Consultation Response from KC, Highways Development Management
2024/90956 Globe Mills, Bridge Street, Slaithwaite, HD7 5JN
Conversion of existing mill building to multi-storey car park, erection of external stair and lift cores with associated landscape and access arrangements (within a Conservation Area)
Date Responded:01/07/2024 Responding Officer: CNB Responding Ref: K1-43/12

This application is for the conversion of an existing mill building in to a multi-story car park with landscaping and a new access on to Bridge Street, a 30mph two-way single carriageway local access road of approximately 8m width with broken and narrow footways on both sides and street lighting present. Bridge Street turns in to Platt Lane approximately 330m to the east of the application site.

The application site is approximately 400m from Slaithwaite rail station and slightly shorter from the retail and service opportunities within the town centre.

The road serves as access to several residential and commercial properties and carries HGV traffic serving a timber yard to the east of the proposal site, as well as being the vehicular access to Globe Mill 1 offices and doctors' surgery. There is evidence of extensive on-street residents and commuter parking between the junction with C560 Britannia Road and the proposal site and complaints have been recorded by the Kirklees Road safety team relating to parking and obstructions all along Bridge Street. The formation of a TRO to control parking along Bridge Street is currently under investigation by the Kirklees Highway Safety Team.

It is noted that there is a shortage of parking within Slaithwaite town centre that has caused issues for both commuter and shopper parking and has impinged on the limited supply of residents parking.

The site benefits from a previous planning permission for a nursery, office space and conference centre (13/91452) and a previous application was submitted to create two floors of parking and a "vertical farm" within the Globe 2 mill building, which have since been withdrawn for the current proposals. A revised Transport Assessment (TA), Travel Plan (TP) and Car Park Management Plan (CPMP) has been submitted with the application and the information contained within has been assessed to inform these consultation comments.

The collision data provided within the TA covers 5 years from the initial submission date for the previous iteration of the application from 2021 and this is now out of date. A review of the last 5 years collision data from 2024 indicates no collisions on Bridge Street, Platt Lane or C560 Britannia Road in the vicinity of the junction with Bridge Street. There was however a record of a single collision on C560 Carr Lane to the east of its junction with Brittania Road. No patterns were identified that could be exacerbated by the development.

The proposals are to convert the mill building in to a multi-storey car park over 15 half-floors with a capacity of 193 cars (12 of which are to be accessible spaces on the ground and first floors), with a new access ramp from Bridge Street located to the west of the mill building. The proposals are to have 100 spaces assigned for users of the offices in Globe 1 and the remaining spaces used as public paid parking serving the town centre.

Trip Generation
Trip generation figures were provided within the revised TA, however the main trip generation impacts on the local highway network for the office accommodation in Globe 1 was assessed in the initial Globe 1 transport assessment and these figures were deemed acceptable. An early iteration of the Globe 1 assessment included a second deck on the existing car park and so the majority of the trips accessing the proposed car park in Globe 2 would have been included in this initial assessment.

The 93 public spaces may generate new trips to the local network but the number will vary with the type of parking provided, if it is to be, as proposed, long-stay commuter parking then it is likely that

there will be 93 two-way trips per day, however if it is to be for short-stay parking then the number of trips generated by the site will increase with the higher turnover expected from short stay parking.

With the proposals being reserved for office users at Globe 1 and as long-stay public parking we would expect the distribution for arrivals to be very steeply curved and concentrated in the peak hours with almost all the spaces being filled in the morning peak as office workers arrive at the site and the spaces emptying during the evening peak as workers go home. This would put approximately 193 trips on to the local highway network within approximately an hour at either end of the working day. This may vary slightly with flexible working and long-distance commuters spreading the arrivals peak, but essentially the car park will generate nearly all its trips at the start and end of the working day. The use of the 93 public spaces as short stay parking may generate more trips during the day but these will be more spread out and may not have the same impact on the operation of Bridge Street and the junction with C560 Britannia Road. The applicant should confirm what style the public parking will be and how this will be controlled and this can be included within a revised car park management plan. HDM would like to see the public parking catering for a range of users, including short stay parking, and would not want this public parking to be used as contract parking (eg pay on the day parking is expected for the majority of these public spaces).

