

Transport Note

Project MMU Library Transformation Project
Subject Response to Transport Comments on Planning Application
Project no 053621
Date 31 January 2024

Revision	Description	Issued by	Date	Approved (signature)
00	Internal draft	JW	31.01.24	CM

1 Introduction

1.1 Background

Comments were received from Manchester City Council (MCC) on 12 December 2023 on the planning application for the re-development of the Manchester Metropolitan University (MMU) Library located within the All Saints Campus, Oxford Road, Manchester, M15 6BH (planning reference: 138424/FO/2023). The MCC response also include feedback received from Transport for Greater Manchester (TfGM).

The planning application is expected to be presented to committee on 22 February 2024.

1.2 Purpose of this Note

This Transport Note provides an initial response to MCC/TfGM to address the comments on the planning application regarding the following topics:

- Trip generation and highway safety
- Car parking
- Cycle parking
- Access and servicing
- Travel Plan

The MCC/TfGM comments regarding the above topics are included below, followed by an initial response from Buro Happold (BH), for further discussion with MCC/TfGM.

The stakeholder comments and this Transport Note should be read in conjunction with the Transport Statement (TS) and Design and Access Statement (DAS) submitted as part of the planning application.

2 Trip Generation and Highway Safety

2.1 Stakeholder Comment Received

The MCC / TfGM comments received on the planning application with regard to the trip generation are as follows:

"A Transport Statement (TS) has been submitted as part of the application which states that there will be no increase in 'student population' as a result of the proposals. It is also stated that staff numbers are not expected to significantly increase. No multi-modal trip generation assessment has been provided as the TS states that no new transport impacts are expected. Highways request further details on proposed day-to-day building uses/operations in order to identify whether the additional floor area would give rise to an increase in person trips which would warrant further assessment."

2.2 BH Response

2.2.1 Pre-Application Scoping

A transport scoping note was sent on the 19 June 2023 to present the methodology for the transport assessment for the proposed development. As stated in the transport scoping note at Paragraph 4.1 "Impact of Proposals":

"The redevelopment proposals include the refurbishment of the existing All Saints Library Building (circa 12,000 sqm GIA) with an additional 9,000 sqm GIA. The proposed development will have the same footprint as the existing All Saints Library.

The proposed development will also have the same land-use as the existing All Saints Library.

Finally, there will be no increase in student population as a result of the proposals. As a result, the modal share and trip generation from/to the site will be similar to the existing and no new transport impacts are expected."

MCC responded on 23 June 2023 via email that they "have reviewed the scoping document and do not have any issues with the proposed approach".

The approach to assessing transport impact within the TS was also discussed during pre-planning scoping discussion on 24 August 2023. MCC re-iterated that an operational assessment in terms of trip generation was not required based on the fact that the student population will be the same, there is no car parking proposed as part of the development and the increase in staff will be low.

The transport scoping note submitted as well as June 2023 email response and minutes from the August 2023 meeting are attached at Appendix A.

Notwithstanding the above, we have consulted the Client and design team further to compile some further information to support the findings of the TS and to assist MCC/TfGM's understanding of the development proposals and potential for impacts arising. This is set out in the following sections of this note.

2.2.2 Supporting Information on Building Uses and Operations

A description of the proposed development is included in the Design and Access Statement (DAS) dated October 2023 and submitted with the planning application (Document reference: 1044B-HBA-ZZ-XX-RP-A-080400).

Development Areas and Use

The DAS states that the proposed library has 22,091 sqm of Gross Internal Area (GIA) and includes the following key elements:

- Learning and diverse study environments providing 3,800 study seats,
- Circa 9,000 linear metres of book collection,
- Bookable rooms and learning pods,
- Prayer facility and well-being spaces,
- Library Service Staff accommodation,
- Café located on the ground floor, and
- Event spaces (e.g., Gallery, Poetry Library, Learning Skills Centre) located on the ground floor.

The area schedule of the proposed development is presented on page 42 of the DAS and is summarised in Table 1 below for the Gross External Area (GEA), Gross Internal Area (GIA) and Net Internal Area (NIA):

Table 1: Area Schedule, New Build and Refurbishment, October 2023

	Gross External Area (GEA)			Gross Internal Area (GIA)			Net Internal Area (NIA)		
	Phase 1 New Build	Phase 2 Refurb	Total	Phase 1 New Build	Phase 2 Refurb	Total	Phase 1 New Build	Phase 2 Refurb	Total
Total	14,013 sqm	9,518 sqm	23,532 sqm	13,041 sqm	9,051 sqm	22,091 sqm	7,794 sqm	6,354 sqm	14,148 sqm

By way of comparison, it should be noted that the existing library is circa 12,000 sqm GIA and includes elements such as a help desk / foyer area, library lounge, a cafe, as well as various study areas and study rooms.

