

Technical Note

Project: East Shilton, Leicestershire

Subject: East Shilton Section 278 works

Client:	Vistry		
Project No:	09924	Version:	A
Document Ref:	TN001	Author:	Richard Ellam
Date:	23/12/2025	Approved:	Richard Ellam

I Introduction

I.1 Overview

- 1.1.1 PJA have been appointed by Vistry to review the proposed access arrangements at their site in East Shilton, Leicestershire. The proposed site benefits from planning permission for 140 residential dwellings and vehicular access is proposed from Leicester Road.
- 1.1.2 This Technical Note (TN) has been prepared in support of a Section 73 application to vary the planning consent and considers the options for improving and rationalising access and ensuring consistency with other adjacent residential development. It is proposed that the planning condition in respect to the Section 278 Highway works is varied. This TN sets out the proposed changes and rationale for the proposed Section 73 application.

I.2 The Site

- 1.2.1 The proposed site is located to the north of the village of East Shilton in Leicestershire. The Local Planning Authority is Hinckley and Bosworth Borough Council (HBBC). The Local Highway Authority is Leicestershire County Council (LCC).
- 1.2.2 Figure 1 below shows the approximate location of the proposed site.

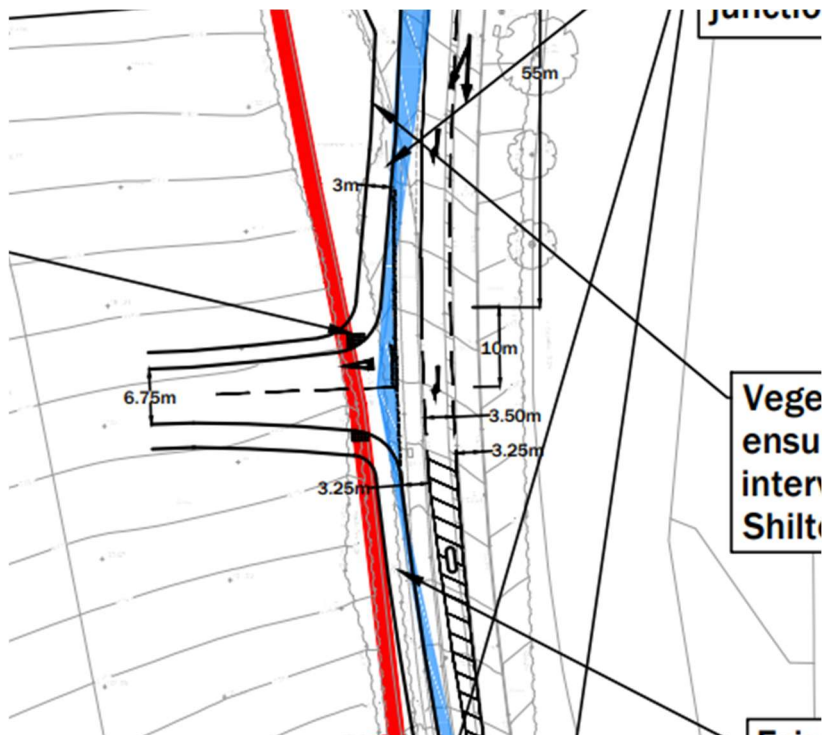
Figure 1: Site location



1.3 Current Consent

- 1.3.1 An outline application (reference: 21/00135/OUT) for '**Residential development for up to 140 dwellings, with public open space, landscaping and sustainable drainage system (SuDS) (Outline- access only)**' was submitted in February 2021 by Gladman and granted consent in July 2022. An application for a larger development (190 dwellings) was refused previous to this, albeit not on highway grounds.
- 1.3.2 This proposed access be taken from Leicester Road to the east of the site in the form of a ghost island right turn priority junction.
- 1.3.3 Figure 2 below shows the proposed access junction.

Figure 2: Consented access junction



- 1.3.4 In addition to the proposed access, other Section 278 highway works, were also proposed, and agreed with the LHA, to the junction of Leicester Road and Shilton Road to the north. Proposed highways works also included shared footway/cycleways and uncontrolled crossing points. Drawing number P21008-100-2D shows the full proposed access strategy for the site and is included as **Appendix A** to this note.
- 1.3.5 The proposed residential development is now moving forward, and the Section 278 design process has commenced with a view to construction in early 2026.
- 1.3.6 Condition 21 of the consent for the proposed site, is as follows:

"21. No part of the development hereby permitted shall be occupied until such time as the access arrangements shown on Prime drawing number P21008-100-2 Rev D have been implemented in full.

Reason: To ensure that vehicles entering and leaving the site may pass each other clear of the highway, in a slow and controlled manner, in the interests of general highway safety and in accordance with the National Planning Policy Framework (2021)."

