

Bury Council
Planning Services
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

Our ref TRA/23/077

Your ref:

24th March 2023

Dear Sir / Madam

Application Number: **69388**

Location: **13-21 Blackburn Street, Radcliffe, Manchester, M26 1NN**

Proposal: Demolition of 13-21 Blackburn Street/TSB Bank and erection of three-storey civic hub building containing swimming pools, fitness suites and studios, indoor climbing facility, offices, cafeteria and library; Link block between Radcliffe Market and Market Chambers buildings, plus refurbishment of Market Chambers and Market Hall basement, for use as a multi-use event space, with associated external alterations and works and hard and soft landscaping

Thank you for consulting Transport for Greater Manchester (TfGM) on the above planning application. The following comments are offered as advice on transport issues for you to balance against other factors in determining the application and are made in the context of TfGM's role in the planning process, as set out in the footnote below.¹

Background

The application seeks approval for the redevelopment of 13-21 Blackburn Street to provide a Civic Hub which will comprise a library with learning facilities, office

¹TfGM does not have any planning powers and is not a statutory consultee in the planning process. The purpose of the advice offered is to suggest the best way to improve land use / transport integration through the development proposals. Advice is based on the information provided by the applicant, and it is not TfGM's role to undertake detailed verification unless specifically commissioned to do so.

²TfGM control and manage the traffic signals in Greater Manchester, as such any schemes that alter signalised junctions need to be agreed with TfGM. Additionally, where developments impact on signalised junctions, TfGM have a duty of care to ensure that these impacts are satisfactorily mitigated as part of the planning process.

units, wet and dry leisure facilities and an improved public realm area based on the existing provision, located within Bury Town Centre.

Highways Overview

Colleagues from within TfGM HFAS (Highways Forecasting Analytical Services) and TfGM UTC (Urban Traffic Control) have reviewed the Transport Statement (TS) issued in support of the proposed mixed-use development and have provided comments in respect of the highway section.

I. Road Safety

The accident data should reflect the latest five-year period that is available.

II. Trip Generation

The TRICS assessment work contained within the TS demonstrates that the number of trips has been calculated by applying a modal share and then a car occupancy. TfGM HFAS consider this to be double discounting. The persons car sharing would have been included in the percentages forming the non-car modal share and hence this would affect the car modal share. The trip rate should have been calculated without the second discount applied i.e., the car sharing percentage.

Therefore, TfGM HFAS consider that the predicted car trips have been underestimated.

III. Mitigation

The signalised crossing to the east of the site on Blackburn Street has cycle crossing facilities and the junction to the north of the site, Pilkington Way / Blackburn Street, has advanced cycle stop lines and cycle crossing facilities.

However, site observations have confirmed that the primary junction to the west of the site, (Pilkington Way / Sion Street), could be upgraded to provide cycle facilities. This would improve accessibility to the site for cyclists travelling from the west. TfGM would therefore refer to Bury Council to consider whether this could be funded as part of the development proposals.

IV. Highway Alterations

The TS details that a range of alterations are proposed to the surrounding highway network to provide loading facilities and accessible parking provision.

The creation of 2 new coach parking bays suitable for a maximum 15 metre length coach are proposed on Dale Street. TfGM would highlight that the introduction of coach parking bays and accessible bays should not impede the surrounding footway network and a minimum footway of 2 metres should be retained past the bays.

V. Proposed Access Arrangements

The TS confirms that the Civic Hub will not provide any new car parking and as such no vehicle access is proposed into the site. A list of the surrounding public car parks within the Town Centre have been referenced as capable of accommodating the parking demand associated with the proposed development.

In terms of servicing, the TS confirms that deliveries and waste collection are expected to be made from the south-west corner of the building. This will utilise the existing Lidl car park access road. Swept path plans contained within the TS demonstrate that the proposed manoeuvres will be accommodated by using Lidl's car park / access road. TfGM would query whether this is a reliable service arrangement as it relies upon the use of land outside of the applicant's ownership and also relies upon sufficient space to be available within the car park.

The TS states that an alternative is to utilise the proposed coach bays on Dale Street. This would need to be carefully managed to ensure the bays were available for use when servicing / refuse collections are required.

A robust Service Management Plan should be employed to ensure the development can be serviced safely and appropriately without impeding the highway network.

TfGM would refer to the Local Highway Authority (LHA) to determine whether the proposed servicing arrangements are acceptable.

VI. Traffic Regulation Orders

A review of the existing traffic regulation orders may be necessary surrounding the site, to ensure that parking associated with the development does not impede the free flow of traffic along the surrounding highway network.