The proposed library will have an additional circa 10,000 sqm GIA (as additional floorspace within the footprint of the building). The proposed library will have the same land-uses included as the existing library, with the addition of the newly proposed event space on the ground floor.

Operational Hours

The operational hours of the proposed development, including access and security management arrangements, are set out in the All Saints Library Building Access & Security Management Strategy submitted with the planning application.

The strategy states that during term time (Early September to late June), all areas of the library are likely be open 24 hours a day, 7 days a week. The ground floor gallery and Poetry Library are likely to have shorter opening times (i.e., 9am to 5 or 7pm, 5 to 7 days a week) but will also be open for special events.

Outside of term time (late June to early September), all areas of the library will be open Monday to Friday from 9am until 10pm, and Saturday/Sunday from 10am until 7pm. Again, the ground floor gallery and Poetry Library are likely to have shorter opening times (i.e., 9am to 5 or 7pm, 5 to 7 days a week) but will also be open for special events.

Café Use

Further information regarding the café use of the existing and proposed buildings are provided as follows.

The café within the existing All Saints building has a floor area of approximately 62 sqm (including limited seating), while the café proposed as part of the development will have a total area of 296 sqm, split between the preparation space (31 sqm), servery (96 sqm) and seating (169 sqm).

The proposed café will be ancillary to the library function of the building and is not expected to generate sole purpose trips, as per the existing café.

The servicing strategy of the proposed café is expected to be similar to the existing facility, utilising the servicing areas to the rear of the library building.

Ground Floor 'Event Space'

The ground floor of the proposed library will be open and accessible to all MMU staff and students as well as members of the public. The rest of the building will be restricted to MMU staff and students and registered visitors. Access will be controlled via security gates located on the first floor. Every evening, all ground floor access doors will be locked and access to the ground floor of the library will be restricted to only MMU staff and students.

As noted above, occasionally, the ground floor space will be used for events, such as university open days or exhibitions, and will be primarily focused on MMU students and staff. However, members of the public will have access to these events.

3 Car Parking

3.1 Stakeholder Comment Received

The MCC / TfGM comments received on the planning application with regard to car parking are as follows:

"The TS states that no on-site car parking provision is currently provided or is proposed within the curtilage of the site. However, the TS notes existing car parking provision (located north of the site beneath Mancunian Way and accessed from Chester Street), which provides parking for staff, students and visitors (including some disabled provision). It is unclear whether the proposals may generate some additional on-site/on-street parking demand - this may need to be studied further following additional information on building operations and associated trip generation. An assessment of disabled parking and Electric Vehicle (EV) charging provision is also requested by Highways.

To reduce the attractiveness of car trips, a review of current parking in the vicinity of the site should be undertaken, and any suitable TROs identified."

3.2 BH Response

As described in detail in the TS, the site is in a highly sustainable location and the majority of trips to the site are by sustainable modes. The Greater Manchester Accessibility Level for the site is Level 8, indicating an excellent level of accessibility. The Travel Plan appended to the TS also states that the current student travel mode share is 52.7% by public transport followed by active modes (27%) and finally car/van (15.5%).

The library is planned to cater for the same student population as the existing building (i.e., there will be no change/increase in student population as a result of the proposed development). The number of trips to the library is therefore not expected to increase significantly as a result of the development, and trips to the site are expected to be made predominantly by public transport and active modes rather than private car (as per the existing mode share). As a result, there should not be any significant additional demand for car parking.

Should the proposed development generate some additional private vehicle trips, perhaps as a result of the event space, then it is expected that these people would park in the existing public on and off-street parking areas near the site. Figure 1 below shows the location of car parking available in the vicinity of the site.



Figure 1: Car Parking in the Vicinity of the Site

As shown in Figure 1, public parking is predominantly available in the NCP Manchester Chester Street, MMU SiPark, also on Chester Street to the north of the site, and NCP Manchester Circle Square off Brook Street to the north-east of the site. Further parking is available on-street around the site for limited stays as shown in Figure 1, including some disabled parking provision.

The car parking under the Mancunian Way (John Dalton and Oxford Road car parks) is operated by MMU through a permit system and available only for MMU staff, students and registered visitors.