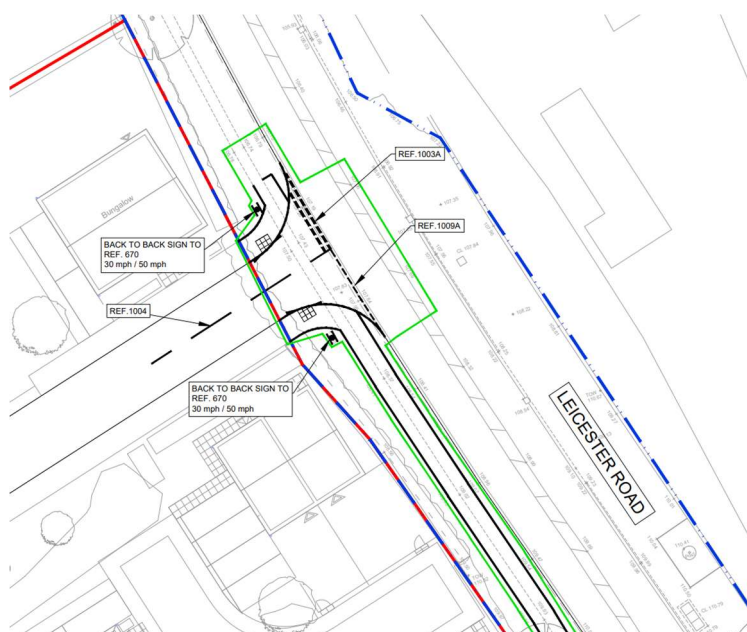
- 1.3.7 It is proposed that this condition is varied, via a Section 73 application, to allow 'up to 50% of the proposed development', rather than 'no part' to allow the S278 works to be refined and given that a suitable access exists at present in the interim period.

2 Other related development

2.1 Hill Top Farm Development

- 2.1.1 To the south of the proposed site, is another site with consent for residential development. In September 2020 an application was submitted in full for the 'Demolition of farm buildings and Ashby House and development of 50 dwellings comprising 49 no. affordable houses and 1no. bungalow to replace Ashby House, with access road off Leicester Road, open space, landscaping, drainage basin, and foul pumping station.' This application was granted consent in November 2022.
- 2.1.2 This site referred to as 'Hill Top Farm' included the provision of a simple priority junction on Leicester Road, approximately 60m to the south of the application site. Figure shows the layout of the proposed access junction. A copy of drawing number HTF-PPC-00-XX-DR-C-2200 P02, which shows the full extents of the proposed access arrangements is included as **Appendix B** to this report.

Figure 3: Hill Top Farm proposed access junction



- 2.1.3 The green boundary on the plan shows the extent of the S278 works associated with the Hill Top Farm scheme. This S278 design has now been fixed but its construction not progressed by the applicant.

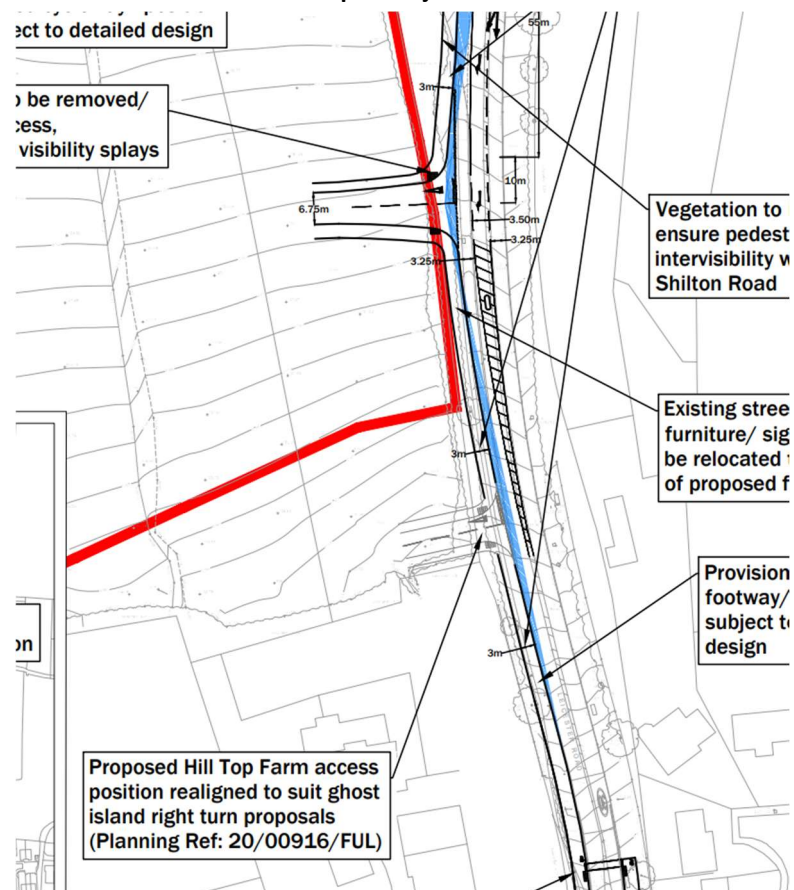
3 Section 278 conflict

3.1 Design matters

- 3.1.1 In progressing the S278 for the proposed site, Vistry have already made a number of changes to the agreed planning layout to reflect the comments of the LHA on the preliminary design. These include removing the left turn filter at the junction at the junction of Leicester Road and Shilton Road. There has thus already been some amendment to the design to reflect requests from the LHA.
- 3.1.2 However, Vistry have also identified a number of conflicts with the works proposed to the south, that make the delivery of S278 works for the proposed site challenging and hence the proposals set out in this note and the proposal to vary the Condition 21.
- 3.1.3 Whilst the proposed site gained consent before the Hill Top Farm site (July 2022 compared to November 2022), the proposed site's S278 works respect and reference the Hill Top Farm junction.

- 3.1.4 The Hill Top Farm priority junction is modest and in the form of a simple priority and as such doesn't affect the highway network to the north of the proposed junctions' location. Indeed, the extent of the works is shown in green on Figure and extents approximately 2m north of the corner radii of the proposed junction.
- 3.1.5 Figure shows how the proposed site has referenced and accommodated the Ashby House junction in presenting its access strategy. As can be seen the proposal involves realigning the Hill Top Farm access to facilitate the Ghost Island Right Turn proposals.

