



LOCAL DEVELOPMENT FRAMEWORK

**Supplementary Planning Document 1  
Negotiating Financial Contributions  
For Transport Improvements  
(Leeds Road, Huddersfield)**

Adopted September 2007



**SUPPLEMENTARY PLANNING DOCUMENT 1.  
UNITARY DEVELOPMENT PLAN POLICY T10.  
NEGOTIATING FINANCIAL CONTRIBUTIONS FOR TRANSPORT  
IMPROVEMENTS (LEEDS ROAD, HUDDERSFIELD)**

**KIRKLEES STRATEGIC ECONOMIC ZONE**

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# **SUPPLEMENTARY PLANNING DOCUMENT 1. NEGOTIATING FINANCIAL CONTRIBUTIONS FOR TRANSPORT IMPROVEMENTS (LEEDS ROAD, HUDDERSFIELD)**

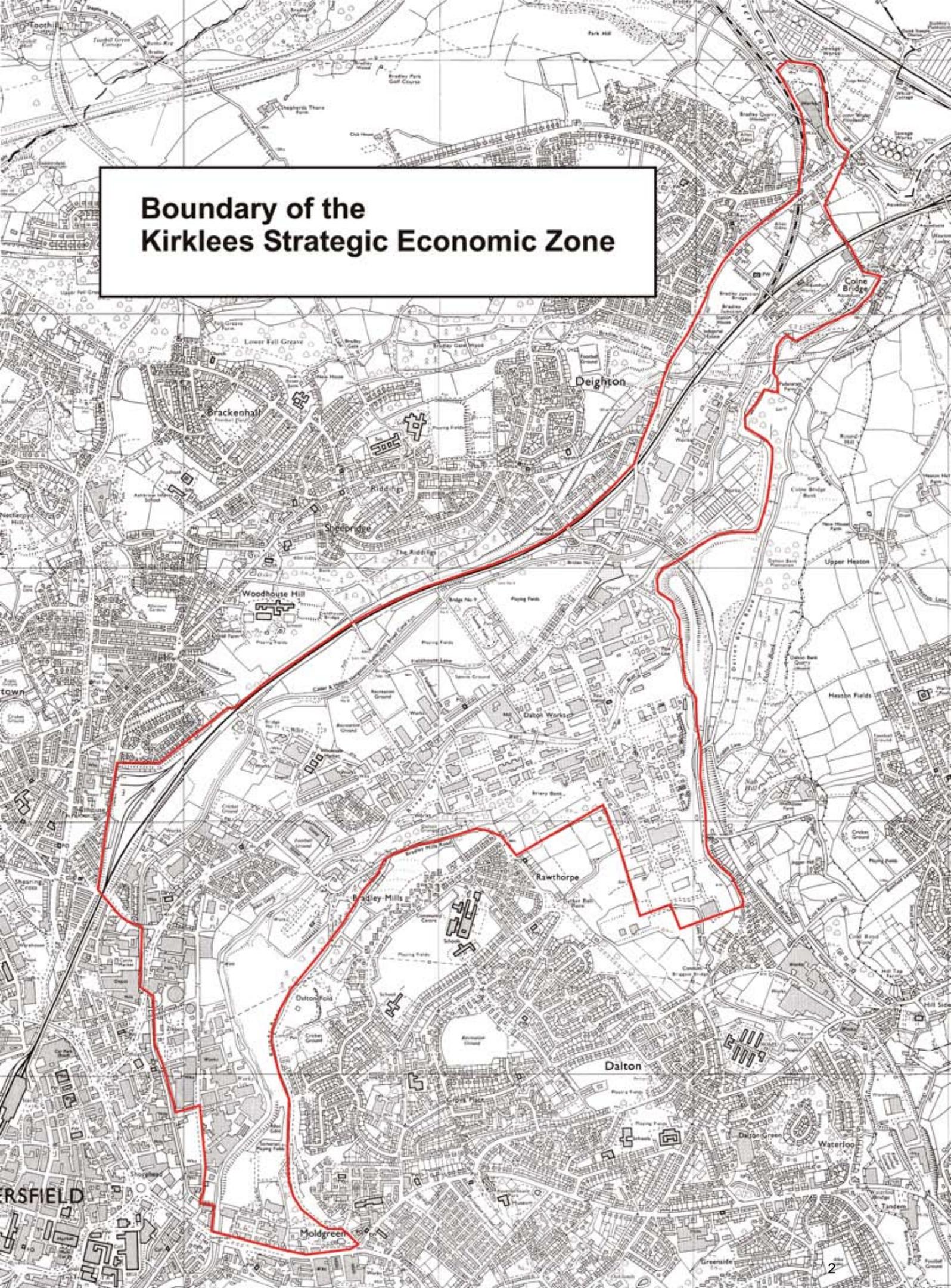
## **1. The Aim of this Document**

- 1.1. The aim of this document is to provide guidance on the process for negotiating funding for the necessary transport infrastructure to complement the Kirklees Strategic Economic Zone (KSEZ) initiative (see map over page). The guidance is related to Unitary Development Plan policy T10 (Appendix 1), which is operative until it is replaced by new policy in the Kirklees Local Development Framework. The financial contribution will be negotiated at the time of submission of a planning application and secured through a legal agreement related to the planning permission under Section 106 of the Town & Country Planning Act 1990.
- 1.2. A Transport Strategy has identified requirements for transport infrastructure to support economic growth and regeneration, and to deal with the needs of air quality policy. The financial payments from private developments will support the implementation of the Transport Strategy by contributing towards it and by helping to secure funding from a range of public sources.
- 1.3. This document provides necessary context and background and explains how the guidance will be applied and which developments it will be applied to. Examples of the methodology for calculating the level of financial contribution are included in the appendices.

## **2. Planning Context for the Guidance**

- 2.1. Supplementary Planning Documents (SPD) provide a valuable mechanism for supplementing plan policies and explaining how policy can work in detail in particular circumstances. Planning Policy Statement 12 (PPS12) published by the then Office of the Deputy Prime Minister gives further guidance on the use of SPD and the relevant procedure for its preparation.
- 2.2. While only the policies in the development plan can have the status that Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides in deciding planning applications, SPD can be taken into account as a material consideration. The Secretary of State will give substantial weight in making decisions on matters that come before her/him related to SPD which derives out of and is consistent with the development plan, and has been prepared in the proper manner. In this respect the SPD is accompanied by a Sustainability Appraisal and a statement of public consultation. Comments received during public consultation are fully documented in the public consultation statement with an explanation of how the matters have been dealt with and where the SPD has been amended to deal with the concerns. The document has been approved by the Council as adopted SPD with a commitment to review it on a regular basis.

