

TRANSPORT PLANNING (YORK) LIMITED



Retirement Living Housing Development George Street, Prestwich

Transport Statement

January 2024

RETIREMENT LIVING HOUSING DEVELOPMENT
GEORGE STREET, PRESTWICH

PLANNING APPLICATION BY
MCCARTHY & STONE RETIREMENT LIFESTYLES LIMITED

TRANSPORT STATEMENT

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1.0 INTRODUCTION

- 1.1 This Statement has been prepared to address the highway and transportation issues raised in association with the proposal by McCarthy & Stone Retirement Lifestyles Limited (McCarthy Stone) to build a Retirement Living housing development on land to the south of George Street, Prestwich.
- 1.2 The application site is located towards the western end of George Street adjacent to and abutting the Prestwich Golf Course.
- 1.3 The proposed development will comprise 52 Retirement Living apartments (30 one bedroom and 22 two bedroom) with 38 on-site parking spaces (including 4 disabled spaces). All of the parking spaces will be capable of providing electric vehicle charging facilities.
- 1.4 The application site currently accommodates the Fairways Lodge Hotel, Leisure Club and Restaurant accessed off George Street. The hotel stands on a 1.5-acre site and comprises 40 bedrooms, conference and banqueting facilities, a restaurant, leisure centre and bar.
- 1.5 The proposed Retirement Living housing development will be served by the same vehicular access arrangement onto George Street that has served the Fairways Lodge Hotel, Leisure Club and Restaurant etc. The vehicular access will be slightly widened and amended to tie in with the layout of the proposed Retirement Living housing development. The internal road serving the retirement development will remain private and will not be offered for adoption as a public highway.
- 1.6 Although it has now been withdrawn, the former DfT publication “Guidance on Transport Assessment” (GTA) identified thresholds above which the preparation of a Transport Statement or Transport Assessment may be appropriate. Paragraph 2.11 of the publication confirmed that:

“Appendix B provides suggested thresholds below which a formal assessment may not be needed and above which the preparation of a TS or a TA would be appropriate. The thresholds in Appendix B are based upon scenarios which would typically generate 30 two-way peak hour vehicle trips. Whilst there is no suggestion that 30 two-way peak hour vehicle trips would, in themselves, cause a detrimental impact, it is a useful point of reference from which to commence discussions.”

- 1.7 As discussed in more depth later in this Statement, the Retirement Living housing development now proposed would be expected to generate up to some 80 vehicle movements per 12-hour day two-way (i.e. 40 in and 40 out) and some 4 vehicle movements per hour two-way, or on average one movement every 15 minutes, during the morning and evening peak hours. These generated trips would access and egress the application site via the vehicular access onto George Street.
- 1.8 The traffic generated by the proposed Retirement Living housing development will replace the traffic associated with the Fairways Lodge Hotel, Leisure Club and Restaurant that operates on the site. Even ignoring the vehicular traffic associated with the previous use of the site, the traffic generated by the proposed Retirement Living housing proposal will be considerably less than the threshold identified in the former DfT guidance. Hence, it must be concluded that the level of traffic generated by the proposed retirement development will have no material impact upon the operation of the local highway network.
- 1.9 Given the low traffic generation associated with the proposed Retirement Living housing development, there can be no absolute requirement for a Transport Statement, Transport Assessment or Travel Plan to be prepared to accompany the planning application for the proposed development.
- 1.10 Notwithstanding the above, this Statement provides information on the access, traffic generation and parking demand issues associated with the proposal. It clearly demonstrates that the Retirement Living housing development can be satisfactorily accessed, that it has sufficient on-site car parking provision and that the traffic generated by it will have no adverse impact upon the operation of the adjacent highway network or upon road safety.
- 1.11 McCarthy Stone are committed to undertaking sustainable developments. The selection criteria for sites includes an aim to locate developments for the elderly close to public transport corridors and within walking distances of shops and other services likely to be used on a frequent basis by the residents of the developments.
- 1.12 The proposed development is within easy access on foot of the bus routes on the A56, Bury New Road. The location is close to existing local amenities and shopping along Bury New Road. A number of key facilities and destinations can be reached by sustainable modes of travel.
- 1.13 The surrounding area provides a good range of local amenity and service facilities, such as food retail, health services and local retail. These are all located close to the site and can be accessed on foot or by cycle using the existing highway infrastructure.

- 1.14 The local pedestrian infrastructure is typical of its urban location with standard width footways, street lighting and dropped kerb crossings, etc.
- 1.15 As will be identified later in this Statement, paragraph 115 of the National Planning Policy Framework (NPPF) December 2023 advises that:
- Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.*
- 1.16 This Statement will demonstrate that the traffic generated by the proposed Retirement Living housing development, which will be a replacement of traffic associated with the current Fairways Lodge Hotel, Leisure Club and Restaurant use of the site, will not have an unacceptable impact on highway safety and that the residual cumulative impact on the road network would not be severe.
- 1.17 The Statement also provides an example of a Travel Pack that will be provided to all residents of the Retirement Living development to encourage more sustainable travel choices.
- 1.18 This Statement will conclude that there are no defensible highway related reasons why planning permission for the proposed Retirement Living housing development should be withheld.

2.0 RELEVANT CENTRAL AND LOCAL GOVERNMENT POLICIES

National Planning Policy Framework (NPPF) – December 2023

- 2.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. At the heart of the NPPF is a presumption in favour of sustainable development.
- 2.2 Specifically in relation to transport, NPPF paragraph 108 advises that the planning system should actively manage patterns of growth in support of the following objectives:
- a) the potential impacts of development on transport networks can be addressed;
 - b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised - for example in relation to the scale, location or density of development that can be accommodated;
 - c) opportunities to promote walking, cycling and public transport use are identified and pursued;
 - d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account - including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
 - e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.
- 2.3 Paragraph 109 advises that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.
- 2.4 It goes on at paragraph 110 to state that planning policies should:
- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;

- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;
- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;
- d) provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);
- e) provide for any large-scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements; and
- f) recognise the importance of maintaining a national network of general aviation airfields, and their need to adapt and change over time - taking into account their economic value in serving business, leisure, training and emergency service needs, and the Government's General Aviation Strategy.

2.5 NPPF at paragraph 111 confirms that, if setting local parking standards for residential and non-residential development, policies should take into account:

- a) the accessibility of the development;
- b) the type, mix and use of development;
- c) the availability of and opportunities for public transport;
- d) local car ownership levels; and
- e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

2.6 It further goes on at paragraph 112 to clarify that maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres

and other locations that are well served by public transport. It advises that, in town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists. The application site is in an accessible location and will promote non car borne travel.

2.7 NPPF at paragraph 114 advises that in assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been - taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

2.8 NPPF at paragraph 115 advises that:

Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

2.9 It goes on in paragraph 116 to advise that applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second - so far as possible - to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive - which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

2.10 NPPF at paragraph 117 states that all developments that generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed. For reasons discussed later in this Statement, it is considered that the proposed development will not generate significant amounts of movement.

Manual for Streets (MfS1)

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

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

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

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

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

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

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

Manual for Streets 2 (MfS2)

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

- 2.16 The "Status and Application" section of MfS2 States:

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

- 2.17 MfS2 paragraph 1.3.3 states that:

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

- 2.18 MfS2 paragraph 1.3.4 goes on to state:

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

Guidance on Transport Assessment (GTA)

- 2.19 Whilst now withdrawn, the GTA published by the Department for Communities and Local Government and the Department for Transport provided up to date guidance on the preparation of transport assessments to address the potential implications

of development proposals on the entire transport system (buses, rail and trams), the Strategic Road Network (SRN), local highways and footways. It is considered that much of the guidance set out in the GTA is still relevant.

2.20 Paragraph 1.19 of the GTA set out that the following considerations are relevant in preparing a Transport Assessment.

Environmental sustainability

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

Managing the existing network

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

Mitigating residual impacts

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

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

- *Reducing the need to travel, especially by car – ensure, at the outset that thought is given to reducing the need to travel by a careful consideration of the types of uses (or mix of uses) and the scale of development to promote multipurpose or linked trips.*
- *Sustainable accessibility to promote accessibility by all modes of travel, in particular public transport, cycling and walking, assess the likely travel behaviour or travel patterns to and from the proposed site and develop appropriate measures to influence travel behaviour.*
- *Dealing with residual trips – provide accurate quantitative and qualitative analyses of the predicted impacts of residual trips from the proposed development and ensure that sustainable measures are proposed to manage these impacts.*
- *Mitigation measures – ensure as much as possible that the proposed mitigation measures discourage avoidable physical improvements to highways and promote innovative and sustainable transport solutions.*

2.22 The guidance stated that when appraising the impact of the proposed development the impacts should be considered in the context of two alternative scenarios: ‘with

development' and 'without development' to enable a comparative analysis of the transport effects of allowing the development to take place.

Conclusion

- 2.23 It is considered that the development proposal accords with the national and local planning policy documents from a highways and transport perspective.