VII. Other

A robust Construction Traffic Management Plan should be employed as part of the development.

Site Accessibility

I. Public Transport

The site is located within Radcliffe Town Centre and as such benefits from excellent accessibility by public transport, being located within a 2-minute walk of Radcliffe Bus Station and within an 8-minute walk of Radcliffe tram stop.

II. Active Travel

It should be ensured that the pedestrian and cycling environment is designed to be as safe, convenient and attractive as possible, so as not to discourage people from accessing the site on foot / by bicycle.

This should be applied both throughout the site layout, and also between the site and existing active travel networks and can be achieved through measures such as the appropriate use of surfacing materials, landscaping, lighting, signage and road crossings.

To establish travel patterns at the beginning of occupation and encourage modal shift to sustainable modes of travel, it is important to ensure the facilities are in place to support sustainability. Therefore, improvements to the pedestrian environment are required to help encourage the uptake of active travel modes by future occupiers of the site, as follows:

Recommendations:

- Any redundant vehicle access points which served the former site should be reinstated as continuous footway to adoptable standards.
- Footway resurfacing and renewal undertaken as appropriate.
- Nearby junctions could be improved with the provision of tactile paving and dropped kerbs if appropriate.
- Ensure the provision of 2-metre-wide footways throughout and surrounding the development.
- Appropriate walking and cycling directional signs to Town Centre sites should be provided as part of the development.

III. Cycle Parking

It is important to ensure that adequate infrastructure and facilities are provided to encourage future occupiers of the site to travel by sustainable modes.

The TS confirms that 6 cycle stands will be provided to the south of the development, and 3 existing cycle stands will be retained within the public realm. However, the alterations to Dale Street to provide a loading bay will result in the removal of 3 cycle parking stands. Therefore, there will only be a net gain of 3 cycle stands provided as part of the development. For a Civic Hub with multi-uses in a Town Centre environment, the cycle provision offered as part of the development seems wholly substandard.

From a review of the location of the cycle facilities, the positioning to the south of the building, is far removed from the site entrance and does not afford any natural surveillance. This is less than ideal and unlikely to encourage the use of the limited cycle facilities on offer.

TfGM recommend that the cycle parking provision should be significantly increased, and that secure long-stay cycle parking for staff should be provided within the building. TfGM would refer to Bury Council's adopted standards for cycle parking and request that given the highly accessible location of the site, spaces well in excess of the minimum are provided. The external cycle stands should also be covered and relocated adjacent to the main entrance.

Additionally, welfare facilities for staff should be provided i.e. lockers, changing, drying and shower facilities.

The cycle parking should benefit from security measures such as CCTV and lighting, in addition to natural surveillance.

IV. Travel Plan

The development will need to be supported by a full Travel Plan which should feature a range of measures promoting a choice of transport mode, and a clear monitoring regime with agreed targets.

If the Travel Plan is to be successful, it will be dependent on establishing a culture of sustainable travel behaviour at the outset, rather than on changing already established travel practices. The success of the Travel Plan measures will depend on their effective delivery and commitment from the occupiers and therefore robust arrangements for the implementation and running of the Travel Plan need to be included in the Travel Plan. These include:

- a travel plan budget and resources for the implementation and day to day management of travel plan measures;
- appropriate management structures;
- detailed time frames for the delivery;
- a marketing and communication strategy;
- handover arrangements for the travel plan or its components when the developer's responsibility ceases; and
- initial targets before first surveys are conducted

The offer of personalised journey planning is a further measure that could be included in a full Travel Plan for the site. The marketing and communication strategy should communicate the Travel Plan objectives and benefits to potential future business or commercial occupiers of the development, prior to them occupying the development. This should ensure potential business and commercial organisations are able to make informed choices and are more likely to commit to and adopt the Travel Plan.

Ideally a full Travel Plan should include tailored measures to overcome specific barriers, or take advantage of opportunities, presented by the site in order to encourage future employees and visitors to use sustainable modes of travel for appropriate journeys.

In order to encourage sustainable journeys to mitigate the traffic impact of the development, through the use of the Travel Plan incentives should be offered to encourage future occupiers of the site to use alternative modes of travel to the private car, through measures such as concessionary bus fares, discounted cycles, journey planning etc.

Should Bury Council be minded to approve this application it is suggested that the further development, implementation and monitoring of a full Travel Plan be attached as a condition of any planning consent.

I hope you find these comments useful in the determination of this planning application. Should you wish to discuss any matter further please do not hesitate to contact me.

Yours faithfully

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