Existing and proposed TRO restrictions
The proposals would require the amendment of existing and proposed TRO restrictions along Bridge Street and there would be a fee to cover re-design, advertisement and amendment of the TRO scheme. The details of the changes and additional requirements are provided below.

Highway Structures
The Kirklees Highways Structures team have requested that fully detailed and dimensioned x-sectional drawings perpendicular to Bridge Street are submitted to the LPA for written approval to ascertain the impact of the proposals on the adjoining highway and to determine whether a formal technical approval (via submission of an AIP) will be necessary. This should be added as a footnote.

Proposed Access
The new vehicular access arrangements have been indicated on drawing No 005 Rev B, with a swept path analysis included on drawing No 152 P01 and 714 001 within the TA.

The new access and associated highways works is likely to require a s278 agreement with the council as local highway authority, and we would recommend that the applicant contacts the s278 team at the earliest opportunity to discuss their requirements, should planning be granted. The access and associated highway works will also need a stage 1 safety audit and designers' response to be provided and a Road Safety Audit Brief will need to be submitted to HDM for approval prior to the safety audit being carried out. This will be required prior to planning determination.

The access consists of a 6m wide curved ramp with a bell mouth with a kerb radius of 6m. A swept path analysis shows that cars can safely and easily access the site via the proposed new access. The ramp down to the entrance to the car park has a gradient of approximately 1:16 and this would be acceptable, however we would require the first 5m where the ramp meets the adopted highway to be a flat plateau or have a gradient of 1:40 and this may increase the gradient of the access slope. Any transition curves would need to be indicated and designed to avoid vehicles from "bottoming-out" on the transition.

We would also request that an escape facility is also included in the ramp design so that cars can easily and safely turn and leave the access ramp before having to enter the car park if they have entered the site by accident, or the car park is full and not admitting entry. This should be incorporated into a revised design for further consideration by HDM and should be supported by a swept path analysis.

The visibility splays for exit from the ramp is shown on drawing No 005 Rev B at 2.4m x 23m, which would be suitable for vehicles travelling within an 85th percentile speed of approximately 19mph, although it appears that these splay lengths may not be fully achievable due to the edges of the buildings, especially to the right as the splay cuts across part of the pedestrian access from the car park. It is noted that these splays are not adequate in accordance with the current 30mph speed limit, which would require visibility splays of 2.4m x 43m. However, HDM have discussed this with the Road Safety Team, who have agreed that as part of the new TRO scheme, it may be possible to extend the 20mph zone to a point past the proposed new access that would also incorporate a new pedestrian crossing facility and a pedestrian footway and this should reduce traffic speeds sufficiently to allow for the visibility splays of 2.4m x 27m to be acceptable (the 27m SSD is based on a 20 mph design speed and a lower deceleration rate of 0.375g due to Bridge Street being a HGV route), which appear achievable, subject to delivery of the new footway improvement being provided as described later in these comments.

Access Controls

The proposed use of the car park is split between office users from Globe 1 and long stay/commuter parking would concentrate arrivals and departures at the start and end of the working day and because of this we would need to ensure that the access controls to the car park could cope with the demand in the AM peak without exceeding the approximate 4 car reservoir on the access ramp and causing an obstruction to the highway. No details have been provided on how the barriers would work or how payment/enforcement will be undertaken, and this should be provided within a car parking management plan. A car parking management plan was previously submitted as a condition for the earlier iteration of the planning application, however further information was requested prior to the discharge of this condition, and we would now request that the car parking management plan is updated to include details of operation of the multi-story car park in Globe 2, including details of access management and the control of queuing at peak times, especially the AM peak. We would wish to see a form of quick access/barrier system possibly utilising ANPR or something similar and we would like to see details provided of this and evidence that arrivals at the car park can be admitted quickly enough so that entry queues don't back as far as to obstruct the adopted highway for road safety reasons. These details should be provided prior to determination. If the operational details cannot be provided because the car park will be controlled by a third party that is not appointed yet we would like to see, as a minimum, details of entry/exit recording provision (loop detectors etc) to enable full monitoring of availability of spaces.