3.0 DESCRIPTION OF THE APPLICATION SITE AND ADJACENT HIGHWAY

- 3.1 As previously identified, the application site is located to the south of George Street, Prestwich towards its western extreme. It is adjacent to and abuts the Prestwich Golf Course. The application site currently accommodates the Fairways Lodge Hotel, Leisure Club and Restaurant accessed off George Street. The hotel stands on a 1.5-acre site near to the town's golf course and comprises 40 bedrooms, conference and banqueting facilities, a restaurant, leisure centre and bar.
- 3.2 The proposed Retirement Living housing development will be served by the same vehicular access arrangement onto George Street that served the former hotel and leisure club use. The vehicular access will be slightly widened and modified to tie in with the layout of the Retirement Living development. The internal road serving the Retirement Living housing development will remain private and will not be offered for adoption as a public highway.
- 3.3 There is an existing Public Right of Way (PROW) running along the western boundary of the application site. This PROW will be maintained as part of the proposed development. An illustrative layout plan of the proposed Retirement Living development, including the vehicular access and entrance road is attached at **Appendix TPL1**.
- 3.4 George Street, from which the development site takes vehicular access, is a typical suburban single carriageway two-way cul de sac road running broadly in an east-west direction. George Street in the vicinity of the existing access to the application site has a carriageway typically around 7.5 metres wide. It is relatively straight, flat, lit and subject to a 30 mph speed limit.
- 3.5 It connects with the A56, Bury New Road and Kings Road some 320 metres to the east at a traffic signal-controlled crossroad junction. There is a puffin pedestrian crossing located on Bury New Road to the north of the crossroads junction.
- 3.6 From the site access to the crossroad junction with Bury New Road and King Road, there are standard footways either side of the carriageway and a system of street lighting in operation. The road is subject to some on-street parking particularly on its northern side. A system of waiting restrictions is also in operation particularly on its southern side regulating where vehicles are permitted to park. No operational problems have been observed on George Street or its junction with Bury New Road and Kings Road.

- 3.7 Bury New Road forms part of TfGM's Key Route Network. This means that responsibility for the maintenance and performance of this route lies with TfGM rather than Bury Council as highways authority.
- 3.8 Bury New Road is a bus route. The nearest bus stops are located to the north and to the south of the crossroads junction with George Street and Kings Road. These bus stops are within the recommended 400 metres recommended walking distances of the application site.
- 3.9 A recently published paper titled 'How Far Do People Walk' prepared by Wakenshaw and Bunn found that people would walk greater distances to bus stops; 580 metres average walking distance (outside of London) and 800 metres for the 85th percentile walking distance. The bus services on Bury New Road are all accessible within these walking distances.
- 3.10 The 'Institution for Highways and Transportation - Guidelines for the Planning of Public Transport for Development' states that people will walk up to 800 metres to access the rail network. 'How Far Do People Walk' found that people would walk distances to the rail network of 1,010 metres average walking distance (outside of London) and 1,610 metres for the 85th percentile walking distance.
- 3.11 The site is also within a short bus journey of Manchester where there is a wider range for facilities. These facilities are also available to serve the daily needs of the residents of the proposed Retirement Living housing development.
- 3.12 The proposed development is therefore within a sustainable location in terms of the availability of alternative modes of transport. It will further the aims and objectives of the Government's Sustainable Transport Policy by promoting the use of alternative modes of transport and hence reducing the need to travel by private car.
- 3.13 There are good quality pedestrian routes on both sides of George Street together with a pedestrian crossing on Bury New Road to the north of the its junction with George Street and Kings Road. The existing pedestrian infrastructure provides safe pedestrian links to the existing bus stops and local shopping facilities. As such the site benefits from good pedestrian and public transport accessibility.

Personal Injury Accidents

- 3.14 An examination of the five-year road safety characteristics of the local highway network in the vicinity of the application site has shown that no personal injury accidents have been recorded along the length of George Street between the application site and Bury New Road. A number of predominantly 'slight' injury accidents have been recorded along Bury New Road. However, these accidents are spread along its length.
- 3.15 Given the modest volume of generated traffic associated with the proposal (which is discussed later in this Statement) and the fact that this traffic is a replacement of traffic associated with the current Fairways Lodge Hotel, Leisure Club and Restaurant use of the application site, there is no reason to conclude that there are any deficiencies in the local highway network that would prevent planning permission for the proposed Retirement Living housing development on the application site being granted.

4.0 PROPOSED RETIREMENT LIVING DEVELOPMENT

- 4.1 As identified previously, the proposed Retirement Living comprises a 52 apartment (30 one-bedroom and 22 two-bedroom) Retirement Living sheltered housing development with 38 car parking spaces (including 4 disabled spaces). An illustrative layout plan of the proposed Retirement Living development is shown on the plan attached at **Appendix TPL1**.
- 4.2 The proposed Retirement Living housing development will be served by the same vehicular access that has served the current hotel and leisure use for many years without problems occurring. The vehicular access will be slightly widened and modified to tie into the layout of the Retirement Living housing development.
- 4.3 The average age of entry to Retirement Living developments has been found by survey to be 78 years of age. Residents occupying the proposed Retirement Living development are unlikely to work or visit the local schools, etc. They will however require access to local shopping, health facilities, etc.
- 4.4 The site is well located in relation to public transport services on Bury New Road, A56. It is also well located in terms of local shopping along Bury New Road that provides a range of shops to serve the needs of the residents of the proposed development.
- 4.5 In order to better understand the transport characteristics of the proposed retirement development, it is necessary to have an understanding of the nature of the residents who will occupy it. The proposed development is designed to meet the needs of the elderly, who wish to live a relatively independent life, but in a community that provides security, companionship and assistance, particularly in the case of any emergency.
- 4.6 McCarthy Stone has unrivalled experience in developing sheltered housing for the elderly, having implemented some 58,000 retirement units over 1,300 developments throughout England, Scotland and Wales. The company also retains an on-going interest in the operation of these developments.
- 4.7 An advice note on “Sheltered Housing for Sale” (House Builders Federation 1988) defines sheltered housing as being:

“Housing which is purpose-built or converted exclusively for sale to elderly people with a package of estate management services and which consists of

grouped, self-contained accommodation with an emergency alarm system, usually with communal facilities and normally with a resident warden”.

4.8 Sheltered housing of this form has also been defined as:

“grouped flatlets to meet the needs of the less active elderly people”

The key wording here is “less active elderly people”, although residents are not normally so frail as to be wholly inactive.

4.9 The developments normally take the form of blocks of apartments with a communal residents’ lounge, where the residents can meet other residents or visitors, and can hold social events, a guest suite in the form of an en-suite bedroom, an electric scooter store, car parking and landscaped grounds.

4.10 The apartments have a number of safety features including a “care line” alarm system, allowing the residents to call for assistance, if an emergency arises. There is a house manager who looks after the communal areas and provides residents with general assistance as required. When he or she is on duty, the residents’ alarm system would normally be connected through to the house manager. At other times it is linked to a central control, where the necessary assistance can be organised.

4.11 It should be noted, however, that such developments are not nursing homes. The only “full time” member of staff is the house manager, who will not normally have any medical qualifications and who, in the event of illness or an accident, would only provide assistance as a non-qualified person, and who would summon qualified medical assistance. No restaurant facilities are provided within the Retirement Living development.

4.12 The age of residents will normally be restricted such that they must be 60 years of age, or over, except that where a resident over the age of 60 has a partner of 55 years of age or over, this partner may also occupy an apartment. This is normally controlled by a planning condition or legal agreement, although it is also a standard clause in the resident’s lease.

4.13 Based upon extensive survey work it was found that the average age of entry to McCarthy Stone developments now stand at 78 years of age. It is believed that this reflects the fact that, in the majority of cases, elderly people do not normally want or need the facilities provided by this form of housing until they are well into their 70s.

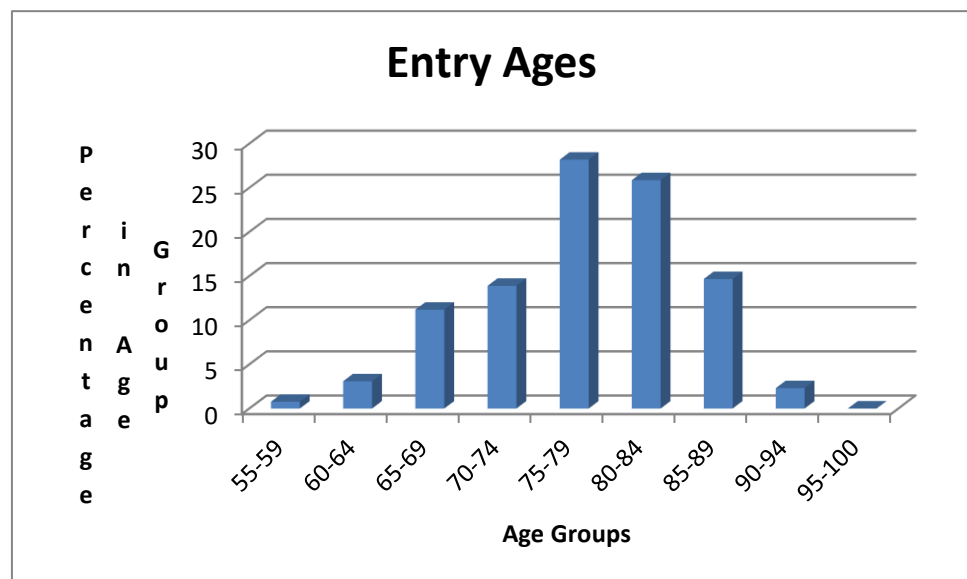
4.14 As demonstrated later in this Statement, it is considered that the level of parking being provided in association with the proposed retirement development will accommodate the anticipated parking demands at all times and ensure no additional on-street parking will occur as a direct consequence of the proposed Retirement Living development.

