

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 Growth, Environment & Transport.

APPLICATION DETAILS

Planning Application Number: 25/00199/FUL

Highway Reference Number: 2025/0199/04/H/R1

Application Address: Land Adjacent 232 Ashby Road Hinckley Leicestershire

Application Type: Full

Description of Application: Re-consultation. Erection of 25 dwellings, new access off Normandy Way, amenity space, parking and community orchard

GENERAL DETAILS

Planning Case Officer: Emma Baumber

Applicant: C/O Agent

County Councillor: Cllr Michael Mullaney

Parish:

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 the residual cumulative impacts of the development are severe in accordance with the National Planning Policy Framework (2024) and the Local Planning Authority is advised to consider refusal on transport/highway grounds for the reason outlined in this report.

Reason for advising refusal:

1. The Applicant has failed to demonstrate that safe and suitable access for all users would be provided to the proposed development contrary to Policy 2 of the Leicestershire Highway Design Guide and Paragraph 115 of the National Planning Policy Framework (NPPF) (2024).
2. The proposals submitted by the Applicant are prejudicial to the delivery of a highway improvement scheme at the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction. The Applicant has therefore failed to demonstrate any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be mitigated, contrary to Policy 2 of the Leicestershire Highway Design Guide and paragraph 116 of the National Planning Policy Framework (2024).

Advice to Local Planning Authority

Background

The Local Highway Authority (LHA) has been re-consulted by Hinckley and Bosworth Borough Council as the Local Planning Authority (LPA) on a full application for the erection of 25 dwellings, a new access off Normandy Way, amenity space, parking and a community orchard at land adjacent to 232 Ashby Road, Hinckley.

The LHA previously advised the proposals should be refused on the grounds that the Applicant had failed demonstrate any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be mitigated, contrary to Policy 2 of the Leicestershire Highway Design Guide and paragraphs 115 and 116 of the National Planning Policy Framework (NPPF - 2024).

The Applicant has submitted the following document in response to the LHA's observations dated 4th July 2025:

- Technical Note (TN) – Response to LCC Highways (reference 29480-TRAN-0802 – revision A, dated January 2026).

Note – The LHA have included hyperlinks to relevant sections of the [Leicestershire Highway Design Guide](#) (LHDG) within this report. These are identified in bold, underlined and in blue text.

Policy 2: Access to the highway network

The LHA previously advised Normandy Way (A47) provides a key strategic link between Leicester and the A5 (Hinckley) and forms part of the Department for Transport's Major Road Network¹ and Leicestershire County Council's (LCC) Resilient Network². Ashby Road (A447/ B4667) also forms part of the Resilient Network.

Given the recorded speeds of passing traffic (41.5mph eastbound and 40.3mph westbound) and the location of the site access on Normandy Way (A47), which is a highly trafficked road with a total of approximately 27,750 vehicle trips through the junction with Ashby Road (A447/ B4667) between 07:00 – 19:00, and forming part of both the Major Road and Resilient Networks, as well as the number of Personal Injury Collisions (PIC's) in the vicinity of the access, the LHA considers the policy is relevant to the proposals.

Furthermore, given the location of the site access to serve the proposed development the LHA believe the proposals would be contrary to [Policy 2: Access to the existing highway network](#) of the LHDG because it could prejudice the delivery of a highway improvement scheme at the A47 Normandy Way / A447 Ashby Road / B4667 Ashby Road signalised junction as detailed below.

Site Access

No further amendments have been made to the proposed site access since the last highway response, which is shown on MEC drawing number 29480_08_020_01 Rev. B and included in Figure 1 below:

¹ <https://maps.dft.gov.uk/major-road-network/index.html>

² <https://www.leicestershire.gov.uk/roads-and-travel/road-maintenance/the-resilient-network>

