

TRANSPORT PLANNING (YORK) LIMITED



Retirement Living Housing Development Spath Road, Didsbury

Transport Statement

September 2022

RETIREMENT LIVING HOUSING DEVELOPMENT
SPATH ROAD, DIDSBURY

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 to build a Retirement Living housing development on land to the south-west of Spath Road, Didsbury.
- 1.2 A previous planning application for a 34 apartment Retirement Living housing development on the application site was considered and refused by the Local Planning Authority in December 2020 (planning reference 128018/FO/2020). This refusal was subsequently appealed (Appeal Reference APP/B4215/W/21/3274312) and dismissed in January 2022 on character and appearance of the development resulting in harm.
- 1.3 The current planning application addresses the issues raised by the Inspector. The modified development has been reduced in size and now comprises 26 Retirement Living housing apartments (13 one bedroom and 13 two bedroom) with 20 on-site parking spaces (including 2 disabled spaces and 2 electric vehicle charging points with ducting being provided to the remainder of the parking spaces so that further electric vehicle charging points can be provided as the demand dictates).
- 1.4 The application site is located on the south-western side of Spath Road immediately to the north-west of Lancaster Road. It currently accommodates a large residential property (Jessiefield) with extensive curtilage accessed directly from Spath Road. The application site has a road frontage of around 45.0 metres onto Spath Road and around 95.0 metres onto Lancaster Road.
- 1.5 The proposed Retirement Living housing development will be served by the existing Spath Road vehicular access arrangement suitably modified to procure increased width and radii. This modified vehicular access was accepted by the Local Highway Authority when considering the 2020 proposal for 34 retirement apartments. It should therefore be acceptable to serve the reduced scale of development. The internal road serving the Retirement Living 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- 1.6 Although it has now been withdrawn, the former DfT publication “Guidance on Transport Assessment” (GTA) identified thresholds above which the preparation of a Transport Statement or Transport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 later in this Statement, the Retirement Living housing development now proposed would be expected to generate up to some 40 vehicle movements per 12-hour day two-way (i.e. 20 in and 20 out), some 2 vehicle movements per hour two-way, or on average one movement every 30 minutes, during the morning and evening peak hours. These generated trips would access and egress the application site via the modified vehicular access onto Spath Road.
- 1.8 The traffic generated by the proposed Retirement Living housing proposal will in part be a replacement of residential traffic currently associated with the large dwelling on the site. Even ignoring this current residential use, 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 will have no material impact upon the operation of the local highway network, particularly during peak traffic hours. The Local Highway Authority did not raise any highway capacity/operational objections to the previous proposal for 34 retirement apartments. Hence, it is assumed no highway objections will be raised to the current reduced size development.
- 1.9 Given the low traffic generation associated with the proposed Retirement Living 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 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.
- 1.11 As will be identified later in this Statement, paragraph 111 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.

- 1.12 This Statement will demonstrate that the traffic generated by the proposed Retirement Living development, part of which will be a replacement of traffic already generated by the existing residential property on the application site, will not have an unacceptable impact on highway safety and that the residual cumulative impact on the road network would not be severe.
- 1.13 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.
- 1.14 This Statement will conclude that there are no defensible highway related reasons why planning permission for the proposed Retirement Living development should be prevented or refused on highways grounds. This conclusion was held by the highway professionals in the Local Highway Authority who raised no objection to the 2020 proposal.