Figure 4: Proposed site's accommodation of Hill Top Farm junction



- 3.1.6 In design terms, the Hill Top Farm access had been realigned very slightly into that site, in a westward direction, to ensure the visibility splays (2.4m by 120m) from the proposed site's access, shown in blue on Figure , could be accommodated without infringement from the Hill Top Farm access.
- 3.1.7 Leicester Road is currently subject to a 50mph speed limit along both site frontages, which has results in the fairly onerous visibility splay requirements to match the speed of the road.

- 3.1.8 Both developments also proposed footway widening works on the western side of Leicester Road from their respective access points to Church Street to the south. Albeit both show differing levels of provision (2m or 3m wide).
- 3.1.9 Given the S278 of the Hill Top Farm access has now been fixed in the original location and cannot be shifted to accommodate the proposed site. Consideration has been given in this note to how this design conflict can be resolved to allow the proposed site to come forward.

4 Historic Transport Evidence

4.1 Hill Top Farm Site

- 4.1.1 A simple Transport Statement (TS) report was prepared by Arcadis in support of the Hill Top Farm application in August 2022.
- 4.1.2 In paragraph 4.2.3 it notes:

“The proposed Site access would be located approximately 37m from a similarly proposed site access into the Gladman proposals to the north. There would need to be a design co-ordination exercise between the two developers when progressing to detailed design”
- 4.1.3 Thus, acknowledging the need for both developments to have reference to each other’s detailed design processes.
- 4.1.4 In paragraph 4.2.4 it goes on to add:

“As both the Hill Top Farm Site, together with the adjacent Gladman site would introduce residential development along Leicester Road and expand the existing village envelope of Earl Shilton to the north, it is proposed that the existing 60mph speed limit on Leicester Road would be further north (to coincide with the left visibility splay for the proposed Gladman site access).”
- 4.1.5 Noting that the speed limit on Leicester Road has since been reduced to 50mph already, the TS proposed that speed limit along both frontages be reduced to 30mph and the speed limit extents be moved further north. It is also noted that the reference to the **“Gladman site”** refers to the application site.
- 4.1.6 It goes on to add in paragraph 4.2.4:

“Considering Leicester Road as a 30mph limit in the future, visibility splays have been calculated in accordance with LCC’s Highway Design Guide. A set back of 2.4m from the stop line at a height of 1.05m has been used for a residential development and for a 30mph road.”

4.1.7 Thus, presenting its own visibility splay requirements on the basis of a 30mph road.

4.2 LHA response to Hill Top Farm transport evidence.

4.2.1 In response to the Hill Top Farm application, the LHA commented on the proposals. Albeit at this time, the proposed site had been refused consent for a larger proposal (an application for 190 dwellings was refused in November 2020, albeit not on highway grounds).

4.2.2 Noting in respect to the visibility requirements and proposed speed limit change at Hill Top Farm as follows:

“The LHA advise that the Gladman application was refused by the Local Planning Authority on 4 November 2020, this was not on highway grounds. While the Applicant for that application originally proposed to extend the 30mph speed limit, the LHA advised within its observations dated 14 April 2020 that it had concerns with extending the 30mph speed limit so far out from its current location and whether this would be adhered to. The LHA therefore advised that the speed limit should remain in its current location and the proposed ghost right turn lane as part of that application is designed to a design speed of 45-50mph. The Applicant subsequently amended their proposals, and the LHA advised no objection on 16 October 2020. The LHA therefore had no requirement for the Gladman development to relocate the existing speed limit northwards”

4.2.3 The response goes on to note:

“In addition, no appeal has currently been submitted for the Gladman site, so the LHA has been advised that as it stands the Gladman site would need to consider the access proposals for this application as part of any appeal. The LHA have therefore given consideration to the site access arrangements of this site as a standalone application based on the current layout of Leicester Road, and would advise the LPA that compatibility between this access and the Gladman access with the associated off-site works to the north, has not been considered in detail either by the LHA or the Applicant.”

4.2.4 Evidently given the timings and historical applications, the access arrangements for the Hill Top Farm site did not consider consistency with the proposed site. Albeit they did propose and support a reduced speed limit along the site frontages, which was not accepted by the LHA.

- 4.2.5 In their response to the LHA comments on the application, an independent RSA was carried out of the proposed access arrangements. The Audit identified the following problem:

3.1.1 PROBLEM

Location: A - Proposed site access (Drawing Number 10015653-ARC-XX-XX-SK-C-0002 Rev P03).

Summary: Insufficient forward visibility relative to speed of vehicles may lead to an increased risk of collision.

The new site access proposed on the western side of Leicester Road is to be located following a left-hand bend in the road alignment for both the northbound and southbound approaches. Southbound, the alignment appears more relaxed, with visibility partially restricted by vegetation adjacent to the nearside kerb line. However, on the northbound approach visibility appears more restricted due to a tighter kerb radius, vegetation and a building adjacent to the western footway.



The speed limit is proposed to be reduced to 30mph at the proposed access, which will increase to 50mph approximately 25m to the north of this location.

The Audit Team is concerned that this change in speed limit is too close to the proposed access, which may lead to motorists on approach to the access travelling too fast for conditions and with insufficient forward visibility. This may lead to an increased risk of motorists exiting the proposed access into the path of northbound vehicles, resulting in a collision.



Similarly, although visibility appears better between the access and traffic in the southbound direction, the Audit Team is unaware of any landscape proposals or potential site clearance. Should vegetation on the eastern side of Leicester Road unduly affect forward visibility on approach to the access, this may lead to an increased risk of vehicles waiting to turn right into the access being shunted from behind.