Two electric vehicle charging bays are located within the Cambridge Hall courtyard, accessible via Lower Chatham Street, approximately 190m south-west of the library.

In response to MCC's concerns about parking demand and utilisation of spaces, it is suggested that a suitably worded planning condition be agreed to ensure that this is monitored in future as part of the regular Travel Plan updates. The scope of this monitoring would be agreed with MMU and would include the monitoring of parking permits issued by MMU.

4 Cycle Parking

4.1 Stakeholder Comment Received

The MCC / TfGM comments received on the planning application with regard to cycle parking are as follows:

"No additional cycle parking is proposed as part of the development. The TS makes reference to various existing cycle parking provisions within the vicinity of the site including public/short-stay provision and sheltered/secure provision off the northern service access road and beneath Mancunian Way. Highways request that an assessment of existing/future short/-long-stay cycle parking provision/capacity is submitted in order to understand whether additional cycle parking provision would be required to cater for the proposed redevelopment. Highways also request clarification on the access arrangements for those withing to gain access to the secure provision beneath Mancunian Way.

Details of the usage of the cycle parking should be provided to understand how attractive and safe it is currently to the users of the cycle parking. Sheffield stands for cycle parking are not suitable and more secure cycle parking is required."

4.2 BH Response

It is noted that cycle parking provision for MMU is provided and considered on a campus basis, rather than a provision for individual buildings that are part of the same campus. This is appropriate to how people use the many facilities on the campus, often during the same visit, and travel to it.

At a strategic level, the 2023 MMU Travel Plan includes an objective to develop a cycle masterplan to deliver strategically located safe, secure, and accessible spaces to park and lock bikes across campus (e.g., cycle hubs). The Travel Plan shows a total of 958 cycle parking spaces provided across the campus and the University already has plans in place to increase this total to at least 1,300 by 2026.

In terms of the provision and utilisation of spaces, Figure 2 below shows the location of cycle parking in the vicinity of the site. Table 2 provides the detail of the cycle parking provision in terms of numbers of stands and spaces, as well as the occupancy observed during the Travel Plan audit in January 2023. It is also noted that the All Saints Public Realm scheme (planning reference: 128485/FO/2020) to the south of the library includes the provision of an additional 14 cycle stands, which will provide 28 cycle parking spaces. The existing 4 Sheffield stands on Oxford Road (east of the library) are proposed to be retained.