4.15 Extensive survey work has been undertaken by Dr Allan Burns over many years to establish the main characteristics of McCarthy Stone retirement developments. Summarised below are the main characteristics of McCarthy Stone Retirement developments.

Average Age of Entry to Retirement Living Developments

4.16 In relation to the average age of entry to Retirement Living developments, Dr Burns' surveys showed the following age distribution of residents entering these developments (as identified in the following table).

Age Distribution of those entering Retirement Living Developments



This shows the following range of the ages of residents entering the developments:-

- 0.77% in the 55 - 60 age group
- 3.09% in the 60 - 64 age group
- 11.20% in the 65 - 69 age group
- 13.90% in the 70 - 74 age group
- 28.19% in the 75 - 79 age group
- 25.87% in the 80 - 84 age group

14.67% in the 85 - 89 age group
2.32% in the 90 - 94 age group
0% in the 95 -100 age group.

These are the ages when the residents entered the developments. As time passes, ages of residents will clearly increase.

- 4.17 The average age of entry to McCarthy Stone Retirement Living developments was found to be 78 years old. Even though the age restriction on the development is set at 60 years (except that where a resident over the age of 60 has a partner of 55 years of age or over), it is believed that this reflects the fact that, in the majority of cases, elderly people do not normally want or need the facilities provided by this form of housing until they are well into their 70s.

Occupancy of Retirement Living Apartments

- 4.18 In relation to the occupancy of the Retirement Living housing apartments, Dr Burns' surveys have shown the proposed development will be expected to have low occupancy of the apartments, averaging approximately 1.32 persons per unit (i.e. an anticipated 63 persons occupying the proposed apartments). A further characteristic expected is the relatively low car ownership levels.

Gender of Residents

- 4.19 Dr Burns' surveys have shown that some 34.1% of residents were male and 65.9% were female. This is not unexpected as women tend to live longer and many lose their partners and find they can no longer cope with running the family home.

Car Ownership of Residents

- 4.20 From Dr Burns' surveys, the number of cars owned by the residents of one and two bedroom apartments were found to be as shown in the following table:

Car Ownership per Apartment

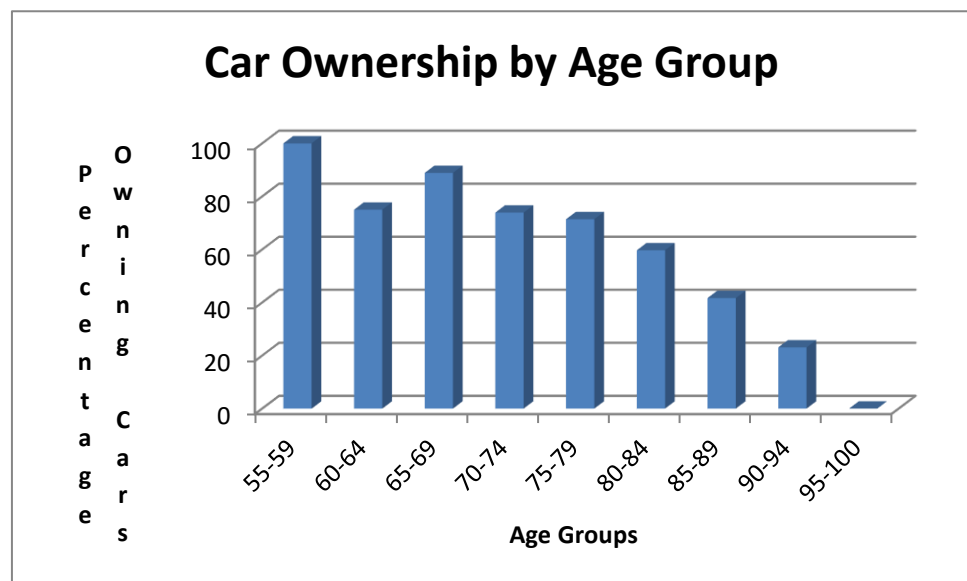
	One Bedroom Apartments	Two Bedroom Apartments	Combined
Cars per Apartment	0.490	0.783	0.592

- 4.21 For the scale of development proposed, it would be expected that around 31 residents/couples will own a vehicle in the early years of the development.

4.22 However, Dr Burns' studies have shown that there is a link between entering sheltered housing and giving up car ownership; hence the car ownership being lower than other forms of housing.

4.23 As time passes and residents age, they also tend to decide that car ownership is no longer appropriate or necessary. The surveys undertaken have shown the following car ownership by age.

Car Ownership related to Age of Residents



The car ownership levels shown in Chart FF5a are as follows:-

100% of residents in the 55-59 age group own a car
75% of residents in the 60 - 64 age group own a car
88.89% of residents in the 65 - 69 age group own a car
73.91% of residents in the 70 - 74 age group own a car
71.42% of residents in the 75 - 79 age group own a car
59.70% of residents in the 80 - 84 age group own a car
41.67% of residents in the 85 – 89 age group own a car
23.08% of residents in the 90 - 94 age group own a car
0% of residents in the 95 - 100 age group own a car.

4.24 The main reasons for giving up car ownership were identified by residents as being:

- i) health reasons (e.g. poor eyesight and slow reactions),
- ii) age (including safety concerns, tired of driving, lack of confidence, DVLA requirement),
- iii) no need for a vehicle any longer (happy with public transport),

- iv) death of a spouse who was the driver of the vehicle,
- v) financial reasons,

4.25 It is expected that the George Street site would follow the same trends as found at other McCarthy Stone developments.

Parking Spaces for Disabled People

4.26 Dr Burns' surveys at similar Retirement developments have indicated that a minimum of 1 disabled parking space should be provided within the development. The present layout incorporates 4 parking spaces for disabled drivers' vehicles.

Electric Vehicle Ownership/Charging Provision

4.27 Given the Government announcement regarding the switch from internal combustion engine vehicles to electric or hybrid vehicles, electric vehicle charging points will be installed to all parking spaces prior to first occupation,

Visitor Parking

4.28 Given the age of residents, it is important to include a provision for on-site visitor parking spaces to ensure that elderly residents do not become isolated and family/friends are not deterred from undertaking visits. This is particularly relevant where residents have not moved into developments close to their relatives and friends and visitors need to travel some distance to visit and where residents are too old or incapable of travelling themselves.

4.29 It should be appreciated that one visitor space can normally be used by several visitors during the course of the day or evening and a number of visits occur during the early evening and weekends. Hence the visitor parking space requirement will be less than resident parking space requirement.

Staff Parking

4.30 Only the House Manager is provided with a parking space on the site. Short term maintenance staff will be able to use visitor spaces for the limited time they will be on site.

Overall On-Site Parking Provision

4.31 Having considered the above elements, some 38 on-site car parking spaces are proposed on the George Street Retirement Living site. Further details on the

surveys undertaken in respect of the overall parking demands on Retirement Living developments is provided later in this Statement.

Pedestrian Activity

- 4.32 Dr Allan Burns' surveys at existing Retirement Living developments have shown the typical daily pedestrian activity associated with these McCarthy Stone developments is 1.1 trips per apartment per day two-way. As a pedestrian trip involves 2 movements, i.e. one in each direction, this would suggest approximately 1 pedestrian trip for every 1.8 apartments per day. For the current scale of the retirement development proposed (52 apartments), around 58 pedestrian movements (say 29 inbound and 29 outbound) would be expected to be generated over the day.

Wheelchair Activity

- 4.33 The surveys of existing McCarthy Stone developments showed that 2 wheelchairs were owned by the residents of 242 apartments, at an average rate of 0.008 wheelchairs per apartment, or 1 wheelchair per 121 apartments. Hence the proposed development is likely to have a maximum of one resident requiring the use of a wheelchair and most likely no resident will use a wheelchair outside of the development. Therefore, the proposed development would not be expected to generate significant wheelchair movements.