2.0 RELEVANT CENTRAL AND LOCAL GOVERNMENT POLICIES

National Planning Policy Framework (NPPF) – 2021

- 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 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 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 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 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 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 108 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 111 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 112 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 113 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 on the south-western side of Spath Road immediately to the north-west of Lancaster Road. It currently accommodates a large residential property (Jessiefield) with extensive curtilage accessed directly from Spath Road. The application site has a road frontage of around 45.0 metres onto Spath Road and around 95.0 metres onto Lancaster Road.
- 3.2 The proposed Retirement Living housing development will be served by the existing Spath Road vehicular access arrangement suitably widened to accommodate the vehicles anticipated to use it. The internal road serving the Retirement Living development will remain private and will not be offered for adoption as a public highway. An illustrative layout plan of the proposed development is attached at **Appendix TPL1**.
- 3.3 Spath Road, from which the development site takes vehicular access, is a single carriageway two-way road running broadly in a south-east to north-west direction. At the point at which vehicular access to the application site is taken, Spath Road has a carriageway typically around 7.3 metres wide. There is a footway on the south-western (site) side of the road around 2.6 metres wide and a footway on the north-eastern (opposite) side of the road around 2.87 metres wide. There are existing trees interspaced within the footways but these do not impact on access considerations for the Jessiefield site.
- 3.4 In the immediate vicinity of the development site, Spath Road to the south-east of the site is relatively straight, flat and lit. To the north-west of the site, Spath Road bends around 20-25 metres to the north-west before running in a more westerly direction to Palantine Road (where the junction with Palantine Road is closed to vehicular traffic and is only accessible on foot or by cycle). Spath Road is subject to a 20-mph speed limit. In the vicinity of the development site this road is not subject to any waiting restrictions.
- 3.5 Around 50 metres to the north-west of the site, Spath Road connects with Holme Road which in turn connects with Dene Road West around a further 250 metres to the south-west. This latter road then connects with Palantine Road around a further 150 metres to the north-west. As the junction of Spath Road with Palantine Road is closed to vehicular traffic, the Holme Road/Dene Road West route acts as the local diversion route between Palantine Road and the larger residential area within which the development site is situated. The majority of vehicle movements

passing the development site are travelling to or from Holme Road via the priority junction with Spath Road.

- 3.6 There is a simple priority vehicular access from the application site onto Spath Road located towards its north-western corner. This access is a single vehicle width only and, as currently configured, two-way concurrent vehicle movement is not achievable. The egress visibility from this access towards the south-east (towards vehicles approaching on the nearside of the carriageway) is greater than required by Manual for Streets for the speed of vehicles approaching the access. The egress visibility from this access towards the north-west (towards vehicles approaching on the offside of the carriageway) is around 26.0 metres measured to the nearside kerbline and around 36.0 metres measured to the centreline of Spath Road.
- 3.7 This latter visibility splay (i.e. towards the north-west) corresponds with an 85th percentile approach speed of 20 mph (reference Manual for Streets 2007). This is consistent with the speed limit and the fact that the majority of vehicles approaching from this direction have just turned out of Holme Road onto Spath Road and hence should be travelling more slowly. Hence, the use of the existing vehicular access (suitably widened) to serve the Retirement Living development should be acceptable, particularly as the current residential use of the access has not resulted in any personal injury accidents being recorded along Spath Road and/or involving vehicles turning into and out of the Jessiefield site.
- 3.8 There is a second simple priority access from the development site onto Lancaster Road around 8.0 metres to the south-west of its junction with Spath Road. This access is also a single vehicle width only and is connected to the Spath Road access by an internal vehicular driveway.
- 3.9 The egress visibility from this second access towards the south-west (towards vehicles approaching on the nearside of the carriageway) is greater than required by Manual for Streets for the speed of vehicles approaching the access. The egress visibility from this access towards the north-east (towards vehicles approaching on the offside of the carriageway) is clear to the junction with Spath Road.
- 3.10 Lancaster Road, onto which the development site also has a frontage, has a carriageway width typically around 7.5 metres. There is a 2.9 metre wide verge on the site side of the road and a part verge/part footway around 2.7 metres wide on the opposite side of the road. In the immediate vicinity of the site, Lancaster Road is straight, flat, lit and subject to a 20 mph speed limit. This road is not subject to any waiting restrictions. Lancaster Road is in a poor state of repair and it is believed that this road is private, i.e. not a publicly adopted road maintained by the Local Highway Authority.

- 3.11 There are good quality pedestrian routes on both sides of Spath Road. There is also a pedestrian route via Lancaster Road to the north-east connecting the application site to Barlow Moor Road. This latter route provides safe access on foot to the existing bus stops on Barlow Moor Road and to the shopping facilities to the east of the site (on Barlow Moor Road and Wilmslow Road).
- 3.12 In terms of public transport accessibility, Palantine Road to the north-west and Barlow Moor Road to the north-east are both bus routes. There are existing bus stops on both roads within 300 metres of the application site. The bus stops on Palantine Road are served by the 41, 43, 143, 270 and 278 bus services and the bus stops on Barlow Moor Road are served by the 23, 23A and 270 bus services offering frequent travel between the site and the surrounding areas including Manchester City Centre. All of the bus stops close to the development site have shelters, raised kerbs, schedule information and seating. As such the site benefits from good pedestrian and public transport accessibility.
- 3.13 The site is located approximately 500 metres from the start of the local shopping area to the east. The shopping area includes a range of facilities and services to meet the everyday needs of the residents of the proposed Retirement Living development. All of the shopping is within convenient walking distances of the site.
- 3.14 The site is also within short bus journeys 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 development.