# Boundary of the Kirklees Strategic Economic Zone



- 2.3. This guidance relates to Unitary Development Plan (UDP) policy T10 which provides the basis for seeking improvements in connection with developments which generate a significant number of journeys if they cannot be served adequately by the existing highway network and by public transport. New development will not normally be acceptable if it will create or add significantly to safety or environmental problems. Where developments require off-site works the Council will seek safeguards through conditions or planning obligations (legal agreements) to ensure that such improvements are funded by the developer and implemented. (Appendix 1 sets out UDP Policy T10 in full together with supporting text from the UDP Written Statement).
- 2.4. Planning obligations under Section 106 of the 1990 Town and Country Planning Act provide a mechanism for establishing legal agreements between the Council and developer to secure infrastructure and services that authorities believe to be necessary to facilitate proposed development. Provision can be in terms of physical improvements or financial contributions related to the implementation of an improvement by another body.
- 2.5. Circular 5/2005 is the current key source of government guidance on the use of planning obligations. New practice guidance was also published in July 2006. Planning obligations may be negotiated to provide on- and off-site physical and social infrastructure related to the development. Circular 5/2005 states that planning obligations should be sought only when they are:
- relevant to planning;
  - necessary to make the proposed development acceptable;
  - directly related to the proposed development;
  - fairly and reasonably related in scale and kind to the proposed development; and
  - reasonable in all other aspects.
- 2.6. The use of planning obligations must be governed by the fundamental principle that planning permission may not be bought or sold. It is therefore not legitimate for unacceptable development to be permitted because of benefits or inducements offered by a developer which are not necessary to make the development acceptable in planning terms.
- 2.7. Of particular relevance to this SPD is the Circular's acceptance of 'pooled contributions'. Where the combined impact of a number of developments creates the need for infrastructure, it may be reasonable for the associated developers' contributions to be pooled, in order to allow the infrastructure to be secured in a fair and equitable way. The Circular advises that in these circumstances the need for the infrastructure and the likelihood of a contribution being required should be set out in advance.

### **3. Background to the Need for this Guidance**

#### Kirklees Strategic Economic Zone (KSEZ)

- 3.1. The Leeds Road Corridor, Huddersfield, has been identified as being one of the key areas that can help achieve economic regeneration within Kirklees.
- 3.2. Significant opportunities will arise in the KSEZ corridor with expectations that substantial development will come forward over the next ten years. The land uses are mainly existing industrial which can be redeveloped, or sites allocated in the Unitary Development Plan. These have a potential to create about 5000 jobs. There are also a small number of opportunities for housing development situated mainly towards the periphery of the zone. On the basis of these opportunities, and taking account of the concentration of existing businesses and the quality of the corridor for access to the town centre and the motorway, this area has been declared a Strategic Economic Zone in line with the Regional Economic Strategy.

#### Transport Context

- 3.3. The Council commissioned a study to investigate transport issues along the corridor and to provide recommendations for a Transport Strategy capable of accommodating likely development within the surrounding area for a 10 year period. This development will generate additional peak time daily trips. Some of these will be made by car, others by bus, cycle and on foot.
- 3.4. With no infrastructure or service improvements, congestion, air quality, the unreliability of journeys for all travel modes and potentially safety will worsen. Consequently, a phased programme of proposals combining improved public transport, walking and cycling facilities has been developed to encourage use of these modes, together with enhancements to the highway network to increase capacity.
- 3.5. The initial phases concentrate on improvements to the northern junctions of the corridor from Three Nuns Traffic Signals (junction of A62 Leeds Road / A644 Huddersfield Road) to Cooper Bridge Roundabout (junction of A62 Cooper Bridge Road / A644 Wakefield Road) and the junction of A62 Leeds Road with A6107 Bradley Road and B6118 Colne Bridge Road.
- 3.6. Delivery of these initial phases is the focus of this SPD to ensure that developer contributions supplement public funding and give greater certainty of successful implementation of the improvements. The SPD also seeks the production of Travel Plans with planning applications and their implementation to secure new travel habits amongst employees to reduce use of the private car.

## Sustainable Transport

- 3.7. Sustainable transport measures feature strongly in the KSEZ strategy and will assist to minimising delays and maintain journey time reliability on the A62 by
- offering alternative forms of travel to the car giving travellers greater choice,
  - addressing difficulties in accessing new local employment opportunities from adjacent residential areas, and
  - contributing to improvements in air quality by reducing the rate of increase in emissions from traffic.

## Public Transport

- 3.8 Specifically the corridor improvements will include measures to enhance bus priority including dedicated lanes and the introduction of enhanced traffic management and Intelligent Transport System (ITS) technology. These features will help reduce delays and improve bus service reliability along the corridor. Further service provision has also been examined for introduction as the new measures and increased demand take effect.

## Greenways

- 3.9 The strategy will also strengthen the greenway network. An ambition of the Council is to develop a Green Network as part of its commitment to combat climate change and protect the local environment by developing a network of cycleways, footpaths and open spaces. Major features of the KSEZ are green links along the riverside, canal and the disused railways which will continue to be strengthened and enhanced.

## Landscaping

- 3.10 In accordance with standard practice opportunities will be taken to landscape areas in association with infrastructure construction. Finance has been allocated in the KSEZ strategy for landscaping and mitigation of visual impact. Landscaping works will also be carried out on linear routes adjacent to the transport network, particularly along greenways and corridors to enhance biodiversity. This work will use appropriate species to create habitats attracting wildlife and sensitive maintenance regimes will be introduced to encourage wildlife to flourish.

- 3.11 The KSEZ transport strategy is phased as follows

### **Phase 1 comprises :**

- ◆ The replacement of the small signalled roundabout at Cooper Bridge with a larger signalled gyratory with additional approach lanes.
- ◆ A new inbound bus lane between Three Nuns Traffic Signals and Cooper Bridge Roundabout,
- ◆ Additional approach lanes at the Three Nuns traffic signals,

- ◆ A roadside emissions testing and enforcement facility at Cooper Bridge Roundabout.

**Phase 2 comprises :**

- ◆ Further capacity enhancements at the A62 Leeds Road / Bradley Road / Colne Bridge Road junction (building on improvements carried out in 2005 using Section 106 agreement finance associated with planning approval for Bradley Business Park, which increased capacity and introduced pedestrian facilities),
- ◆ Installation of air quality monitoring equipment at the Leeds Road / Bradley Road / Colne Bridge Road junction.

These phases are those to which developer contributions will be directed using the mechanism outlined in this SPD.

**Longer Term Proposals**

3.12 Other Public Transport, Walking and Cycling Measures

- ◆ Bus priority at all traffic signals on the corridor
- ◆ Continued funding for the amendment to a bus route in April 2004 to link the Sheepridge, Brackenhall and Riddings housing estates with the employment opportunities on the corridor (initially funded by Bradley Business Park under a Section 106 agreement),
- ◆ Enhance the existing pedestrian and cycle network (including greenways) linking adjacent residential and employment areas on the corridor,
- ◆ Formal pedestrian crossing facilities on signalised junctions along the corridor.

Other Air Quality Measures

- ◆ Additional permanent roadside monitoring equipment

Other Highway Network Proposals

- ◆ Widening of the railway bridge to the south of Cooper Bridge Roundabout and Cooper Bridge Road south to the Leeds Road / Bradley Road / Colne Bridge Road junction. This includes providing a new inbound bus lane and additional inbound lane for general traffic approaching the latter junction.,
- ◆ An additional outbound lane and revised pedestrian facility at the Leeds Road / Whitacre Street junction.
- ◆ Layout changes at the Leeds Road / Bradley Mills Road junction incorporating new pedestrian facilities,
- ◆ Changed layout and enhanced signal operation at Leeds Road / Hillhouse Lane / Thistle Street.
- ◆ Modern traffic management technology throughout the corridor including; traffic and environmental monitoring, more intelligent signal control systems, and the provision of real time traffic information.

