

Substantive response of the Local Highway Authority to a planning consultation received under The Development Management Order.



Response provided under the delegated authority of the Director of Environment & Transport.

APPLICATION DETAILS:

Planning Application Number: 23/01144/FUL

Highway Reference Number: 2023/1144/04/H/R1

Application Address: Land Off Leicester Road Markfield Leicestershire LE67 9RE

Application Type: Full

Description of Application:

Re-consultation. Construction of a 72 bedroom residential care home (C2) and associated solar panel, access, parking and landscaping

GENERAL DETAILS

Planning Case Officer: Matt Jedruch

Applicant: Mr Giles Nursey

County Councillor: Cllr Peter Bedford

Parish: Markfield

Road Classification: Class A

Substantive Response provided in accordance with article 22(5) of The Town and Country Planning (Development Management Procedure) (England) Order 2015:

The Local Highway Authority Advice is that, in its view, the impacts of the development on highway safety would not be unacceptable, and when considered cumulatively with other developments, the impacts on the road network would not be severe. Based on the information provided, the development therefore does not conflict with paragraph 115 of the National Planning Policy Framework (December 2023), subject to the conditions and/or planning obligations outlined in this report.

Advice to Local Planning Authority

Background

The Local Highway Authority (LHA) has been reconsulted on a planning application for the erection of a 72 bedroom Residential Care Home (Use Class C2) with associated parking provision, cycle parking, bin store, landscaping, air source heat pump enclosure and associated works at Land off Leicester Road, Markfield.

In initial observations dated 9th February 2024, the LHA required further information regarding the site access and travel plan. The LHA's observations largely repeat those of 9th February 2024 in order to provide a cohesive response. Additional comments are provided following the receipt of the below newly submitted information:

- ADC Infrastructure letter – dated 20th February 2024

- ADC Infrastructure Travel Plan (Version 4) – dated 20th February 2024

Site Access

The Applicant proposes to access the development via the creation of a new priority-controlled simple T-junction fronting Leicester Road. Leicester Road is a C classified road subject to a 40mph speed limit imposed by Traffic Regulation Order (TRO) and a 7.5t weight restriction.

Access to the site is within the borough of Hinckley & Bosworth and the development is within the borough of Charnwood.

Drawing ADC2643-DR-001-P1 shows the proposed access junction layout that provides a 6.0m wide carriageway and 6.0m kerb radii. This accords with design guidance contained within Figure DG18 which is considered the most relevant design guidance within Part 3 of the Leicestershire Highway Design Guide (LHDG), available at 'resources.leicestershire.gov.uk/lhdg'.

As part of any application, the Applicant will need to demonstrate a safe and suitable access to the site can be achieved. Vehicular visibility at the site accesses will need to be in line with Part 3, Table DG4 of the Leicestershire Highway Design Guide (LHDG), available at 'resources.leicestershire.gov.uk/lhdg'.

Drawing ADC2643-DR-001-P1 shows 2.4 x 65m visibility splays at the site access in both directions which are achievable within the public highway. Whilst no speed survey has been provided, the LHA has utilised its own mapping service and is satisfied that a 2.4 x 175.0m splay can be achieved to the southeast and splays in excess of 2.4 x 375.0m can be achieved to the northwest. Therefore, the LHA are satisfied that appropriate visibility splays are achievable from the site access.

The LHA note that a bus layby is located in close proximity to the site access on the development access side of Leicester Road. The shown visibility splay, measured correctly to a 1.0m offset of the nearside kerb in accordance with Figure DG2a of the LHDG, passes through only the first 14.0m of the bus stop layby. The LHA note that the bus layby measures in excess of 38.0m. The LHA therefore consider that a bus at the stop, which has a typical length of circa 12-14m, would not necessarily obstruct the visibility splay. The LHA are therefore content that appropriate visibility splays are proposed.

A 2.0m footway has been provided on the eastern side of the access to provide connectivity to the existing footway on the northern side of Leicester Road adjacent to the nearest bus stop to the site. For an alternative pedestrian access into the site, a 2.0m designated pedestrian access is proposed adjacent to the existing bus shelter on the northern side of Leicester Road. The footway widths proposed accord with Table DG9 of Part 3 of the LHDG.

