

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



5Response provided under the delegated authority of the Director of Environment & Transport.

APPLICATION DETAILS:

Planning Application Number: 23/00573/FUL

Highway Reference Number: 2023/0573/04/H/R2

Application Address: Land To The West Of Normandy Way Hinckley Leicestershire

Application Type: Full

Description of Application:

Re-consultation. Full planning application for 153 dwellings with a vehicular access from the factory access road and existing roundabout on the A47, drainage, landscaping, public open space, ground remodelling and supporting infrastructure and utilities.

GENERAL DETAILS

Planning Case Officer: Matt Jedruch

Applicant: Sally Smith

County Councillor: Cllr David Bill MBE

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 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

In the Local Highway Authority's (LHA) second formal response to the planning application dated 22 December 2023, the LHA asked for further information / clarification from the applicant on the following aspects of the application:

- Proposed site access strategy;
- Off-site pedestrian / cycle crossing at Outlands Drive;
- Highway impact of the proposed development;
- Traffic survey data at junctions identified along with revised junction capacity assessments and model files based on revised trip rates;
- Justification / evidence of current mode split and detailed breakdown of proposed 11.7% distributed to other modes; and
- Amendments to layout of the proposed development to ensure it would be adopted by the LHA.

To address these comments the applicant has now submitted the following transport documents / plans to the Local Planning Authority (LPA):

- Define Covering Letter document ref: DE_155I_Highways Cover_2024 03 28_SP, 'Land west of Normandy Way Hinckley', dated 28 March 2024;
- Capricorn Transport Planning, document ref: C21021, 'Highways Technical Note 6 (HTN6) 'Hinckley West Development', submitted to the Local Planning Authority on 28 March 2024;
- Lawrence Walker Limited, 'Travel Plan (Phase 4 Extension Full Application) – Normandy Fields Hinckley', dated August 2023;
- Nineteen47 Chartered Town Planners and Urban Designers, drawing number: n1787-F-008, 'Planning Layout - Land at Normandy Fields, West of Hinckley', Revision N;
- Nineteen47 Chartered Town Planners and Urban Designers, drawing number: n1787-F-009, 'Presentation Layout - Land at Normandy Fields, West of Hinckley', Revision L;
- Nineteen47 Chartered Town Planners and Urban Designers, drawing number: n1787-F-402, 'Car Parking Schedule - Land at Normandy Fields, West of Hinckley', Revision I;
- Nineteen47 Chartered Town Planners and Urban Designers, drawing number: n1787-F-403, 'Refuse Strategy Plan - Land at Normandy Fields, West of Hinckley', Revision I;
- Capricorn Transport Planning Consulting drawing number: C21021-DR101, 'Proposed Development Access Arrangement Option 1 – Normandy Way', Revision A, dated 13 March 2024;
- Capricorn Transport Planning Consulting drawing number: C21021-DR102, 'Development Access Option 1 – Vehicle Swept Path', Revision A, dated 13 March 2024;
- Capricorn Transport Planning Consulting drawing number: C21021-DR104, 'Normandy Way / Outlands Drive Toucan Crossing', dated 5 February 2024;
- Bloor Homes drawing number: MI100-HL-101FUL-B, 'Highways Layout – Full', dated 11 January 2024;
- Bloor Homes Response to Highway Comments (Internal Layout) Technical Note, submitted to the Local Planning Authority on 24 April 2024; and
- Active Travel England Consultation Response dated 17 April 2024.

The LHA has now had the opportunity to review further aspects of the proposed development and is pleased to offer the following comments for consideration by the applicant.

The LHA provided detailed comments on the proposed site access as part of the formal response in December 2023.

The updated site access arrangements for the proposed development are shown on drawing number: C21021-DR101, Revision A and is reproduced in Figure 1 below:



Capricorn Transport Planning drawing number: C21021-DR101 Development Access Arrangements: Option 1, Revision A

- For the signal crossing tactile paving the stems should be on the right hand side of the crossing and not on the left (see Figure 3A of Guidance on the use of tactile paving surfaces). The paving should also be two slabs deep and not three.

- Previous highway comments raised the issue of exit width leading towards the new crossing being less than the 7m required by the DMRB CD116. This is because of the requirement to include a toucan crossing. The splitter island is very wide and could allow a broken-down vehicle to mount the kerb and enable vehicles to pass, if a splayed kerb were provided for the splitter island.
- Visibility splays for the proposed access should be based on measured 85th percentile speeds and not the posted speed limit.
- As the access is located on the outside of a horizontal bend, an additional visibility area ought to be shown to a point tangential to the nearer edge of the main road carriageway, as per DMRB CD123 Figure 3.9.
- Road markings on the roundabout should be shown, demonstrating how the layout will ensure vehicles do not collide with the southwest corner of the proposed wider splitter island.
- A Stopping Sight Distance (SSD) of 59m is shown on the drawing for the proposed traffic signals, however speed readings would be required to determine whether the SSDs are in accordance with the requirements of DMRB CD109 Table 2.10.
- The existing cycling facilities on the eastern side of Normandy Way are segregated. In accordance with the requirements of LTN1/20 segregated footway/cycleway facilities should be provided between the new Toucan crossing and the site access.
- For the traffic signals, the signal head is pointing in the wrong direction for the west side crossing, a secondary signal head is required for the east side crossing, some push buttons are shown without poles.