Mobility Scooter Parking/Activity

- 4.34 Dr Burns' surveys showed that 19 of the residents of 242 apartments owned a mobility scooter. This is an ownership of 0.079 mobility scooters per apartment, or 1 scooter per 12.65, say 12 apartments. The mobility scooter store on the application site, would be able to accommodate around 7/8 mobility scooters to ensure there is sufficient parking if the ownership of mobility scooters increases as residents get older and become frailer.
- 4.35 Dr Burns' surveys also showed an average of 1 mobility scooter movement per 85.1 apartments. As each trip involves two movements, it would be expected that the site would generate around 1 mobility scooter trip per 171 apartments per day. Therefore, the proposed development would not be expected to generate significant mobility scooter movements.

Cycle Parking/Activity

- 4.36 In terms of cycling, Dr Burns' surveys show that the average age of entry to McCarthy Stone Retirement Living developments is 78 years even though the age

restriction is set at 60 years. It is believed that this reflects the fact that, in the majority of cases, elderly people do not normally want or need the facilities provided by this form of housing until they are well into their 70s. It is concluded that, given the average age of residents occupying the proposed retirement living development, it is unlikely many will cycle.

- 4.37 This conclusion is based upon Dr Burns' surveys of existing McCarthy Stone Retirement Living developments, which have indicated that there were only 7 cycles owned by the residents of 242 apartments. This is an ownership rate of 0.0289 cycles per apartment, i.e. approximately 1 cycle per 35 apartments. Hence only one or at most two residents would be expected to have and use a cycle in the proposed development.
- 4.38 The surveys of existing McCarthy & Stone developments show that, even when visitor cycle movements are included, the number of cycle movements to and from the retirement living developments is extremely low and even if visitor visits were to coincide, this would suggest a peak demand for "short-stay" cycle parking of two spaces. The proposed development would not be expected to generate significant cycle movements.
- 4.39 Sufficient cycle parking will be provided on the site to accommodate the anticipated cycle usage associated with the proposed development and sufficient to encourage residents to pursue an active lifestyle through walking and cycling where they are able.
- 4.40 However, given the age of residents, it needs to be recognised that some may suffer balance problems and some may not have the confidence to venture on a cycle on or off the public highway. Providing an over-abundance of cycle parking spaces will not encourage more cycling by residents of this type of retirement facility.

General Point

- 4.41 Residents of Retirement Living developments are encouraged by the House Manager to pursue an active lifestyle through walking and cycling and public transport use where they are able.

5.0 CONSIDERATIONS RELATING TO SUSTAINABILITY/ACCESSIBILITY

Background

- 5.1 This section will discuss the accessibility of the site via various modes of transport. The site is located to the south of Prestwich which is a key centre within the metropolitan borough of Bury. The site lies approximately 1.5 kilometres south of the centre of Prestwich and in turn is approximately 5.0 kilometres south of Bury town centre and 4.5 kilometres north of Manchester city centre.
- 5.2 The site is located approximately 300 metres to the west of the A56 Bury New Road, which is a key radial route into Manchester from the north and also forms part of TfGM's key route network.
- 5.3 Prior to discussing the issues relating to sustainability and accessibility, it should be recognised that:
1. The average age of entry to Retirement Living developments has been found by survey to be 78 years of age. Residents occupying the proposed retirement development are unlikely to work or visit the local schools, etc. They will however require access to local services, health facilities and Prestwich shopping centre.
 2. Local services are provided along Bury New Road, the start of which is within around 320 metres to the east of the application site. These services are well within recommended walking distances.
 3. Bury New Road is a bus route with existing bus stops to the north and south of its junction with George Street. These existing bus stops are within the recommended 400 metre maximum walk distance to a bus stop identified in current guidance. The existing bus stops on Bury New Road provide frequent services between the site, other parts of Prestwich and Manchester City Centre.
- 5.4 A choice in how people can travel will produce travel patterns that are more sustainable in environmental terms. One of the major benefits which arise from the development of sites within or adjacent to urban areas is the opportunity to provide such a choice in the mode of transport available for residents or employees. A choice of destinations close to home, shopping or the place of work will reduce travel distances and encourage a higher proportion of trips to be made on foot and by bicycle.

- 5.5 The National Planning Policy Framework (NPPF) – December 2023 sets out the Government’s planning policies for England and how these should be applied. At the heart of the NPPF is a presumption in favour of sustainable development.
- 5.6 In order to deliver the objectives of this guidance, when considering planning applications, Authorities should, amongst other things accommodate housing and retail in locations which are highly accessible by public transport, walking and cycling. These modes of travel are discussed as follows.

Walking

- 5.7 With regard to pedestrian accessibility, The Chartered Institute of Highways and Transportation [CIHT] provide a schedule of recommended walk distances to local facilities based on the journey type in the publication. The CIHT publication “Guidelines for Providing for Journeys on Foot” (2000) advises the maximum walk distance to be 2.0 kilometres.
- 5.8 These guidelines note that walking accounts for over a quarter of all journeys and four-fifths of journeys less than one mile (1.6 kilometres). It also identifies a walking distance of 2.0 kilometres as a ‘preferred maximum’ distance for leisure journeys. A 2.0-kilometre catchment from the centre of the site encompasses all of Prestwich, including the local facilities and amenities, bus stops, etc.
- 5.9 Walking is also an essential part of public transport travel with bus stops and in some instances railway stations usually being accessed on foot. Promoting sustainable, integrated transport involves providing good pedestrian links between the redevelopment site and existing public transport facilities.
- 5.10 The guidelines also provide ‘ideal’ walk distances for various trip types. As regards walk distances to retail outlets, the IHT Guidelines suggest a ‘preferred maximum’ walking distance to town centres of 800 metres. This advice is also reflected in the publication ‘Planning for Sustainable Development’ and the Department for Transport, Local Government and the Regions in conjunction with CABI published ‘Better Places to Live: By design – A companion guide to PPG3’, 2001. This suggests that:

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

- 5.11 Manual for Streets identifies that walkable neighbourhoods are typically characterised by having a range of facilities which are within ten minutes (up to about 800 metres) walking distance but that this is not an upper limit. Whilst PPG13 has now been withdrawn, it provided advice on how walking offers the greatest potential to replace short car trips, particularly those under 2.0 kilometres. This advice is still considered to be relevant. Furthermore, Guidelines for Providing for Journeys on Foot (2000) sets out that the ‘preferred maximum’ acceptable walking distance to town centres, which may be used for planning and evaluation purposes, should be 800 metres but it recognises:
- “.....that it is not always possible to achieve ideal results in all situations due to site constraints, costs or other practicalities and that compromises must sometimes, rightly, be made.”*
- 5.12 This publication goes on to advise that some 80% of walk journeys in urban areas are less than 1.0 mile long and that the average length is 1.0 kilometre (0.6 miles) and that this differs little by age or by gender.
- 5.13 Transport Statistics Great Britain (TSGB) includes data relating to the average distances people are prepared to travel by varying modes for various purposes. For shopping trips in which walking is the main mode of transport, TSGB shows that people are prepared to walk an average of 940 metres.
- 5.14 More recently, a Paper titled ‘How Far Do People Walk’, prepared by Wakenshaw and Bunn, analysed data from the National Travel Surveys of 2010, 2011 and 2012 to produce evidence – based median, mean and 85th percentile distances for where walking is the main mode of travel or where walking is the first leg of public transport trips. Their research presents greater walking distances to bus stops; 580 metres average walking distance (outside of London) and 800 metres for the 85th percentile walking distance.
- 5.15 The application site is located adjacent to existing residential and commercial development. It is within convenient walking distances of existing bus stops and local shopping on Bury New Road including a supermarket and pharmacy as well as a number of shops and restaurants. There are good quality, relatively flat footways running along both sides of George Street and a signalised pedestrian crossing is provided to the north of the junction of George Street with Bury New Road. The residents of the proposed development will have access to a range of facilities to satisfy their everyday needs.
- 5.16 All of the locations set out above are considered to be within a walkable distance of the proposed development site, encouraging walking trips within the local area.

The proximity of the site to other local facilities is likely to encourage a range of connected trips and will help increase sustainable travel and reduce the likely number of single occupancy vehicle trips that would be required, and make the proposed development site accessible and sustainable.

