Planning
Investment and Regeneration Service
PO Box B93, Civic Centre 3,
Off Market Street, Huddersfield, HD1 2JR

Consultation Response from KC, Highways Development Management (HDM)		
2022/92471 Heckmondwike Hub Bus Station, Royle Fold, Heckmondwike, WF16 0HW		
Redevelopment of Heckmondwike Bus Station including a new concourse building with waiting room, Changing Places WC, driver offices, 6 No. bus stands, landscaping, and associated works		
Date Responded: 25/11/22	**Responding Officer:** A Darwin	**Responding Ref:** 9-10NE/1

RECOMMENDATION: Further information required

Further information/amendments are required regarding the following issues, which are detailed in the main body of the report:

- Improved box yellow markings are required, to protect the right turning movement for buses into Royle Fold, together with a planning condition to restrict the usage of the bus station to up to 52 buses per hour.
- Additional Swept Path Analysis (SPA) is required for Bus Stand 6, the layover bay, the refuse area and dentists access, as well as additional information regarding safe operational practices at the bus station (including implementation and monitoring procedures), which should then be secured by condition.
- Further details to be provided of all highway features, including pedestrian guard railing (and other pedestrian crossing deterrent features), SUDS features, seating and landscaping. Amendments and/or further supporting information is also required to address all of the other highway design issues identified.
- A fully closed our Stage 1 RSA Designers Response/Agreed Actions is required, including the agreed actions for Problem 3 relating to cycle parking and access;
- 'No Stopping' TRO's should be incorporated into the proposals, to prevent blocking of the circulation route around the bus station;
- Further information regarding the proposed highway boundary and highway to be stopped-up is required, with all visibility splays/sight-lines demonstrated and contained within the highway.
- Details to be provided regarding temporary bus stop locations and safe pedestrian routes that are to be provided during construction. These will then need to be secured by condition as part of a Construction Management Plan.
- Amendments and additional information are required to address inclusive access issues, relating to tactile paving, footway widths, disabled parking bays etc.

Reference to Plans/Documents:

- HBH-WSP-00-ZZ-DR-E-680101 P4 – Electrical Services External/Internal Areas Security CCTV Strategy Layout
- TCF-WSP-KIR-HECK-DR-CH-05_01 P02 – Drainage Proposals
- TCF-WSP-KIR-HECK-DR-CH-01_01P06 – General Arrangement
- TCF-WSP-KHBH-XXX-DR-LE-000001 P04 Landscape Design
- HBH-WSP-00-ZZ-DR-E-630102 P09 – External Areas Lighting & Control Strategy Layout
- TCF-WSP-KIR-HECK-DR-CH-07_02 P02 – Proposed Contours
- 20233 - SGP - HEK-ZZ-DR-A- 021001 P8 – Proposed Site Pan
- HBH-WSP-00-ZZ-DR-E-630001 P02 – Street Lighting Column Relocation Layout
- Transport Assessment dated July 2022
- Stage 1 RSA and Designer Response (DR provided by Kirklees Road Safety Team)

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Development Overview:

The proposal is for the redevelopment of the existing Heckmondwike Bus Station and comprises the following:

- A new covered concourse with new bus stands, seating and real time information boards;
- Five new Drive-in-Reverse-Out (DIRO) bus stands, one Drive-in-Drive-Out (DIDO) bus stand and one layover resting bus bay located off the carriageway on a new hard landscaped bus apron, replacing the existing 4 No. DIDO bus stands to increase bus stop capacity;
- A new fully enclosed waiting area with an Accessible WC and Changing Places facility. This will also provide enclosed staff office space, rest areas and plant rooms;
- Enhanced soft and hard landscaping to create a more inviting and usable public realm;
- New reversing camera facilities to allow for safe bus reversing activity;
- 6 No. cycle stands (accommodating 12 No. cycles) under canopies, to replace the existing 10 No. space cycle shelter;
- Bin store;
- New functional landscaping features and improved public space for passengers and town centre visitors;
- Sustainable Urban Drainage System (SUDS), a green roof, and a green wall, and
- Improved pedestrian circulation routes around the bus station site.

Bus Station Operation:

The existing bus station includes 4 DIDO bus stands, which have a theoretical capacity of between 32 (Desirable use) and 48 (Maximum use) buses per hour, with the 2019 survey data suggesting that they are currently used by up to 28 buses per hour, as confirmed in the supporting Transport Assessment.

