

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: 23/00711/FUL

Highway Reference Number: 2023/0711/04/H

Application Address: The Blue Bell Inn 39 High Street Desford Leicester Leicestershire LE9 9JF

Application Type: Full

Description of Application:

Change of use from cafe (Class E(b)) and residential (Class C3) to convenience foodstore (Class E(a)). Construction of two storey side extension, two-storey and single storey rear extensions (following the demolition of existing single-storey element to rear of 37 High Street/2A Main Street and store to rear of public house) with associated car parking, landscaping and other works

GENERAL DETAILS

Planning Case Officer: Matt Jedruch

Applicant: Mr Matthew Roe

County Councillor: Cllr Peter Bedford

Parish: Desford

Road Classification: Class B

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 does not consider that the application as submitted fully assesses the highway impact of the proposed development and further information is required as set out in this response. Without this information the Local Highway Authority is unable to provide final highway advice on this application.

Advice to Local Planning Authority

Background

The Local Highway Authority (LHA) are in receipt of a consultation for a full application for a change of use from cafe (Class E(b)) and residential (Class C3) to convenience foodstore (Class E(a)). Construction of two storey side extension, two-storey and single storey rear extensions (following the demolition of existing single-storey element to rear of 37 High Street/2A Main Street and store to rear of public house) with associated car parking, landscaping and other works. The site is located at The Blue Bell Inn, 39 High Street, Desford.

The Applicant has submitted a Transport Statement (TS) authored by ADL Traffic & Highways dated July 2023 in support of the proposals.

To facilitate the proposed convenience store, the building comprising № 37 High Street and № 1 Main Street will be redeveloped / extended to provide a total floorspace of 577sqm of which 276sqm is sales floor area, 116sqm back-of-house operational space and the remainder forming 185sqm ancillary storage space. № 37 High Street is a three-bed dwelling and № 1 Main Street is coffee/sandwich shop with a total floorspace of 105sqm

The LHA is aware of two existing Co-op stores within Desford and it is understood that the proposals would result in the closure and relocation of these two stores to the proposed single, larger store.

Site Access

Currently there are two points of access to the existing public house car park, both from High Street, a B classified road (B582) subject to a 30mph speed limit. Details of the proposed site access arrangements are provided on ADL drawing number Appendix 4.2. As shown, the Applicant proposes a new, single point of access which would be situated centrally to the overall site, with the existing two points of access closed.

The drawing details a dropped kerb access arrangement with visibility splays of 2.4 x 33m to the west and 2.4 x 43m to the east, and an access width of 6.0m. Swept path analysis of the largest anticipated delivery vehicle to arrive and depart from the site has also been provided on ADL drawing number CPDMP App 1.0.

The LHA advise that a Stage 1 Road Safety Audit is undertaken of the proposed access, given the proposals include a new point of access to the site. A Designer's Response should also be provided to any problems raised, along with a revised drawing (if necessary). Following provision of this, the LHA will give further consideration to the site access proposals.

Highway Safety

The Applicant has obtained Personal Injury Collision (PIC) data from Crashmap for a period of five years, however it is unclear what dates the analysis covers. The study area is identified in Figure 2A of the TS. Four PIC's have been identified by the Applicant, with three being recorded as slight and one, sadly, as fatal.

The three PIC's recorded as slight occurred in separate locations on Manor Road (B582), Peckleton Lane and at the High Street (B582)/ Leicester Lane (B582)/ Station Road junction. The fatality occurred on Manor Road, approximately 140m east of the site and involved a vehicle and a cyclist.

The LHA are aware of an additional PIC which occurred at the Manor Road (B582)/ Main Street/ High Street (B582)/ High Street junction in June 2022 and was recorded as serious. Currently the LHA's PIC data covers up to the end of July 2023. It is therefore requested that the Applicant provides further clarification in respect of PIC data and the dates assessed.

Trip Generation

The Applicant has firstly considered the level of trips the existing use of the site could generate, followed by the level of trips the proposed co-op store could generate.

Existing Trip Generation

Cafe/ Sandwich Shop

The Applicant has used the TRICS database in order to establish the likely level of trips the existing 105 sqm cafe could generate. A site in Stamford has been considered comparable. The results are shown in Table 1.