We would also like to see an advance digital sign to indicate the available occupancy of the car park prior to drivers entering the site, this can read "spaces" or "full" or provide more detail if appropriate. This should be in a position that is suitably located to give advance warning to drivers before they enter the car park and could be located on the edge of the car park or the proposed external stairwell, providing suitable advance notification for drivers can be achieved. If the sign is to be located away from the proposal site to give more advance warning of occupancy levels before entering Bridge Street then this would need to be arranged in conjunction with the Kirklees Highways Network Management Team.

The Kirklees Highways Network management Team have expressed an interest in advanced car park display signs within Slaithwaite and may wish to include the proposed car park within the advanced digital signs, however this would need to be arranged with the network management team who would add occupancy information from the car park barrier in to their common database and onto signs and would involve payment of a commuted sum to go towards maintenance of the signs and associated equipment.

Pedestrian Access

Pedestrian access from the car park is located at the north west of the building where there is proposed to be a staircase and lift accessing out on to a pedestrian area adjacent to the access ramp. There are no pedestrian footway facilities linked to this pedestrian area and a dropped kerb crossing was suggested by the applicant (paragraph 3.2.3 of the TA) across both the access road bell-mouth and Bridge Street. There is no pedestrian footway along the south side of Bridge Street connecting in to the dropped crossing over the bell-mouth and so this is not likely to offer much benefit (but still worth providing none the less). Instead concentrating on the crossing over Bridge Street that would allow users of the car park to access the Globe 1 mill, the shops and facilities in the town centre and Slaithwaite rail station is of upmost importance. It is noted that the predicted line of the pedestrian crossing over Bridge Street that has been suggested would fail to achieve the correct length of visibility splay to make the crossing safe and it would also have an impact on the Council's Road Safety Team's proposed residents parking bays to the front of No 21 to 29 Bridge Street.

Therefore, to assist the applicant, a preliminary scheme has been prepared by the council in conjunction with officers in the Kirklees Highway Safety Team that proposes changes in their currently proposed TRO scheme along Bridge Street, to add a pedestrian footway from the car park access eastwards along the south side of Bridge Street to a raised speed table that would be used as a crossing point to the Globe 1 site. This would be accompanied by changes to the proposed parking bay TROs, an extension of the 20mph speed limit to a point to the east of the speed table and the introduction of the raised speed table, along with associated signs and lining work. These works will need to be delivered via a s278 agreement.

The estimated cost (at 2024/2025 costs) of the new/amended TROs that will be required as part of the S278 works is £25,000, which includes amended parking & speed limit TROs and a new TRO for the speed table. These estimated TRO costs will be incurred as part of the S278 works, and should be taken into account for budget purposes (and are likely to rise in future years, due to inflation etc). This estimated cost is for the TROs only, and is exclusive of the design, supervision and construction costs of the physical works required at the access and providing the safe pedestrian crossing point.

A preliminary sketch design of the suggested pedestrian facilities is provided with this response. The applicant should develop these proposals into their site access design, so this can be reviewed and then progress to the Stage 1 Safety Audit stage (as stated above, this is required prior to determination).

It is noted that safe pedestrian access to and from the car park is a significant highway safety concern and a safe route between the car park and Globe 1/Slaithwaite town centre is essential. Therefore should the applicant not agree to provide the suggested works (or propose a suitable alternative provision), HDM will not be able to support the proposals and would object on highway safety grounds.