Appendix 2 presents a full list of proposed improvements along the KSEZ corridor with cost estimates. The Council is considering the submission of a

LTP major scheme bid to the Department for Transport to contribute to delivering the future improvements of the KSEZ strategy.

- 3.13 This transport strategy and SPD prioritises the delivery of improvements on the most congested section of the A62 KSEZ corridor using a combination of public capital finance and private sector developer contributions. There are a number of developments coming forward that will generate further traffic on Leeds Road at its southern end from its junction with Hillhouse Lane / Thistle Street junction south to Huddersfield Town Centre. These developments are anticipated to generate significant volumes of traffic and the council is in the process of developing measures to accommodate the impact of these.
- 3.14 An aspiration of Kirklees Council is that these developments will link to and form an extension to Huddersfield Town Centre. Future KSEZ transport infrastructure improvements will seek to serve this development using sustainable means.
- 3.15 The operation of the SPD will be kept under review to establish how funding of the longer term plans including the southern transport improvements can be funded. Initially the focus is to the northern improvements and to secure its implementation. One option under consideration is the introduction of a district-wide approach to securing transport contributions to assist the provision of essential transport infrastructure as required to accommodate new development in general.

#### Air Quality Issues

- 3.16 All local authorities are required to review and assess air quality in their areas and determine if there is a “likelihood of exceeding statutory air quality objectives”. Where an Authority forms the opinion that thresholds are likely to be exceeded then it is obliged to declare an “Air Quality Management Area” (AQMA) with a designated geographical boundary and develop an “Action Plan” (AQAP) for the improvement of air quality in that area.
- 3.17 Annual air quality assessments to date indicate that the situation in the KSEZ is borderline for complying with the annual mean objective for nitrogen dioxide (NO<sub>2</sub>) without further development taking place. A decision has been taken not to declare an AQMA at this time, with the most sensitive parts of Leeds Road being monitored closely. The proposed development of sites within the KSEZ may lead to air quality thresholds being exceeded.
- 3.18 PPS23 “Planning and Pollution Control” gives advice on these circumstances. This looks at air quality as a material consideration in development control decisions. It notes three essential points:
  - impact on air quality will be particularly important where there is an AQMA or where the development will result in an AQMA and where planning permission would conflict with or render unworkable the elements of an AQAP

- not all planning applications should be refused within an AQMA if the developments will result in a deterioration of air quality. Such an approach would sterilise development
- applications where air quality is a material consideration should be supported by Air Quality Assessments allowing full consideration of the impact of the proposal. Further details on the need for assessments and their content can be found on the Council website - [www.kirklees.gov.uk/community/environment/airquality](http://www.kirklees.gov.uk/community/environment/airquality).

3.19 The proposed SPD and transport strategy are mechanisms which will provide a framework for mitigating the effects of economic development in the area of the KSEZ, and if an AQMA is declared will form the basis of an AQAP.

#### **4. General Approach to New Development**

- 4.1. To fulfil the objectives of the KSEZ it is important that new development can be facilitated. To achieve this there are clear implications for the operation of the highway and impacts on local environmental quality that must be addressed. To this end, new development will be expected to assist in financing the Transport Strategy offering certainty that the infrastructure needed to accommodate the traffic generated whilst maintaining the operation of the corridor in a safe manner and encouraging modal shift opportunities. Initially contributions will relate to Phase I and II of the strategy at the northern end of the corridor (between Three Nuns traffic signals and the A62 Leeds Road / Bradley Road / Colne Bridge Road junction) where constraints exist, traffic congestion occurs and safety on the strategic network may be compromised. Without this approach, development may be constrained by inadequacies of the transport infrastructure or by air quality policy. Engagement of the private sector in the financing of improvements will in turn help to lever-in funding from other sources.
- 4.2. New development will need to be designed with modal shift opportunities in mind to encourage greater use of public transport, cycling and access by foot to reduce the impacts on congestion and air quality. Developers will be required to submit Travel Plans to show how modal shift can be achieved and how future businesses will be managed and operated to discourage use of the private car and encourage more sustainable means of transport – see advice in Appendix 4.
- 4.3. Travel Plans will be relevant where Air Quality Assessments are needed as referred to in para 3.19. Traffic pollution is the major contributor to poor air quality and measures to help minimise traffic growth are therefore important in mitigating the impact of new development.
- 4.4. Opportunities for new development to contribute to the expansion and enhancement of the Green Network should also be considered in conjunction with the Council as these potentially complement the delivery of effective Travel Plans.

- 4.5. In submitting planning applications developers will also need to deal with issues not directly relevant to this SPD such as habitat protection, contamination, flood risk etc. Parts of the KSEZ are identified as at high risk of flooding and assessments will be need to be submitted where flooding of development sites is a risk or new development may exacerbate flooding concerns. Advice can be given in pre-application discussions on the range of matters required to be dealt with in planning applications for specific sites and the form of the assessment required.

## **5. Which Development Proposals Will the Approach Apply To?**

- 5.1. All proposals will be expected to embrace the principles of sustainable transport. This is essential if the highway is to perform at current levels of operation, reliability, with regard to safety and in meeting air quality targets. The approach on financial contributions will also need to be equitable. For the smallest developments however it is unlikely to be reasonable or cost effective to insist on it being applied to them. A threshold of 9 additional peak hour trips through the northern improvements (at A62/A644 Three Nuns traffic signals, A62/A644 Cooper Bridge Roundabout and A62 Leeds Road / A6107 Bradley Road / B6118 Colne Bridge Road traffic signals) will be applied. Developments exceeding this threshold will be subject to negotiations to secure financial contributions. This will apply to sites within the KSEZ but also to proposals outside the boundary which can be shown to generate 10 or more peak hour trips through the northern improvement. A trip is defined as a single movement of a passenger car unit (pcu) which is a unit equivalent to the road capacity requirements of a private car. It can be used to represent the needs of any class of vehicle.
- 5.2. The Council is committed to early discussion to establish the parameters for negotiation and to set out the range of information needed to make progress on the submission of planning applications. Initial enquiries can be made through the Planning Service Development Team, which has been established to deal with pre-application enquiries on major developments, or directly with the Highways and Transportation Service, Development Control unit.

## **6. Establishing Impact**

- 6.1. Transport Assessments (TA), submitted with planning applications for developments likely to breach the threshold, provide the best means within which trip rates for the development can be agreed between the developer and the Council. Normally, this would be at the stage of a full application for planning permission when sufficient detail is available of the scale of the development to be assessed. In the case of outline applications, sufficient information would be required to establish whether the threshold was likely to be breached and, where there was a likelihood of financial contributions being sought, a condition would be attached to the approval requiring the provision of a detailed assessment to calculate and secure through a legal agreement appropriate funding for the Transport Strategy.