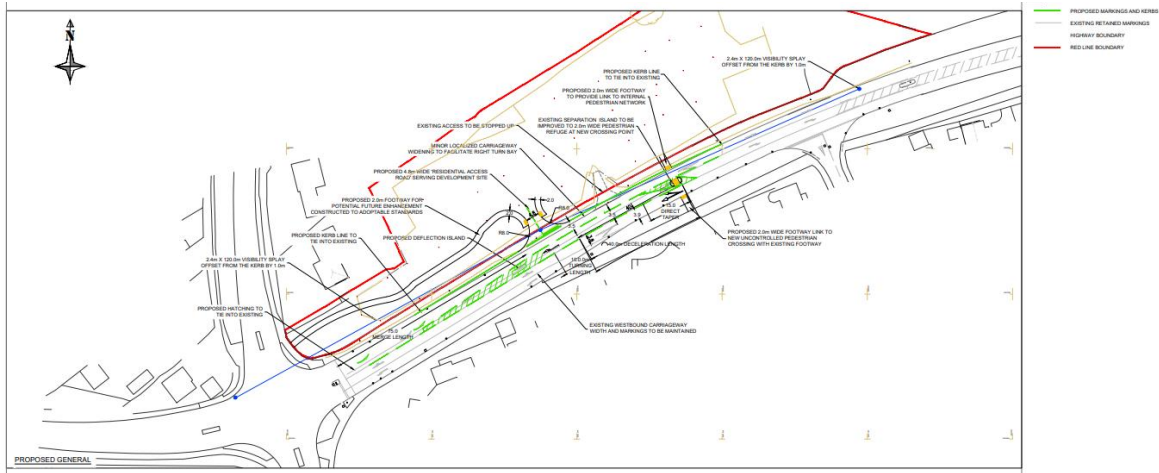


Figure 1: Site Access.

The drawing of the site access arrangements continues to show a merge length of 75m for eastbound traffic exiting the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction. As advised previously, Design Manual for Roads and Bridges (DMRB) CD123, Para. 7.12.1 states that where it is necessary to reduce the number of lanes on the exit arm, a single lane should be reduced over a distance of 100 metres starting at or beyond the limit of the junction intervisibility zone. The Applicant has responded within point 2 of the TN emphasising the following points:

- The reduction in the merger to 75m would not generate an unacceptable impact in highway safety terms given DMRB CD123 Para. 7.12.1 is guidance rather than mandatory and that 75m would still enable 13 vehicles to merge at the end of the junction intervisibility zone.
- Provision of a right turn lane would enhance road safety given existing site users currently block ahead movements whilst waiting to turn into the site.
- A right turn lane would not interfere with the committed improvements for application reference 22/00318/OUT given its proposals are exclusively contained on the northern, southern and western sides of the junction.
- After reviewing the modelling undertaken as part of application 22/00318/OUT the eastbound exit arm was modelled with an 'infinite saturation flow'. Therefore the reduction of 25m in the exit merge length would have no capacity impacts given the modelling already accepted as part of that application.
- The level of trips generated by the proposed development in the AM and PM peaks would be unlikely to have a severe impact on the operation of the road network.
- The LHA have not provided details of their own highway improvement scheme at the junction.

Whilst acknowledging some of the points raised above the LHA would advise the Applicant that the principal concern in respect of the proposals is the reduction of the length of the exit arm to below the 100m length advised in the DMRB to provide the ghost right turn lane into the site. The LHA advise that capacity/ congestion and safety concerns are well known at the junction and whilst it is accepted the DMRB advice specifically on this point is guidance only, under the site-specific circumstances, the LHA believe reducing the exit arm merger to below the recommended 100m would not be beneficial and could discourage use of the right hand lane through the junction. The LHA therefore consider the Applicant has failed to demonstrate the site access would be in a safe and suitable location, given the reduction in the merger lane and the volume of traffic using Normandy Way (A47).

Whilst the LHA are currently unable to provide firm details of its own highway improvement scheme, it is highly likely that carriageway widening on the eastbound carriageway of Normandy Way (A47) to both the western and eastern arms of the junction could be proposed. This could enable dedicated left/ ahead, ahead only and right only lanes on the western arm and two lanes merging back into one over a longer length than at present on the eastern arm. This would also result in the removal of the existing central hatching markings on the eastern arm of the junction to enable two lanes with a length of centreline, prior to merging into a single lane.

It is anticipated such works, which were identified through various modelling exercises, would increase capacity and subsequently reduce congestion on Normandy Way (A47) through the junction, to accommodate the wider growth in the area which has been identified in the LPA's emerging Local Plan.

As part of application reference 24/00264/OUT (Outline planning permission for the erection of up to 415 dwellings, including landscaping, open spaces, drainage and associated infrastructure (outline - access only)), the Applicant was required to undertake a modelling exercise of the junction based on LCC drawing number 4332.000/H1/**/**.

The proposed scheme included removal of central hatching and providing two merging lanes over a longer length of carriageway on the eastern arm of Normandy Way (A47) towards Earl Shilton.