The proposed bus station includes 5 No. DIRO bus stands and 1 No. DIDO bus stand, which have a theoretical capacity of between 38 (Desirable use) and 52 (Maximum use) buses per hour. Therefore, the theoretical capacity of the bus station would increase by between 6 (Desirable use) and 4 (Maximum use) buses per hour. The increased bus station capacity would also allow for up to 24 additional buses per hour compared to the 2019 survey data (e.g. up to 52 buses per hour compared to the maximum of 28 buses recorded).

The supporting Transport Assessment (TA) includes a detailed assessment of the impact of additional buses on the operation of the local highway network, including detailed traffic modelling of the junctions within the vicinity of the site, including the adjacent traffic signals. This assessment concludes that *'the proposed development will not have a severe impact on the operational performance or impact on road safety of the highway network.'*

HDM broadly agrees with the Transport Assessment conclusions in terms of operational performance, given the modest increase in bus capacity that is proposed (a maximum theoretical increase of 6 buses per hour). However, it is noted that the priority right turn movement into the Royle Fold has not been included within the traffic capacity modelling.

In practice, it is likely that the maximum number of right turners (52 buses per hour) could be accommodated at the junction in capacity terms, with buses turning within gaps and during inter-green periods (circa 41 signal cycles/inter-green periods per hour). However, depending on the arrival time of buses, there is potential for the number of buses waiting to turn right exceeding the available right turn lane capacity (there is only space for 1 bus to wait in the right turn lane, which cannot be increased in

length due to the presence of a pedestrian crossing island that must be retained for safety reasons). Therefore, this could result in the frequency of blocking of the Westgate ahead lane increasing, due to the additional right turning buses. That said, the impact of the additional buses is likely to be modest and would not cause a severe impact at the junction.

In light of the above, no further assessment or changes to the signals are sought to address the above issue. However, the box yellow markings within the vicinity of the junction should be renewed as part of the proposals, to reduce the risk of the right turning buses being blocked from turning right by queuing eastbound traffic. A planning condition should also be imposed that restricts the capacity of the bus station to the maximum theoretical capacity that has been assessed of up to 52 buses per hour.

A number of safety features are proposed to enable the proposed bus station to operate safely, including operational procedures that are aimed to allow the Drive-in-Reverse-Out (DIRO) bus stands to operate safely, including the provision of a reversing camera system. Whilst the suggested safety measures are welcomed and acceptable in principle, it is unclear how the operational procedures will be identified to all users and how compliance will be ensured and monitored. It is also unclear how the layover bay will be utilised and how refuse collection will be safely managed, as no detail of safety measures/procedures for these features/users have been provided, nor has swept path analysis been provided for the layover bay and refuse collection bay. As such, further operational information and swept path analysis is required to consider these matters further. The agreed operational procedures and their ongoing implementation and monitoring should then be secured by a suitably worded planning condition.

Road Safety:

The supporting Transport Assessment includes an assessment of personal injury accident data on the local highway network. This assessment identifies that there have been a number of incidents (including 3 Fatal incidents) on the local network involving pedestrians being struck by passing traffic on Westgate. The Transport Assessment goes on to confirm that as a result of these fatal incidents, the Council have implemented a road safety scheme that introduced an enlarged pedestrian refuse island and guard railing on Westgate, immediately east of the right turn lane into Royle Fold, to encourage pedestrians to cross at the defined crossing points and not in other locations (potentially through queuing traffic, which contributed to a number of the recorded incidents).

In light of the above, it is clear that there is a need for pedestrian guard railing to be provided and maintained within the visibility of the bus station to ensure that pedestrians are directed to the crossing points and discouraged/prevented from crossing in other unsuitable locations. However, at present the proposed guard railing (and other pedestrian deterrent features such as the benches and SUDS features) proposals are not shown clearly on the proposal plans, with some discrepancies between what is shown on the SGP Proposed Site plan and the WSP General Arrangement plan. As such, further details and clarification should be provided of all highway features, particularly those provided to direct and restrict pedestrians crossing movements, with the proposed benches and SUDS features unlikely to be adequate for this purpose.