Personal Injury Accidents

- 3.15 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 Spath Road or turning into or out of the application site, other than one 'serious' accident recorded at its junction with Palatine Road which occurred in January 2018.
- 3.16 A number of personal injury accidents have been recorded on both Palantine Road and Barlow Moor Road over the 5 year period. However, these accidents are spread along each road other than at the junction of Dene Road West with Palatine Road where two 'slight' and two 'serious' accidents have been recorded.
- 3.16 Given the low volume of generated traffic associated with the Retirement Living proposal, particularly during the peak traffic periods, and the fact that some of this generated traffic is a replacement of the residential traffic currently using the site access, there is no reason to conclude that the proposed development would result

in any detriment to highway operation or road safety.

- 3.17 Hence, there are no defensible reasons which should prevent planning permission for the proposed Retirement Living housing development on the application site being granted.

4.0 NATURE OF RETIREMENT LIVING HOUSING DEVELOPMENTS

- 4.1 As identified previously, the proposed Retirement Living comprises 26 Retirement Living housing apartments (13 one bedroom and 13 two bedroom) with 20 on-site parking spaces (including 2 disabled spaces and 2 electric vehicle charging points with ducting being provided to the remainder of the parking spaces so that further electric vehicle charging points can be provided as the demand dictates). An illustrative layout plan of the proposed Retirement Living development is shown on the plan attached at **Appendix TPL1**.
- 4.2 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.
- 4.3 The application site is located adjacent to existing residential development. It is within convenient walking distances of existing bus stops on both Palatine Road and Barlow Moor Road. The Didsbury shopping centre is also within convenient walking distance of the application site. The residents of the proposed development will have access to a range of facilities to satisfy their everyday needs.
- 4.4 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.
- 4.5 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.
- 4.6 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”.

- 4.7 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.

- 4.8 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.

- 4.9 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.

- 4.10 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.

- 4.11 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.

- 4.12 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.

- 4.13 As demonstrated later in this Statement, it is considered that this level of parking will accommodate the anticipated parking demands at all times and ensure no

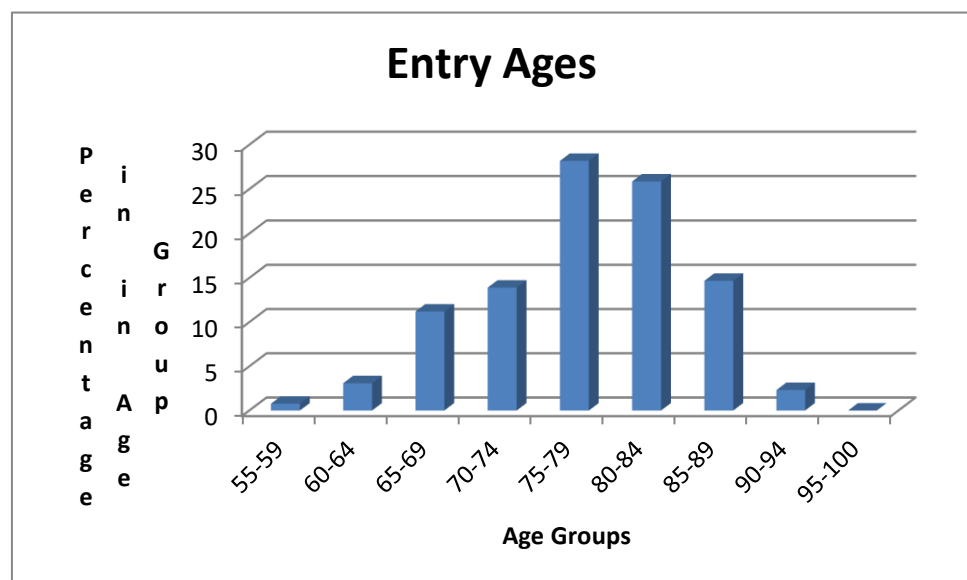
additional on-street parking will occur as a direct consequence of the proposed Retirement Living development.

