



Memorandum

To Lucy Harrison

From [REDACTED]

Date 8 August 2023

Subject 137227/FO/2023

Full planning permission for the demolition of existing structures and the erection of one residential building to a height of 71 storeys comprising 642 homes (Use Class C3) with food and drink uses (Use Class E) and / or drinking establishment (Sui Generis); and one office building (Use Class E); with basement car parking, cycle parking, landscaping and public realm, servicing and access arrangements, highways alterations and associated works.

We have reviewed the above application in relation to highways and our comments are as follows:

CONTEXT

The application seeks full planning permission for the demolition of existing structures and the erection of one residential building to a height of 71 storeys comprising 642 homes (Use Class C3) with food and drink uses (Use Class E) and / or drinking establishment (Sui Generis); and one office building (Use Class E); with basement car parking, cycle parking, landscaping and public realm, servicing and access arrangements, highways alterations and associated works at Plot D , Great Jackson Street, Manchester, M15 4NP.

The site is located in the Great Jackson Street Development Framework area.

The Proposed Development comprises four residential towers within the CSP3 Site - two plots within the western section of Plot C noted as Towers C7 and C8, and two plots within Plot E noted as Towers E1 and E2. In addition, the Proposed Development comprises two distinct buildings within the Plot D Site - one residential tower and a separate office building.

HIGHWAYS RESPONSE

TRIP GENERATION AND JUNCTION CAPACITY:

HFAS (Highway Forecasting and Analytical Services) and UTC (Urban Traffic Control) were consulted in relation to the trip generation and junction capacity assessments and provided the following comments.

Traffic Surveys:

It should be highlighted that surveys have been conducted during roadwork periods on Melbourne Street. In respect of Paragraph 2.2.1 of the TA, it is noted that various site visits have been made, however, the access road from the Mancunian Way is closed for construction. As such the traffic conditions are not typical - see later plans showing the access road re-opened.

The TA acknowledges that the access road Melbourne Street is closed, however, there is no recognition that this is likely to invalidate the traffic conditions/flows observed. As such the surveys undertaken are unlikely to be completely representative of normal conditions and aren't considered to be accurate in terms of the final operation of the site.

Trip Assessment:

TfGM HFAS do not have access to all the committed development TAs listed within Paragraph 5.2.12 of the TA and therefore are unable to validate the text and committed development flows shown in Paragraph 5.2.13 of the TA.

TfGM HFAS are unable to validate the trip distribution as there is no spreadsheet extract showing how the MSOA areas have been paired with the traffic routes. A sample of the route pairing between the Origin MSOA and destination is required.

Modelling:

With references to Paragraph 6.5.7 of the TA, the impact of the development traffic at the junction of Mancunian Way / Chester Road increases the degrees of saturation above 90 percent. Increases above 90 percent result in increases in traffic flows causing large increases in delay. As such the impact on the operation of the junction is likely to cause increased congestion at the junction.

Furthermore, because the junction has short link lengths it is likely that the queueing will be beyond the length of the available queueing space. The modelling results should clearly indicate the length of the queueing space available in the results and should show the predicted queue against the available space and whether the queueing exceeds the available space. It should be noted that the average queue is going to double 50 per cent of the time. As the junction is already congested, additional traffic is going to worsen the congestion and as such the reference to a not 'severe' impact as per the NPPF is does not apply.

As an alternative to increasing the capacity at the junction, improved walking and cycling provision to the site could be provided. This could then offset the predicted vehicle trip numbers as assumed in the TA.

HIGHWAY SAFETY:

The TfGM database has been reviewed for the most recent five-year period. The survey area includes the immediate vicinity of the site, Great Jackson Street, Chester Road, Mancunian Way, Owen Street and the junctions of Great Jackson Street / A56 Chester Road, A56 Deansgate Interchange and A56 Chester Road / Deansgate. The database indicates that a total of 27 incidents have occurred, 22 of which were slight and 5 were serious.

The results show that there is a clusters of 12 incidents at A56 Deansgate Interchange and 7 incidents at A57 Mancunian Way. No incidents were recorded along Great Jackson Street, Melbourne Street, Silverstone Street or Owen Street.

It is not clear what road safety accident period has been chosen.

With reference to Paragraph 2.4 of the TA, the Collision data should clearly identify any pedestrian and cycling collisions to determine any particular problems with walking and cycling safety.

SITE ACCESSIBILITY:

Due to the sites city centre location the site is well accessed by sustainable modes.

Regular bus services are routed along Medlock Street and provide connection to Piccadilly Gardens and Flixton. Further bus stops are in place along Whitworth Street and provide connections to Partington and The Trafford Centre.

The closest Metrolink facility is located at Deansgate an provides connections to Manchester Airport, Piccadilly, East Didsbury, Altrincham, Shaw & Crompton, Eccles, Bury and Ashton-under-Lyne.

