

Fairfield General Hospital Temporary Car Park

Transport Statement

Reference:

| 17th July 2024



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Job number 292582

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1. Introduction

Ove Arup and Partners Ltd, (“Arup”) has been commissioned to develop a Transport Statement to support the retrospective planning application for temporary car parking facilities at Fairfield Hospital in Bury on the site of the recently demolished nurse’s residential accommodation.

Fairfield General Hospital is located on Rochdale Old Road, Bury B6222. The temporary car park (‘The site’) (**Figure 1**) is located north of an existing staff car park on the north east of the Fairfield General site, which is accessible from/ to Rochdale Old Road via an unnamed access road.

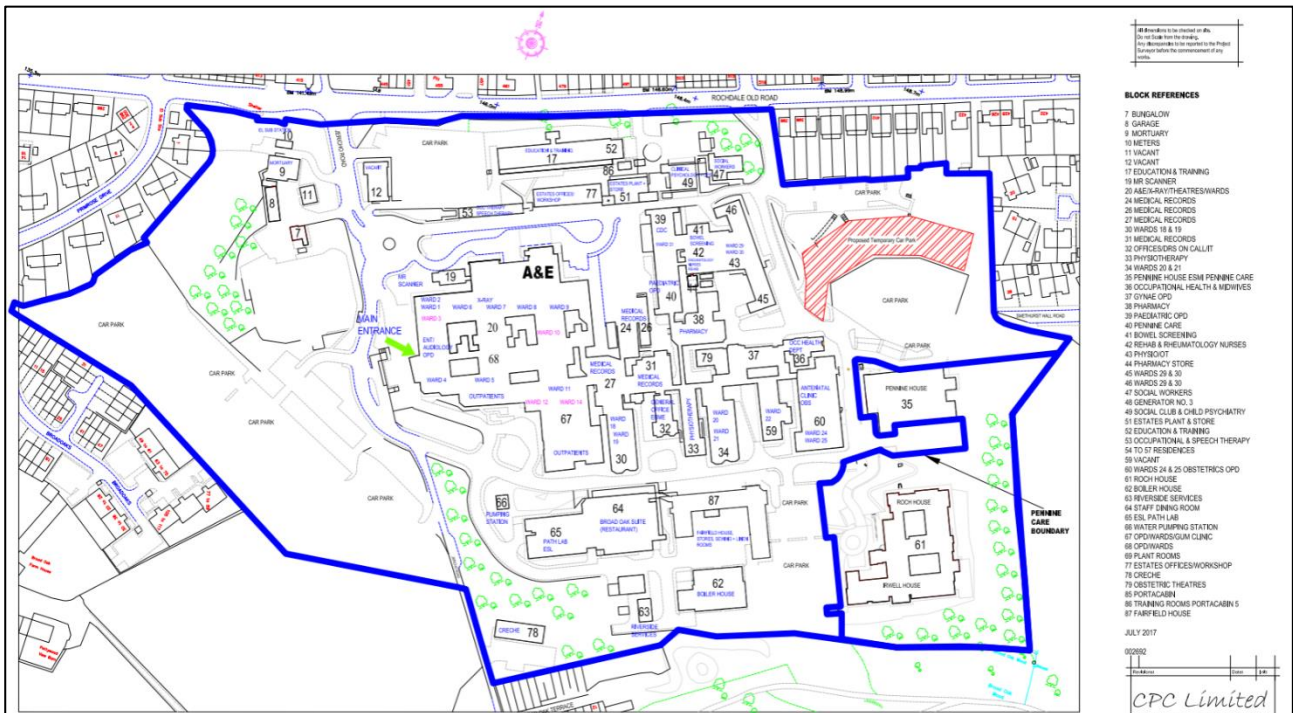


Figure 1: Site location plan

2. Relevant policy and legislation

The proposal shall follow the Policy considerations contained within:

2.1 National Planning Policy Framework

The latest version of the National Planning Policy Framework (‘the NPPF’) was last amended in September 2023. The NPPF sets out the Government’s planning policies for England. Those policies are supported by the Planning Practice Guidance. Paragraph 2 of the NPPF states that it (the Framework) is a material consideration in planning decisions, including the determination of planning applications.