	Average Trip Rate Per 100sqm		Vehicular Trips (105sqm)			Parking Accumulation
	In	Out	In	Out	Two-way	
08:00-09:00	0.526	0.000	1	0	1	1
09:00-10:00	3.684	2.105	4	2	6	3
10:00-11:00	4.211	4.211	4	4	8	3
11:00-12:00	4.211	3.684	4	4	8	3
12:00-13:00	4.737	5.263	5	6	11	2
13:00-14:00	4.211	4.211	4	4	8	2
14:00-15:00	2.632	3.684	3	4	7	1
15:00-16:00	2.632	3.158	3	3	6	1
16:00-17:00	0.526	1.053	1	1	2	1
Total	27.370	27.369	29	28	57	-

Table 1: Trip rates (cafe, 105 sqm).

The analysis has indicated that the existing 105 sqm cafe could generate up to 11 two way vehicle trips during a lunchtime peak hour and between one and two trips during the AM and PM peak hours respectively. The LHA have reviewed the TRICS database and it appears comparable sites are also available for 'neighbourhood centre' locations, whereas the site selected is in a 'town centre' location, less relevant to the village of Desford. The LHA therefore request the Applicant gives further consideration to trip rates for the existing cafe.

The LHA also advise the Applicant could undertake an actual survey of customers to the cafe in order to establish the type and level of trips. Parking accumulation is considered further below in the Internal Layout section.

Three bed Dwelling

The Applicant has stated that the existing dwelling would not generate any material vehicular trips and has not included the dwelling in their net traffic impact assessment. This is accepted by the LHA.

Proposed Convenience Store

The Applicant has also estimated the number of trips the proposed convenience store could generate for both weekdays and weekends by using TRICS. The LHA note that the dates selected for the assessment are between 10 January 2010 and 25 September 2019, it is unclear why more recent surveys (excluding those highlighted by TRICS as being affected by the Covid-19 pandemic) have not been considered.

Furthermore, from the LHA's own assessment trip rates on a Saturday are considerably higher than those presented by the Applicant. The LHA therefore request the Applicant reviews the proposed TRICs analysis, particularly as the parking accumulation assessment for the convenience store and public house is based on the TRICS results.

The Applicant has stated that the store comprises a large back-of-house and storage area which forms 52% of the total floor area but would have no impact on forecast trips. Trip rates have

therefore only been applied to the sales floor area only (276 sqm) which is stated to be the driver for customer trips. The Applicants analysis shows that the proposed convenience store could generate up to 48 and 64 two-way vehicle trips during the typical weekday AM and PM peak hours, respectively. The proposal would generate up to 37 two-way vehicle trips during the Saturday lunchtime peak hour.

Consideration has then been given as to the type of trips which are likely to be undertaken to the proposed convenience store. The Applicant has stated that very few trips to convenience stores are for a 'main shopping trip'. Instead, they will almost entirely be incidental trips, which people will have already been making at any event. Due to the location of the site, within a residential area, it is unlikely that anyone would be making a specific car trip to the area for "daily items" or a "top up" shop; instead, they would be travelling in the vicinity of the site already, before stopping to purchase items.

TRICS Research Report 14/1 has also been highlighted by the Applicant, which outlines academic literature on pass-by, diverted and other secondary trips. With regard to the convenience store trip generation, the study undertaken by Ghezawi et al. (1998) concluded:

'The average percentage of pass-by trips recorded was 72%, with a range between the 13 stores of 61 to 85%. The study also found a positive relationship between pass-by trip percentage and adjacent street volumes using average daily traffic flows.'

The Applicant states if the convenience store trips were to be reduced by 72% to discount the pass-by and diverted trips, the number of new trips generated (i.e., new to the local road network) would be as per Table 2:

Hour	72% Decrease – New Trips		
	In	Out	Two-Way
AM Peak (08:00 - 09:00)	7	6	13
PM Peak (17:00 - 18:00)	9	9	18
Saturday Peak (12:00 – 13:00)	6	5	11

Table 2: Trip Generation: Factoring 72% Pass-By / Diverted Trips.

The Applicant concludes that the additional new trips would have a negligible impact on the surrounding highway network. In addition, it has been stated that it is important to note that notwithstanding the assessments set out, this proposed traffic assessment is theoretical insofar that the reality is that most of these 'newly generated' trips will be transferred from the existing Co-op convenience stores within Desford, which will relocate to the new premises.