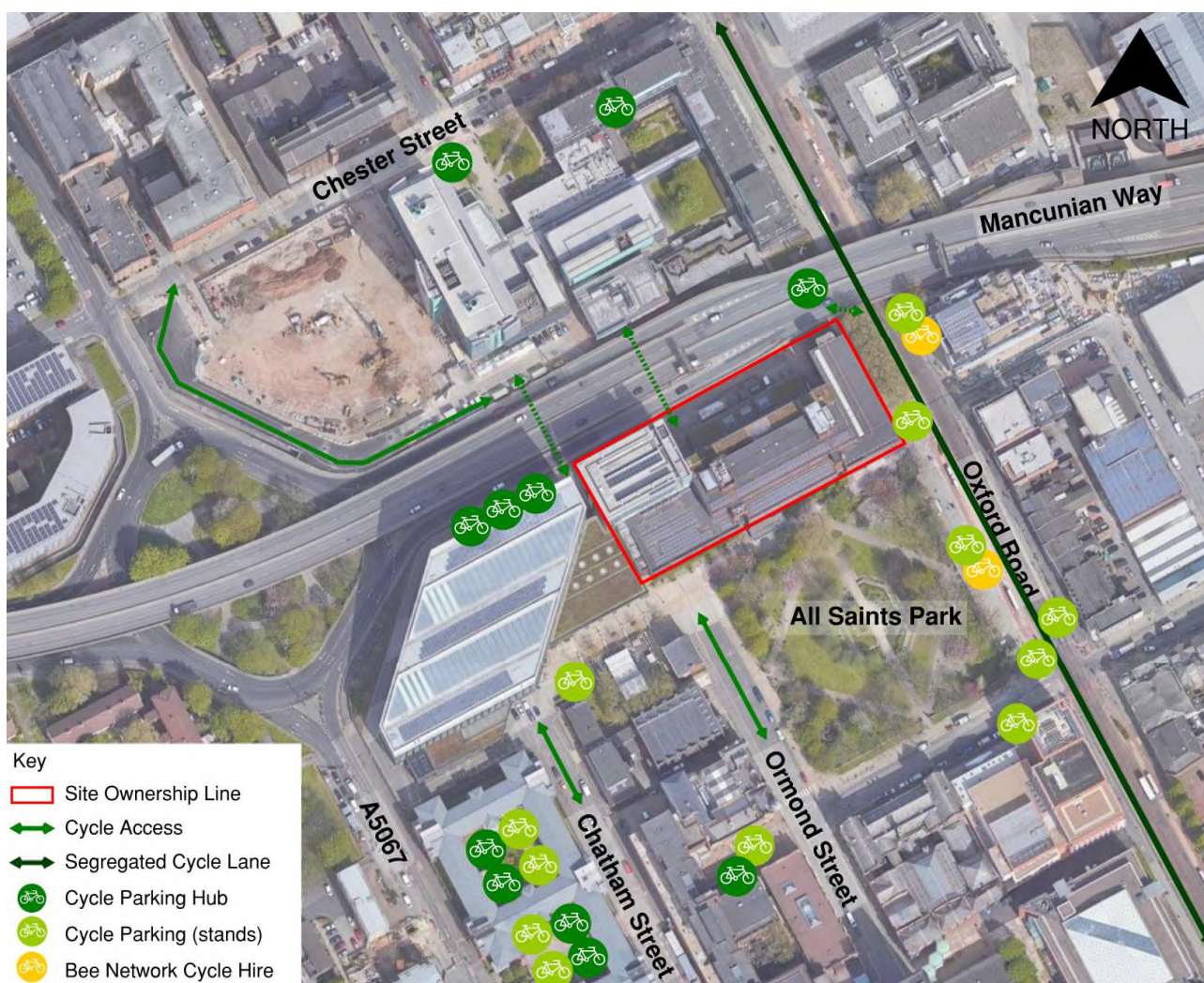


Figure 2: Cycle Parking Locations in the Vicinity of the Library

Table 2: Cycle Parking Provision in Vicinity of Library

Cycle Parking Location	Stands / Spaces Provision	Open / Secure	Staff / Students / Visitors	Spaces Occupied (Jan 2023)	Occupancy % (Jan 2023)
Oxford Road cycle parking store	53 stands / 106 spaces	Secure	Staff & Students	39 spaces	37%
Business school secure cycle hubs	30 stands / 60 spaces	Secure	Staff & Students	Not surveyed	-
Business School Lyceum Place	30 stands / 60 spaces	Open	All	10	17%
Ormond building walkway	40 stands / 80 spaces	Open	All	27	34%
Chester Street	10 stands / 20 spaces	Secure	Staff & Students	4	20%
Lower Chatham Street	14 stands / 28 spaces	Open	All	9	32%
Cambridge North / South	24 stands / 48 spaces	Both	Students	17	35%
Cavendish	9 stands / 18 spaces	Secure	Students	17	94%
John Dalton (internal)	47 stands / 57 spaces	Both	Staff & Students	16	34%

Access to the secure cycle parking under Mancunian Way is not proposed to be changed as a result of the proposed development. The cycle parking is accessed off Oxford Road via a secure lockable gate, as shown in Figure 3 below. Students and staff wishing to park their bike there are required to register to obtain an access code.



Figure 3: Oxford Road, Secure Cycle Parking Access

In response to MCC's concerns about cycle parking provision and utilisation of spaces, it is suggested that a suitably worded planning condition be agreed to ensure that this is monitored in future as part of the regular Travel Plan updates. The scope of this monitoring would be agreed with MMU and would include the monitoring of cycle parking provision and utilisation of spaces throughout the MMU campus by MMU.

With regard to the comment received that "Sheffield stands for cycle parking are not suitable and more secure cycle parking is required."; further discussion with MCC / TfGM is required on this point. It is noted that LTN 1/20 states that "the preferred and most common form of cycle parking is a tubular metal stand anchored into the ground at two points, sometimes known as a "Sheffield stand". The Sheffield stands are generally considered the most simple and secure cycle parking type to implement as they provide a secure locking point for two bikes by locking the rack into the ground.

5 Access and Servicing

5.1 Stakeholder Comment Received

The MCC / TfGM comments received on the planning application with regard to Site Access and Servicing is as follows:

"An enlarged turning area is proposed to improve the turning for servicing vehicles, with the supporting swept-path assessment based on a 10m rigid delivery vehicle and a 10.98m refuse vehicle. Confirmation is sought that that tracking takes into consideration the worst-case vehicle dimensions associated with the site. it should be noted that MCC standard refuse vehicle is 11.5m in length.