The planning policies within the NPPF that it is considered may be of relevance to the Proposed Development can be found within the following chapters of the NPPF:

- Chapter 2: Achieving Sustainable Development;
- Chapter 6: Building a Strong, Competitive Economy;
- Chapter 11: Making Effective Use of Land;
- Chapter 14: Meeting the Challenge of Climate Change, Flooding and Coastal Change;
- Chapter 15: Conserving and Enhancing the Natural Environment; and

- Chapter 16: Conserving and Enhancing the Historic Environment.

In particular this TS considers Para. 115. requirements 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*”.

2.2 Places for Everyone Joint Development Plan

The Places for Everyone Joint Development Plan Document – Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, Wigan Publication Plan, was considered at the Places for Everyone Joint Committee on July 20, 2021 and was subsequently approved by each of the nine districts for publication in 2024 under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

The recently adopted PfE Plan was jointly prepared by nine Greater Manchester districts, including Bury. This plan establishes the strategic planning framework within which the nine districts will prepare Local Plans.

The plans are focused on delivering the ambitions in the Greater Manchester Strategy: a good start in life for everyone; good opportunities for our young people to equip them for life; good work and the best jobs in a valuable, productive, zero carbon economy; safe, secure housing in inclusive and diverse communities; a good cultural and leisure offer for everyone; a green city-region; good health and support for people to live fulfilling lives, with quality care for those who need it; to be a good place to grow older and to be a place where everyone is connected – socially, digitally and by a clean, integrated and accessible transport system.

This TS considers the development plan’s objectives.

2.3 Bury Local Plan

Bury Council is progressing a new Local Plan following the adoption of the Places for Everyone Joint Plan. The new Bury Local Plan will form part of a set of documents that will together form Bury’s overall development plan. The development plan for Bury will ultimately comprise of:

- the Bury Local Plan;
- the Places for Everyone Joint Development Plan (PfE);
- the Greater Manchester Joint Waste Plan; and
- the Greater Manchester Joint Minerals Plan.

Some of major strategic decisions relating to Bury’s future growth and development have already been made through the PfE Plan. For example, it identifies future needs for housing and employment floorspace, allocates strategic sites to help meet these needs and identifies a revised Green Belt boundary.

Bury’s Local Plan will provide a more detailed set of locally-specific planning policies to complement PfE. In particular, the Local Plan will need to incorporate and reflect the levels of growth and the strategic policy approach set out in PfE.

3. Summary of Engagement

In preparation of this TS, Bury Council Highways officers were contacted to discuss the scope and method of assessment. Prior to submission of the planning application, no response was received from Highways. Should the highway department require further clarification on matters, we would be happy to discuss.

4. Description of the development

The application site previously contained 2 blocks of 2 storey residential accommodation blocks, located within the grounds of the hospital. The blocks were formerly used as nurses' accommodation in association with the hospital use.

These blocks have since been demolished under prior approval (Ref. 69880/DEM) and the car park has been implemented, but is not yet in use. **Figure 2** presents the site layout.