Cycling

- 5.17 Whilst PPG13 'Transport' has now been cancelled, the Department of the Environment publication [1996] 'PPG13: A Guide to Better Practice' which accompanied it stated that the bicycle is an ideal mode of transport for journeys under 8.0 kilometres. PPG13 stated that cycling "has clear potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport."
- 5.18 The DfT Transport Statistics on Cycling in Great Britain state that the average length of a cycle journey is 3.84 kilometres (2.4 miles), while the DfT's LTN 2/08 Cycle Infrastructure Design (October 2008) states that "many utility cycle journeys are over short distances under three miles (4.8 kilometres), although for commuter journeys, a trip distance of up to five miles (7.2 kilometres) is not uncommon." As a result, a catchment of 4.0 kilometres (2.5 miles) represents a reasonable cycling distance and a catchment of 8.0 kilometres (5 miles) represents a maximum realistic range for cycle trips.
- 5.19 A significant area of north Manchester is within a suitable cycle distance including Prestwich, Whitefield and part of Manchester city centre.
- 5.20 National Cycle Route 6 passes to the west of the site which provides a largely off-road route between Manchester and Bury. Bury New Road is equipped with cycle lanes to the north of the junction with George Street with further cycle lanes provided to south, approximately 170m from the junction.
- 5.21 There is a range of locations within easy cycling distance of the proposed development site and the local road network provides a safe cycling environment.
- 5.22 As regards cycling associated with the proposed Retirement Living housing development, given the average age of residents occupying the sheltered apartment development, it is unlikely many will cycle.
- 5.23 Mobility scooter stores are provided on the sheltered apartment site together with appropriate parking and electrical charging facilities for residents who need to use this type of transport. These can also be used to store resident cycles. Hence no specific resident cycle parking provision is incorporated in the sheltered apartment

scheme. However, visitors may cycle to and from the site and cycle storage will therefore be incorporated for visitors' cycles.

Public Transport

5.24 The Department of the Environment publication [1996] 'PPG13: A Guide to Better Practice' also stated that for trips over 3.0 miles (5.0 kilometre), public transport is the main alternative mode of transport to the private car. It is recognised however that for public transport to be an attractive alternative mode of transport to the private car it needs to be easily accessible on foot.

5.25 The Institution of Highways and Transportation publication 'Planning for Public Transport in Development' states:

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

5.26 It goes on to advise that:

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

5.27 As previously identified, Bury New Road is a bus route. There are existing bus stops to the north and south of its junction with George Street. These bus stops are well within the recommended 400 metres recommended walking distances of the application site. The stops are equipped with shelters, timetable information and raised boarding platforms. The stops are served by the following bus routes:

Table 5.1 – Bus Routes Serving the Site

Service	Route	Monday - Friday		Saturday		Sunday
No	Description	Day	Evening	Day	Evening	Day
96	Simister - Manchester	Hourly	No Service	Hourly	No Service	Hourly
97	Bury – Manchester	Every 20 mins	Last service 19.45	Every 20 mins	Last service 19.45	Every 30 mins
98	Bury - Manchester	Every 20 mins	Hourly	Every 20 mins	Hourly	Every 30 mins
X41	Blackburn - Manchester	2 services per hour	Hourly	Every 30 mins	Hourly	Hourly
X43	Nelson - Manchester	4/5 services per hour	Every 30 mins	4 services per hour	Every 30 mins	Every 30 mins

- 5.28 As shown in the above table, the application site is well served by bus with around 13 services per hour passing on Bury New Road.
- 5.29 A recently published paper titled ‘How Far Do People Walk’ prepared by Wakenshaw and Bunn found that people would walk greater distances to bus stops; 580 metres average walking distance (outside of London) and 800 metres for the 85th percentile walking distance. The bus services on George Street and using the Prestwich bus station are all accessible within these walking distances.
- 5.30 The ‘Institution for Highways and Transportation - Guidelines for the Planning of Public Transport for Development’ states that people will walk up to 800 metres to access the rail network. ‘How Far Do People Walk’ found that people would walk distances to the rail network of 1,010 metres average walking distance (outside of London) and 1,610 metres for the 85th percentile walking distance. The Prestwich Metro station is around 1,700 metres to the north of the application site.

Conclusion

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

6.0 TRAVEL PLANNING

- 6.1 The Department for Transport (DfT) publication: “Guidance on Transport Assessment” (GTA) which has now been withdrawn, gave in Appendix B indicative thresholds of development scale when it is considered that transport statements, transport assessments and travel plans should be prepared as part of any proposed development. The thresholds were predominantly based upon traffic generated by the development.
- 6.2 For a Travel Plan to be required for the retirement development, the GTA suggested open market residential developments over 80 dwellings should qualify. This scale of residential development would typically generate around 50 trips per hour two-way during the peak traffic hours and around 440 trips per day two-way.
- 6.3 As will be shown later in this Statement, the proposed Retirement Living housing development will generate around 4 trips per hour two-way during the morning and evening peak hours and 80 trips per day two-way. The traffic generation is well below the threshold identified in the GTA. Hence, there can be no absolute requirement for a Travel Plan to be submitted as part of the proposed development.
- 6.4 The GTA guidance does indicate that these thresholds are not “absolutes”. It indicates that *“local authorities may interpret them in light of their own circumstances”* and that *“there are several qualitative factors that need to be taken into account that are not captured by this document.”*
- 6.5 This guidance includes a section headed “Promoting smarter choices via travel plans”. In paragraph 4.80 it states that:
- “A travel plan (TP) is a package of site-specific initiatives aimed at improving the availability and choice of travel modes to and from a development. It may also promote practices or policies that reduce the need for travel. TPs are becoming an increasingly important tool in the delivery of sustainable outcomes. They provide, together with transport assessments, the mechanism for assessing and managing access to sites. In addition, they can help improve accessibility, both to and from the site, and to local amenities and services.”*
- 6.6 It suggests that *“the TP should be tailored to address the site-specific issues relating to the proposed development”*. Given this guidance, it is necessary to consider in

more detail the nature of the McCarthy & Stone development proposal being considered.

- 6.7 The Retirement Living form of development has a number of characteristics. The first of these is the low occupancy of the apartments, averaging approximately 1.2/1.3 persons per apartment. The second characteristic is the age of residents. The average age of entry for Retirement Living type development is some 78 years. A further characteristic is the relatively low car ownership levels and the likelihood the residents will not need to travel during peak traffic hours as they will not be likely to work.
- 6.8 Each of these characteristics contributes to a low multi-modal trip generation. The overall multi-modal trip rate, per 12-hour day, for Retirement Living type developments has been found to be some 2.73 movements. These trips rates include movements by cars, motor cycles, cycles, wheel chairs, buggies and on foot. They do only cover the 12-hour day from 0700 to 1900. However, it was found in a previous study that the 24-hour vehicle generation could be obtained by applying a factor of approximately 1.098 to the 12-hour vehicle generation. Assuming this would apply to movements by all modes, and rounding the growth factor up to 1.1, the above multi-modal generation rates for these forms of accommodation would be 3 movements per day per unit (i.e. around 156 movements per 12-hour day).
- 6.9 By comparison, the overall trip rate by all modes for “standard” housing is some in the order of 5.24 to 5.54 movements per unit, per 12-hour day. This is a general guide based on data in a TRICS report comparing trip generation per household in England and Ireland
- 6.10 The national guidance indicates a need for a full travel plan for developments of 80 dwellings or more. This number of “standard” dwellings might be expected to generate some 419 to 443 movements by all modes, per 12-hour day. On this basis, it would appear that it is this level of movements that is considered to be a “significant amount of movement”, as referred to in the National Planning Policy Framework (NPPF).
- 6.11 In the government guidance “Making Residential Travel Plans Work – good practice guidelines” (Page 32), under the heading “*Requiring a Residential Travel Plan*”, it states “*some local authorities have identified indicative thresholds for requiring travel plans and these may be helpful as long as they are not too rigid.*” It also states that “*it is likely to be more helpful to identify the characteristics of the development that would trigger the need for a travel plan (see example of Ealing below).* In this way, the criteria selected can reflect the different geography and transport characteristics of the area”.

- 6.12 It is of note that the “*Good Practice*” referred to in respect of the Ealing example gives thresholds based on person trips or HGV trips, rather than those based on numbers of units.
- 6.13 Given this guidance and the analysis outlined above, it is clear that it is inappropriate to simply apply the normal numerical thresholds of any standards to retirement developments of the type proposed.
- 6.14 It should also be noted that conventional “open-market” residential development generates more movements during the peak traffic hours whereas elderly person accommodation has little impact during these periods. These are the periods when the availability of seating on public transport is generally lower due to commuter demand. Residents generally travel outside of the peaks when the availability of seating is greater.
- 6.15 Also, given the average age of entry to the retirement development, residents will qualify for free bus passes which will further encourage use of public transport rather than the car.
- 6.16 As an alternative to a Travel Plan, at every McCarthy and Stone development, the residents occupying the apartments are provided with a Travel Pack which provides information on available retail/medical/dental services, public transport provision, taxi operators, etc, to encourage residents to give up the use of the car in favour of more environmentally friendly modes of travel.
- 6.17 An example of a typical Travel Pack is attached at **Appendix TPL2**. This has obviously been prepared for a different site but provides an example on the type of information provided to the residents of the apartments. A Travel Pack prepared specifically for the Prestwich site will be distributed to residents of the Retirement Living apartments upon first occupation.

7.0 TRAFFIC CONSEQUENCES OF THE DEVELOPMENT

7.1 As identified previously, the proposed Retirement Living housing development will replace the hotel and leisure club use of the site which has operated for many years.