RECOMMENDATION

Ensure that forward visibility between the proposed access and main road traffic is sufficient for the speed of vehicles. This may involve relocating the transition between 30mph and 50mph speed limits some distance further north, away from the proposed access junction. It may also be beneficial to provide some form of speed control measures, e.g. roundels, signage, speed cushions or similar, particularly to the south of the site access.

In addition, it should be ensured that vegetation is cut back and maintained to provide sufficient forward visibility.

- 4.2.6 In brief summary, this independent RSA suggested relocating the speed limit change to the north.

4.3 Proposed Site's Transport evidence

4.3.1 In support of the outline application prepared for the proposed site, a full Transport Assessment was prepared by Prime, on behalf of then applicant Gladman. This TA was prepared in February 2021. The Transport Assessment proposed the access strategy shown in **Appendix A** to this document.

4.3.2 As part of the application, an independent Stage 1 Road Safety Audit (RSA) was carried out of the proposed access strategy. The findings of this were, where appropriate, incorporated into the agreed access strategy.

4.3.3 In comment 4 of the RSA, the independent review proposed:

'Location: Proposed access and footways/cycleway on Leicester Road Summary:

Urban junction located outside of 30mph speed limit and unsegregated footway adjacent to carriageway subject to the national speed limit.

The proposed urban junction is located outside of the existing 30mph speed limit for the built-up area. Whilst it is noted that the proposed junction inter-visibility splays are based on actual vehicle speeds, there is a risk that the higher speed limit and associated higher vehicle speeds may increase the severity of any collisions that may occur at the junction. Additionally, the proposed footway and footway/cycleway on Leicester Road do not have any segregation from the adjacent carriageway by way of a grass verge as per the existing arrangement. The provision of an unsegregated footway or footway/cycleway adjacent to a carriageway subject to the national speed limit may increase the risk of pedestrians or cyclists entering the carriageway resulting in these users being in collision with passing motorised vehicles.

Recommendation: The existing 30mph terminal speed limit should be relocated to the north of the proposed access to tie in with the street lighting extension referred to in 6.1 above.'

4.3.4 In response to that, the designer noted:

"As part of the first application it was originally proposed to extend the 30mph speed limit across the site frontage to the north of the proposed access. LCC however expressed enforcement concerns, so the proposed extension was removed. The development of the site and ghost island provision should however help to encourage slower speeds on Leicester Road in the vicinity of the site."

4.3.5 It is understood the change was ultimately not adopted on the basis of the LHA's concerns regarding enforcement of the change in speed limit.

4.3.6 In paragraph 7.3.29 of the TA, it shows that the proposed access junction would operate with a maximum Ratio of Flow to Capacity (RFC) value of 0.17 in the 2036 PM peak period. Well below the acceptable threshold of 0.85. On that basis it is unlikely that the proposed junction would require a ghost island right turn facility from a capacity perspective, given the assessment results. Nevertheless, it is proposed that the right turn lane is retained.

4.4 Summary of historic evidence

4.4.1 In summary, both the applications for the proposed site and the adjacent Hill Top Farm site, initially proposed relocating the 30mph speed limit further to the north to cover the two sites.

4.4.2 Both sites then undertook independent Stage 1 RSA's of their respective access works and both of these exercises recommended the same change.

4.4.3 Throughout both sites evaluation there has been consistent reference to them needing to co-ordinate their access options and co-ordinate their respective detailed design process. Evidently given the current position this hasn't been the case. Consideration is therefore given to a resolution of this and to allow development to come forward at both locations.

5 Revised Design

5.1 Proposed changes

5.1.1 In order for the proposed site to move forward, it is proposed from a planning perspective that the current relevant condition be revised from a pre-occupation condition to a 50% occupation condition. On the basis that a suitable temporary form of access exists at present. This will be accompanied by a revised preliminary design to resolve the design clashes.

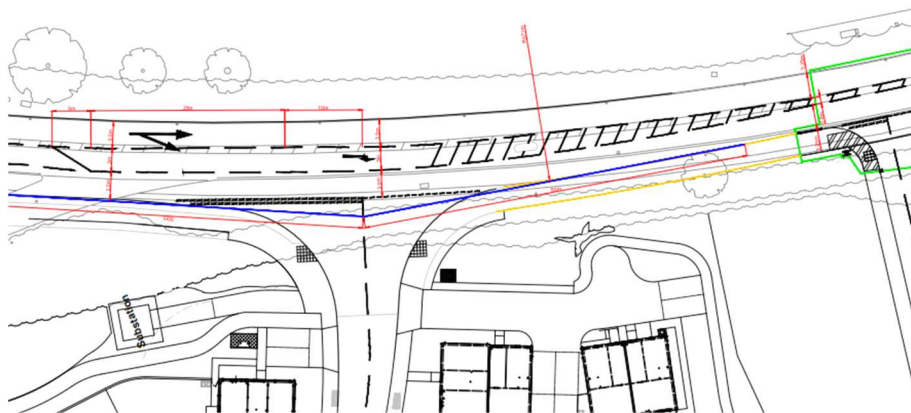
5.1.2 Therefore, the following design changes are proposed:

- The **30mph speed limit commencement be moved further north** to the north of the junction with Shilton Road.
- The speed limit is thus reduced along the site frontage of both sites to 30mph.
- The resultant visibility requirements are reduced accordingly and can now be accommodated without the need to move the Hill Top access slightly to the west.