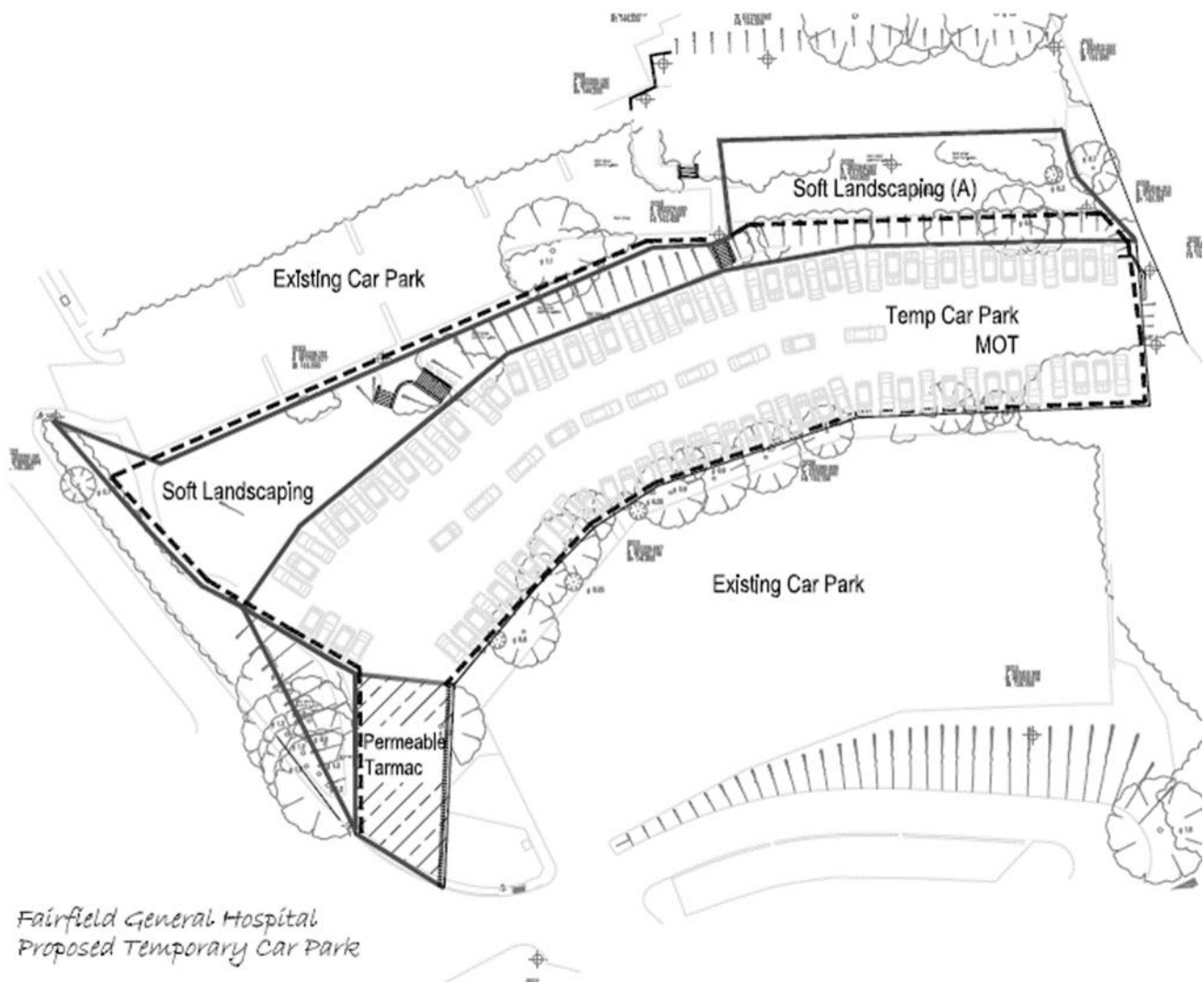


Figure 2: Site layout plan

The temporary car parking facilities on the site of the recently demolished nurse's residential accommodation will provide 97 parking spaces north of the existing car park south of the site.

4.1 Parking need

The temporary car park would be provided for staff in order to cater for existing demand and free up space limited visitor parking; current pressures result in staff using visitor spaces due to being unable to find spaces within the existing permitted staff car parks. Additionally, staff and visitors are often forced to park in obstructive locations around car parks junctions, along the site access road (on areas with waiting restriction/loading ban TROs) or within existing car parks outside of marked bays.

Additional on-site parking is therefore required to resolve current issues experienced as a result of insufficient parking supply. Further information and evidence, based on site observations and information provided by the NHS trust is summarised in **Section 5** and **Section 6** of this TS.

4.2 Site Access

The site is accessed from a new priority access to the west of the existing car park. It adjoins the one-way system northbound to the junction of B6222 Rochdale Old Road. The car park will be accessed from a new access to the south of an existing staff car park (**Photographs 11 and 12**). Due to its location it is anticipated that vehicles will arrive from the main site access and depart via the one-way system to the exit-only access with the B6222 immediately north of the site.

4.2.1 Visibility

The site access road adjacent to the site is subject to a 10mph speed limit. Manual for streets (Table 7.1, pg. 91) advises that a stopping sight distance of 11m is an appropriate 'Y' distance for visibility splays for 10mph speeds.

Due to the one way system, vehicles approach from the left only. **Photograph 7, Appendix A** demonstrates that adequate visibility can be achieved from the site access.

5. Baseline Conditions

5.1 Local Highway Network

The Fairfield General site lies immediately south of Rochdale Old Road B6222 with connects, via the A58, with Rochdale to the east and Bolton/ Manchester (via the M66/ M60) to the west.

The main site access is achieved via the signal controlled junction of Rough Hill Lane, becoming Jericho Road within the site. This forms the main site access road serving the hospital.