The closest railway facility is located at Deansgate and provides connections to Liverpool, Manchester Airport, Crewe, Alderley Edges and Blackpool.

OFF-SITE HIGHWAYS WORKS:

It is understood that great Jackson Street and Melbourne Street will remain part of the adopted highway network. Owen Street and the extended Melbourne Street will not form part of the adopted highway and will remain unadopted with bollards to manage vehicle access.

A number of works are proposed at Crown Street Phase 3 and Plot D. On the adopted highway these include:

Great Jackson Street:

- o x2 uncontrolled crossing and footway build out
- o raised table
- o 12 relocated pay & display bays
- o Proposed drop-off point for C7 and C8
- o Proposed drop-off point for E1 and E2
- o Secondary loading bay and drop-off for Plot D
- o Signalised Crossing near Plot D

Melbourne Street:

- o Shared footway / cycleway
- o Proposed loading bay for tower C7
- o Basement access for tower C7
- o Reconfigured into two one-way lanes
- o Proposed Toucan Crossing
- o Traffic calming measures
- o Speed roundel

- o Speed hump
- o Flush overrun area
- o Additional vertical signage
- o Ramp providing access to bridge over Mancunian Way

Unadopted Melbourne Street:

- o Construction on a private road
- o Two-way section of carriageway till the point of new access to Tower E2
- o One-way section of carriageway linking to Owen Street
- o Bollards or similar access control
- o Loading bay to service tower E2 and Plot F1

Silvercroft Street

- o Tactile paving and dropped kerbs at junction with Great Jackson Street
- o Basement access to Tower C8
- o Loading bay for Tower C8
- o Existing cobbles to be replaced by tarmac
- o Works to footway

More details are requested on how the development and proposed works will link to the existing bridge over Mancunian Way.

It is requested that further information on the proposed over run area on the adopted Melbourne Street is provided.

Should the planning application be approved, the applicant will be required to enter into a Section 278 agreement for the alterations to the existing highways, and for construction of the proposed vehicular access points, laybys, unsignalised and signalised crossing and dropped kerbs on Great Jackson Street, the adopted Melbourne Street and Silvercroft Street. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.

TfGM would strongly recommend that a review of the Traffic Regulation Orders in the vicinity of the development is undertaken, with a view to introducing additional parking restrictions as appropriate, as well as ensuring adequate parking restrictions remain in place, and are refreshed accordingly. This will help to discourage pavement parking associated with the development and therefore assist in improving the quality of the surrounding public realm.

It is requested that a Stage 1 Road Safety audit be undertaken for the proposed works along Great Jackson Street, Melbourne Street and Silvercroft Street. It is requested that this be conditioned as part of the planning application.

A deposit is required to begin the S278 application, additional costs will be payable and are to be agreed with S278 team. The minimum standard S278 technical approval timescale is between 4-6 months, TRO's can take 10-12 months.

An independent 'Stage 2' Road Safety Audit will be required; this may necessitate design changes with all costs attributable to the Developer.

For any projects that require a S278 and/or S38 highway agreement a Stage 1 Road Safety Audit (RSA 1) is requested to inform the preliminary design at the pre-planning

stage - prior to planning approval being granted. This ensures that any underlying highway safety issues have been identified and mitigation is proposed accordingly. The scope and study area of the RSA1 will be agreed on a site by site basis however, as a minimum, it is expected to include the following:

- o 5 years of accident history
- o Audit of key pedestrian routes (crossing points, footway widths, condition etc.)
- o Audit of key cycling routes (ASLs, cycle lanes etc.)
- o Highway layout including, but not limited to (visibility assessments, speed limits, TROs, traffic calming etc.)

A copy of the report (with Designer's Response) is to be made available to the Statutory Approvals Team upon request.

It is expected that all modifications/improvements to the public highway are achieved with a maximum carbon footprint of 40%. Materials used during this process must also be a minimum of 40% recycled and fully recyclable. Developers will be expected to demonstrate that these standards can be met prior to planning conditions being discharged. The developer is to agree the above with MCC's Statutory Approvals and Network Resilience Teams post planning approval and prior to construction taking place.

The Council seeks use of a standard palette of materials for footway and carriageway construction. For alternatives of a higher standard, a commuted sum (for non-standard highway material and its maintenance) will need to be agreed between MCC and the applicant.

It is recommended that all public realm materials are agreed with MCC's Capital Programmes and Property team prior to site works beginning. The applicant should also liaise with MCC's Flood Risk Management to discuss drainage associated with the site public realm.

The developer should ensure that all pedestrian routes within the curtilage of the site are constructed to a minimum width of 2m to cater for wheelchair and any pushchair users.