- 4.14 The same 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

- 4.15 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.

- 4.16 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

- 4.17 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, as indicated in the table below.

Number of Occupants of Retirement Living Housing

	One Bedroom	Two Bedroom	Combined
Occupants	1.22	1.51	1.32

It is anticipated that around 34/35 persons will occupy the proposed Retirement Living apartments. A further characteristic expected is the relatively low car ownership levels.

Gender of Residents

- 4.18 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

- 4.19 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

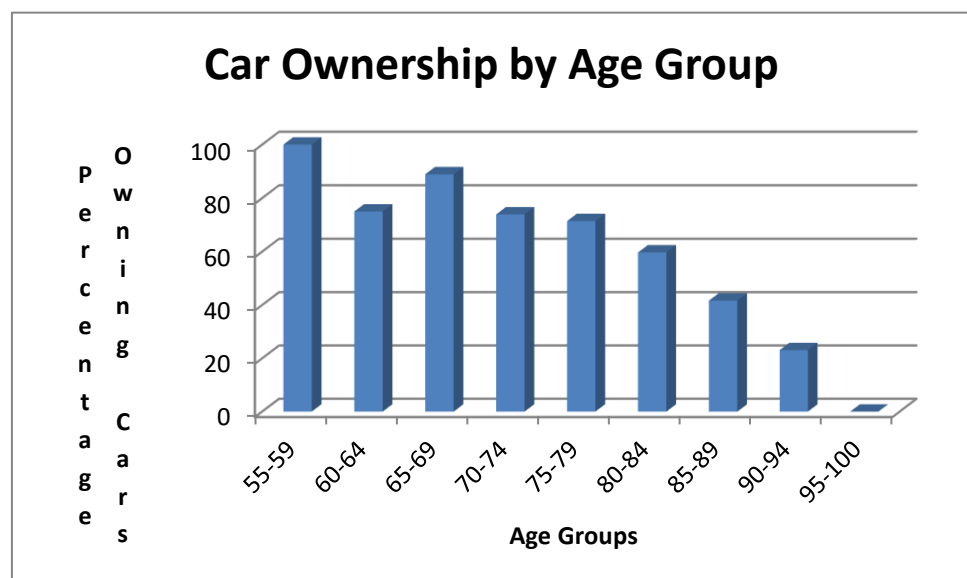
	One Bedroom Apartments	Two Bedroom Apartments	Combined
Cars per Apartment	0.490	0.783	0.592

4.20 For the scale of development proposed, it would be expected that around 16 residents/couples will own a vehicle in the early years of the development.

4.21 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.

4.22 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.

4.23 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,

4.24 It is expected that the Spath Road site would follow the same trends as found at other McCarthy Stone developments.

Parking Spaces for Disabled People

4.25 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 2 parking spaces for disabled drivers' vehicles.

Electric Vehicle Ownership/Charging Provision

4.26 Given the Government announcement regarding the switch from internal combustion engine vehicles to electric or hybrid vehicles, a single double socket electric vehicle charging point (serving two parking spaces) will be installed prior to first occupation and the remaining car parking spaces to incorporate ducting to enable additional double socket electric vehicle charge points to be provided as the demand arises through the life of the development.

Visitor Parking

4.27 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.

4.28 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

4.29 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

- 4.30 Having considered the above elements, some 20 on-site car parking spaces are proposed on the Spath Road 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

- 4.31 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 (26 apartments), around 28 pedestrian movements (say 14 inbound and 14 outbound) would be expected to be generated over the day.

Wheelchair Activity

- 4.32 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

- 4.33 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. It is likely that only 2 residents on the Spath Road development would own a mobility scooter. 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.
- 4.34 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

- 4.35 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.
- 4.36 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 resident would be expected to have and use a cycle in the proposed development.
- 4.37 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.
- 4.38 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.
- 4.39 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

- 4.40 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

- 5.1 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 Didsbury shopping centre.
 2. Local services are provided within Didsbury shopping centre, the start of which is within around 500 metres to the east of the application site. These services are well within recommended walking distances.
 3. Palatine Road and Barlow Moor Road are both bus routes with existing bus stops for both directions of travel well within the recommended 400 metre maximum walk distance to a bus stop identified in current guidance. The combined bus services using the existing bus stops provide frequent services between the site, other parts of Didsbury and Manchester.
- 5.2 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.
- 5.3 The National Planning Policy Framework (NPPF) – 2021 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.
- 5.4 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

- 5.5 With regard to pedestrian accessibility specific advice is set out in the Institution of Highways and Transportation publication “Guidelines for Providing for Journeys on Foot”. 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 Didsbury, including the local facilities and amenities, bus stops, etc.
- 5.6 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.
- 5.7 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.”*
- 5.8 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.”