A swept path analysis exercise has been undertaken at the site access using a large refuse vehicle and is shown on Drawing ADC2643-DR-001-P1. The LHA note that the vehicle over-runs the centreline of the carriageway however the LHA note that this is an infrequent movement and that the vehicle used is larger than a private collection vehicle as referenced within the design and access statement.

A Stage 1 Road Safety Audit (RSA) raised a single problem with the location of the bus stop on the southern side of Leicester Road stating:

'There is an existing bus stop on the opposite side of Leicester Road to the proposed access. Should this bus stop remain, there is a risk that a vehicle overtaking a stationary bus, may come into collision with a vehicle turning left out of the proposed access, that may not be expecting an overtaking vehicle and consequentially increase the risk of a head on type or junction related collision.'

The RSA recommended relocating the bus stop. The Designer's Response disagreed stating that sufficient visibility can be achieved from the proposed site access in both directions. The LHA, in its previous observations disagreed with the Designer's Response and considered that since the stops are served frequently, up to every 30mins, forward visibility between a vehicle approaching the bus stop and the site access should be demonstrated in order to demonstrate that the bus stop does not need to be relocated and that the site access is safe and suitable.

Drawing ADC2643-DR-003-P1 demonstrates forward visibility is achievable with a bus positioned at the stop and therefore relocation is not required to make the proposed site access safe and suitable. The LHA have sought to condition the site access in the relevant section below.

Highway Safety

Six Personal Injury Collisions (PICs) have been recorded in close proximity to the site (500m isochrone) within the most recent five-year period. The LHA have reviewed the descriptions and are satisfied that there are no trends / patterns that can be discerned from the collision data.

The LHA therefore consider that there are no known highway safety concerns that would be exacerbated by the development.

Trip Generation

As per the submitted Transport Assessment, it has been confirmed that there would be two shift patterns, the day shift from 08:00-20:00 and then the night shift from 20:00-08:00. During the day, there would be 16 carers/nurses, up to three administrators and a manager plus up to four ancillary staff for the kitchen and maintenance. For the night shift, there would be 10 carers/nurses.

The LHA welcome the first principles approach to trip generation and note that no staff trips will likely take place within the normal AM (08:00-09:00) and PM (17:00-18:00) peak periods.

The Applicant's transport consultant, ADC Infrastructure, has submitted a trip generation exercise based on the 'Health - Care Home (Elderly Residential)' category of the TRICS database. The trip generation exercise results in an expected 10 two-way vehicle trips during the AM peak period and 8 two-way vehicle trips during the PM peak period.

The LHA note that these rates are broadly comparable with accepted trip generation for Application 23/0091/FUL for the erection of a 74-bed care home at 5 And 7 Groby Road, Glenfield. That scheme, based upon a sensitivity test, expected 11 two-way vehicle trips in the AM peak and 8 two-way vehicle trips in the PM peak.

The LHA note that the ADC Infrastructure resulted in a daily two-way trip rate of 2.151 corresponding to 155 two-way trips across a day.

Junction Capacity Assessments

The LHA stated in its pre-application advice that it is:

'...aware that the A50 Leicester Road/ Markfield Lane/ Launde Road/ Leicester Road roundabout (Field Head Roundabout) is exceeding capacity and it is likely that the Applicant will be required to contribute towards an improvement scheme currently being designed by Leicestershire County Council in order to mitigate any impact the development may have on the operation of the roundabout. The Applicant should therefore give careful consideration to the impact of the development on the Field Head Roundabout.'

The LHA note that the Applicant has provided a distribution and assignment exercise based on National Census 'Location of Usual Residence and place of work method of travel to work' dataset (reference WU03EW) for the 'Charnwood 016' MSOA. The LHA have conducted a high-level review and accept the distribution exercise which shows 82.9% of the development traffic would travel through the Field Head roundabout whilst the remaining 17.1% would travel to and from the west of the site access, 14.9% of which via Ashby Road and Whitwick Road.