The LHA accepts the principle of the above under the site specific circumstances, given that two existing Co-op stores within the village are to close as a result of the proposed new store. The proposals would not represent an additional convenience store opening within the village to operate alongside the existing two co-op stores.

On this basis, existing vehicle trips on the surrounding highway network which would have been undertaken to either store, are likely to simply re-distribute to the new store. Nevertheless, following a review of trip rates, the LHA advise the impact of the proposals on the surrounding highway network should be reviewed.

Junction Capacity Assessments

The Applicant has not undertaken a capacity assessment of the site access. While it is accepted that the proposals are unlikely to have a material impact on the surrounding highway network, given the level of traffic forecast to be generated by the proposals, there could be a material impact at the site access which is on to a busy B classified road. The LHA therefore requests that following re-assessment of trip rates, a capacity assessment is undertaken of the site access in the event that approximately 30 or more two way trips (e.g. 15 arrivals and 15 departures) are generated in the AM or PM peak hours.

This assessment should also take into consideration nearby permitted developments, as well as those currently at appeal or yet to be determined by the Local Planning Authority.

Internal Layout

Details of the internal layout of the site are provided on Corporate Architecture Limited drawing number 5166/JP/21/005 Rev. P2. The Applicant is proposing a total of 38 car parking spaces, including two disabled spaces. These spaces would be shared between the proposed convenience store and existing public house. Based on the submitted application form, the public house currently has 33 car parking spaces.

Existing Cafe/ Sandwich Shop

The Applicant considered parking accumulation as part of the TRICS analysis, as shown in Table 1 above. This has indicated a maximum demand of three car parking spaces for the cafe. It is stated that given there is no on-site car parking for the cafe, staff and customers would have to park on the highway. The LHA advise following a review of TRICS trip rates, the parking accumulation survey is subsequently reviewed.

Existing Three bed Dwelling

The Applicant has stated based on the 2011 Census, the car ownership for a three-bed dwelling with four habitable rooms in Newbold Verdon with Desford and Peckleton ward in which the site is located, is one car per household on average. The Applicant has advised that the dwelling has no off-street car parking and therefore vehicles would have to park in the highway. The LHA advise that for a three bed dwelling, based on Part 3, Paragraph 3.151 of the LHDG, it would usually consider that two car parking spaces are required.

Existing Public House

The Applicant has stated that no parking standards exist for public houses within the LHDG. The LHA advise that guidance on parking provision for public houses is found within the Highway Requirements Part 4 document available within the LHDG. This states the following:

'There shall be 1 customer car space per 3 sq. metres of public area (excluding services, lobbies, toilets, cloakrooms, etc.). In addition, staff parking will be required at the rate of 1 car space for each residential member of staff, plus 1 car space per 40 sq. metres of public area for non-residential staff. There shall be an absolute minimum provision of 20 car spaces. Space shall be provided for loading and unloading of service and delivery vehicles clear of the public highway.'

The Applicant has not provided any details in respect of the floorspace within the public house and it would be beneficial for the Applicant to provide clarity as to how the existing parking provision for the public house compares to LHDG guidance. An hourly parking survey has however been

undertaken of the existing car park on Thursday 3 March 2022 and Saturday 5 March 2022. Table 3 indicates the result of the parking survey:

Time	Weekday	Saturday
06:00-07:00	4	10
07:00-08:00	4	10
08:00-09:00	4	10
09:00-10:00	4	10
10:00-11:00	5	12
11:00-12:00	6	14
12:00-13:00	4	16
13:00-14:00	4	20
14:00-15:00	3	19
15:00-16:00	9	18
16:00-17:00	12	19
17:00-18:00	15	23
18:00-19:00	19	29
19:00-20:00	19	33
20:00-21:00	16	27
21:00-22:00	24	25
22:00-23:00	18	23

Table 3: Blue Bell Inn, Parking Survey.

The Applicant has stated that there is a maximum demand for 24 car parking spaces on a weekday, and 33 spaces on a Saturday respectively. The LHA request clarification as to why the survey was not undertaken on a Friday, when the public house could typically be at its busiest for a weekday. The LHA is also aware Bed & Breakfast provision is offered, with four rooms available. It should be clarified if any of these were occupied at the time of the survey.