A further separate egress only junction is provided to the east of the B6222/ Rough Hill Lane junction, which lies immediately north of the site.

5.2 On-site parking

Fairfield General has six small visitor car parks and a number of dedicated staff-only car parks. These are summarised on **Figure 3**.

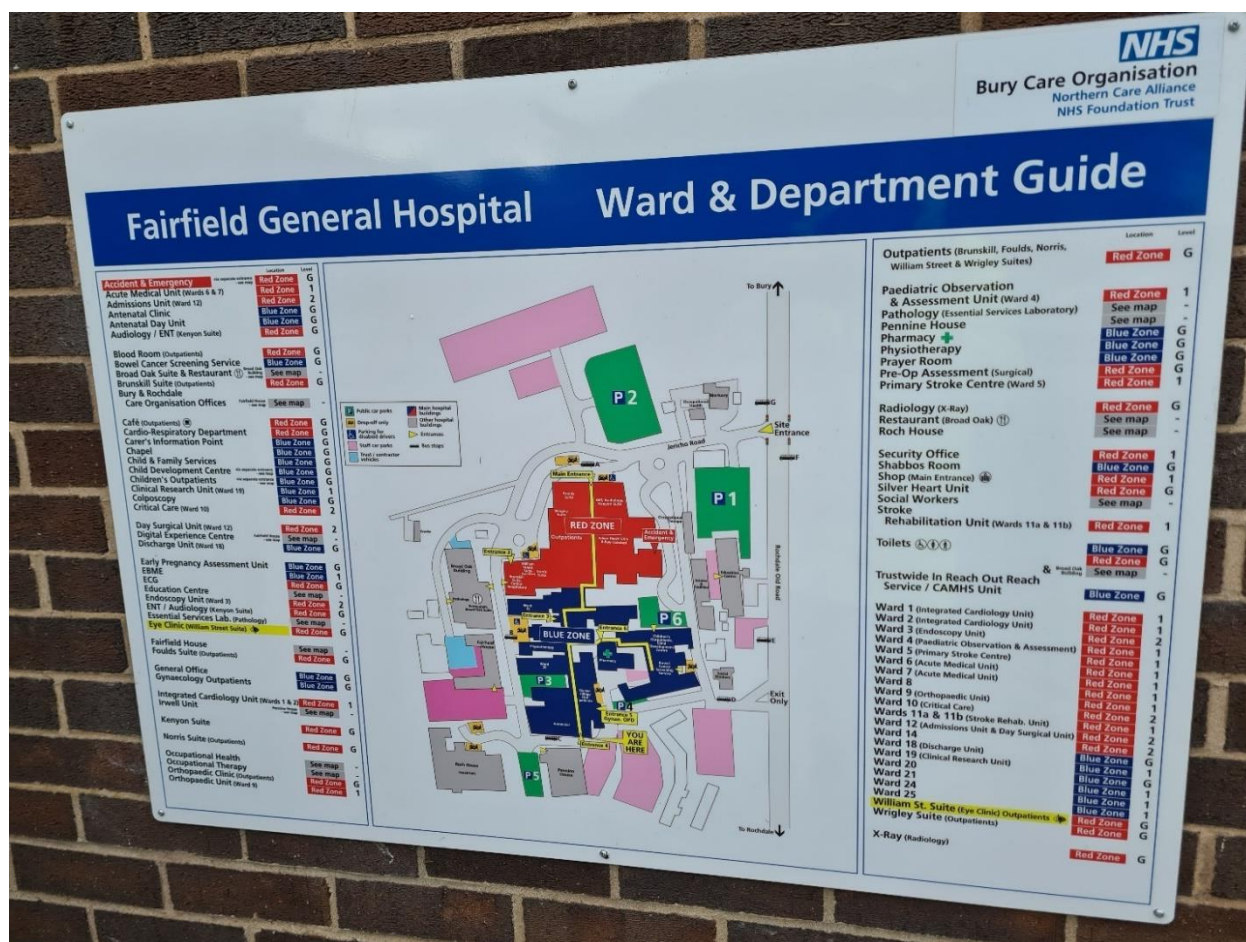


Figure 3: Fairfield General site map

The Hospital has a Travel Plan to promote sustainable travel choices and reduce demand for travel by car. However, demand for car parking continues to exceed supply, with the site currently experiencing car parking issues, as illustrated on the **Photographs 1 to 3, Appendix A**.