TfGM have provided the following response:

Whilst the walking and cycling provision at the site appears of an acceptable standard, the connections from the site to the City Centre fall below an acceptable standard. For example, with reference to the crossing of the Deansgate spur off Deansgate or Great Jackson Street, Deansgate doesn't provide any walking or cycling provision and the crossing of City Road North at the junction with Albion Street doesn't provide any improvements to make it safer and easier to cross the side roads. Additionally, providing a quality cycle lane along Deansgate and along Medlock Street would give appreciable benefits to cyclists to and from the proposed development. See also 4.3.11, given the generally sub-standard pedestrian links between the site and various city centre locations it cannot be genuinely claimed that the site is 'highly' accessible.

The visibility of the toucan crossing should be provided from the Mancunian Way approach.

Within the site, instead of uncontrolled pedestrian crossings, zebra crossings should be proposed.

Footways should not be less than 2.0 metres wide as a minimum and the provision of a loading bay should not be at the expense of creating a substandard pedestrian environment.

With reference to Paragraph 3.4.8 of the TA, shared cycle and pedestrian footways are not to the standards of LTN1/20.

PARKING AND ACCESS:

A total of 473 car parking spaces will be in place at the development and broken down as follows:

- o C7: 108 spaces (25% provision)
- o C8: 102 spaces (25% provision)
- o E1: 145 spaces (33% provision)
- o E2: 118 spaces (27% provision)

The car parks will be well lit, maintained and monitored (including CCTV coverage relayed back to the Management Suites).

Regarding the dimension of these spaces, these should all accord with MCC's standard minimum requirement. It is recommended that standard parking bay dimensions be a minimum of 2.4m x 4.8m and disabled parking bay dimensions a minimum of 3.6m x 6.0m. This should also include a 6 metre aisle width to allow vehicles to safely manoeuvre within the car park with formal demarcation of all spaces.

Plot D:

There will be a total of 214 car parking spaces distributed between the four towers, which represents c. 33% car parking provision. Highways are satisfied with this level of parking as it reflects the accessible location and arrangements at other development in the Crown Street SRF.

Plot D will provide up to 20% EV Charging. These will be provided on a demand led basis through the sales process. It is requested that EV Charging is monitored as part of the Travel Plan and when required additional EV charges installed.

12 of the 214 car parking spaces will be acceptable which equates to 8% provision. This is acceptable to Highways.

Access will be via a two-way ramp. Drawing '081453-CUR-XX-00-D-TP-05002', '05003' and '05007' provides swept path analysis for the basement parking levels. The plans demonstrate that a large car can access, manoeuvre and egress safely.

Office:

The office is proposed to offer 2 parking spaces at ground floor level. The Transport Assessment states that these are anticipated to be used by visitors only. It is requested that these 2 spaces are accessible. No staff parking will be in place, but they will have access to the Multi Storey Car Park currently being constructed as part of Crown Street Phase 2.

CYCLE PARKING:

Plot D:

The office use will be provided with 10 secure and covered parking spaces. MCC Core Strategy states that offices require 1 cycle space per 200sqm (minimum of 2 spaces) and therefore the proposals meet MCC standards.

TfGM recommend that where possible the number of cycle spaces for the Office use should be significantly increased

It is requested that as part of the Travel Plan the cycle parking use is monitored and when required more cycle parking is installed.

BOUNDARY TREATMENTS:

It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians.

The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

REFUSE AND SERVICING:

DELIVERIES:

Post will be delivered directly to the monitored post boxes located within each buildings main lobby. The Royal Mail will be provided with a fob access to allow entry. Parcels that are unable to be delivered directly to the post boxes will be stored in the secure parcel routes in each buildings Management Suite.

It is understood that vehicles will park in each of the proposed lay-bys.

It should be ensured that deliveries vehicles do not congest the carriageway and cycle do not leave cycle in the footway and impinge on pedestrian movements.

Highways require additional information in order to fully assess the potential impact of take-away food deliveries on the local highway network. In order to fully understand the potential impacts of this type of pick up / drop off activity, applicants will be expected to follow the below suggested guidance:

- o All developments will ideally provide an off-highway location to accommodate all drop off / pick up activity at the site, including vehicular and cycle activity;
- o The applicant must justify the numbers of trips associated with Taxi & Food / Parcel Deliveries as part of the planning submission. The methodology of the assessment should be agreed with MCC and utilise industry standard tools i.e. TRICS;
- o Whilst it is accepted that current data is limited in terms of this type of activity, any additional justification and evidence from recently occupied sites would also be of benefit;
- o Once a robust and agreed trip generation has been established, the applicant will be required to demonstrate how this activity can be accommodated either within the site itself or within the adopted highway. This should account for peak hour activity where the most likely period of conflict will occur.
- o In terms of an internal drop off / pick up facility - the applicant will be expected to illustrate that all vehicle / cycle activity can be accommodated within the site. This should not impact on the adopted highway, including footway.
- o Should drop off / pick up not be accommodated internally, the applicant will be required to assess the exiting highway layout and Traffic Regulation Orders (TROs) and

demonstrate that the parking restrictions can accommodate the peak number of movements associated with Taxi & Food / Parcel Deliveries. This should include surveys of existing on-street parking and loading / unloading activity within the vicinity of the site.

o Where amendments are required to the adopted highway, in order to provide a safe and functional drop off / pick up location, this will be captured as part of a S278 agreement to be fully funded by the applicant.