The LHA is aware the scheme design is continuing to evolve since that drawing was modelled; however, it was demonstrated that the junction would operate within capacity should that scheme design be implemented. Instead of delivering the scheme Leicestershire County Council asked the Applicant to pay a financial contribution towards a highway improvement scheme at the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road junction.

The proposed highway improvement scheme is also seeking to improve highway safety at the junction, given the number of Personal Injury Collisions (PIC's) which have occurred over the last five years at the junction. Currently eight PIC's have occurred at the junction within the last five years. The proposed scheme deemed necessary as part of application 22/00318/OUT would present a nil detriment solution for the trips generated by that development only.

Application reference 25/01207/OUT (Outline application for up to 103 dwellings (All matters reserved except access) also details that the junction would operate with negative practical reserve capacity in 2030 without that development in place. The Applicant for that development has offered to contribute towards a junction improvement scheme.

Given the existing junction capacity and highway safety concerns, LCC would not consider it appropriate or in the interest of highway safety to seek to reduce the length of the merging lane as part of the proposals as they are currently to DMRB recommended standards.

The LHA remain concerned that reducing the merging lane to below the recommended standards and the provision of an additional right turn lane on Normandy Way (A47) in this location could severely restrict the design for the eastern arm of the junction and the effectiveness of the highway improvement scheme on increasing capacity, reducing congestion and improving highway safety. Thus, the LHA consider the proposals, if permitted, would be contrary to Policy 2 of the LHDG.

Regrettably, the LHA cannot see any reasonable way to resolve this concern with access off Normandy Way (A47), as the site access could not be relocated further west towards the signalled

junction and to relocate it further east would impact on the existing ghost right turn lane for the Cornwall Way estate.

Visibility Splays

As advised previously, based on the recorded vehicle speeds referenced above and [Figure 6](#) of the LHDG, visibility splays of 2.4 x 120m would be required to the west of the site access and 2.4 x 73m to the east. The Applicant has shown visibility splays of 2.4 x 120m in each direction, which is considered acceptable to the LHA. Visibility would be achievable subject to the removal of the existing hedgerow along the site frontage between the site access and the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction. This is proposed on BRP Architects drawing number M170-BRP-00-00-DR-A-0102 Rev. P02.

Stage 1 Road Safety Audit

The Applicant has stated that the proposed access arrangements would require further discussion with LCC and a Stage 1 Road Safety Audit (RSA1). The LHA advise that an independent RSA1, along with a Designer's Response to any problems raised and (if necessary) a revised drawing is required as part of the application as per the [road safety audit policy](#) section of the LHDG. This has not been provided.

Swept Path Analysis

The LHA previously advised swept path analysis of the site access is shown on MEC drawing number 29480_08_020_02 available within Appendix D of the TS. The LHA advise the black hatching makes it difficult to see if the vehicle used overruns the kerb line and advised this would require removal, however further information has not been provided.

The LHA also advised that whilst the 4.8m access width is in accordance with [Table 3](#) of the LHDG for the number of dwellings proposed, swept path analysis showed left and right turns for a refuse collection vehicle in and out of development show the vehicle must use the entire width of the access to perform the manoeuvre. Vehicles turning left into the development would be forced to wait for the vehicle to exit which could result in traffic tailing back towards the signalised junction. Under the site-specific circumstances, the LHA advised an increased access width would be accepted so that opposing vehicles can pass one another.

DMRB CD123, Para. 5.6.3 requires corner radii of 15m with corner taper of 1 in 6 over 30m at ghost island junctions. It was also advised the Applicant would therefore need to seek to implement this into the design. The Applicant has not proposed a wider access or increased radii.

Highway Safety

In terms of highway safety, the Applicant obtained PIC data from LCC for between 1st January 2019 and 14th December 2024. This indicated the following:

- 9 No. 'slight', 2 No. 'serious' and 1 No. 'fatal' severity-class PICs were recorded within the vicinity of the site. This included 10 No. collisions at the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction;
- Regrettably, the fatal collision occurred on the Normandy Way (A47) westbound approach to the junction and involved three vehicles.
- Of the remaining 9 No. collisions which occurred at the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction, 6 No. (all 'slight' in severity) involved vehicles

in the act of a right turn manoeuvre, one of which occurred before 2020.

- The remaining 3 No. collisions at this junction do not appear to follow a trend.
- The additional PIC occurred at the A47 Normandy Way/ Cornwall Way junction and was recorded as slight. This involved four vehicles, one of which was turning right and occurred in January 2020.