- The Hill Top S278 detailed design, shown in green, is not affected by the proposed sites works.
- The Ghost Island right turn lane is maintained but the dimensions are reduced to reflect the 30mph speed limit.
- The works to the proposed sites minor arm remain as developed to date and incorporate the comments received from LCC.
- The other proposed offsite works to the north of the access point **all remain the same** as proposed and refined to date in the S278 process.

5.1.3 Figure 5 shows the proposed changes to the preliminary access design, the full extents can be seen on drawing number 09924/GA/01 included as **Appendix C** to this report.

Figure 5: Proposed revised access arrangement



5.1.4 In brief summary this includes the following changes:

- Reduced visibility splays of 2.4m by 50m.
- 3m wide right turn lane.
- Right turn lane geometry in accordance with CD123 and a 30mph design speed.
- Tapers to tie into the central hatching before the Hill Top Farm access extents, in accordance with CD123.

5.2 Rationale

- 5.2.1 Both applicants and two independent RSA's have advocated the proposed changes to the extents in speed limit that facilitate the proposed design changes. Upon detailed review and consideration, PJA would support this proposal and consider it entirely appropriate, alongside the proposed design changes.
- 5.2.2 The proposed development(s) both extent the built-up footprint of the village and seek to bring pedestrian and cycling activity to the Leicester Road frontage. This change from rural agricultural land to residential land has already been granted consent and the proposed change to speed limit extents is entirely consistent with the vision for a sustainable development. The proposed highway works should be designed in accordance with the desire to promote sustainable travel and prioritise pedestrian safety.
- 5.2.3 As noted in the Hill Top Farm RSA, PJA share the concerns that their consented access to close to the existing speed limit change and this may lead to motorists on approach travelling too fast and having insufficient forward visibility. This may lead to an increased risk of motorists exiting the proposed access into the path of northbound vehicles, resulting in potential collisions. This is also the case for the proposed schemes access point and there is therefore a safety risk for motorised users.
- 5.2.4 Similarly, we also share the concerns raised about pedestrian safety and the risk that the higher speed limit and associated higher vehicle speeds may increase the severity of any collisions that may occur at the junctions.
- 5.2.5 The overall road safety concern is thus two-fold, and it seems logical to propose a reduction in speed limit by relocating the 30mph to the extents of what will be part of the built-up village. All national and local transport policy points towards prioritising non car users over the motor vehicle. This is the very essence of the change proposed.
- 5.2.6 It is understood that the Authority is concerned about the enforcement of the proposed change but over designing the associated infrastructure will ensure this remains the case permanently. The proposed changes present a new layout that reflects a 30mph speed limit, brings pedestrian and cycle activity to this frontage and as part of a wider development seeks to change the nature of this section of highway.
- 5.2.7 There has also been a lack of co-ordination about the delivery of both sets of S278 detailed design work, largely given the timing of both developments. The proposed changes allow both