All developments will be expected to provide a Management Strategy for Food / Parcel Deliveries. This strategy will need to provide clear direction as to how the below considerations are to be brought forward and managed for the duration of the site's occupation:

1. Designate a Delivery Drop-off Point: Work with the management or housing staff of the development to establish a designated drop-off point for deliveries. This could be a specific lobby area or a central location easily accessible to delivery drivers.
2. Display Signage: If permitted, put up clear signage in the development's common areas to guide delivery drivers to the drop-off point. This will help prevent confusion and ensure timely deliveries.
3. Inform Residents: If possible, notify all residents of the new delivery process. Inform them about the designated drop-off point and any specific rules or guidelines they need to follow when receiving deliveries.
4. Set Delivery Hours: Establish specific delivery hours for residents of the development where possible. This could help manage the flow of deliveries, especially during peak times.
5. Regularly Review the Process: Periodically review how the drop-off process is working. Gather feedback from residents, delivery drivers, and staff to identify any areas for improvement and make necessary adjustments.
6. Consider a Delivery Holding Area: If feasible, set up a secure delivery holding area within the development. This can be especially helpful for residents who may not be immediately available to receive their orders.
7. Monitor Security Concerns: Ensure that the delivery process does not compromise the security and safety of the residents of the development. Address any security concerns promptly and collaborate with building management to implement appropriate measures.
8. Encourage Feedback: Encourage residents to provide feedback on their delivery experiences. This will help you assess the efficiency of the process and identify any potential issues that need to be addressed.

Waste Stores:

All of the proposed loading bays are located in close proximity to the proposed waste stores.

Plot D:

Plot D will have 2 loading bays. The primary one will be 15 x 2.7m and is located to the rear of the building and accessed via a one-way loop road.

A secondary loading bay is proposed along Great Jackson Street and will measure 17 x 2.7m. The main role of this bay is to serve as a drop-off point for residents, customers of the restaurant and visitors to the office building.

Drawing '081453-CUR-XX-00-D-TP-05001' details the swept path analysis of a large refuse vehicle and demonstrates that the large refuse vehicle can access and egress the loading bay and highways in forward gear.

Plans demonstrate that a minimum of 2m will be maintained at all of the loading bays. Highways and Curtins agreed during pre-app discussions that areas of footway that are sitting in private land will be subject to studs on the ground to delineate the edge of adoption.

The Management Strategy confirms that the residential waste will be collected by Council operatives and commercial will be collected via a 3rd party collection service.

It is requested that a Waste Management Strategy is conditioned as part of this application.

TRAVEL PLAN:

A Framework Travel Plan has been provided as part of the application. The Framework Travel Plan includes objectives, targets and indicators, management strategy, measures to encourage sustainable travel, marketing strategy and a monitoring and a draft action plan.

The Travel Plan is aimed at both the residential and office aspect of the development.

The Travel Plan will be managed by a Travel Plan Coordinator (TPC). The TPC will be appointed prior to the development being occupied. It is recommended that the TPC work closely on the management and monitoring of the Travel Plans across the Crown Street and Great Jackson Street development.

Monitoring reports will be provided to officers at Manchester City council every 2 years following the receipt of the baseline travel survey. Monitoring surveys will be carried out annually from the baseline survey for the duration that the TPC is appointed.

Once the initial baseline Travel Survey has been completed a full Travel Plan should be produced.

The development, submission, implementation and monitoring of the Travel Plan should be included in the conditions of any planning consent.

STRUCTURES:

Should there be any basement excavations proposed adjacent to the highway structural drawings and calculations for the temporary and permanent support works must be submitted for checking (for a fee) to MCC Bridges/Structures Section. The applicant is advised to contact highways.structures@manchester.gov.uk.

CONSTRUCTION MANAGEMENT:

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. The Construction Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway. The document should also consider ongoing construction works and contractor parking in the locality.

It is also requested the applicant provides a dilapidation survey as part of the Construction Management Plan document. The survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

The applicant is advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

It is recommended that the above is conditioned and attached to any planning permission that may be granted.

SUGGESTED CONDITIONS:

EVC
Cycling
Off-Site Highways Works
CMP

Highways Reference: 14624/FO/2023