- 6.2. TAs should generally be based on Guidance on Transport Assessment document published jointly by the Department for Transport and the Department for Communities and Local Government in March 2007 and with reference to detailed guidance on the preparation of TAs provided by the Council and available from the Planning Service.
- 6.3. The assessment will need to show the increase in peak hour traffic generation over baseline peak hour traffic assigned to the northern section of the A62 (between Three Nuns Traffic Signals and Cooper Bridge Roundabout). This, net figure, will be the key component in establishing the level of financial contribution to the Transport Strategy. The baseline data will normally be current levels of traffic generated by the existing use at the time of the submission of the application. Any other baseline postulated related to the level of use capable of being accommodated without the need for planning permission would have to be justified as reasonable and realistic.
- 6.4. The net increase in traffic will also be important for determining site-specific improvements required to address more immediate impacts such as vehicular access arrangements or localised safety issues associated with new vehicular or pedestrian accesses. Such measures will need to be provided by the developer in connection with the development in addition to any financial contribution to the Transport Strategy.
- 6.5. Council policy is aimed at encouraging use of sustainable modes of transport and consequently the Council will encourage the inclusion of measures in new developments to support walking, cycling and public transport. Travel Plans, providing a framework for the delivery of sustainable transport objectives, will give greater certainty that high levels of use of sustainable transport modes can be achieved where this is predicted by developers. Travel Plans, or at least their outlines, should be submitted in conjunction with TAs with an agreed programme of measures for implementation. This will be important for establishing traffic levels from unconstrained use of the site (the basis for calculating the tariff to be paid) and predicted traffic reductions from measures for introducing traffic restraint and improved public transport as well as facilities for pedestrians and cyclists.
- 6.6. Where Travel Plans are effectively implemented by developers in accordance with the agreed programme the Council will reimburse a proportion of the tariff calculated on the basis of the agreed predicted level of traffic reduction assigned to the measures.
- 6.7. Basic guidance on Travel Plans is included in Appendix 4 of this SPD. Because of the nature of air quality in the KSEZ it is important that all proposals help to encourage the use of sustainable transport. The present advice indicates that only in the case of larger proposals will it become necessary to submit Travel Plans but judgements will be made about the need for the submission of such plans in smaller schemes which have the propensity to successfully include sustainable transport measures secured by formal Transport Plans. The Council is prepared to give advice to assist in

making decisions on when Travel Plans would be appropriate and how they should be prepared.

- 6.8. If in the future air quality is predicted to worsen and exceed the objective for nitrogen dioxide levels, and an AQMA is declared, it may become necessary for a larger proportion of development proposals to be supported by Travel Plans.

## **7. Calculating the Financial Contribution**

- 7.1. The financial contribution from the Developer to the planned transport improvements will be calculated by taking the maximum additional peak hour trip movements, as agreed through the TA, times a cost multiplier.
- 7.2. The tariff or cost multiplier is based around the proportion of the overall cost of the transport strategy to be paid for by the private sector divided by the number of peak hour trips which the KSEZ approach is predicted to generate over about the next ten years.
- 7.3. The cost of improvements Phase I & II is estimated at about £12.6m and the Council's intention is to contribute just over £6m towards the cost of these improvements. The private sector contribution to be sought therefore is £6.6m.
- 7.4. The Council initially propose to hold the level of the tariff at £7876 to ensure the figure does not exceed the amount set out in the draft SPD. On the basis of the predicted trips from known potential development schemes this would raise approximately £5.5 million with a resulting shortfall of £1.1 million. It would be reasonable to expect this shortfall to be made-up from windfall sites i.e. those developments coming forward in the future that are difficult to predict at this time and also from funding levered in from other sources. The full audit trail of the Council's calculation of the tariff level is included in Appendix 5.
- 7.5. The basic cost multiplier of £7876 will need to be reviewed from time to time as costs of the scheme vary and receipts are monitored – see Section 9 on Monitoring and Review.
- 7.6. Refer to Appendix 3 for an example of the calculation of the financial contribution.

## **8. Securing Financial Contributions**

- 8.1. Securing a financial contribution is necessary for the proper planning of the area to provide the means by which the transport network can be developed and managed to accommodate new development and consequently to grant new planning permissions relatively unhindered. The alternative to this planned approach would be refusal of planning permissions on transport grounds or a single developer faced with the prospect of having to pay for major transport improvements.

- 8.2. The Council will normally need a planning agreement to be entered in to by developers under Section 106 of the Town & Country Planning Act. This will specify the amount of the contribution and the timing of the payment.
- 8.3. Payments should normally be made at the time of the commencement of the development. Proposals to defer payment of the contribution would not be acceptable unless this was agreeable to both parties. This situation is only likely to be acceptable to the Council where there is no immediate requirement to draw down funds to match public sector funding. In such cases the Council would require a bond guarantee to provide the necessary certainty that the payment would be accessible to them at a given date.
- 8.4. Whilst the payment of a financial contribution would not guarantee that specific improvements to the network could be introduced prior to the completion of the development, in reality, the expectation is that public funding would be drawn down to advance phased improvements at an early date. The payment would be held in an account related to the KSEZ strategy.

## **9. Monitoring and Review**

- 9.1. The level of contributions secured and received will be continuously monitored and reported to assess progress against the most up to date programme for implementation of the transport improvements. The current programme does not envisage the commencement of construction of Phase 1 until mid 2011 and by this date a flow of funding from contributions is anticipated.
- 9.2. Whilst the process is not risk free appropriate arrangements will be put in place to reduce risk and to give confidence that the proposed infrastructure improvements will be completed within a reasonable timescale. A systematic planning process will ensure that contributions are properly made and that a fair and equitable process applies to all relevant developments. The Council will also be considering the need for further public funding from a range of sources as well as assessing a district-wide approach to transport contributions. Whilst a district-wide approach would inevitably relate to a wider range of infrastructure schemes the Leeds Road corridor improvements would be seen as a priority for completion. Any new approach would need to take account of Government aspirations for Planning Gain Supplement aimed at securing contributions for infrastructure provision on a national basis.
- 9.3. Regular monitoring will ensure that the level of contributions can be adjusted in line with changing development proposals and to take into account changes in funding methods, grant bids, and the receipt of developer contributions.
- 9.4. The level of the tariff may need to be increased as circumstances change. To ensure that developers are not faced with undue uncertainty in the planning stages of new development proposals the Council propose to limit any increase to within the relevant cost index for road construction projects i.e. The Road Construction Price Index prepared by DfT.

## References.

The following documents were used in compiling the SPD.