Proposed Convenience Store

In terms of the proposed convenience store, the Applicant has used the Highway Requirements Part 4 guidance, which the Applicant has stated details one parking space per 30sqm. On this basis, the Applicant considers that the maximum number of parking spaces for the convenience store should be nine spaces. Two disabled spaces have been provided within the site, along with 10 cycle parking spaces which the Applicant states would be secure and undercover. This is welcomed by the LHA.

In order to calculate parking demand associated with the convenience store, the Applicant has undertaken a trip generation exercise using the same TRICS sites used in order to calculate vehicular trip generation. It has been stated that a parking accumulation assessment using 60 minute intervals would not be appropriate for the convenience store, where duration-of-stay per customer is significantly less and parking spaces turnover frequently across the day, rather than accumulating over a longer period of time.

The Applicant has also provided details of an appeal decision for the erection of a convenience store within Sutton Coldfield which was allowed in September 2016, which states:

'A Co-operative Car Park Study together with a survey of Tesco Express and Sainsbury Local stores is referenced with average durations of stay ranging from a maximum of 8.9 minutes (Co-op), 7 minutes (Tesco & Sainsbury) and a minimum of 5.5 minutes (Co-op).'

It has therefore assumed each vehicle arrival/ customer stays for 10 minutes and that each parking space can accommodate up to six vehicles in an hour. The level of parking spaces for the

convenience store has been determined by dividing the vehicle arrivals by six and rounding them up, as detailed in Table 4.

Time	Weekday		Saturday	
	Vehicle Arrivals	Parking Accumulation (Vehicle Arrivals ÷ 6)	Vehicle Arrivals	Parking Accumulation (Vehicle Arrivals ÷ 6)
06:00-07:00	13	3	-	-
07:00-08:00	21	4	5	1
08:00-09:00	25	5	8	2
09:00-10:00	19	4	10	2
10:00-11:00	17	3	12	2
11:00-12:00	18	3	14	3
12:00-13:00	24	4	20	4
13:00-14:00	17	3	12	2
14:00-15:00	21	4	17	3
15:00-16:00	21	4	12	2
16:00-17:00	26	5	19	4
17:00-18:00	29	5	15	3
18:00-19:00	31	6	13	3
19:00-20:00	23	4	11	2
20:00-21:00	9	2	5	1
21:00-22:00	7	2	6	1
22:00-23:00	6	1	1	1

Table 4: Proposed convenience store parking accumulation.

This shows that the proposed development would generate a maximum parking demand of six car parking spaces between the hours of 18:00 and 19:00 on a weekday and four parking spaces between 12:00 and 13:00 on a Saturday. While the LHA accepts the principle of the parking accumulation assessment, given further consideration of TRICS trip rates is required, the LHA advise the parking accumulation exercise for the convenience store should subsequently be reviewed and updated if necessary.

Overall Car Parking Demand

The Applicant has then considered the overall parking demand for the site as a whole, as detailed in Table 5.

	Weekday			Saturday		
	Blue Bell Inn (Table 2A)	Proposed C-store (Table 6A)	Total	Blue Bell Inn (Table 2A)	Proposed C-store (Table 6A)	Total
06:00-07:00	4	3	7	10	-	10
07:00-08:00	4	4	8	10	1	11
08:00-09:00	4	5	9	10	2	12
09:00-10:00	4	4	8	10	2	12
10:00-11:00	5	3	8	12	2	14
11:00-12:00	6	3	9	14	3	17
12:00-13:00	4	4	8	16	4	20
13:00-14:00	4	3	7	20	2	22
14:00-15:00	3	4	7	19	3	22
15:00-16:00	9	4	13	18	2	20
16:00-17:00	12	5	17	19	4	23
17:00-18:00	15	5	20	23	3	26
18:00-19:00	19	6	25	29	3	32
19:00-20:00	19	4	23	33	2	35
20:00-21:00	16	2	18	27	1	28
21:00-22:00	24	2	26	25	1	26
22:00-23:00	18	1	19	23	1	24

Table 5: Overall parking demand.