The LHA note that the Field Head roundabout is forecast to operate above capacity in 2027 without this development. However, following further assessment and review, based on the scale and land use proposed the vehicular impact on this junction is unlikely to be significant. Accordingly, the LHA do not consider in this case that a contribution to the North West Leicestershire District Council Coalville Transport Strategy to improve the junction would meet the relevant CIL tests.

Internal Layout

Drawing ADC2643-DR-002-P1 shows a swept path analysis exercise has been undertaken of a large refuse vehicle and ambulance within the site. The drawing demonstrates a large refuse vehicle can enter the site, reverse towards the bin store and drive out in a forward gear. The assessment also demonstrates an ambulance would be able to use the layby outside the entrance and use the turning circle to exit in a forward gear.

Internally, parking provision will need to be in line with the Highway Requirements for Development Part 4 document available within the LHDG. For a residential home for the elderly with communal facilities, one car space per four bedrooms, plus one car space for each staff member on site would be required.

It has been confirmed that there would be up to 20 full time employees on site during the day and 10 during the night shift. For a 72 bed care home, this would result in a requirement for 38 parking spaces during the daytime period and 28 during the night-time period.

Regarding car parking, 34 car parking spaces would be provided including four disabled spaces and three motorcycle spaces.

The LHA note that as per Section 3.148 of Part 3 of the LHDG, where the LHA continue to apply previous guidance from its document 'Highway Requirements for Development' (HRfD), for the time being these are to be treated as maximum standards. The LHA therefore consider that the parking provision levels are in general accordance with local design guidance.

The LHA note that standard parking bays appear to measure 2.5 x 5.5m in excess of local design guidance (2.4 x 5.5m) and that the disabled parking bays provide a 1.2m buffer area as required. A

6.0m aisle space is also provided and therefore the LHA are satisfied that parking and turning is in accordance with local design guidance.

Transport Sustainability

Sustainable Transport Provision

The nearest bus stops are on Leicester Road and are within 50.0m walking distance from the proposed site access. The eastbound bus stop consists of a layby, seated shelter, flag-and-pole, timetable cases and raised kerb provision whilst the westbound bus stop is a flag and pole arrangement with timetable cases and raised kerb provision. The bus stops serve the 29, 29A and 29B Arriva bus routes and provide access between Leicester and Coalville/Swadlincote.

The LHA advise that a bus pass should be made available per employee and that an application form for this should be provided in a welcome pack which will form part of the package of measures for a Travel Plan as mentioned below.

Travel Plan

The LHA has reviewed the revised Travel Plan produced by ADC Infrastructure and note that the document provides an initial target of a 10% reduction in mode share of car driver trips.

The LHA consider that specific targets relating to the use of walking, cycling and public transport use should be provided to provide specificity and the ability to measure the proposed 'SMART' targets.

The LHA note that Travel Packs should be provided. A contribution will be secured via an S106 agreement to secure the provision.

The LHA would require the provision of a Bus Pass per employee to achieve a mode share bus increase. The bus passes would be secured via an S106 Agreement.

The LHA welcome the mentioning of BetterPoints and Choose How You Move.

The LHA recommends Modeshift Stars for occupier travel surveys. It is possible for developers to design and use their own surveys, but they should match the style and content of Modeshift.

The Travel Plan Monitoring Fee required for this site will be the sum of £6000.00. The Travel Plan will be monitored by LCC officers for the five-year duration of its life.

Conditions

1. No part of the development hereby permitted shall be occupied until such time as the access arrangements shown on Drawing ADC2643-DR-001 Rev.P1 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 (December 2023).

2. No part of the development hereby permitted shall be occupied until such time as vehicular visibility splays of 2.4 x 65.0m to the southeast 2.4 x 65.0m to the northwest have been

provided at the site access. These shall thereafter be permanently maintained with nothing within those splays higher than 0.6 metres above the level of the adjacent footway/verge/highway.

REASON: To afford adequate visibility at the access to cater for the expected volume of traffic joining the existing highway network, in the interests of general highway safety, and in accordance with the National Planning Policy Framework (December 2023).