- Government Circular 5/2005: Planning Obligations
- Planning Policy Guidance and Planning Policy Statements
- West Yorkshire Local Transport Plan
- Vision 2012 – Kirklees community strategy
- Local Public Service Agreement
- Kirklees Unitary Development Plan
- The A62 KSEZ Transport Strategy (draft)
- Using the planning process to secure travel plans – Best practice guide July 2002.
- Making Travel Plans Work – Dept of Transport
- Developer Contributions for Transport Infrastructure in Kirklees – Ove Arup for Kirklees Council 2006
- Guidance on Transport Assessment – DfT / DCLG – March 2007
- Central Kirklees Cycling Map and Guide

### Extract of the Unitary Development Plan

#### Highway and Accessibility Considerations in New Development

8.33 New development will not normally be acceptable if it will create or add significantly to safety or environmental problems on the existing highway network, or, if it does not make provision for appropriately designed new highways within the development. Development sites should be located where there is a choice of means of travel. It will be desirable for such sites to be close to good quality public transport provision but where this is not possible improvements in the level of provision will need to be included as required by policy T19. Development proposals in the plan have been examined to ensure that they do not have unacceptable effects on the highway network but in some instances off-site works may be needed to increase highway capacity or to overcome road safety or environmental problems. Where developments require off-site highway works, the Council will normally seek safeguards through planning agreements to ensure that such improvements are funded by the developer and implemented before the development is brought into use. Guidance on the design of new highways is provided in the Council's Highway Design Guide and Design Bulletin 32. Innovation will be possible in design, provided that the basic principles required by the Council are met, and the needs of service vehicles, public transport and emergency vehicles are also catered for. Highways designed appropriately will be adopted for future maintenance by the Council under the provisions of the Highways Acts.

**T10 NEW DEVELOPMENT WILL NOT NORMALLY BE PERMITTED IF IT WILL CREATE OR MATERIALLY ADD TO HIGHWAY SAFETY OR ENVIRONMENTAL PROBLEMS OR, IN THE CASE OF DEVELOPMENT WHICH WILL ATTRACT OR GENERATE A SIGNIFICANT NUMBER OF JOURNEYS, IF IT CANNOT BE SERVED ADEQUATELY BY THE EXISTING HIGHWAY NETWORK AND BY PUBLIC TRANSPORT. PROPOSALS WILL BE EXPECTED TO INCORPORATE APPROPRIATE HIGHWAY INFRASTRUCTURE DESIGNED TO MEET RELEVANT SAFETY STANDARDS AND TO COMPLEMENT THE APPEARANCE OF THE DEVELOPMENT.**

## Appendix 2

### Transport Strategy

The proposals outlined below comprise the A62 KSEZ Transport Strategy.

Proposal	Description	£000's
<b><u>Transport Improvements (completed)</u></b>		
Bradley Road Junction Improvements	Junction improvement to increase capacity and to introduce pedestrian crossings	1100
<b><u>Transport Improvements – Future Phases</u></b>		
<b>Phase 1</b>		
(i) Three Nuns/Cooper Bridge Gyratory	Replace a small signalled roundabout with a large signalled gyratory at Cooper Bridge incorporating an additional approach lane to improve capacity, and an additional lane extending the existing bus lane encouraging public transport use, pedestrian / cycle crossings and provide a landmark gateway feature. Provision of additional approach lanes and pedestrian crossings at Three Nuns Traffic Signals.	10103
(ii) Air Quality Monitoring Site	Provision of a permanent VOSA roadside monitoring site.	130
<b>Phase 2</b>		
(iii) Bradley Road Junction Improvements Phase 2	Further capacity provision and accident reduction measures. Options developed but require further evaluation and public consultation. Works include provision of an air quality monitoring station. Phase 1 was carried out in 2005 as a condition of the planning approval for Bradley Business Park.	2600 min
<b>Other Future Improvements</b>		
(iv) Cooper Bridge Road	Widening the carriageway to create additional inbound general traffic and inbound bus lane, including widening of the railway bridge.	
(v) Whitacre Street Junction Improvement	An additional outbound lane to increase capacity and revised pedestrian facility.	
(vi) Bradley Mills Road Junction Improvement	Layout changes to introduce new pedestrian facilities and reduce accidents.	
(vii) Hill House Lane Junction Improvement	Changed layout and method of operation to increase capacity	
(viii) Pedestrian and Cycle Links	Improved links between residential areas and the new and existing job opportunities on the corridor	
(ix) Local Bus support	Funding for continuation of a bus route amendment to link the Sheepridge, Brackenhall and Riddings housing estates with the employment opportunities on the corridor. (Route amendment was introduced in April 2004 funded by Bradley Business Park under a Section 106 agreement.)	
(x) Corridor Intelligent Traffic Control System	Modern traffic management technology to support the corridor transport objectives through traffic and	

(xi) Additional Bridge Widening	environmental monitoring, more intelligent signal control systems and the provision of real time traffic information. Localised Bridge widening over river and canal to accommodate generated traffic.	
<b><u>Environmental Improvements</u></b>		
(xi) AQ monitoring equipment	Establish monitoring stations at strategic points along the KSEZ.	
(xii) Corridor Landscaping	Tree planting and landscaping to improve the visual quality of the corridor.	

**Example of the Financial Calculation**

Development Proposal

Re-development of a brownfield site (5 ha) within the KSEZ for office (B1), general industry (B2) and warehousing and distribution (B8) land uses. This site was last occupied in 2001 therefore there is no existing traffic generated from it.

There will be 35% GFA site coverage with a split in land use of 15% B1, 35% B2 and 50% B8 therefore 35 000m<sup>2</sup> GFA will be developed split as follows ;

Office (B1) 2625m<sup>2</sup> GFA  
 General Industry (B2) 6125m<sup>2</sup> GFA, and  
 Warehousing (B8) 8750m<sup>2</sup> GFA..

To establish the amount of traffic generated from the development in the peak hours a series of trip rates have been derived from the TRICS database. This is an established tool in the industry to carry out this task. The table below details the trip rates used in relation to the KSEZ transport study:

Trips per 100sqm Land Use	AM peak			PM peak		
	Arrivals	Departures	Total	Arrivals	Departures	Total
Office	3.05	0.32	3.37	0.51	2.24	2.75
General Industry	0.72	0.63	1.35	0.33	0.81	1.14
Warehousing	0.18	0.11	0.29	0.22	0.27	0.49

Multiplying the amount of land intended to be developed for each use by the corresponding trip rates give a trip generation forecast presented in the Table below. No account has been taken in calculating these trip generations of the impact of travel plans that are successfully implemented.

Trips Land Use	AM peak			PM peak		
	Arrivals	Departures	Total	Arrivals	Departures	Total
Office	80	8	88	13	59	73
General Industry	44	39	83	20	50	70
Warehousing	16	10	25	19	24	43
TOTAL	140	57	197	53	132	186

If a Transport Assessment for the development has been submitted, and the Council is satisfied with the trip rates and generation levels presented, then those will be used to calculate the contribution from the developer towards the transport strategy.

In this example the morning peak hour flow of 197 will be used to calculate the contribution from the developer.

At the tariff agreed to be charged of £7876 per trip the contribution required from the developer to the transport strategy is :

197 trips @ £7876 = £1,551, 572.

### Advice on Travel Plans

A travel plan is a mechanism by which an employer can deliver sustainable transport objectives. A travel plan aims to reduce reliance on the private car for employee commuting and business travel and to implement and promote more environmentally friendly modes of travel and workplace practice. A travel plan would also be expected to address, where appropriate, visitor travel, fleet management, freight issues or site servicing.

The requirement for a travel plan will be secured through the planning process (see “Legal Mechanism” section below). The applicant will be required to submit and obtain approval for a travel plan prior to first occupation of the development.