The TS states that there will be no change in the type and frequency of delivery/ servicing vehicles although confirmation is sought given the proposed increase in floor area and associated building operations. Highways require further details in order to understand whether additional swept-path assessment is required and/or further arrangements to ensure coordination of delivery/servicing vehicles.

It is noted that a new external bin store is noted on the swept-path assessment plans appended to the TS, located adjacent to the parking area beneath Mancunian Way. It is unclear whether the bin store would affect existing car park/cycle parking operations at this location and so further details are sought."

5.2 BH Response

The servicing strategy for the site has been discussed with the MMU facilities team and further information has been provided in the following text to respond to the stakeholder comments.

In terms of the worst-case servicing vehicle dimensions currently accessing the servicing area to the north of the library, the following should be noted. Waste collection for the library is currently undertaken by Veolia, not MCC, and this will continue with the proposed development. Veolia's vehicles used to collect the library's waste on a regular basis are 10.1m long, 2.55m wide and 3.8m high. Other vehicles such as Front End Loader (FEL) and skip wagons also access the site on occasion. The maximum dimensions of those vehicles are 10.5m long, 2.55m wide and 7.6m high. Notwithstanding, we have tested the 11.5m standard MCC waste vehicle collection accessing, manoeuvring and exiting the north of the library via the access road as a worst-case scenario. The swept path analysis is included in Appendix B of this note and shows the service area adequately caters for this vehicle.

The MMU facilities team was also consulted to ascertain the types of delivery vehicles currently accessing the servicing area to the north of the library. Feedback was that deliveries and collections including electrical items / batteries, furniture and book collections, are irregular and made by various vehicles, including lorries, large tail lift vans and smaller light vans. Private individuals can also use the access road and loading bay to deliver archives and/or donations. A 10m rigid vehicle is therefore considered to be the largest delivery vehicle to access the north of the library, but this is smaller than the waste vehicles that have been tested, and therefore the proposed layout can accommodate the worst-case servicing vehicles expected.

As noted in the submitted TS (Section 4.4.), no significant change to servicing activity in terms of numbers of trips generated is expected as a result of the proposed development. Whilst the proposed development increases the floor area of the site most of the land-uses proposed in the scheme already exist on site or in close proximity. Therefore, it would be expected that the volume of goods delivered may increase, but that this would be delivered by the same number and type of vehicles as existing.

The access to and operation of the servicing area to the north of the library will continue to be managed by MMU. Loading / unloading from delivery vehicles will not be undertaken from the highway.

With regard to the stakeholder comments on the bin store, the store already exists under the Mancunian Way, as shown in the pictures below. The bin store is proposed to be relocated a few metres further north to free up space for vehicles to manoeuvre to the north of the library. The bin store is not proposed to be modified in terms of presentation and size.



Image 1: Bin Store Location, Underneath Mancunian Way

6 Travel Plan

6.1 Stakeholder Comment Received

The MCC / TfGM comments received on the planning application with regard to the Travel Plan are as follows:

"The updated MMU Campus Travel Plan (2023 - 2030) has been appended to the TS. Whilst the campus-wide Travel Plan is welcomed, Highways request that ongoing Travel Plan surveys include site specific analyses, for example in order to assess ongoing cycle parking demand/opportunities for additional cycle parking provision within the vicinity of the MMU Library site and a focus on staff access to the Library.

In terms of the Travel Plan, there is no indication of the current nature of the trips for staff to their employment specifically at the library and as such no indication of the likely measures to reduce the reliance on vehicle trips to the site."

6.2 BH Response

The 2023 MMU Travel Plan covers all buildings on the campus, including the existing MMU All Saints library building. The planned updates of the Travel Plan will consider the future campus, including the proposed development. It is not deemed necessary or practical for the development to have its own Travel Plan and in fact measures to improve travel behaviour are more likely to be practical, successful and further reaching if they relate to the campus as a whole rather than one individual building. It is noted that this approach has been agreed with MCC for the Manchester University Fallowfield student halls development as the most practical and beneficial approach to travel planning for campus development.

Furthermore, we would not expect staff travel to the library to be significantly different to other non-residential buildings on campus and their staff travel behaviour should also be similar, as this is linked to the sustainable location of the site/campus, the provision of public transport, walking and cycling facilities and limited long-stay parking availability for staff.

As previously stated, it is requested that suitably worded planning conditions be agreed with MCC/TfGM to ensure that the future Travel Plan monitoring includes surveys of cycle parking and car parking with the scope of these surveys agreed in advance with MCC.