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

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

7.3 It goes on to state:

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

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

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

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

- 7.6 Given the site has a legitimate 'fallback' use as identified above, it is clear that the Authority must pay full and detailed regard to this 'fallback', including making an allowance of the traffic that would have entered and egressed it and considering how it would be accessed.
- 7.7 As identified previously, the proposed development comprises 52 Retirement Living apartments (30 one bedroom and 22 two bedroom) with 38 on-site parking spaces.
- 7.8 The Retirement Living housing development currently proposed is defined as *"grouped flatlets to meet the needs of the less active elderly people"*. Based upon extensive survey work undertaken by Dr Allan Burns, it was found that the average age of entry to McCarthy and Stone developments now stand at 78 years of age, well above the minimum age restriction. It is believed that this reflects the fact that, in the majority of cases, elderly people do not normally want or need the facilities provided by this form of housing until they are well into their 70s.
- 7.9 Surveys over a 12-hour period (07:00-19:00) undertaken by Dr Allan Burns in 2015 and 2016 at 6 Retirement Living sheltered housing type developments throughout the country. The results are shown in Table 7.1 below.

Table 7.1
Traffic Generation at Retirement Housing type developments

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

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

- 7.10 The average traffic generation rate of Retirement Living housing type developments was found to be 1.54 vehicle movements per 12-hour day per

apartment. The surveys also showed very few additional movements outside this 12-hour period, with most, if not all, taking place between 7 pm and 10 pm.

7.11

Based upon the average trip rate of 1.54 trips per apartment two-way per 12-hour day, the 52 Retirement Living housing type apartments would be expected to generate some 80 vehicle movements per 12 hour day (say. 40 in and 40 out). Also based upon the survey data gathered, it is possible to estimate a likely hourly split of this traffic generation. This split of traffic is shown in Table 7.2 below.

Table 7.2
Distribution of Trips throughout 12 Hour Day

Time Period	Arrivals %	Departures %	Prestwich Arrivals	Prestwich Departures
0700-0800	1.94	2.38	1	1
0800-0900	3.88	3.81	2	2
0900-1000	10.19	12.86	4	5
1000-1100	13.59	11.43	5	5
1100-1200	14.56	12.38	6	5
1200-1300	16.99	17.14	7	7
1300-1400	7.77	8.57	3	3
1400-1500	5.34	4.76	2	2
1500-1600	7.28	10.95	3	4
1600-1700	9.71	6.67	4	3
1700-1800	5.34	4.76	2	2
1800-1900	3.40	4.28	1	2
Totals	99.99	99.99	40	40

Rounded to the nearest whole number.

7.12

Table 7.2 shows a very low peak hour generation, at some 4 vehicle movements per hour two-way, or on average one movement every 15 minutes, during the morning and evening peak hours.

- 7.13 The vehicle movements associated with the proposed Retirement Living development will be a replacement of the vehicles associated with the current Fairways Lodge Hotel, Leisure Club and Restaurant use of the site. Hence, there is unlikely to be any significant net increase of vehicles accessing and egressing the highway.
- 7.14 Even ignoring the vehicles associated with the current Fairways Lodge Hotel, Leisure Club and Restaurant use of the site, the modest traffic movements resulting from the Retirement Living proposal (particularly during the peak traffic hours) will have no material adverse impact upon the operation of the surrounding highway network or upon road safety. Therefore, there can be no traffic generation/capacity related reason why the proposed development should not be acceptable.

8.0 PARKING PROVISION

Parking Policy

- 8.1 The most recent planning policy guidance is given in the National Planning Policy Framework (December 2023). With reference to car parking, it states that:

“If setting local parking standards for residential and non-residential development, policies should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles”.

- 8.2 With reference to the current proposal, the site is adjacent to residential development. It is in an accessible location within convenient walking distance of local bus stops and local shopping. As will be demonstrated, it is of a type and use that would only require a limited level of on-site car parking.

Manual for Streets (March 2007)

- 8.3 The latest guidance is given in the DoT publication “Manual for Streets” (MfS). Section 8 of this publication deals specifically with parking issues associated with development.

- 8.4 Paragraph 8.3.2 of this publication quotes:

“Local Planning Authorities should, with stakeholders and communities, develop residential parking policies for their areas, taking account of expected levels of car ownership, the importance of promoting good design and the need to use land efficiently”.

- 8.5 Paragraph 8.3.6 of MfS states that:

“Provision below demand can work successfully when adequate on-street parking controls are present and where it is possible for residents to reach day-to-day destinations, such as jobs, schools and shops, without the use of a car. This will normally be in town and city centres where there will be good public transport and places can be

accessed easily on foot and by cycle. For residents who choose not to own a car, living in such an area may be an attractive proposition.”

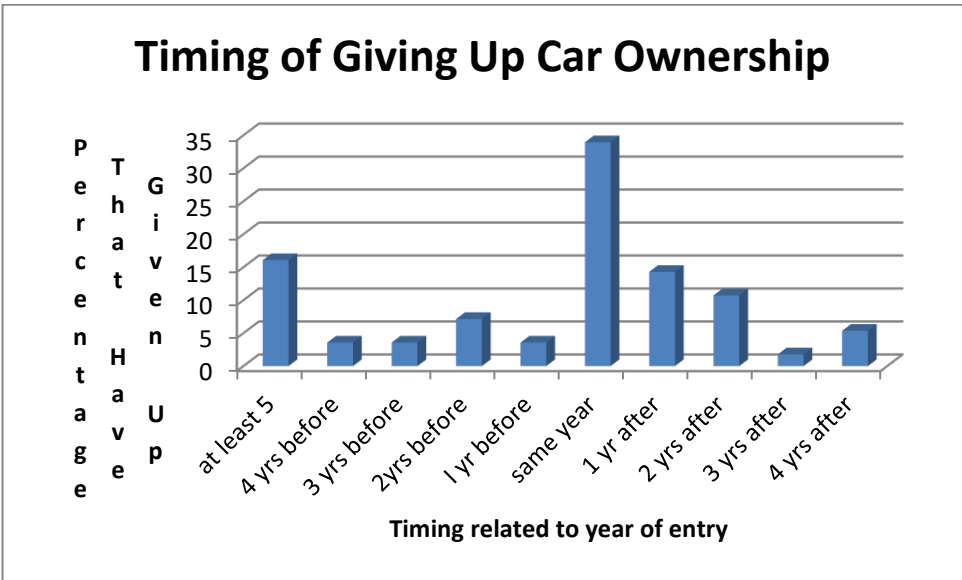
- 8.6 The proposed Retirement Living development is within convenient walking distance of existing public transport services. It is also within convenient walking distance of the existing local facilities and a short bus journey of a wider range of facilities that will meet the majority of their everyday needs of the residents living on the site. It is clear that residents of the retirement development will be able to reach shops, bus stops, etc, without the need to use a car.
- 8.7 Paragraph 8.3.13 recommends that:
- “...in most circumstances, at least some parking demand in residential and mixed- use areas is met with well-designed on-street parking”.*
- 8.8 In paragraph 8.3.15 it states that:
- “...it is not always necessary to provide parking on site (i.e. within curtilage or in off-street parking areas). In some cases, it may be appropriate to cater for all of the anticipated demand on-street.”*
- 8.9 An assessment of the peak parking requirements for the proposed development is provided below.
- 8.10 The adequacy of the car parking provision to serve the proposed Retirement Living development on the application site has been determined on the basis of the McCarthy & Stone’s unrivalled experience of parking requirements for this type of development.
- 8.11 Car ownership is low in this form of sheltered housing. This allows a relatively low level of parking provision to be made, when compared with other forms of residential development.
- 8.12 Parking surveys have been undertaken at the applicant’s existing Retirement Living development sites by Dr Allan Burns. The recent surveys can be used to assess the likely car parking requirements. It should be noted that the survey staff were instructed to include all residents, visitor and servicing vehicles, including vehicles that may have parked on the adjoining highway.
- 8.13 **Table 8.1**, below, gives the peak parking demand for the developments surveyed by Dr Burns. It can be seen that the average peak demand equates to 0.474 spaces per apartment. The peak demand was surveyed at Eadhelm Court, Edenbridge, where the demand represented 0.676 spaces per apartment.

Table 8.1
Retirement Living - Peak Parking Demand

Development	Apartments	Date of Survey	Peak Parking Demand	Peak Parking demand Spaces per Apartment
Haven Court, Hythe	36	28 April 2015	24	0.667
Hanna Court, Wilmslow	40	1 August 2016	14	0.350
Eadhelm Court, Edenbridge	34	29 April 2015	23	0.676
Pagham Court, Bognor	36	8 July 2015	20	0.556
Lauder Court, Hamilton	64	29 July 2016	21	0.328
Middleton Court, Porthcawl	60	26 July 2016	26	0.433
Totals	270		128	0.474

- 8.14 The total parking provision for the Retirement Living development is 38 spaces to serve 52 apartments. This represents a parking provision of 0.73 spaces per apartment. This parking ratio is greater than all of the surveyed sites.
- 8.15 The on-site parking is considered to be sufficient to accommodate all anticipated car borne visitors to the proposed Retirement Living development and will not result in any on-street parking on the roads in the immediate vicinity of the site.
- 8.16 The surveys undertaken by Dr Burns also included questionnaires that have shown that the average age of entry to the development is 78 years and that there is a clear link between entering sheltered housing and giving up car ownership. The chart below, shows the timing of residents giving up their cars, in relation to the timing of entry to their apartments.
- 8.17 As the developments surveyed were recent ones, there is no data for the period 4 or more years after entry. However, from previous evidence, it is likely that there will be a steady number of residents deciding that car ownership is no longer appropriate.