Internal Car Park Lay-Out

The internal layout of the car park is acceptable in principle and the ramp angles are within standards,

although the swept path drawing No D-S-151 Rev P01 indicates that for a bank of 13 spaces the width could be 2.5m, although the proposed layout drawings 006 Rev A and 007 both show the 13 spaces with only 2.4m widths but with an increased space adjacent to the stairways linking the floors. Given that drawing No D-S-151 Rev P01 indicates that 2.4m sized spaces will not work and collisions will occur during manoeuvring in and out of the spaces, we would like to see drawings 006 and 007 revised to show 2.5m wide parking spaces.

It is noted that the floorplan layouts 006 Rev A and 007 do not show the location of supporting steelwork columns within the car park. These are shown clearly on drawing D-S-300 Rev 1 and it is assumed that these pillars will continue upwards throughout the structure to support each successive floor. These should be indicated clearly on the floorplan drawings to indicate the actual width of the available parking spaces and to ensure that the correct number of spaces that will be fully and easily accessible to cars on each floor with space to open car doors and access the vehicle. This column grid should have determined the layout of the car parking spaces as it would have the greatest influence on the limitations of the car parking.

We would also like to see turning spaces shown on several of the floors, and especially floor 15, as there is no way to turn within the car park without using a car parking space, and if these are all full then turning to either exit or reach a space at a lower level will be impossible. These should be added to the floor plan drawings and can be conditioned. They would need to me hatched and marked as a turning area and would cause a slight reduction in the number of parking spaces available.

Electric Vehicle Charging
No details relating to electric vehicle charging within the car park has been provided within the application and we would like to see a minimum of 10% of spaces set up as EV charging spaces with the remainder of the car park fitted with suitable ducting to enable a future increase in EV charging spaces to be easily achievable. This can be conditioned.

Travel Plan
The revised framework travel plan has details of the proposed car park in Globe 2, and even with this we would still like to see a strong travel plan that promotes the use of sustainable and active travel wherever possible. The proposed amount of parking at the site with the Globe 2 car park would be above that recommended for the size of the office use in Globe 1, however approximately 50% of the spaces in Globe 2 are to be offered as public car parking and there is a requirement in Slaithwaite for additional car parking and so the benefits of the additional public parking to the wider town centre area would outweigh any disbenefits of possible overprovision of parking for the Globe 1 site (subject to confirmation of how the public parking would be managed). The travel plan should be promoted to the firms occupying Globe 1 and they should be encouraged to develop their own occupier travel plans. This should be conditioned to full travel plan level.

Construction Access Management Plan
Due to the location of the development on Bridge Street and the possible access issues associated with the road and the need to maintain access for residents and industrial/commercial units located on Bridge Street, we would request a construction access management plan be provided via a pre-commencement condition. This should cover both demolition and construction phases and provide details of access to the site, parking for deliveries and contractors vehicles, the location of materials storage and site facilities, how deliveries will be made, including an indication of how vehicles can turn on site so they can enter and exit the site in forward gear and the use of a banksman or traffic management along

Bridge Street in the event that large deliveries cannot access the site, in order to not cause an obstruction to traffic using Bridge Street. There should also be details of wheel washing facilities and methods to stop mud and debris from being dragged on to the adopted highway for road safety reasons.

With this we cannot currently support the application until details of a safe pedestrian access have been agreed between the applicant and the council, as well as revised site access arrangements that achieve the necessary visibility splays. This will then need to be subject to the Stage 1 Safety Audit process (with an RSA Brief agreed in advance) prior to determination. Some of the other issues could potentially be addressed by condition, although it is advisable to address as many of these as possible prior to determination. This includes the principles relating to car park management, which needs to be fully understood before HDM can provide a final response on these proposals.

Proposed Condition Wording if a safe pedestrian access and site access arrangements are agreed can be provided.

A copy of the indicative highway works and TRO drawing has been submitted with this response.