As shown, the overall maximum parking demand for the site would be up to 26 car parking spaces on a weekday and up to 35 spaces on a Saturday. The Applicant therefore considers that there should be sufficient parking to accommodate customer demand plus any fluctuations in peak

demand in order to ensure there is no parking overspill on to the public highway. The LHA will consider parking provision further following a review of trip rates and the parking accumulation study.

Servicing/ Refuse collection

The Applicant has stated the Co-op convenience store will be serviced by rigid delivery vehicles only, and up to 12.2m in length entering and exiting the site from High Street in a forward gear.

Deliveries would occur from within the parking spaces situated at the northwest of the site, adjacent to the convenience store delivery area. The spaces would be controlled / managed by cones or retractable bollards and would be timed to occur during the daytime hours avoiding the sensitive hours of the early morning and late at night to protect the amenity of residents and to avoid the peak periods for trade. The Applicant has stated that convenience stores do not require a separate trip for refuse collections as stores instead typically backhaul refuse and water, i.e. filling the delivery vehicle with waste goods for the return journey to the depot, thereby reducing the quantities of HGV trips.

It is stated deliveries and refuse vehicles servicing the public house would be broadly unaffected by the proposals. The Blue Bell Inn receives one dray lorry delivery per week, on Monday morning, avoiding the public house trading periods, and hence can occur from the parking spaces closest to the public house. These deliveries also occur via a rigid delivery vehicle up to 12m in length.

The Applicant has stated that deliveries to the public house and the convenience store would be managed and programmed to occur avoiding conflict by arriving and departing at different times. A Car Park and Delivery Management Plan (CP&DMP) has been produced, which sets out the management procedures in place to control the parking and deliveries at the site, and sets out the delivery times, frequency of deliveries and maximum delivery vehicle size. The Applicant would be happy for the document to be conditioned if planning permission was granted for the proposals, to ensure compliance.

Car Park & Delivery Management Plan

The LHA has reviewed the submitted CP&DMP within Appendix 5.0 of the TS, dated June 2023.

The document states that the car park will be informally managed to ensure that all car parking spaces are used by customers of the public house or convenience store, only. Signage will be erected within the car park to state 'Parking for Customers Only' and 'Up to 30 minutes parking only'. The signage will include a note for public house customers to sign in / register their vehicle within the public house to avoid the 30-minute parking restriction.

If it were to become evident that non-customer car parking or obstructive car parking was occurring regularly within the car park, then the convenience store and public house operators would jointly appoint a car parking management company to visit the site on a mobile and varied basis to enforce the customer car parking restrictions.

The document also provides further details in respect of the types of daily deliveries for the convenience store and that deliveries would be timed to avoid the busiest times in the pub during the evening. A drawing showing how deliveries to the convenience store would be made has been provided and it is stated if two HGV deliveries for the convenience store arrived simultaneously, the second delivery would be directed away from the site to return once the first HGV has departed.

While the above is welcomed by the LHA, it is noted that information, as well as a drawing detailing how the deliveries/ refuse collection for the public house would be undertaken has not been provided. Given the Applicant has stated that areas of the car park would need to be coned off, this information is therefore requested.

It is also noted that the CP&DMP states staff would park off-site to enable more customer parking space. This would not be encouraged by the LHA and it would be expected that an appropriate level of parking is provided within the site. The LHA would not be in a position to advise a condition on a document which required staff to park on the highway.

Transport Sustainability

The site is located within the centre of Desford and an approximate 110m/ 420m walk from the existing co-op stores on High Street and Newbold Road respectively, which would be closed as a result of the proposals.

Closing

The LHA advise that the following additional information is required to be submitted to the LPA, for consideration by the highway authority:

- A Stage 1 Road Safety Audit of the site access arrangements, along with a Designer's Response and revised drawing (if necessary) to any problems raised.
- Clarification in respect of PIC data and the dates assessed.
- Further consideration of the TRICs trip rates for a cafe and a convenience store, particularly during the weekends in respect of the convenience store as these are considered low.
- A review of the parking accumulation studies following provision of updated trip rates.
- Clarification as to why the public house parking accumulation assessment was not undertaken on a Friday.
- A capacity assessment of the site access.
- Further clarity within the CP&DM in respect of how deliveries/ refuse collection would be undertaken for the public house, as well as staff parking.

Date Received
24 August 2023

Case Officer
Ben Dutton

Reviewer
DH

Date issued
14 September 2023