Timing of giving up Car Ownership
expressed as percentage of total that have given up ownership



- 8.18 The chart shows that some 16% of residents had given up their cars 5 or more years before entry to this form of housing. In the period closer to entrance the percentage giving up 4 years before entry was 3.6%, 3 years before entry was some 3.6%, 2 years before entry was 7.1%, and 1 year before entry was 3.6%. In the year of entry, this rises to 33.9%. A significant number of residents (14.3%) decided to give up car ownership in the year after entry and a further 10.7% in the second year after entry.
- 8.19 It should be noted that the survey concentrated on recent developments, where car parking provision is normally higher than developments undertaken in previous years and where residents have to purchase parking permits, if they wish to park within the development. Therefore, the number of residents who had lived in the development for 2, 3 or more years is very limited. Indeed there were none who had lived in the development for 4 or more years. It would be expected that some residents would give up their cars over the remainder of their time living in the developments.
- 8.20 As concluded above, the on-site parking proposed is considered to be sufficient to accommodate all anticipated car borne visitors to the proposed Retirement Living housing development both during the year of entry and in subsequent years. It is concluded that the proposed development will not result in any on-street parking in the immediate vicinity of the site.

General Comment

- 8.21 McCarthy Stone have considered the level of car parking to be provided at its developments over a number of years. Over recent years the company has increased the provision of car parking spaces and operated some developments with car parking permits for use by the residents. The latest surveys undertaken by Dr Allan Burns have been undertaken at new developments where these provisions are currently in place.
- 8.22 Given the level of on-site car parking being provided, it is not envisaged that there will be any problems of vehicles parking on the adjacent highways. The level of on-site car parking provision is considered appropriate for the proposed use and will accommodate all of the parking demands anticipated. It is concluded that there is sufficient on-site car parking to accommodate the proposed development without detriment to road safety or operation.

9.0 SUMMARY AND CONCLUSIONS

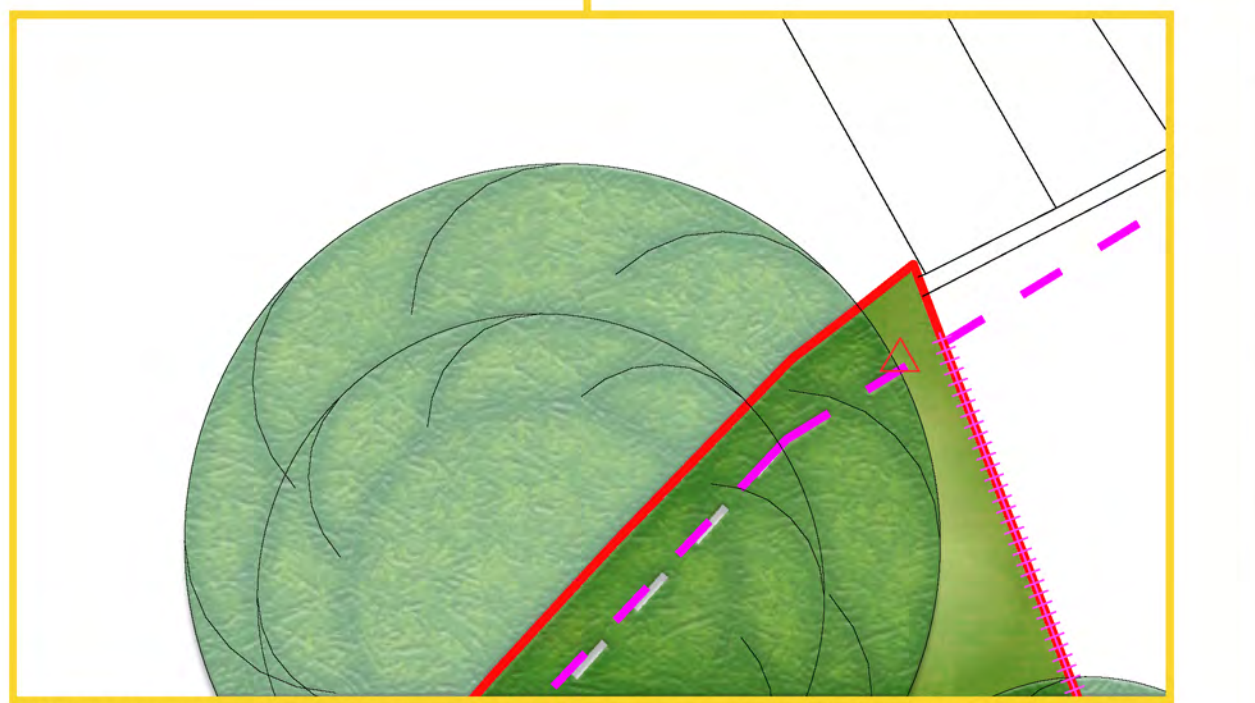
- 9.1 This Statement has been prepared to address the highway and transportation issues raised in association with the proposal by McCarthy & Stone Retirement Lifestyles Limited (McCarthy Stone) to build a Retirement Living housing development on land to the south of George Street, Prestwich.
- 9.2 The proposed development will comprise 52 Retirement Living apartments (30 one bedroom and 22 two bedroom) with 38 on-site parking spaces (including 4 disabled spaces). All of the parking spaces will be capable of providing electric vehicle charging facilities.
- 9.3 The application site currently accommodates the Fairways Lodge Hotel, Leisure Club and Restaurant accessed off George Street. The hotel stands on a 1.5-acre site and comprises 40 bedrooms, conference and banqueting facilities, a restaurant, leisure centre and bar.
- 9.4 The proposed Retirement Living housing development will be served by the same vehicular access arrangement onto George Street that has served the Fairways Lodge Hotel, Leisure Club and Restaurant. The vehicular access will be slightly widened and amended to tie in with the layout of the proposed Retirement Living housing development. The internal road serving the retirement development will remain private and will not be offered for adoption as a public highway.
- 9.5 Although it has now been withdrawn, the former DfT publication “Guidance on Transport Assessment” (GTA) identified thresholds above which the preparation of a Transport Statement or Transport Assessment may be appropriate. Paragraph 2.11 of the publication confirmed that:
- “Appendix B provides suggested thresholds below which a formal assessment may not be needed and above which the preparation of a TS or a TA would be appropriate. The thresholds in Appendix B are based upon scenarios which would typically generate 30 two-way peak hour vehicle trips. Whilst there is no suggestion that 30 two-way peak hour vehicle trips would, in themselves, cause a detrimental impact, it is a useful point of reference from which to commence discussions.”*
- 9.6 As discussed in more depth earlier in this Statement, the Retirement Living housing development now proposed would be expected to generate up to some 80 vehicle movements per 12-hour day two-way (i.e. 40 in and 40 out), some 4 vehicle movements per hour two-way, or on average one movement every 15 minutes,

during the morning and evening peak hours. These generated trips would access and egress the application site via the proposed vehicular access onto George Street.

- 9.7 The traffic generated by the proposed Retirement Living housing development will replace the traffic associated with the former Fairways Hotel, Leisure Club and restaurant that operated on the site. Even ignoring the vehicular traffic associated with the previous use of the site, the traffic generated by the proposed Retirement Living housing proposal will be considerably less than the threshold identified in the former DfT guidance. Hence, it must be concluded that the level of traffic generated by the proposed retirement development will have no material impact upon the operation of the local highway network.
- 9.8 Given the low traffic generation associated with the proposed Retirement Living housing development, there can be no absolute requirement for a Transport Statement, Transport Assessment or Travel Plan to be prepared to accompany the planning application for the proposed development.
- 9.9 Notwithstanding the above, this Statement provides information on the access, traffic generation and parking demand issues associated with the proposal. It clearly demonstrates that the Retirement Living housing development can be satisfactorily accessed, that it has sufficient on-site car parking provision and that the traffic generated by it will have no adverse impact upon the operation of the adjacent highway network or upon road safety.
- 9.10 McCarthy Stone are committed to undertaking sustainable developments. The selection criteria for sites includes an aim to locate developments for the elderly close to public transport corridors and within walking distances of shops and other services likely to be used on a frequent basis by the residents of the developments.
- 9.11 The proposed development is within easy access on foot of the bus routes on the A56, Bury New Road. The location is close to existing local amenities and shopping along Bury New Road. A number of key facilities and destinations can be reached by sustainable modes of travel.
- 9.12 The surrounding area provides a good range of local amenity and service facilities, such as food retail, health services and local retail. These are all located close to the site and can be accessed on foot or by cycle using existing infrastructure.
- 9.13 The local pedestrian infrastructure is typical of its urban location with standard width footways, street lighting and dropped kerb crossings. Pedestrian crossings are currently provided at a number of locations within easy reach of the site.