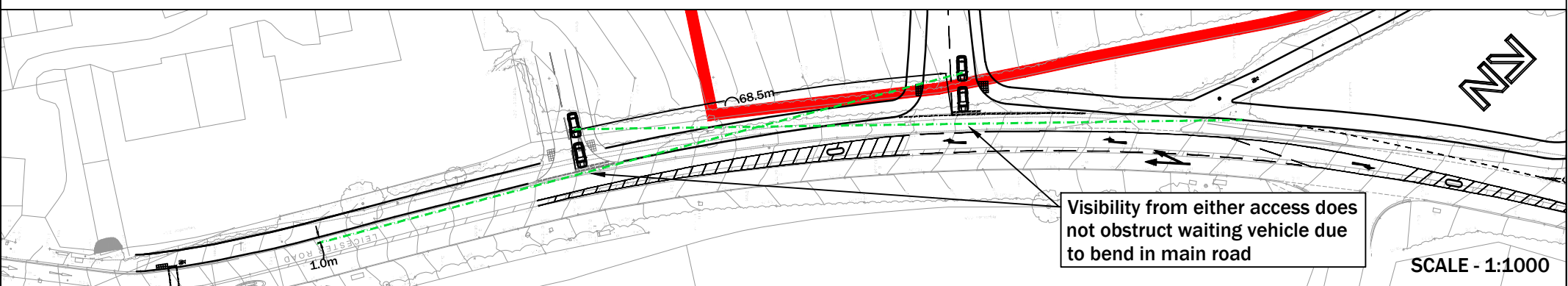
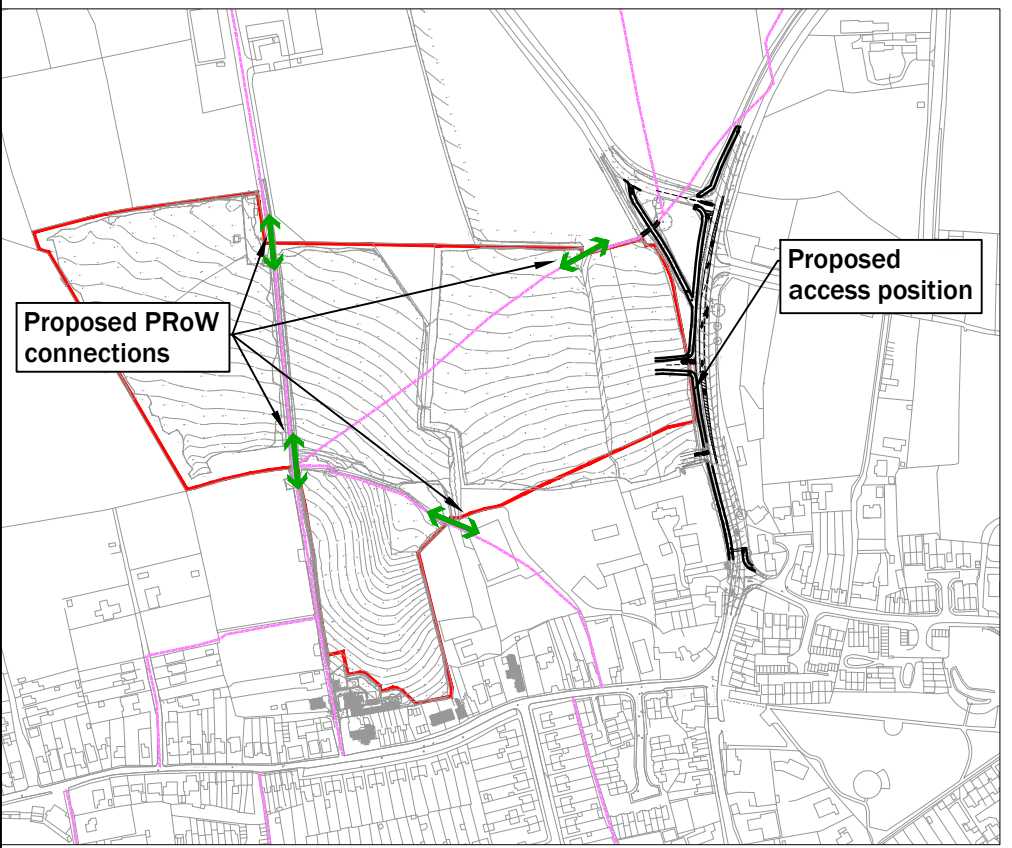
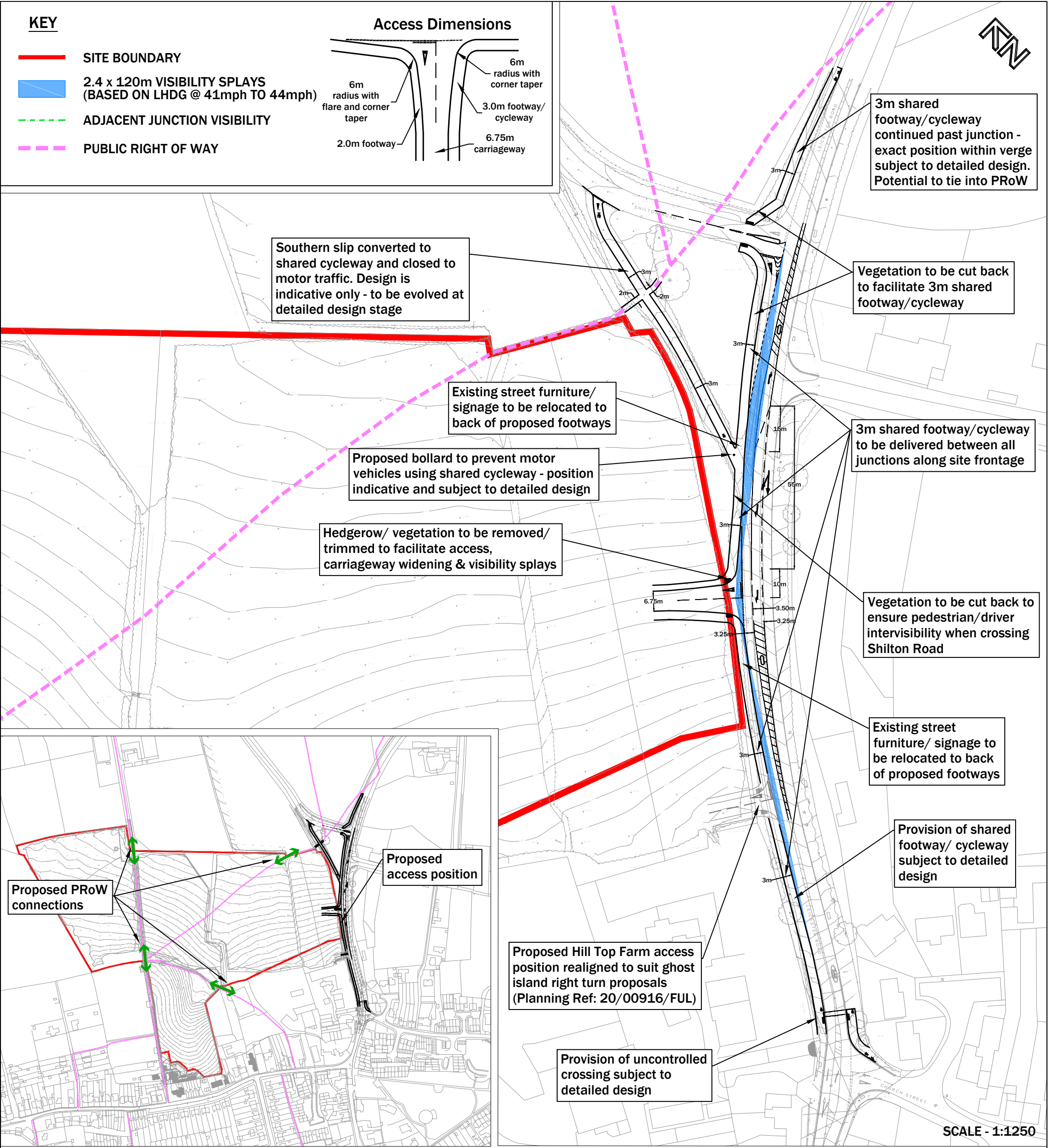
to come forward independently and remove the constraints that have been identified, thus unnecessarily stalling development.