- 5.9 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.
- 5.10 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.
- 5.11 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.
- 5.12 The application site is located adjacent to existing residential development. It is within convenient walking distances of existing bus stops on both Palatine Road and Barlow Moor Road. The Didsbury shopping centre is also within convenient walking distance of the application site. The residents of the proposed development will have access to a range of facilities to satisfy their everyday needs.
- 5.13 There are good quality pedestrian routes on both sides of Spath Road together with a pedestrian route via Lancaster Road to the east to access public transport and local shops. There is also a local signalised crossing facility on Barlow Moor Road which will assist pedestrians crossing this road. As such, the site benefits from good pedestrian and public transport accessibility.
- 5.14 All of the locations set out above are 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

- 5.15 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."
- 5.16 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.
- 5.17 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.
- 5.18 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.
- 5.19 Mobility buggy stores are provided on the development 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

- 5.20 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.
- 5.21 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”

5.22 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.....”

5.23 In terms of public transport accessibility, Palantine Road to the north-west and Barlow Moor Road to the north-east are both bus routes. There are existing bus stops on both roads within 300 metres of the application site. The bus stops on Palantine Road are served by the 41, 43, 143, 270 and 278 bus services and the bus stops on Barlow Moor Road are served by the 23, 23A and 270 bus services offering frequent travel between the site and the surrounding areas including Manchester City Centre. All of the bus stops close to the development site have shelters, raised kerbs, schedule information and seating. As such the site benefits from good pedestrian and public transport accessibility.

Conclusion

5.24 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 Retirement Living developments are quite different to conventional residential developments when considering trip generation. Firstly, occupancy levels are typically lower. Secondly, the average age of entry is much higher. Thirdly car ownership levels are much lower. Finally Retirement Living residents tend not to travel during peak traffic hours. Each of these characteristics contributes to a low multi-modal trip generation. Furthermore, given the average age of entry, residents will qualify for free bus passes which will encourage use of public transport.
- 6.4 As will be shown later in this Statement, the proposed Retirement Living housing development will generate around 2 trips per hour two-way during the morning and evening peak hours and 40 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.
- 6.5 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.”*
- 6.6 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."

- 6.7 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.
- 6.8 The Retirement Living form of development has a number of characteristics. The first of these is the low occupancy of the apartments, averaging approximately 1.22/1.51 persons per one bed/two bed apartments. 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.
- 6.9 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 78 movements per 12 hour day).
- 6.10 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
- 6.11 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 Section 4 of the National Planning Policy Framework (NPPF).

- 6.12 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”.
- 6.13 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.
- 6.14 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.
- 6.15 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.
- 6.16 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.
- 6.17 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.
- 6.18 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 Didsbury site will be distributed to residents of the Retirement Living apartments upon first occupation.

7.0 ASSESSMENT OF SITE ACCESS

- 7.1 As identified previously, vehicular access to the proposed Retirement Living development site will be from Spath Road via the existing vehicular access serving the current car parking. However, this existing vehicular access will be modified to provide improved width and radii. The access improvements are shown on the plan attached at Appendix TPL1.
- 7.2 There are no planning conditions that restrict the use of the current access and entrance road. Hence, the use of this entrance could intensify without the Local Highway Authority having any legitimate grounds for objection.
- 7.3 In considering the current Retirement Living proposal, the current safe use of the existing access and entrance road is the starting point for consideration of the proposal.
- 7.4 The Retirement Living development is a low traffic generator, particularly during peak traffic periods when traffic on the public highway is higher. As shown later in this Statement, even ignoring the current use of the site, the proposed Retirement Living housing development will generate only 2 vehicle movements two-way during the morning and evening peak hours. On a daily basis it will generate around 40 vehicle movements two-way (i.e. 20 inbound and 20 outbound). However, these movements will be spread throughout the day.
- 7.5 As the footway on the northern side of Spath Road is wide (greater than 2.4 metres) and the main road is straight, flat and subject to a 20 mph speed limit, there is sufficient egress visibility splays in both directions to enable the access to operate safely and satisfactorily.
- 7.6 It is concluded that the improvements proposed to the existing vehicular access are commensurate with the vehicle use associated with the proposed Retirement Living housing development.