As the photographs demonstrate, the demand for parking continues to outstrip supply on the site, with obstructive parking taking place within existing car parks and on the roads within the hospital site. Not only does this block pedestrian routes and create hazards but it has a negative impact on blue light routes within the site.

Whilst a visitor car park was approved under planning permission Ref 62511, this dates back to 2018 and , additional car parking is required to alleviate overspill parking, ease site congestion and improve circulation, particularly for blue light access.

Despite loading bans and double yellow lines across these routes, alongside the sustainable travel measures implemented as part of the trust's Sustainable Travel Plan, the photographs (**Appendix A**) demonstrate that overspill parking continues to take place and the range of issues created by the capacity challenges in existing car parks.

The addition of the temporary parking in this location serves to provide much needed parking supply, alleviate these issues and, critically, facilitate safe, unobstructed access for emergency services.

5.3 Personal Injury Accident History

The number of Personal Injury Accidents (PIA) in the study area that occurred between 2018 and 2022 have been obtained from DfT road safety data, as compiled by Crashmap (**Figure 4**). This represents the most recent five-year period which data is available.

Several accidents have occurred on various roads along Rochdale Old Road B6222. The majority are designated as Slight Accidents, although Serious Accidents/ Fatal Accidents.

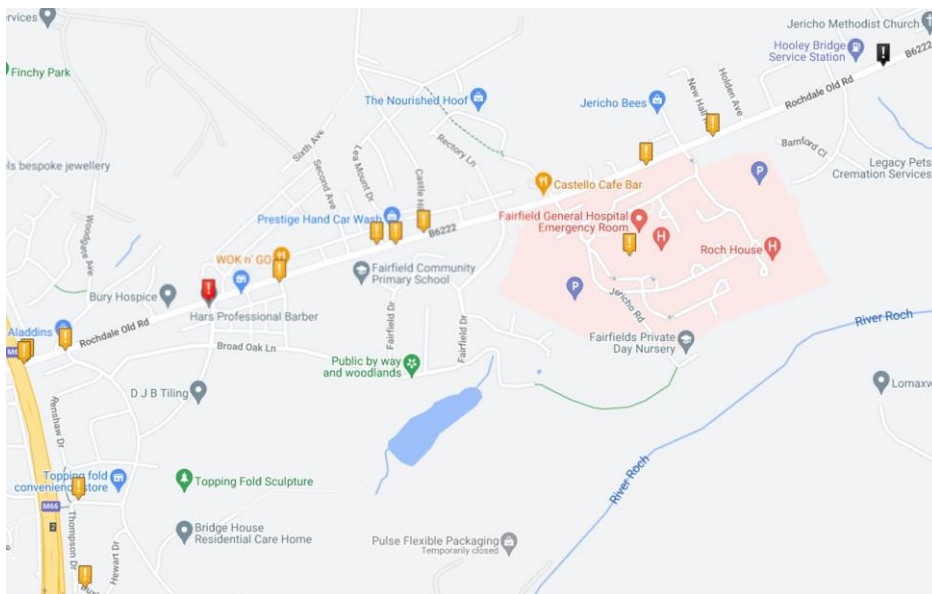


Figure 4 2018-2022 PIA data from Crashmap database

The PIAs recorded during this period are summarised below.

Slight

Two slight PIAs were recorded approximately 50m from the site egress onto the B6222. The remainder of slight PIAs were recorded to the west of the study area, on the B6222. There are no notable clusters at either junction that would be considered to represent an ongoing safety concern.

Serious

One serious PIA has been recorded within the study area, located at the junction of Rochdale Old Road/ Cuckoo Ln in 2022, involving 2 vehicles and 1 casualty.

Fatal

One fatal PIA has been recorded within the study area along Rochdale Road near Smethurst Hall Road bus stop in 2021, involving 1 vehicle and resulting in 1 fatal casualty.

Neither the serious or fatal accident occurred at the Fairfield General junctions or close to the temporary car park site.

On the basis of the above there is not considered to be a significant highways safety issue on the surrounding highway network.

Given that the trips associated with this site are considered to already be taking place, in the form of informal parking in undesirable and hazardous location, the impact on highways safety is expected to be negligible.