A Stage 1 RSA has been provided, which included 3 no. problems. The Councils Road Safety Team have confirmed that the first two of these problems have been closed out (for preliminary design purposes), but that Problem 3 has not yet been addressed. This problem relates to the location and access arrangements for the proposed cycle parking spaces, which could result in cyclists illegally riding on footways to access the cycle parking. This RSA problem must be closed out with the Councils Road Safety Team.

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As identified by the Councils Road Safety Team at the pre-application stage, no drop-off / waiting facilities have been proposed within the vicinity of the bus station (for the public or taxi's), which could result in ad-hoc stopping/waiting within it's vicinity. Whilst loading bans do exist on Royle Fold / George Street to discourage vehicles from waiting, these would not prevent drivers from stopping and passengers alighting, which would result in blocking of the circulation route around the bus station. Therefore, No Stopping TRO's should be introduced as part of the proposals.

Highway Boundary Changes

The proposals will result in areas of existing highway needing to be stopped up, and new areas of highway to be created. Therefore, as requested at the pre-application stage, a plan must be provided to confirm the proposed changes to the highway boundary.

The proposed highway boundary must include all necessary visibility splays and sight lines that are required to allow the highway to operate safely and efficiently. Whilst a plan has been included in Appendix D of the Transport Assessment showing some of the visibility requirements, not all of the necessary splays/sight lines have been shown, and some have been shown incorrectly. Therefore, an updated visibility plan should be provided, and this should inform the revised highway boundary plan. For information, the following visibility splays/sight-lines need to be identified and accommodated:

- Junction visibility splay to the right from the bus station exit, with a set-back distance of 2.4m and based on the 20mph speed limit;
- Junction visibility at the private accesses on to George Street and Royle Fold;
- Forward visibility around the full perimeter of the site on Royle Fold and George Street based on the 20mph speed limit. It is noted that this has been partially shown on the drawing in Appendix D, measured from the centre of the carriageway. However, this needs to be amended to take account of drivers who would be travelling closer to the nearside kerb (e.g. from an offset of between 1.5 - 2.0m from the nearside kerb edge), such as cyclists.
- Forward visibility to the stop lines and traffic signals, including the George Street approach;
- Junction inter-visibility zone(s) at the adjacent traffic signals.

It is noted that a number of the above visibility splays/sight-lines are likely to impact on various street furniture and street trees that have been proposed, which will need to be reviewed and potentially relocated once the additional visibility information has been provided.

Swept Path Analysis (SPA) and Servicing

The Transport Assessment includes swept path analysis (SPA) for proposed bus stands 1-5 that generally appears to be acceptable. However, no SPA has been provided for bus stand 6, the layover bay, the bin store bay or the dentist access. Therefore, it is unclear whether these facilities will be able to operate safely and effectively, with specific concerns as follows:

- For bus stand 6, it appears that a bus needs to align exactly with the boarding area to ensure that a waiting bus does not block access to other vehicles passing on Royle Fold, and to ensure that safe access for boarding/aligning passengers. However, without SPA it is unclear whether buses will be able to align their bus in the require position without blocking the circulation route.
- For the bus layover bay it is unclear whether buses are expected to enter and exit in forward gear, which is likely to be necessary given that safe reversing will not be possible. Should buses be required to enter/exit in forward gear, which appears necessary (e.g. as there is no reversing camera for the layover bay, and as reversing back onto the highway is not

acceptable), this would mean that bus drivers are only likely to be able to access bus stands No. 5 (and possibly No. 4) in forward gear. Therefore, in addition to providing further SPA, further details of how the layover area will be used and managed is required.

- It is unclear how bin collections will be managed and the type of vehicles that will be used for collection, as at present the bin store vehicle waiting area looks very small, and does not appear to be accessible without driving over the bus stands No. 1-5. Therefore, in addition to providing further SPA, further consideration of how bin collections will take place and be managed is required. It is noted that detailed comments have been provided by the Councils Waste Strategy Team, which have been provided at the end of this response.
- It is unclear whether the dentist access will still be able to accommodate refuse vehicle access following the narrowing of Royle Fold. Therefore, SPA is required to confirm that a refuse vehicle can still service this site.

Accessibility

The proposals include a number of design elements that are proposed to improve pedestrian accessibility and safety within the vicinity of the bus station, including widened/improved footways, crossing points, tactile paving and pedestrian guard railing (as well as other features to discourage crossing in inappropriate location), which appear to be generally acceptable in principle.