8.0 TRAFFIC CONSEQUENCES OF THE DEVELOPMENT

8.1 As identified previously, the proposed development comprises 26 Retirement Living apartments (13 one bedroom and 13 two bedroom) with 20 on-site parking spaces.

8.2 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.

8.3 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 8.1 below.

Table 8.1
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.

8.4 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.

8.5

Based upon the average trip rate of 1.54 trips per apartment two-way per 12 hour day, the 26 Retirement Living housing type apartments would be expected to generate some 40 vehicle movements per 12 hour day (say. 20 in and 20 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 8.2 below.

Table 8.2
Distribution of Trips throughout 12 Hour Day

Time Period	Arrivals %	Departures %	Didsbury Arrivals	Didsbury Departures
0700-0800	1.94	2.38	0	0
0800-0900	3.88	3.81	1	1
0900-1000	10.19	12.86	2	3
1000-1100	13.59	11.43	3	2
1100-1200	14.56	12.38	3	2
1200-1300	16.99	17.14	3	3
1300-1400	7.77	8.57	2	2
1400-1500	5.34	4.76	1	1
1500-1600	7.28	10.95	1	2
1600-1700	9.71	6.67	2	1
1700-1800	5.34	4.76	1	1
1800-1900	3.40	4.28	1	1
Totals	99.99	99.99	20	20

Rounded to the nearest whole number.

8.6

Table 8.2 shows a very low peak hour generation, at some 2 vehicle movements per hour two-way, or on average one movement every 30 minutes, during the morning and evening peak hours.

- 8.7 Some of the vehicle movements associated with the proposed Retirement Living development will be a replacement of the residential vehicle movements currently using the site.
- 8.8 Even ignoring the vehicles currently accessing and egressing the site, the modest traffic movements resulting from the Retirement Living proposal will have no material adverse impact upon the operation of the surrounding highway network. Therefore, there can be no traffic generation/capacity related reason why the proposed development should not be acceptable.

9.0 PARKING PROVISION

Parking Policy

- 9.1 The most recent planning policy guidance is given in the National Planning Policy Framework (February 2019). 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”.

- 9.2 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, local railway stations 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)

- 9.3 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.

- 9.4 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”.

- 9.5 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.”

- 9.6 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.
- 9.7 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”.*
- 9.8 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.”*
- 9.9 An assessment of the peak parking requirements for the proposed development is provided below.
- 9.10 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.
- 9.11 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.
- 9.12 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.
- 9.13 **Table 9.1**, 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.

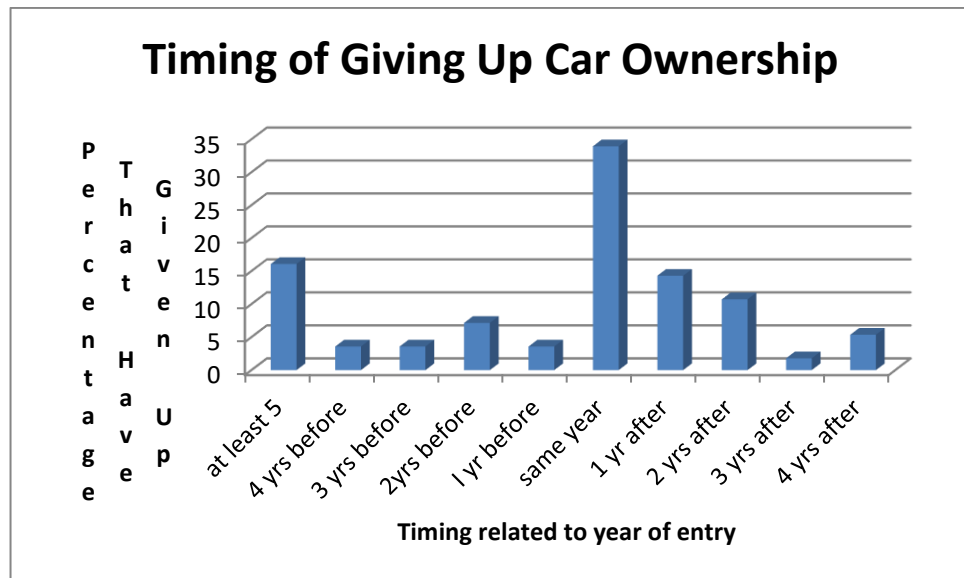
Table 9.1
Retirement Living - Peak Parking Demand