Notwithstanding the recorded personal injury accident record, as demonstrated in section 5.2 the impact of The removal of parked vehicles from locations where they currently impair pedestrian routes, and obstruct visibility could be considered beneficial to the safety within the site.

6. Highways Impact Assessment

6.1 Trip generation

This section considers the likely number of trips to be generated by the temporary car park. In preparation of this TS, data from the TRICS database has been considered alongside a site parking survey and on-site observations.

6.1.1 Identification of peak hours

DfT countpoint data (Site ref. 943889, 2019) has been reviewed to confirm the assumed peak hours and ensure that observations during the site visit reflect actual peak hours on the adjacent highway network. This is presented below in **Table 1**.

	AM peak hour
	PM peak hour

Table 1: Peak hour analysis

Hour	Two way flows (all vehicles)
0700-0800	1496
0800-0900	1563
0900-1000	1276
1000-1100	1256
1100-1200	1167
1200-1300	1193
1300-1400	1337
1400-1500	1303
1500-1600	1428
1600-1700	1639
1700-1800	1257
1800-1900	1116

6.1.2 Site observations

A site visit was undertaken on Wednesday 3rd July 2024 to understand current parking conditions on the site during the peak network periods 0800-0900 and 1600-1700. Photographs taken from during the site visit are presented in **Appendix A**.

The following observations were made:

- Instances of staff using visitor parking areas for example the recently approved car park (**Photograph 13**) adjacent to the Fairfield General access roads junction with the B6222 (Ref. 62511). This long term parking reduces the capacity available for visitor parking.
- Visitor car parking reaching capacity (**Photograph 13**). Despite the addition of 90no. additional visitor spaces (Ref. 62511) demand for visitor parking currently outstrips supply. Parking surveys at in this location indicated that full occupancy is reached by 0840. Approximately 30 two-way movements were observed linked to individuals entering the car park and leaving due to being unable to find a vacant bay.
- High occupancy of staff car parking areas. At 0800 the staff car park to the north of the site had 3no. vacant spaces. The car park to the south was fully occupied. Observations taken later in this period and subsequently at 1600-1700 indicated that all staff car parks were at or near full capacity. Vehicles were located outside of marked bays within car parks.
- Obstructive and non-compliant parking. Widespread obstructive and/or non-compliant parking was observed around car park junctions, site access roads, or outside of marked bays. This has been identified as an ongoing issue by the NHS Trust.

6.2 Trip generation

In order to understand the likely number of movements associated with a car park of this size, estimated movements have been estimated from the TRICs database. These have also been ‘sense checked’ against on site observations of the visitor car park (Car Park 1 approved under Ref. 62511) to ensure that it is representative of on-site conditions.

It should be noted that:

- This is presented as a **worst case estimate of traffic impacts** to provide a robust assessment of the development. It is anticipated that the overwhelming majority of vehicular movements associated with the temporary car park would be associated with those already travelling to or from the Fairfield General site who are either a) members of staff forced to park in visitor parking areas b) or visitors unable to find an allocated bay, therefore parking on internal access roads on waiting restrictions/ loading bans or parking outside marked bays in existing car parks.
- Given the staff only nature of the car park, the actual turnover of car parking spaces would be less than those estimated by TRICs and observed at the visitor car park. It is therefore anticipated that actual trip rates would be lower than those identified.

6.2.1 TRICS database analysis

Data has been sought from the TRICs database (v7.11.2) for the purposes of comparison (**Table 2**). This analysis is displayed below for each of the peak hours identified in **Section 6.1.1**.

Table 2: TRICS Database Analysis

Time period	Arrivals		Departures		Totals	
	Trip rate	Movements	Trip rate	Movements	Trip rate	Movements
0800-0900	0.541	49	0.122	11	0.663	60
1600-1700	0.155	14	0.453	41	0.608	55

As the only data available from the TRICS database that provided a trip rate per parking space was for private hospitals, an exercise was carried out to sense check this information. The 90 space car park (of the same size as the proposed car park) approved under Ref. 62511 was therefore surveyed during the peak hours. The results are presented in **Table 3**.