The LHA advised at the time of providing the previous observations in July 2025 it was not aware of any additional PIC's which had occurred at the junction. The LHA is now aware of three additional PIC's which have been recorded and included on its records since the 4th July 2025 observations were issued, two of which were recorded as slight and one serious. One slight PIC involved a turning manoeuvre, whilst one involved a vehicle failing to stop and an HGV. The serious PIC involved a turning manoeuvre and a motorcycle.

As advised previously, the data shows a high volume of PICs at the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction, highlighting the high level of traffic which travels through. This is also evidenced by a traffic count held by LCC which was undertaken on Tuesday March 19th, 2024, which indicates a total flow of 27,750 vehicles travelling through the junction between 07:00 – 19:00.

Trip Generation

The Applicant previously undertook a trip generation exercise to predict the number of vehicle trips which could be generated by the proposals. This is provided in Table 1.

Time Period	Trip Rates (per unit)		Trip Generation (25 units)		
	Arrive	Depart	Arrive	Depart	Total
AM Peak (0800-0900)	0.118	0.354	3	9	12
PM Peak (1700-1800)	0.269	0.126	7	3	10

Table 1: Development Vehicle Trip Rates and Trip Generation (extracted from the Applicants Transport Statement).

The LHA advised that whilst it considered the trip rates to be low, it was accepted that even if they were raised to match trip rates accepted by the LHA for other residential developments, the scale of development would not generate in the region of 30 two-way trips (e.g. 15 arrivals and 15 departures) in either peak hour. Therefore, the LHA advised neither a trip distribution exercise nor a capacity assessment of the site access to be necessary.

The Applicant has not provided trip rates for the existing allotment use, however the LHA believes the number of vehicle trips generated by the allotments, is likely to be lower than those for residential use. Furthermore, given there is no car park within the allotment site and the access appears to not have been used for some time, the LHA believe it is possible some users who drive to the site would likely consider parking on Cornwall Way and then access the site on foot.

Off-Site Implications

As advised in the Site Access section further above, the LHA has concerns in respect of how the site access could prejudice a scheme to improve capacity and highway safety at the junction.

The LHA previously advised that to avoid isolated and unadopted footways being provided within the site, the LHA would accept a footway alongside the edge of Normandy Way (A47) leading to/

from the existing footway to the west and the proposed central refuge to the east of the proposed access. This has not been detailed on a revised drawing.

Internal Layout

Whilst adoptability of the internal development roads is not a material planning consideration, the LHA previously reviewed BRP Architects drawing number M170-BRP-00-00-DR-A-0102 Rev. P02. The LHA advised in observations dated 4th July 2025 that the internal road was not suitable for adoption and several amendments would be required at this stage to ensure an adoptable layout could be achieved. Without the amendments, it is likely the Applicant may need to amend plot locations, which could require a S73 application.

The Applicant has not submitted a revised drawing and the LHA's previous comments provided on 4th July 2025 on the internal layout remain in full.

Closing

Notwithstanding the additional information the LHA consider the site access proposals would be contrary to Policy 2 of the LHDG when considered against a risk-based approach, given the importance of the A47, and the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction. The A47 is a key strategic link on the County highway network at a location where the number of PIC's, speed and volume of vehicles is high.

The LHA consider a reduction in length of the merger lane to a length below DMRB guidance would result in the formation of a vehicular site access in an unsafe location. The proposals could also prejudice the delivery of an LCC lead junction improvement scheme which is aimed at accommodating wider growth in the area and improving highway safety for all users. This is due to limiting/ reducing the amount of merging space that could be provided on the western arm of the Normandy Way (A47), which could subsequently reduce the level of use by passing traffic and therefore the number of vehicles traveling through the junction at any one time, particularly in the peak hours. The LHA believe the Applicant has failed to demonstrate the proposals would not exacerbate these concerns.

In addition, the proposal itself would be expected to have an impact on junction capacity of the A47 Normandy Way/ A447 Ashby Road/ B4667 Ashby Road signalised junction, where as outlined above, there are existing capacity concerns, which are being addressed by LCC.

The LPA is therefore advised that the application should be refused on the grounds that it has not been demonstrated any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be mitigated, contrary to Policy 2 of the Leicestershire Highway Design Guide and paragraph 116 of the National Planning Policy Framework (2024).

Date Received
29 January 2026

Case Officer
Ben Dutton

Reviewer
DH/RD

Date issued
07 May 2026