan

Public Transport

Mainline Rail Services

The two nearest railway stations accessible from the site are located at Batley and Dewsbury. Batley Railway Station is located approximately 3km west of the site and Dewsbury Railway Station approximately 4km to the south-west. Both stations remain accessible by bus, enabling the possibility of multi-modal public transport trips.

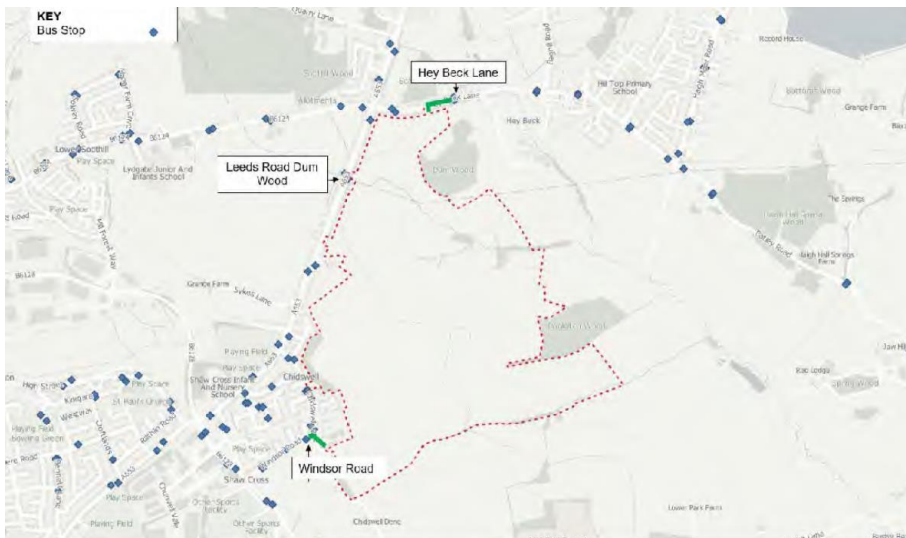
Table 3.1 of the FTP, seen below, details the services and frequency of rail services accessible from both stations.

Station	Service	Operator	Frequency
Batley & Dewsbury	Huddersfield	TransPennine Express	1 per hour
Batley & Dewsbury	Leeds	TransPennine Express/ Northern	2 per hour
Batley	Southport	Northern	1 per hour
Dewsbury	Manchester Airport	TransPennine Express	1 per hour
Dewsbury	Manchester Piccadilly	TransPennine Express	1 per hour
Dewsbury	Middlesbrough	TransPennine Express	1 per hour
Dewsbury	Hull	TransPennine Express	1 per hour

FTP Table 3.1 – Local Train Services

Bus Services

Although not directly specified within the FTP, the existing bus stops within proximity to the development site are detailed within TA Figure 2.4, seen below. Table 3.1 of the FTP details the approximate frequency of accessible services, however, Table 2.1 identified below is extracted from the development TA.



TA Figure 2.4 – Routes to Nearest Existing Bus Stops

Service (operator)	Route	Frequency (minutes)			
		Monday-Friday daytime	Monday-Friday evening	Saturday	Sunday
117 (AY)	Wakefield / Leeds	60 (schooldays only)	60 (schooldays only)	60	60
119 (AY)	Wakefield / Batley	120	-	120	-
120 (AY)	Wakefield / Batley	120 (mornings only)	-	120	-
202 (AY)	Huddersfield / Leeds	30	60	30	60
203 (AY)	Huddersfield / Leeds	30	60	30	60
205 (AY)	Dewsbury / Pudsey	60	-	60	-
212 (AY)	Dewsbury / Wakefield	60 (except 9am-3pm)	60	60 (except 9am-3pm)	60
212A (AY)	Dewsbury / Wakefield	60 (9am-3pm only)	-	60 (9am-3pm only)	-
ML2 (TLC)	Shaw Cross / Dewsbury Moor	60 (9am-3pm only)	-	60 (9am-3pm only)	-
X17 (AY)	Overton / Leeds	60 (AM peak only)	-	-	-

TA Table 2.1 – Bus Services and Approximate Frequency

Proposed Development

Site Plan Overview

The site is to be split into two development parcels, understood as ‘Site A’ and ‘Site B’. Site A and site B are the subject of separate outline planning applications, that have been submitted to KC in parallel. The TA and FTP is intended to assess the cumulative impacts of the proposed development of both site A and site B as a whole and each have been submitted twice, once with each planning application. In summary, the following development is proposed:

- 1,535 Residential Units (C3) (distributed across Site A and Site B) – Up to approximately 181 residential units are proposed for Site A.