Table 3: Parking survey results

Time period	Arrivals	Departures	Net accumulation	Accumulation end of period
AM period				
0800-0815	13	1	12	70
0815-0830	20	2	18	88
0830-0845*	18	14	4	92
0845-0900	15	15	0	92
*Car park full – movements associated with entering and leaving without finding a space following this period.				
PM period				
1600-1615	3	7	-4	83
1615-1630	5	11	-6	77
1630-1645	6	13	-7	70
1645-1700	6	8	-2	68

The survey demonstrated that the car park is at capacity from around 0845. All movements at the car park after this point included. 2no. vehicles were observed parking outside of marked bays and those entering the car park and leaving after being unable to find an available bay.

Table 4: Comparison of TRICs and Survey information

Total movements TRICS AM	Total Movements TRICS PM	Total movements Surveys AM	Total Movements Surveys PM	Difference AM	Difference PM
60	55	66*	59	6	4
*Less two-way movements observed and parking outside bays once full					

As **Table 4** demonstrates, the evidence from TRICs and the parking surveys are closely aligned and therefore an appropriate basis on which to assess the worst case impacts of this additional parking.

The analysis therefore indicates that – without considering those movements already taking place to the site – that the worst case impact of the development would be equivalent to one vehicular movements in each of the peak hours.

6.2.2 Summary of findings

A worst case assessment of the proposals – assuming that all trips associated with the car park would be new - indicates that it may generate up to one movements per minute in each of the peak hours.

However, due to known parking outside of existing car parks (and parking taking place outside unallocated bays within existing car parks) it is anticipated that in reality the number of new trips would be small; the overwhelming majority of movements at the temporary car park are already taking place to the Fairfield General site; as demonstrated by the volumes of vehicles entering the surveyed car park and being unable to

find a space, and the continued incidences of people parking on the site access road, around junctions, and outside marked bays within existing car parks.

It should also be considered that arrivals and departures from the site will be split between the main site access and the one-way egress onto the B6222. This would further lessen the impacts of the proposed developments at the site junction and the adjacent highway network.

On the basis of this analysis it is considered that the temporary car park would have a minimal impact on the operation of the surrounding highways network.

7. Conclusions and recommendations

This Transport Statement has been prepared to demonstrate the need for additional car parking on the Fairfield General Hospital site. This TS concludes the following:

- Despite additional parking (I.e. 90 spaces approved as part of Ref. 62511 in 2018) the site continues to experience significant parking pressures. These have a detrimental impact on pedestrian routes within the site, as well as the safe operation of vehicular circulation – particularly blue light access and routes.
- Site visits have been conducted to examine the operation of the Ref. 62511 car park (Visitor car park 1) and the number of trips carried out in the AM and PM peak periods.
- Given the number of trips observed in the AM and PM peak hours the impact of this additional car parking are considered to have a negligible impact.
- The overwhelming majority of the trips associated with the temporary car park are considered to be taking place currently; therefore the temporary car park will re-direct those parking incorrectly in other car parks, or on areas of waiting restrictions or loading bans, to the new car park site. The temporary car park will free up visitor spaces by providing sufficient staff car parking capacity.
- The car park will provide much needed additional parking provision within the hospital and ease on-street parking, often on double yellow lines, which will improve safe circulation and blue light access around this part of the site.
- The impact of these proposals is therefore not considered to meet the NPPF (2023) Para. 115. Requirements 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”*.
- The proposals are therefore considered to be in line with national and local planning policy, and proposals are supported by the existing site Travel Plan which promotes sustainable movement for staff, patients and visitors.

Appendix A: Photographs



Photograph 1: Footway parking at entrance of car park approved (Ref. 62511)



Photograph 2: Parking on waiting restrictions on hospital access road



Photograph 3: Parking on waiting restrictions on hospital access road



Photograph 4: Temporary car park



Photograph 5: Temporary car park viewed from access



Photograph 6: Visibility from access looking north



Photograph 7: Visibility from access looking south



Photograph 8: Site access road speed limit and TROs



Photograph 9: Adjacent staff car park



Photograph 10: Pedestrian access points from staff car park



Photograph 11: Temporary car park access



Photograph 12: Temporary car park access and adjacent footway



Photograph 13: Car park 1 Visitor parking occupancy



Photograph 14: Staff Car Park occupancy (Southern staff car park)



Photograph 15: Staff Car Park occupancy (Southern staff car park)



Photograph 16: Staff Car Park occupancy (south of development site)



Photograph 17: Staff Car Park occupancy (south of development site)



Photograph 18: Staff Car Park occupancy (north of development site)