However, there appears to be a number of design elements that do not fully comply with DfT documents 'Inclusive mobility' and 'Guidance and use of tactile paving'. This includes tactile paving at crossings not being in full accordance with standards (e.g. stems at controlled crossings do not extend to the back of the highway or for the minimum prescribed length), the lack of hazard warning paving at steps, and narrow footway widths at some pinch-points (e.g. where pedestrian guard-railing appears to be being proposed on the east side of Royle Fold, although this is not consistently shown on all drawings). Guidance paving may also need to be provided to help pedestrians travel along the new footways to the south of the bus interchange, as the windy pedestrian route is likely to be difficult to navigate by visually impaired users (I note some drawings appear to suggest guidance paving may be proposed, but this is unclear and appears to lead directly into the interchange steps and not to all of the pedestrian crossings).

In light of the above, further information and details are required to confirm that the proposals are in full accordance with 'Inclusive mobility' and 'Guidance and use of tactile paving' guidance. For a development of this nature, it would be beneficial if an Access Audit was undertaken to ensure that the facilities are adequate for all users.

The proposal also results in the loss of 2 no. disabled parking bays (as well as 2 no. short staff parking bays), with the Transport Assessment confirming that *'The removal of two accessible parking spaces will be considered further as part of wider improvements in the town centre.'* It is considered that the loss or relocation of the disabled parking bays should be considered as part of these proposals, with replacement bays provided as necessary.

The proposal includes replacement cycle parking in the form of covered cycle stands located next to the bus station building, which will increase capacity from the existing 10 spaces to 12 spaces. Whilst the level of provision is considered to be adequate, the location and access arrangements for the cycle parking needs further consideration, as identified earlier in this response and to address the RSA Item 3 that is yet to be closed out. It is also noted that the proposed cycle stands may not be suitable as long stay parking. Therefore, consideration should be given to providing improved long stay cycle

parking (e.g. parking lockers - see LTN 1/20 for recommendations for high quality long stay cycle parking provision).

Construction Management

Whilst an Outline Construction Environmental Management Plan has been submitted with the proposals, minimal information is provided regarding transport related matters. In particular, no details of temporary bus stop locations are provided or details of safe pedestrian routes that need to be maintained within the vicinity of the site. Whilst a Construction Management Plan will need to be secured by condition, further information is required at this stage to confirm that suitable temporary bus stop provision and pedestrian facilities will be maintained during the construction process.

Other Highway Design Issues

In addition to the issues already raised, there are a number of design elements that need to be reviewed and/or further information provided, with a summary of the issues as follows:

- As previously mentioned, the plans do not show consistent arrangements for pedestrian guard railing to ensure that pedestrians only cross at designated crossing points. Therefore, these arrangement should be clarified, together with further details of the other features (e.g. SUDS features, benches and landscaping etc.) that will ensure pedestrians are directed to safe crossing points and effectively discourage access to the bus station apron and access points.
- The proposed tree planting drawings indicates that canopies will overhang the carriageway on Northgate and Royle Fold. This is not acceptable, and their location needs to be reviewed to ensure they do not present an impact risk to high sided vehicles and prevent access to bus stand 6. It is also noted that some of the trees, other landscaping and street furniture also appears to impact on various visibility splays and sight lines. Therefore, these features will also need to be reviewed once the visibility plan(s) have been updated.
- The proposed GA plan suggested that a continuous footway is proposed across the LIDL service yard and dentist accesses. However, no details are provided to confirm how this would operate or what safety measures are proposed (e.g. are give-way markings proposed at the back of footway?).
- It is considered that the gated access to the layover bay is unlikely to be used by bus drivers, who are more likely to walk across the bus apron to access their welfare facilities, given that the route is much more direct. Therefore, it is recommended that a safe route is provided with the bus station site instead. It is noted that the forward visibility requirements on George Street are also likely to require significant changes to the current access route and gate, which could be addressed by removing this route.
- Due to the requirement for buses to make a hard 180 degree turn from Royle Fold into the bus apron, it is necessary for bus drivers to be able to have a clear unobstructed view into the bus station apron to observe any reversing buses. Therefore, any landscaping and street furniture must be designed to ensure that adequate visibility is provided (see earlier comments regarding visibility).
- SUDS proposals are shown within the footways in the adopted highway, but no details are provided of what is intended. However, it is assumed that these are proposed to be verges or permeable paving? Depending on the type of features that are proposed, it may be necessary to remove them from the proposals, as they could create maintenance or trip hazard problems if narrow verge strips are proposed or if water were to enter the highway sub-surface.