- 5.2.8 PJA would note that the proposed changes to the geometry of the right turn lane are modest and the remainder of the S278 works to minor arm and to the north of the proposed access remain as agreed previously.

5.3 Summary

- 5.3.1 In summary, it is proposed that minor amendments be made to the S278 design associated with the proposed development. Indeed, there have already been several amendments at the bequest of the LHA.
- 5.3.2 These design changes are facilitated by a relocation of the 30mph speed limit commitment to the north of the proposed site and will allow the development to come forward in a consistent and safe manner.
- 5.3.3 Two independent Road Safety Audits conducted for the proposed site and the adjacent development both also recommended this change in speed limit location. Both the original TA's prepared for the proposed site and adjacent development also proposed the same change.
- 5.3.4 In our professional opinion, we consider this a robust and reasonable proposed change and in keeping with the RSA recommendations and professional views of the other parties involved in the promotion of the development.

**Appendix A Proposed Access strategy (planning stage, Drawing no.
P21008-100-2D)**

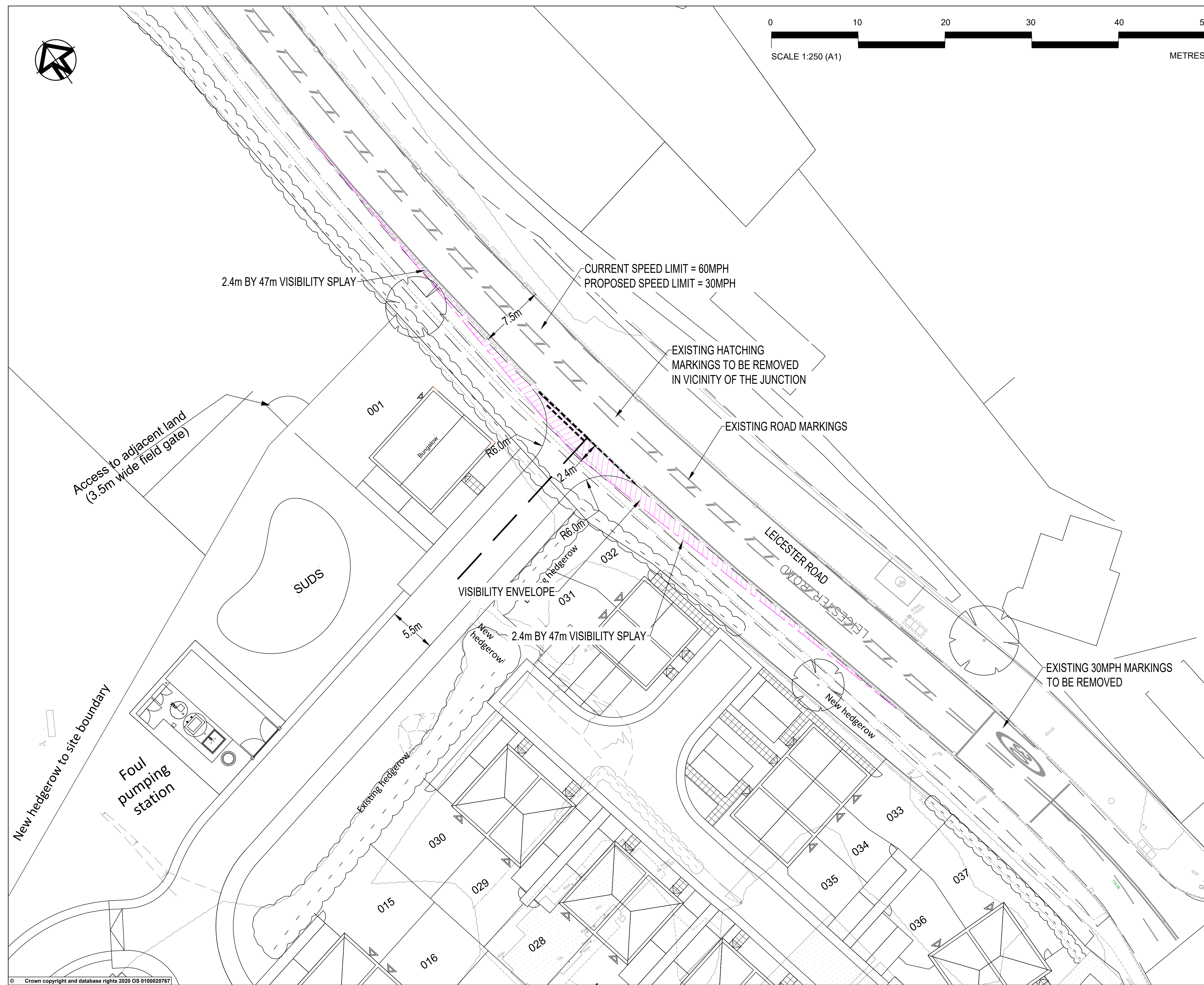


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	C	20.07.21	VB	PED CROSSING CHANGES FOLLOWING RSA			DS	27 JAN 2021
	B	18.06.21	VB	MINOR AMENDMENTS TO ISLAND POSITION			Scale(s)	
	A	17.05.21	VB	MINOR AMENDMENTS			1:1250 @ A3	
	Rev	Date	By	Revision notes	Title	Drawing No		
Status				FINAL		PROPOSED ACCESS STRATEGY WITH HILL TOP FARM	P21008-100-2D	

**Appendix B Hill Top design (Drawing no. HTF-PPC-00-XX-DR-C-
2200 P02**



1. ALL DIMENSIONS ARE IN METRES UNLESS OTHERWISE STATED.
2. EXISTING ROAD MARKINGS SHOWN ARE APPROXIMATE
3. THE VISIBILITY SPLAY HAS BEEN BASED UPON A REVISED SPEED LIMIT OF 30MPH