3. The development hereby permitted shall not be occupied until such time as the parking and turning facilities have been implemented in accordance with Drawing 2153\PA\003.1. Thereafter the onsite parking and turning provision shall be kept available for such use(s) in perpetuity.

REASON: To ensure that adequate off-street parking provision is made to reduce the possibility of the proposed development leading to on-street parking problems locally and to enable vehicles to enter and leave the site in a forward direction in the interests of highway safety and in accordance with the National Planning Policy Framework (December 2023).

4. No development shall commence on the site until such time as a construction traffic management plan, including as a minimum details of the routing of construction traffic, wheel cleansing facilities, vehicle parking facilities, and a timetable for their provision, has been submitted to and approved in writing by the Local Planning Authority. The construction of the development shall thereafter be carried out in accordance with the approved details and timetable.

REASON: To reduce the possibility of deleterious material (mud, stones etc.) being deposited in the highway and becoming a hazard for road users, to ensure that construction traffic does not use unsatisfactory roads and lead to on-street parking problems in the area.

5. No part of the development hereby permitted shall be first occupied until an amended full Travel Plan which sets out actions and measures with quantifiable outputs and outcome targets has been submitted to and agreed in writing by the Local Planning Authority. Thereafter the agreed Travel Plan shall be implemented in accordance with the approved details.

REASON: To reduce the need to travel by single occupancy vehicle and to promote the use of sustainable modes of transport in accordance with the National Planning Policy Framework (December 2023).

Contributions

To comply with Government guidance in the National Planning Policy Framework (NPPF) and commensurate with Leicestershire County Council Planning Obligations Policy, the following contributions would be required in the interests of encouraging sustainable travel to and from the site and reducing private car use:

6. Travel Plan Monitoring Fee via MODESHIFT STARSfor. The Applicant is advised that the required for this site will be the sum of £6000.00.

Advised Trigger: 100% of contribution paid prior to first occupation.

JUSTIFICATION: To enable Leicestershire County Council to provide support to the appointed Travel Plan Co-ordinator, audit annual Travel Plan performance reports to ensure that Travel Plan outcomes are being achieved, and to take responsibility for any necessitated planning enforcement.

7. Travel Packs; to inform new employees from first occupation what sustainable travel choices are in the surrounding area (can be supplied by LCC at £52.85 per pack). If not supplied by LCC, a sample Travel Pack shall be submitted to and approved in writing by LCC which may involve an administration charge.

Advised Trigger: 100% of contribution paid prior to first occupation.

JUSTIFICATION: To inform new employees from first occupation what sustainable travel choices are available in the surrounding area.

8. Six month bus passes, one per employee (application form to be included in Travel Packs and funded by the developer); to encourage new employees to use bus services, to establish changes in travel behaviour from first occupation and promote usage of sustainable travel modes other than the car (can be supplied through LCC at (approximately) £490.00 per pass (cost to be confirmed at implementation)).

JUSTIFICATION: To encourage employees to use bus services as an alternative to the private car.

Informative

- It is an offence under Section 148 and Section 151 of the Highways Act 1980 to deposit mud on the public highway and therefore you should take every effort to prevent this occurring.
- Planning Permission does not give you approval to work on the public highway. To carry out off-site works associated with this planning permission, separate approval must first be obtained from Leicestershire County Council as Local Highway Authority. This will take the form of a major section 184 permit/section 278 agreement. It is strongly recommended that you make contact with Leicestershire County Council at the earliest opportunity to allow time for the process to be completed. The Local Highway Authority reserve the right to charge commuted sums in respect of ongoing maintenance where the item in question is above and beyond what is required for the safe and satisfactory functioning of the highway. For further information please refer to the Leicestershire Highway Design Guide which is available at <https://resources.leicestershire.gov.uk/lhdg>
- The Applicant should be advised to contact Leicestershire County Council's Network Management team at the earliest opportunity to discuss access to the road network to carry out works. The team can be contacted at: networkmanagement@leics.gov.uk

Date Received
27 February 2024

Case Officer
Dan Green

Reviewer
AW

Date issued
20 May 2024