The travel plan (TP) will be in place and effective from first occupation and will be expected to cover at least the following issues:

- Introduction and summary of development proposals
- Roles and responsibilities for implementation of the travel plan, including
  - nomination of TP Co-ordinator within each company / development, or
  - establish a TP management group for a development / site, and
  - how and when details of these contacts will be passed to the Council.
- Baseline travel patterns
  - how travel patterns will be surveyed , by who and when,
  - how this baseline data will be held and presented to the Council.
- Objectives and targets
  - targets for modal shift, reduction of single- occupant car use and increase in use of more sustainable modes for commuting, business travel and visitors.
- Measures to achieve objectives and targets
  - description of both hard and soft measures,
  - specific information on the infrastructure to be provided to encourage and incentivise more sustainable travel.
- Implementation and marketing
  - mix of ongoing promotion and one-off events,
  - procedure for “roll out” of travel plan to staff,
  - co-ordinate with any Local Authority or Metro led initiatives and events.
- Monitoring and review
  - how modal share will be surveyed and monitored,
  - agreement of review dates and regime for reporting to the Local Authority.

### Legal mechanism

The applicant will usually be required to enter into an Agreement with Kirklees Council made under Section 106 of the Town and Country Planning Act 1990. The Section 106 Agreement will normally be tailored to each development.

### Further travel plan guidance

Detailed travel plan guidance covering the required components of a Travel Plan together with a model travel plan framework document are provided by the Council.

The Council's travel plan guidance is informed by the government publication 'Using the planning process to secure travel plans "Best practice guide" July 2002. Further assistance and information on Travel Plans can be found in :

"A Travel Plan Resources Pack for Employers" – transportenergy (energy saving trust), Tel 0845 – 602 1425 or [www.transportenergy.org.uk/bestpractice](http://www.transportenergy.org.uk/bestpractice)

"Making Travel Plans Work: Lessons from UK case studies" Department for Transport , Tel 0870 – 122 6236 or [www.dft.gov.uk](http://www.dft.gov.uk)

Further information about travel planning and more detailed guidance on measures appropriate to individual developments is available by contacting the following in Kirklees Council's Transportation Unit ;

Joanne Waddington–Tel: (01484)–225506 Email : [joanne.waddington@kirklees.gov.uk](mailto:joanne.waddington@kirklees.gov.uk)

Jon Gunby – Tel : (01484) – 225605. Email : [jon.gunby@kirklees.gov.uk](mailto:jon.gunby@kirklees.gov.uk)

There are contacts at Metro (West Yorkshire Public Transport Executive) that can offer assistance with transport issues addressing the impacts of new development. These are :

Planning Application discussions :- Development Department Planning Assisitant. Tel (0113) -2517321

On-street infrastructure :- Area Co-ordinator Kirklees Tel :- (0113) – 2517485

Metrocards: Fares and Pricing. Tel :- (0113) – 2517275

West Yorkshire Travel Plan Network, see [www.wytravelplan.com](http://www.wytravelplan.com) (for information on what the network has to offer and current contacts)

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## Audit Trail of the Tariff Calculation

### Cooper Bridge / Three Nuns Improvement and Bradley Road Leeds Road - Potential Levy on Developers.

#### Background Introduction

The aim of this note is to inform an SPD (Supplementary Planning Document) supporting Kirklees Council's LDF (Local Development Framework) setting out a formal methodology for developers contributing to Phase 1 and 2 transport infrastructure proposals of the A62 KSEZ (Kirklees Strategic Economic Zone) corridor at the Cooper Bridge and Three Nuns junctions and the junction of A6107 Bradley Road and B6118 Colne Bridge Road with A62 Leeds Road based around anticipated traffic generation from potential development sites.

The estimated cost of the proposals at Cooper Bridge / Three Nuns is £10.103 million (Phase 1), with the current favoured option for A6107 Bradley Road / Leeds Road junction at this preliminary stage estimated at £2.6 million (Phase 2). The combined cost in delivering these improvements is £12.703 million.

Kirklees Council has a capital allocation towards these works of £6.073 million, requiring private contributions of £6.63 million to finance improvements at both junctions.

#### Identified Developments

The developments identified as generating traffic that impacts on the proposals over the next 5 to 7 years are :-

Sites already allocated in the UDP or the subject of submitted planning applications  
 Mirfield 25, Slipper Lane, Mirfield  
 Gasworks Street, former Gas Works Depot within the Town Centre – Stadium Axis  
 James Robinson, Hillhouse Lane  
 Bradley Road North Residential site (greenfield land)  
 Hillhouse Sidings

#### Additional Potential Re-development Sites

Site outside Kirklees generating significant development traffic in KSEZ.  
 Clifton Business Park, Calderdale

#### Trip Generation

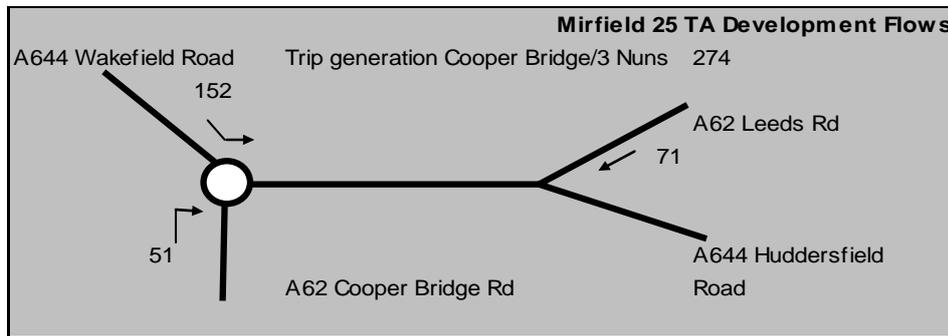
The sites identified above are all anticipated to generate at least 10 trips in the peak hour in which the traffic flow is highest. This is the suggested threshold at which developers will be liable to contribute towards the cost of the KSEZ schemes. This trip generation is based on the development proposals to the best of the Council's knowledge in early July 2007. Information for some of these sites is preliminary but the best available at the time.

### **Sites already Allocated in the UDP for Kirklees or the subject of submitted planning applications**

#### Mirfield 25

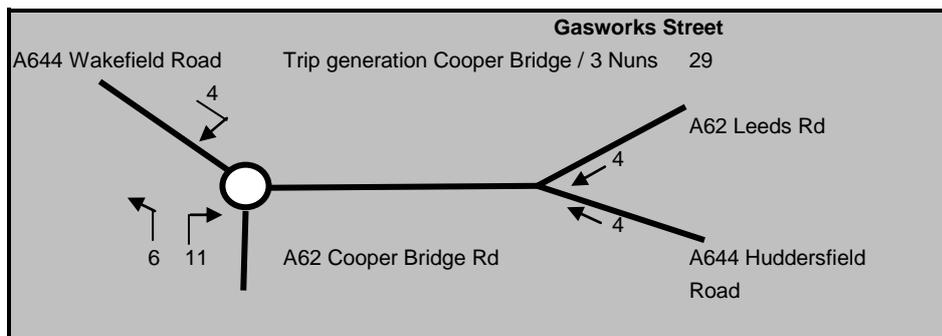
With regards to the Mirfield 25 proposals, the developers transport consultants have at the Council's request developed a gravity model and distribute / assign the generated trips to the highway network. This work is nearing completion but indications are that it offers a more realistic trip distribution around the network than the initial TA and previous work carried out by the Council. The model is based on 2001 census populations and journey to work

distances. An estimate of the number of peak hour trips passing through Cooper Bridge from the development outlined in the Transport Assessment (TA) supporting the planning application is presented below.