- 9.14 As identified previously in this Statement, paragraph 115 of the National Planning Policy Framework (NPPF) advises that:
- Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.*
- 9.15 This Statement has demonstrated that the traffic generated by the proposed Retirement Living housing development, which will be a replacement of traffic associated with the current Fairways Hotel, Leisure Club and restaurant use of the site, will not have an unacceptable impact on highway safety and that the residual cumulative impact on the road network would not be severe.
- 9.16 The Statement has also provided an example of a Travel Pack that will be issued to all residents of the Retirement Living development to encourage more sustainable travel choices.
- 9.17 It is concluded that there are no defensible highway reasons why planning permission for the proposed Retirement Living housing development should be withheld.

Appendix TPL1



TOPO DETAIL 1: NORTHERN POINT OF SITE SHOWING COMPLETE RED EDGE



REVISIONS

REV	COMMENTS	BY	DATE
PL1	PLANNING SUBMISSION	GO	25/01/24

ACCOMMODATION SCHEDULE

	MIX
GROUND FLOOR	
1 BED 5	1 BED 50%
2 BED 1	2 BED 42%
FIRST FLOOR	
1 BED 11	
2 BED 0	
SECOND FLOOR	
1 BED 18	
2 BED 1	
TOTAL 82	

KEY

- SITE BOUNDARY
- PUBLIC RIGHT OF WAY
- EXISTING FOUL WATER PIPE WITH 6M EASEMENT
- EXISTING SURFACE WATER PIPE WITH 6M EASEMENT
- EXISTING FOUL WATER PIPE TO BE CLOSED OFF AND ABANDONED
- TREES TO BE REMOVED
- GRASSCRETE ACCESS ROAD AND TURNING HEAD FOR FIRE APPLIANCE
- EXISTING TREES

commercial design

architecture | building surveying | urban design

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Our Ref.

McCarthy Stone
Life, well lived

Project Title

FORMER FAIRWAYS LODGE
GEORGE STREET
PRESTWICH

Drawing Title

PROPOSED SITE PLAN

Scale@A1 1:200

Date 25/01/24

Drawn GO

Checked PS

Drawing No.

NO 2953 -03-AC-PL06 PL1

Division

Project No

Stage

Discipline

Number

Revision

© McCarthy & Stone Retirement Lifestyles Limited

all dimensions to be checked on site prior to commencement of work and any discrepancy shall be immediately reported and resolved prior to work commencing. This drawing is to be read in conjunction with all relevant drawings and specifications relating to the job whether or not indicated on this drawing.

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Appendix TPL2



Artist impression - Gardens indicate several years growth. Development may be subject to variations in appearance.

Local Transport and Door-to-Door Services

Trinity Court

Oxford Road, Halifax


McCarthy & Stone
Later Life. Greater Life

Bus Services

With a number of local bus services operating throughout the Halifax area, together with regional and local rail services provided by the towns central station, you should have no problem getting to where you want to be.

The nearest bus stops to our new development 'Trinity Court' are located close to the junction of Skircoat Road and Oxford Road. North bound routes provide services to Portland Place and Halifax Town Centre, Southbound services provide routes along Skircoat Road to Hunger Hill.

The main bus interchange is located at Halifax Bus Station, Winding Road, Halifax, West Yorkshire HX1 1UU. Arriva, First West Yorkshire, The Halifax Bus Company, Halifax Joint Committee, Huddersfield Bus Company, T.J.Walsh and National Express are the main bus operators providing services throughout Halifax and the Calderdale region.

For bus enquiries and time tables call MetroLine on 0113 245 7676 (open 7am-10pm, seven days a week, except Christmas Day, Boxing Day and New Year's Day) or Email: metroline@wypte.gov.uk.

More Destinations by Bus

Should you wish to travel further a field by bus, more non – local destinations can be accessed through National Express Coaches from stops at Halifax Bus Station. For more information visit: www.nationalexpress.com

Doorstep Delivery Services

A number of local businesses in Halifax are able to provide a 'door to door' service for the residents of our development Trinity Court.

These include:

Boots - Chemist – Market Street – Telephone 01422352009.

Pegasus – Home Furnishings – Skircoat Road - Telephone: 01422 330220

Cohens – Chemist – Savile Park Street – Telephone: 01422 352450

In addition to the above Asda, Sainsbury and Tesco's supermarkets will deliver to the development from their online shopping services.

Other non delivery services include:

Boulevard Medical Practice – Doctors – Savile Park Road – Telephone: 01422 365533

Boots Chemist – Opticians – Market Street – Telephone: 01422352009.

Prescott Street Dental Practice – Prescott Street HX1 2QW – Telephone: 01422 354147

Trinity Court
Oxford Road, Halifax

Rail Services

Located in the town centre, the nearest railway station is at Horton Street, Halifax HX1 1QE. The train station is on the Caldervale Line, providing services to Leeds, Bradford Interchange, Brighouse, Hebden Bridge, Huddersfield, Blackburn, Preston, Blackpool, Rochdale and Manchester Victoria.

For information regarding destinations and train times visit the [National Rail Enquiries web site](#) or Telephone: National Rail Enquiries 08457 48 49 50 or for local and regional information call MetroLine on 0113 245 7676 or visit www.wymetro.com/

Airports

The nearest Airport is Leeds Bradford Airport. With many International destinations the airport is 16.3 miles from Halifax and can be easily reached by car, local bus services or taxi. Alternatively, Manchester International Airport, 43 miles, is one of the UK's leading domestic and international gateways and has excellent bus and rail links.

For more information on flights and services visit: www.leedsbradford.co.uk or www.manchesterairport.co.uk

Taxi Services

There are numerous local Taxi services operating throughout the Halifax area, providing residents with a door-to-door service, to both local and non-local destinations.

A. Star Private Hire, 262, Gibbet St, Halifax – Telephone: 01274 614374

Express Cars, 7-8 Wards End, Halifax – Telephone: 01422 322245

Premier Taxi, 4 Bull Green, Halifax – Telephone: 01422 384242

Ziggy Cars, 20 King Cross St, Halifax – Telephone: 01422 364219

Car Hire

There are a number of car hire services in Halifax, some offering pickup and delivery service, a small number have been listed below for your convenience.

Auto Hire, King Cross St, Halifax, HX1 2SH – Telephone: 01422 344400

Enterprise Long Term Rental, Skircoat Moor Rd, Kings Cross, HX3 0HA – Telephone: 01422 323030

United Rental Group, Commercial Street, Northgate, Halifax, HX1 1HJ – Telephone: 0800 975 0310

Trinity Court
Oxford Road, Halifax

Shop Mobility

AccessBus is a dial-a-ride; door to door bus service for people who have difficulty using conventional public transport. The buses have either low floor, ramped access or are fitted with a passenger lift. Both types of vehicle are fitted with the most up-to-date safety equipment.

AccessBus is free of charge to residents of West Yorkshire and you can find out more information on the Metro website at www.wymetro.com. Passengers wishing to travel must register with Metro's booking service, who will advise on the availability of the service in their area. If a space is free, passengers may reserve their place on that trip on an ongoing basis. A flat fare of £3 per journey applies to travel on AccessBus. Passengers over 60 and disabled people holding English National Concessionary Fare passes travel free of charge.

Registering for AccessBus

You can register for AccessBus in the following ways:

- Download an AccessBus registration form (Word, 33k)
- Telephone: 0113 348 1903 (7.30am until 4pm, Monday to Friday)
- Email: accessbus@wypte.gov.uk

Trinity Court
Oxford Road, Halifax



Sir George Young, formerly Secretary of State for Transport and now member of Parliament for North West Hampshire, is a keen cyclist and regularly pedals to the House of Commons.

“Motoring is not the enjoyable pursuit it once was. Our roads are becoming ever more congested, whilst travel times are becoming extended. The motorist is increasingly being targeted as a source of additional revenue for local and central government, as they seek to fund public transport alternatives.

McCarthy & Stone’s “Green Transport Plan” is an initiative that will be welcomed by environmentalists and all those who support the concept of sustainable housing. It will help residents, many of whom have sold their cars, to make the best use of alternative transport and delivery services, of which there is a surprising variety in the area.

Residents at established McCarthy & Stone developments also find it can be worth pooling appointments with visiting practitioners like chiropodists and hairdressers; and most major supermarkets now offer a local delivery service for a nominal sum. These initiatives can often significantly reduce traffic movements and make a contribution towards reducing some of the problems society is now facing.

Choosing alternatives to the private motorcar does not, of course, mean losing independence - far from it. I commend the Green Transport Plan to you and wish you much happiness in your McCarthy & Stone apartment.”

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