- 35 Hectares of Employment Land (within Site B);
- Local Centre / Community Hub (within Site B); and
- Primary School (within Site B).

Access

Vehicular Access

As previously noted by CH2M within TM002, that the five points of access and egress to and from the site have been previously discussed and agreed in principle with KC Highways Officers, subject to detailed design and the necessary Road Safety Audits (RSAs).

Pedestrian and Cycle Access

Pedestrian and cycle access is proposed to be provided via the five vehicular access points, in addition to the network of internal pedestrian / cycle routes which connect sites A and B. This is seen to be acceptable by CH2M.

Car Parking

Paragraph 4.11 of the FTP proposes that car parking levels will be agreed with KC and provided in line with the standards set out in national and local policy.

With reference to the proposed car parking levels, CH2M note that:

- Highways England will require clarification as to the level of car parking that will be provided for the employment aspect of the development. This is to ensure that the proposed level of car parking suitably corresponds to the level of development proposed and does not inhibit the viability of the FTP to encourage and promote sustainable transport to / from the site.

Framework Travel Plan Measures

Marketing and Promotion

Travel Pack

Paragraph 5.9 of the FTP identifies that all new residents and employees (first occupants only) will be provided with Travel Packs. The packs are intended to be used to raise awareness of sustainable initiatives being implemented throughout the lifecycle of the FTP. The composition of the Travel Packs is noted as potentially including the following:

- An overview of the overarching aims and objectives of the relevant FTP, and why it is in place;
- The benefits of the TP to residents and the wider community;
- Incentives being offered to residents and employees to encourage sustainable and active travel;
- Local public transport timetables;
- Local walking and cycling routes;
- Information on car share databases;
- Contact details for local taxi companies;
- Information on bike purchase schemes and bike maintenance;
- TPC details;

- Local services and facilities within walking / cycling distance of the development.

With reference to the proposed Travel Pack, CH2M note that:

- The content of the proposed Travel Pack is seen to be acceptable by CH2M, however, the content of the pack should be confirmed by Pell, opposed to identifying content that could potentially be included.

Measures to Promote Public Transport Use

Paragraph 5.13 of the FTP confirms that residents and businesses will be provided with timetable, route and fare information for local bus and rail services. Moreover, the Travel Plan Coordinator [TPC] is proposed to investigate the Residential MetroCard scheme, which allows developers to purchase MetroCard bus and rail tickets at a 50% discount, usually through a Section 106 agreements.

With reference to the measures promoting public transport use, CH2M note that:

- The provision of a MetroCard scheme would be seen as a welcome incentive in order to encourage sustainable transport to / from the site, however, the FTP suggests that the scheme will only be available to the residential aspect of the development. It should be clarified as to why such a measure will not be considered for the employment aspect of the development.
- The implementation of the MetroCard incentive via a Section 106 agreement is a viable proposal, however, Highways England will require the developer to commit to the delivery of such an incentive, opposed to simply investigating it.

Measures to Promote Walking and Cycling

The following measures are proposed to be considered within the FTP:

- Distribution of walking and cycling route maps;
- Personalised Travel Planning via TPC; and
- Cycle Parking.

With reference to the measures to promote walking and cycling, CH2M note that:

- Highways England will require that specific measures and incentives are firmly committed to, opposed to simply being considered.
- The TP should contain measures and incentives that directly promote and encourage active travel. The active travel measures considered will likely do little to promote such modes to those who do not currently travel on foot or by bike.

Measures to Promote Electric Vehicles

It should be noted that Highways England firmly support the use of EVs and ULEVs, however, the provision of infrastructure to support these vehicles cannot be understood as a viable factor in encouraging active travel or managing down the number of vehicular trips to / from the site.

General Measure to Reduce Unnecessary Travel

While welcomed, the provision of reliable broadband access cannot be understood as a viable factor in managing down the number of vehicular trips to / from the site.

Newsletter / Email

The TPC is proposed to produce a biannual newsletter during the active phase of the TP, which will detail the progress towards targets and the results of TP monitoring. This is seen to be acceptable by CH2M.

Travel Website

The TPC is proposed to investigate the possibility of creating a site wide travel website that could outline travel information relating to the site. The following is considered for inclusion on the website:

- Local amenities map;
- Travel map;
- Information on public transport and active travel;
- Information and promotion of incentives;
- Information and promotion of measures;
- Promotion of sustainable travel events; and
- PDF version of the FTP for download.