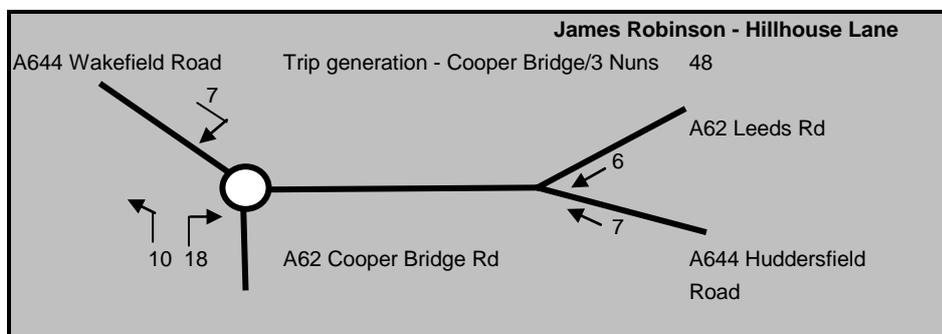
**Town Centre Stadium Axis - Gasworks St – NG site**

The planning application for this site presents a development land mix of 7000m<sup>2</sup> non-food retail, 1500m<sup>2</sup> of offices and 27 residential units. This is subject to negotiation and discussion between the planning authority and the developer but is the basis for the trip generation calculations presented as follows.



**James Robinson – Hillhouse Lane**

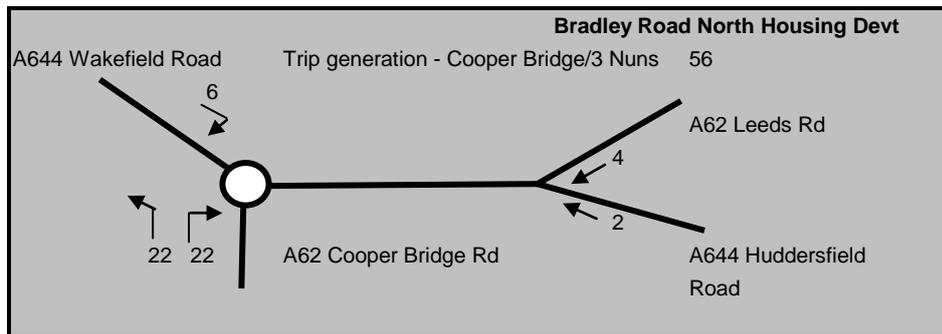
An application for this 2.4 ha site is also currently progressing through the planning decision process. It is proposed that this will comprise 3 no-food retail units (420m<sup>2</sup>), a 104 bed roomed hotel, an office development (estimated to be 3110m<sup>2</sup> GFA), warehousing and distribution (6220m<sup>2</sup> GFA) and 3 pub / restaurants including changing the use of St Andrews Church to a restaurant. The proposed floorspace on the site is 15223m<sup>2</sup> and 289 parking spaces are proposed. On this basis the peak hour trip generations from this site passing through Cooper Bridge have been calculated.



**Bradley Road North Housing Development (300 houses)**

This is a greenfield land allocation in the UDP that could potentially come forward in time to contribute to the Cooper Bridge / 3 Nuns and Bradley Road / A62 Leeds Road proposals. It

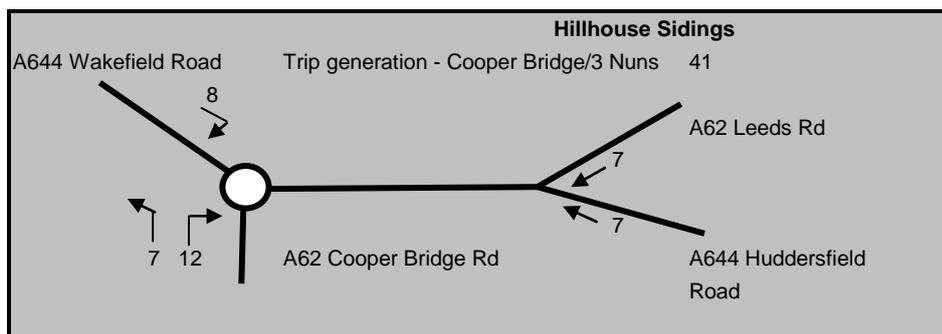
is assumed that the development will comprise 300 houses with the number of peak hour trips passing through the Cooper Bridge / 3 Nuns junctions detailed below.



### Hillhouse Sidings

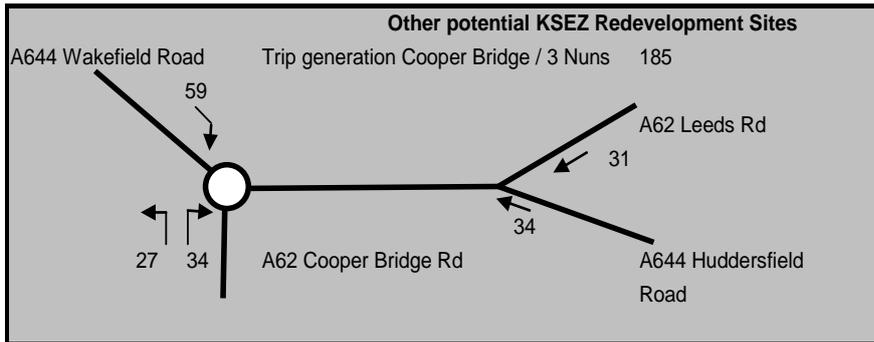
This is a linear shaped site (7.6ha) of former railway sidings. Owned by Network Rail, it is identified and safeguarded in the UDP as a strategic freight yard. The site currently has a number of temporary industrial uses and its shape and location may make it difficult to market. It will also require substantial reclamation work before future development can take place.

Future development site coverage has been assumed to be 25% (19000m<sup>2</sup> GFA) and land use has assumed to be general B2 industry. Based on these assumptions the predicted development traffic passing through Cooper Bridge and 3 Nuns is presented as follows.