P01	06/08/20	FIRST ISSUE		KA	PS
Rev	Date	Description		Drawn	Check Appro

Client

MIDLAND HEART
DEVELOPMENT LIMITED

midland
heart

PROJECT:
HILL TOP FARM

Site	Client
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TITLE:

HILL TOP FARM

ACCESS ARRANGEMENTS

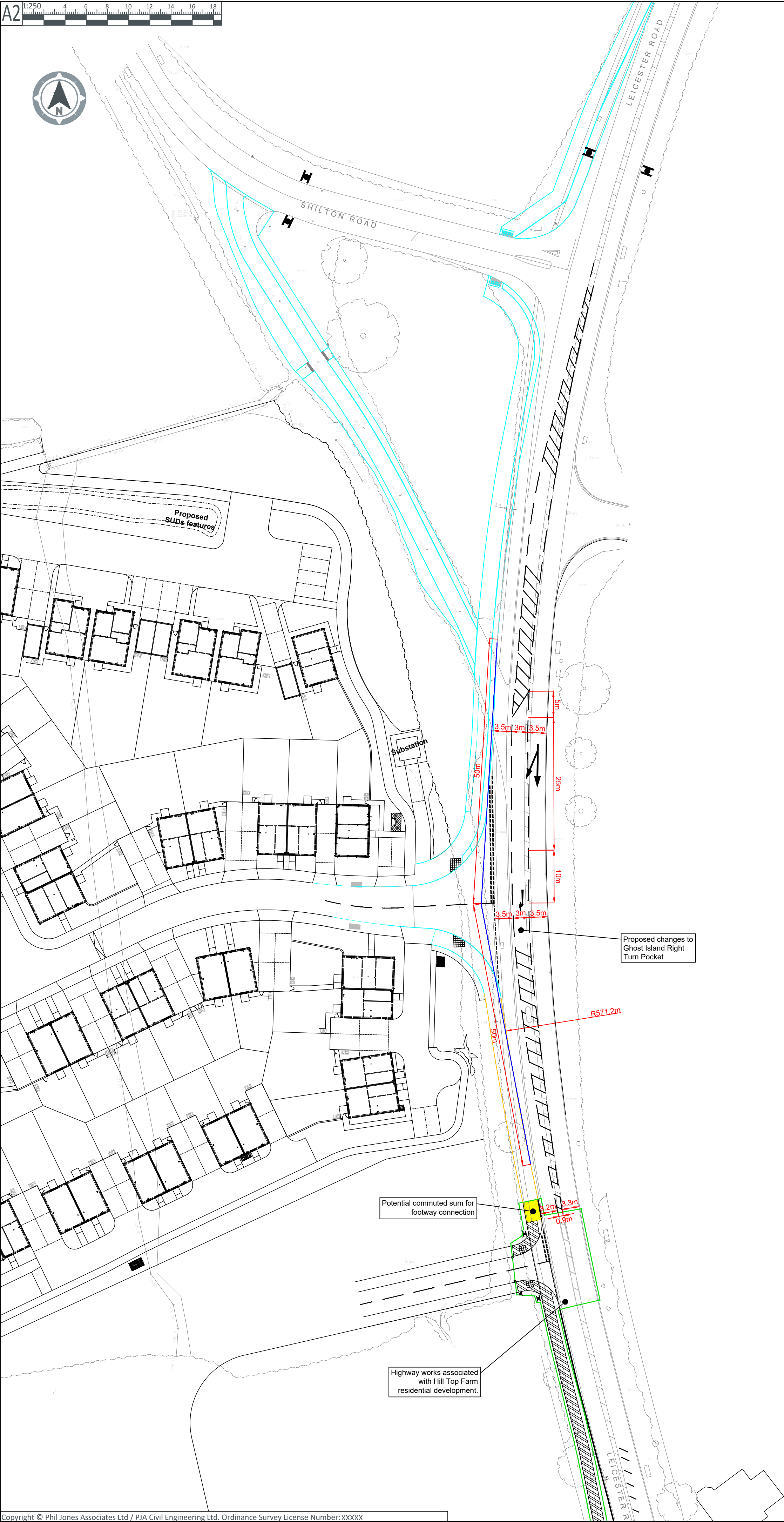
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Approved		Signed	Date
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Original Size:	A1	Grid:	OS
Suitability Code:	S3	Project Number:	10015653

Description:

FOR INFORMATION

X	Drawing Number:	Revision:
	10015653-ARC-XX-XX-SK-C-0002	P01

Appendix C Proposed changes (Drawing no. 09924/GA/01)



CDM Note

These drawings have been produced with reference to the CDM Regulations 2015. Please note that these are pre-construction phase drawings and should be subject to further design risk management as required in accordance with Regulation 9.

- Key:
- Proposed kerbline between the two proposed access points
 - Visibility splays in accordance with DMRB (2.4m x 50m)
 - Hill Top Farm Highway Works Extent
 - Relocated 30mph Speed Limit Signage
 - Proposed Section 278 Works

A	08/01/26	Initial Issue	LG	RE	RE
Rev	Date	Revision Note	Drw	Chk	App

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Client
Vistry

Project
East Shilton

Title
Proposed Access Arrangement

Drawing Issue Status

PJA Ref 09924	Scale @ A2 1:500	Date 08/01/26
Drawing No. 09924.GA.01		Revision A
Primary Contact richard.ellam@pja.co.uk		