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

- 9.14 The total parking provision for the Retirement Living development is 20 spaces to serve 26 apartments. This represents a parking provision of 0.77 spaces per apartment. This parking ratio is greater than all of the surveyed sites identified in the table above.
- 9.15 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.
- 9.16 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.
- 9.17 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



9.18 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.

9.19 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.

9.20 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

- 9.21 McCarthy and 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.
- 9.22 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.

10.0 SUMMARY AND CONCLUSIONS

- 10.1 This Statement has been prepared to address the highway and transportation issues raised in association with the proposal by McCarthy & Stone Retirement Lifestyles Limited to build a Retirement Living housing development on land to the south-west of Spath Road, Didsbury.
- 10.2 A previous planning application for a 34 apartment Retirement Living housing development on the application site was considered and refused by the Local Planning Authority in December 2020 (planning reference 128018/FO/2020). This refusal was subsequently appealed (Appeal Reference APP/B4215/W/21/3274312) and dismissed in January 2022 on character and appearance of the development resulting in harm.
- 10.3 The current planning application addresses the issues raised by the Inspector. The modified development has been reduced in size and now comprises 26 Retirement Living housing apartments (13 one bedroom and 13 two bedroom) with 20 on-site parking spaces (including 2 disabled spaces and 2 electric vehicle charging points with ducting being provided to the remainder of the parking spaces so that further electric vehicle charging points can be provided as the demand dictates).
- 10.4 The application site is located on the south-western side of Spath Road immediately to the north-west of Lancaster Road. It currently accommodates a large residential property (Jessiefield) with extensive curtilage accessed directly from Spath Road. The application site has a road frontage of around 45.0 metres onto Spath Road and around 95.0 metres onto Lancaster Road.
- 10.5 The proposed Retirement Living housing development will be served by the existing Spath Road vehicular access arrangement suitably modified to procure increased width and radii. This modified vehicular access was accepted by the Local Highway Authority when considering the 2020 proposal for 34 retirement apartments. It should therefore be acceptable to serve the reduced scale of development. The internal road serving the Retirement Living development will remain private and will not be offered for adoption as a public highway.
- 10.6 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.”

- 10.7 As discussed earlier in this Statement, the Retirement Living housing development now proposed would be expected to generate up to some 40 vehicle movements per 12-hour day two-way (i.e. 20 in and 20 out), some 2 vehicle movements per hour two-way, or on average one movement every 30 minutes, during the morning and evening peak hours. These generated trips would access and egress the application site via the modified vehicular access onto Spath Road.
- 10.8 The traffic generated by the proposed Retirement Living housing proposal will in part be a replacement of residential traffic currently associated with the large dwelling on the site. Even ignoring this current residential use, 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 will have no material impact upon the operation of the local highway network, particularly during peak traffic hours. The Local Highway Authority did not raise any highway capacity/operational objections to the previous proposal for 34 retirement apartments. Hence, it is assumed no highway objections will be raised to the current reduced size development.
- 10.9 Given the low traffic generation associated with the proposed Retirement Living 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.
- 10.10 Notwithstanding the above, this Statement has provided information on the access, traffic generation and parking demand issues associated with the proposal. It has clearly demonstrated that the Retirement Living 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.
- 10.11 As identified earlier in this Statement, paragraph 111 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.

- 10.12 This Statement has demonstrated that the traffic generated by the proposed Retirement Living development, part of which will be a replacement of traffic already generated by the existing residential property on the application site, will not have an unacceptable impact on highway safety and that the residual cumulative impact on the road network would not be severe.
- 10.13 The Statement has also provided an example of a Travel Pack that will be provided to all residents of the Retirement Living development to encourage more sustainable travel choices.
- 10.14 This Statement concludes that there are no defensible highway related reasons why planning permission for the proposed Retirement Living development should be prevented or refused on highways grounds. This conclusion was held by the highway professionals in the Local Highway Authority who raised no objection to the 2020 proposal.

Appendix TPL1

Appendix TPL2

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