### Additional Potential Re-development Sites

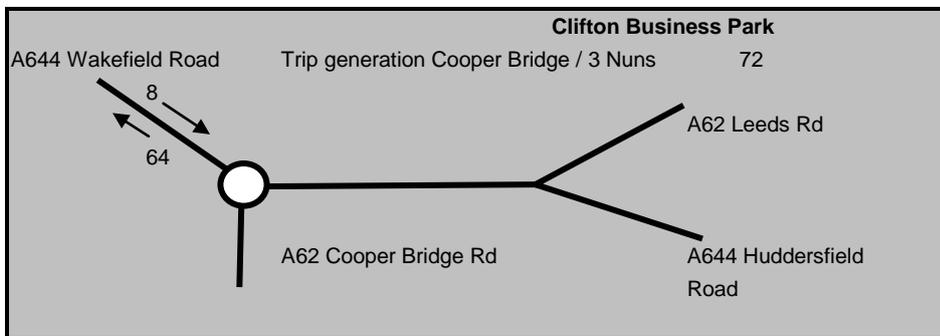
These sites combined incorporate a mix of B1/B2 and B8 industrial land uses of around 16 hectares along with a mix of leisure / hotel and residential development. The trip generation from the industrial area is based on site coverage of 35% with a land use split of 15% (B1 office) 25% (B2 General Industry) and 60% (B8 Warehousing / Distribution). The majority of the trips generated by the hotel and leisure land uses will occur outside the peak commuting hours. The traffic flows passing through the Cooper Bridge Roundabout to Three Nuns Traffic Signals are presented below :-



**Site outside Kirklees but development traffic generated impacts on A62 KSEZ corridor**

**Clifton Business Park**

The highest peak hour flow generated by Clifton Business Park at the Cooper Bridge / Three Nuns junction occurs in the morning peak based on anticipated land use information provided by the developer’s agent. This is detailed below



**Levy Calculation**

At present Kirklees Council has set a maximum levy of £7876 per trip during the peak hour with the highest flow. Using the traffic generation for the developments outlined above the contributions secured would be as follows :

The amount of development traffic passing the Cooper Bridge / 3 Nuns in the highest peak hour is :  $274+29+48+56+41+185+72=705$ . This would raise £5 552 580 divided as follows :

- Mirfield 25 (274 x 7876) = £2 158 024
- Town Centre Stadium Axis - Gasworks St – NG site (29 x 7876) = £228 404
- James Robinson (48 x 7876) = £378 048
- Bradley Road North (Res. Dev) (56 x 7876) = £441 056
- Hillhouse Sidings (41 x 7876) = £322 916
- Other Potential Development Sites (185 x 7876) = £1 457 060
- Clifton Business Park (72 x 7876) = £567 072

This compares with a required contribution from the private sector of £6.63 million to match the Kirklees allocation of £6.073 million.

The funding combining the Kirklees capital allocation and the potential amount of private contributions is £11 625 580 based on the £7876 tariff rate.

This presents a shortfall of £1 077 420.

This would provide the funding for the Phase 1 improvements at Cooper Bridge / 3 Nuns to be constructed, but only provide £1 522 580 towards the A62 Leeds Road / Bradley Road proposals.

### **Site Composition**

#### **Mirfield 25 (as per TA)**

15236m<sup>2</sup> - B1a Offices (Trip rate 2.43 per 100m<sup>2</sup> GFA)  
12296m<sup>2</sup> - B1c / B2 light / general industry (Trip rate 1.35 per 100m<sup>2</sup> GFA)  
975m<sup>2</sup> - car showroom (Trip rate 1.32 per 100m<sup>2</sup> GFA)  
790m<sup>2</sup> - public house (no am peak hour trips)  
3043m<sup>2</sup> - hotel. (Trip rate 0.69 trips per room)

#### **Town Centre Stadium Axis –NG site Gasworks Street (from draft TA)**

7000m<sup>2</sup> – Non-Food Retail (Trip Rate 1.6 per 100m<sup>2</sup> GFA)  
1500m<sup>2</sup> – B1 Office (Trip Rate 3.54 per 100m<sup>2</sup> GFA)  
27 residential units (Trip Rate 0.88 per unit)

#### **James Robinson**

3110m<sup>2</sup> – B1 Offices (Trip Rate 3.54 per 100m<sup>2</sup> GFA)  
6220m<sup>2</sup> – B8 Warehousing and distribution (Trip Rate 0.26 per 100m<sup>2</sup> GFA),  
420m<sup>2</sup> – 3 Non-Food Retail Units (Trip Rate 1.6 per 100m<sup>2</sup> GFA),  
104 bed Hotel (Trip Rate 0.9 trips per bed),  
2400m<sup>2</sup> – Restaurant / Bar (Trip Rate pm peak hour 2.4 trips per 100m<sup>2</sup> GFA)

#### **Bradley Road North Housing Development**

300 houses (AM peak trip rate 0.75 per house)

#### **Hillhouse Sidings**

19000m<sup>2</sup> – B2 General Industry (Trip Rate 1.35 per 100m<sup>2</sup> GFA)

#### **Other Potential Redevelopment Sites**

8505m<sup>2</sup> - B1 Office (Trip Rate 3.37 per 100m<sup>2</sup> GFA)  
14175m<sup>2</sup> - B2 General Industry (Trip Rate 1.35 per 100m<sup>2</sup> GFA)  
34020m<sup>2</sup> - B8 Warehousing (Trip rate 0.26 per 100m<sup>2</sup> GFA)  
17 498m<sup>2</sup> – Bars, Café, Restaurant Public House etc (PM trip Rate 0.66 per 100m<sup>2</sup>)  
15983m<sup>2</sup> – Leisure (snooker, bingo, casino, tenpin bowling etc) (Various trip rates)  
6489m<sup>2</sup> – Hotel (135 rooms) (Trip Rate 0.9 trip per room)  
100 residential apartments (Trip Rate 0.88 trips per unit)

#### **Clifton Business Park – 36231m<sup>2</sup> GFA**

36231m<sup>2</sup> – B1 Office (Trip rate 1.65 per 100m<sup>2</sup> GFA)



## LOCAL DEVELOPMENT FRAMEWORK

### Locations of Local Development Framework Documents for Public Viewing

- 1 Cleckheaton Cash & Information Office**  
Cleckheaton Town Hall  
Bradford Road, Cleckheaton, BD19 3RH  
Tel: 01274 335030
- 2 Birstall Kirklees Information Point**  
Market Street, Birstall, WF17 9EN  
Tel: 01924 326227
- 3 Batley Cash & Information Office**  
Batley Town Hall  
Market Place, Batley, WF17 5DA  
Tel: 01924 326050
- 4 Heckmondwike Cash & Information Office**  
Oldfield Lane, Heckmondwike, WF16 0JH  
Tel: 01924 325620
- 5 Dewsbury Cash and Information Office**  
Dewsbury Town Hall  
Town Hall Way, Dewsbury, WF12 8DG  
Tel: 01924 324516
- 6 Mirfield Library**  
Huddersfield Road, Mirfield, WF14 8BA  
Tel: 01924 326470
- 7 Huddersfield Civic Centre III  
Planning Service, PO Box B93, Civic Centre III,  
Huddersfield**  
Tel: 01484 221627
- 8 Skelmanthorpe Library & Information Centre, Council  
Offices**  
24 Commercial Road, Skelmanthorpe, HD8 9DA  
Tel: 01484 222953
- 9 Holmfirth Library**  
Huddersfield Road, Holmfirth, HD9 3JP  
Tel: 01484 222430
- 10 Meltham Library & Information Centre**  
Huddersfield Road, Meltham, HD9 4AG  
Tel: 01484 222606
- 11 Marsden Information Point**  
20 - 26 Peel Street, Marsden, HD7 6BW  
Tel: 01484 845595