With reference to the proposed travel website, CH2M note that:

- The proposed content of the travel website is appropriate, however, the content of the measure should be firmly committed to, opposed to simply being considered.

WYCA Travel Plan Network

The FTP proposes that the TPC will investigate applying for membership of the West Yorkshire Combined Authority [WYCA] Travel Plan Network [TPN] for the commercial occupiers of the site. The benefits of the TPN are stated to include discounts on corporate travel and on travel passes in the region, further promotion of sustainable travel modes, information on car sharing, and more.

With reference to the WYCA TPN, CH2M note that:

- Membership of the network would be welcomed, however, firm commitments should be provided within the FTP as to how membership of the network will be implemented and how membership of the network will directly facilitate the success of the FTP.

Travel Plan Management

Overall Responsibility

The FTP identifies that all residential developers and commercial occupiers will be required to be covered by a relevant TP created in accordance and subordinate to the FTP in question. This requirement is proposed to be secured by planning condition for the site as a whole and will be enforceable against all future freeholders. Such commitments are welcomed by CH2M.

Travel Plan Co-ordinator

It is proposed that a TPC role will be appointed for each aspect of the proposed development covered by a given TP in order to manage the plan and ensure delivery, with it remaining the responsibility of the developer to appoint an appropriate TPC prior to the first occupation of the site. The roles and responsibilities of the TPC are identified as:

- Implementation and management of the TP;
- Engagement with stakeholders;
- Marketing and communications;
- Measuring success and monitoring change;
- Providing a 'face' for the TP; and

- Helping establish and promote individual measures within the TP.

With reference to the role of the TPC, CH2M note that:

- The TPC should be in post at the point of initial property marketing, in addition to remaining in position for five years beyond full occupation of the development.
- A suitable budget should be identified for the TPC, with details provided as to how it will be allocated.
- The implementation of development / developer specific TPCs is a viable approach to ensuring the success of the wider FTP, however, it is strongly advised by CH2M that an overarching TPC is appointed who remains responsible for the management and success of the site FTP as a whole across residential and employment aspects. This individual will remain responsible for liaising with KC and Highways England as to the overall success of the TP against agreed targets.
- Contact details of the TPC should be provided within the FTP (once confirmed).

Targets and Monitoring

Monitoring Plan

It is proposed that the baseline travel survey will be undertaken within one month of 75% occupation of the first phase of the residential portion of the site. Full multi-modal travel surveys will then be undertaken on or around the first anniversary of the initial survey and annually thereafter for a period of up to five years from the date of the baseline survey. Individual business surveys are proposed to be conducted within three months of occupation.

It is identified that the specification of multi-modal surveys are to be agreed with KC prior to being undertaken, however, the surveys are suggested to comprise the following components:

- Questionnaire surveys – identifying modal split;
- Cycle parking utilisation survey; and
- Car park utilisation survey.

With reference to the proposed monitoring plan, CH2M note that:

- Monitoring for residential and commercial aspects must be undertaken at annual intervals until agreed by the local authority that it is no longer required.
- Traffic count surveys will need to be undertaken as part of the TP monitoring, and the flows recorded in these will need to be compared to peak hour vehicle targets.
- The data collected by any survey must be sufficiently representative to enable the performance of the FTP to be assessed against targets applicable to the whole development site.

Reporting

It is proposed that the TPC will report the monitoring survey results to KC after each survey period. As appropriate, key survey findings will also be disseminated amongst residents.

With reference to FTP reporting, CH2M note that:

- The TPC should submit a monitoring report to the local authority and Highways England within at least three months of carrying out any survey.

- Any monitoring report submitted to the local authority and Highways England must collate and take into account the wider impact of the whole site, opposed to exclusively focusing on specific development aspects.

Aim Targets

It is proposed that the specific targets for measuring the progress of the plan will be set in agreement with KC once the baseline survey has been undertaken. However, the provisional aim targets for the site are identified as follows:

- Reduce the level of car driver trips;
- To promote and increase the use of ULEVs;
- To ensure minimal negative impact on air quality or congestion occurs as a result of the proposed development;
- To increase the number of people walking or cycling; and
- To increase the number of people using public transport.

Targets are proposed to be monitored through the travel questionnaire as part of the TP monitoring progress, one, three and five years after the baseline travel surveys. Continuing, it is suggested that as the aim is to have multiple businesses and companies occupy the range of units, different targets will be proposed for each company type.