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End of HDM Comments, with Waste Management Comments below.

Consultation WPN 22- 48

2022/92471 | 2022/21067 | HDC 9-10NE/1 | Heckmondwike Hub Bus Station, Royle Fold, Heckmondwike, WF16 0HW

The above application relates to the re development of the bus station site. The proposed layout is shown on site layout plan TCF-WSP-KIR-HECK-DR-CH-01 Rev P06 dated June 2022.

The Waste Collection Authority does not have a legal Duty to collect Commercial wastes from the proposed premises unless requested to do so, in which case this would be a chargeable service. Alternatively, operators of the site may use private sector waste contractor. Regardless of the contractor used to provide waste services on this development the WCA would wish to see adequate access to the site for RCV's, REL's, FEL's or skip wagons to enable wate collection.

Access/ sweep path analysis should recognise the dimensions and weight of waste collection vehicles and that parked vehicles could obstruct the route through the site and access to bin store.

Any producer of controlled waste must ensure compliance with Section 34 Duty of Care etc. as respects waste to prevent escape of waste, litter, odour or vermin problems. Evidence of a waste collection contract and Controlled Waste Transfer Notes (CWTN's) must be available if requested.

- The plan shows a new bin store/ compound on site. It is assumed that the operators will have experience of the amount of waste currently generated and the store has been scaled to accommodate an appropriate number of wheelibins. Guidance indicates the floor space for a 1100ltr wheelibins is 1575mmx1190mm with space to manoeuvre the bins within the store so the bin store dimensions would depend on configuration within the store. Dimensions of the store are approximately 3mx3,9m with a opening of 1.4m that should be sufficient for at 1100ltrs wheeliebin to pass through. The waste store should be constructed with an impermeable floor surface. Guidance on the floor footprint for wheeliebins and specification on construction requirements including screening can be found in the Waste Management Design Guide for New Developments (kirklees.gov.uk)

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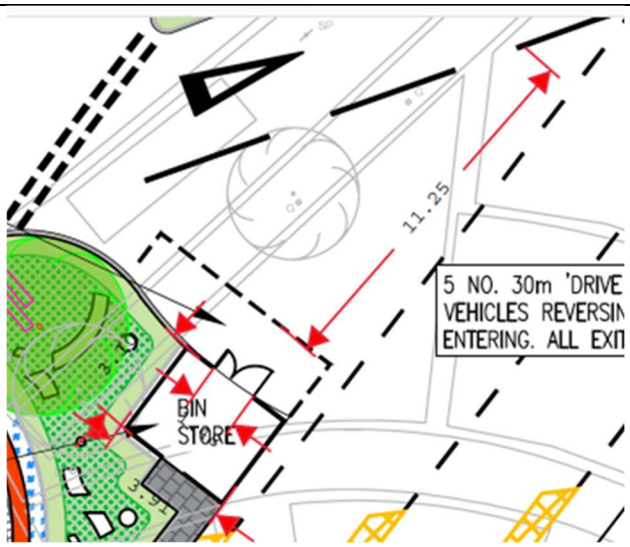

- The drag out distance for wheeliebins from a Bin store/ premises to the collection vehicle should preferably be under 15m with a drop kerb from the store level to the RCV loading point. Any waste storage area should be secure to prevent theft, unauthorised use/ fly tipping or rough sleeping.

- Waste storage presents a fire risk. The store should be secure to prevent arson and any skip/ wheeliebin storage locations should be carefully considered when undertaking a fire risk assessment.

- In line with Government's OUR WASTE, OUR RESOURCES: A STRATEGY FOR ENGLAND and the requirement for waste producers to comply with Regulation 12 of The Waste (England and Wales) Regulations 2011 there should be separate provision for recyclates and residual wastes.

- It appears that RCV's will use the bus lane into the site to access the waste storage area. There looks to be just sufficient space to enable an RCV (11.22m) to park with the cab facing the waste store with waste transferred to the back of the vehicle for loading. If using George Street the RCV may reverse to the bin store. Reversing of RCV's is recognised as a health and safety risk both to collection staff and members of the public.