With reference to the FTP targets, CH2M note that:

- Development vehicle trips remain the most important FTP target for Highways England, therefore peak hour trip generation should inform any TP targets moving forward.
- FTP targets applicable to traffic impact associated with the wider development will need to be agreed with Highways England before the FTP can be accepted.
- The FTP should include a bond / remedial measures should targets not be met and an adverse impact on the SRN is recorded.

Funding

Paragraph 8.3 of the FTP proposes that the relevant developer / occupier / freeholder will be responsible for the appropriate funding all measures identified within the FTP for the duration of the plan, as well as the implementation of individual developer TPs.

With reference to the FTP funding, CH2M note that:

- While individual occupiers will remain responsible for funding smaller scale, specific aspects of the TPs for their respective developments, the site TPC will remain responsible for funding the overarching measures, initiatives and monitoring associated with the implementation and success of the FTP across the whole site.

Summary and Conclusions

On the basis of this review, the recommendation to Highways England in relation to this development proposals is:

Holding recommendation – further information required (as identified below)

This review has highlighted the need for further information as follows:

- 1) Highways England will require clarification as to the level of car parking that will be provided for the employment aspect of the development. This is to ensure that the proposed level of car parking suitably corresponds to the level of development proposed and does not inhibit the viability of the FTP to encourage and promote sustainable transport to / from the site.
- 2) The content of the proposed Travel Pack is seen to be acceptable by CH2M, however, the content of the pack should be confirmed by Pell, opposed to identifying content that could potentially be included.
- 3) It should be clarified as to why the proposed MetroCard scheme will not be considered to be provided for the employment aspect of the development.
- 4) The implementation of the MetroCard incentive via a Section 106 agreement is a viable proposal, however, Highways England will require the developer to commit to the delivery of such an incentive, opposed to simply investigating it.
- 5) Highways England will require that specific measures and incentives are firmly committed to within the FTP, opposed to simply being considered.
- 6) The FTP should contain measures and incentives that directly promote and encourage active travel. The active travel measures considered will likely do little to promote such modes to those who do not currently travel on foot or by bike.
- 7) The proposed content of the travel website is appropriate, however, the content of the measure should be firmly committed to, opposed to simply being considered.
- 8) Membership of the WYCA TPN would be welcomed, however, firm commitments should be provided within the FTP as to how membership of the network will be implemented and how membership of the network will directly facilitate the success of the FTP.
- 9) The TPC should be in post at the point of initial property marketing, in addition to remaining in position for five years beyond full occupation of the development.
- 10) A suitable budget should be identified for the TPC, with details provided as to how it will be allocated.
- 11) The implementation of development / developer specific TPCs is a viable approach to ensuring the success of the wider FTP, however, it is strongly advised by CH2M that an overarching TPC is appointed who remains responsible for the management and success of the site FTP as a whole across residential and employment aspects. This individual will remain responsible for liaising with KC and Highways England as to the overall success of the TP against agreed targets.
- 12) The overarching FTP must also clarify how the overarching TPC will liaise with site specific TPCs to deliver critical FTP schemes such as the pump priming of bus services and key incentives / promotions. These aspects would need to be implemented via a coordinated response opposed to on an individual occupier or phase developer basis.
- 13) Contact details of the TPC should be provided within the FTP (once confirmed).
- 14) Monitoring for residential and commercial aspects must be undertaken at annual intervals until agreed by the local authority that it is no longer required.
- 15) Traffic count surveys will need to be undertaken as part of the TP monitoring, and the flows recorded in these will need to be compared to peak hour vehicle targets.
- 16) The data collected by any survey must be sufficiently representative to enable the performance of the FTP to be assessed against targets applicable to the whole development site.

- 17) The TPC should submit a monitoring report to the local authority and Highways England within at least three months of carrying out any survey.
- 18) Any monitoring report submitted to the local authority and Highways England must collate and take into account the wider impact of the whole site, opposed to exclusively focusing on specific development aspects.
- 19) Development vehicle trips remain the most important FTP target for Highways England, therefore peak hour trip generation should inform any TP targets moving forward.
- 20) FTP targets applicable to traffic impact associated with the wider development will need to be agreed with Highways England before the FTP can be accepted.
- 21) The FTP should include a bond / remedial measures should targets not be met and an adverse impact on the SRN is recorded.
- 22) While individual occupiers will remain responsible for funding smaller scale, specific aspects of the TPs for their respective developments, the site TPC will remain responsible for funding the overarching measures, initiatives and monitoring associated with the implementation and success of the FTP across the whole site.
- 23) The FTP Action Plan will require revision in line with the content of this review note.