Capricorn Transport Planning drawing number: C21021-DR102 Development Access Option 1 Vehicle Swept Path - Bus and Development Access Option 1 Vehicle Swept Path – Artic, Revision A

- As previously requested, swept path analysis should be provided for all movements using the Normandy Way roundabout northern exit, to prove that the proposed kerb and splitter island changes are suitable.
- The LHA recommends that tracking is undertaken using vehicle speeds of 15kph with an ideal 0.5m clearance to the kerb line.
- Road markings should be shown on the roundabout circulatory confirming that the swept paths show the vehicle staying within the appropriate lane.
- The length of the Max Legal Length Articulated Vehicle has increased from 16.5m to 18.55m (in May 2023) - this should be reflected in the revised swept path analysis drawing.

The applicant should make the amendments highlighted above and submit revised site access and tracking drawings to the LHA for review.

Highway Safety

The LHA provided a review of the Personal Injury Collision (PIC) data up to 31 October 2023 on the A47 between A47 / Stoke Road junction (to the north) and the A5 / Dodwells Road junction (south of the site) in its formal response in December 2023. The summary of that analysis confirmed that there were no patterns / trends within the PIC data.

The LHA now has PIC data up to end of December 2023 that has indicated that there has been another two PICs in the study area, which were classified as slight in severity. These additional collisions do not change the LHA's overall conclusion that there are no existing safety issues on the county roads that would be exacerbated because of the proposed development.

Highway Impact

Trip Generation

The proposed development is predicted to generate 84 and 70 (two-way) trips in the AM and PM peak hours respectively.

The applicant has based the trip distribution / assignment from the site on Travel to Work data from the 2011 Census data for the Hinckley and Bosworth 011 Mid Layer Super-Output Area and use of satellite imagery and a route finder tool to assess the likely routes. As set out for the 2021 application, the LHA do not usually accept the methodology adopted for assessing route choice.

Based on these flows the applicant has indicated that 51% of the trips will use the A5 / Dodwells roundabout for access to the strategic road network. The LHA has carried out its own checks on the distribution / assignment information and whilst it does not exactly match the applicant's results, any changes on the local highway network would be minimal, so the LHA would not object to the methodology used by the applicant.

Future Year Scenarios

The applicant has tested the impact of the proposed development in the 2022 base year and 2036 scenarios. As part of the future traffic growth information the applicant has provided TEMPRO growth factors for the morning and evening peak hours for various areas to factor the 2022 flows and then to 2036. The final TEMPRO factors applied 11% for both highway peak hours are acceptable. According to the TA the future year traffic scenarios have also considered the additional committed development identified below.

Committed Developments

The applicant has considered development traffic from three other applications in their assessments of the junctions in the area:

- Barwell SUE (2,140 dwellings);
- Earl Shilton SUE (1,355 dwellings); and
- Hollycroft Grange development (850 dwellings – Parcel 1 area)

Traffic Flow Scenarios

The traffic flow diagrams have been based on traffic surveys undertaken in June 2022 and then included all the committed developments. The traffic survey at the Roston Drive roundabout was repeated in October 2022 because the Triumph Motorcycles Visitor Centre was closed when the June 2022 survey was done.

The LHA has checked the traffic flow diagrams in Appendix L of TA (Revision A dated May 2023) and note the following:

- The trip distribution flow diagrams in 'Transport Assessment RS Part 4 of 6' (accessed on page 2 of H&BBC's planning portal) pages 32 – 33 and Transport Assessment RS Part 5 of 6 pages 1 – 8 are acceptable
- AM Peak Hour 2022 Survey Data (07:45 to 08:45) and PM Peak Hour 2022 Survey Data (16:30 to 17:30) – in both the AM and PM peaks at the Greenfinch Road / A47 Normandy Way roundabout junction, the PCU's for cars have been calculated as 0.4 per car – this means the number of cars through the junction on the traffic survey is more than halved as the PCU for a

car should be one. This is also shown in the traffic survey data, see Transport Assessment RS Part 5 of 6 pages 26-28.

The LHA note the applicant undertook the traffic surveys in June 2022. The LHA requires Covid factors to be applied consistently for surveys undertaken prior to 2nd September 2022 as for all other applications using data during the affected time periods. The applicant is therefore required to contact ndi@leics.gov.uk for the appropriate factors, adjust their traffic flow scenarios accordingly and resubmit all the results.

Junction Capacity Assessments

Despite the LHA's comments on the traffic flows and scenarios above, the LHA has checked the geometry and general layout of the junction models and the applicant should note the following:

Junction 1: A47 Normandy Way / Outlands Drive

The visibility to the left should be 71m and to the right should be 104m (as per the drawing) but making these changes to the junction model does not make a significant difference to the results and Ratio Flow Capacity values remain exceeded for Outlands Drive.

Junction A1: A47 Normandy Way / Greenfinch Road

The geometry and layout of the model are satisfactory.

Junction T1: Triumph Motorcycles / Development Access east and west

The geometry and layout of the model are satisfactory.

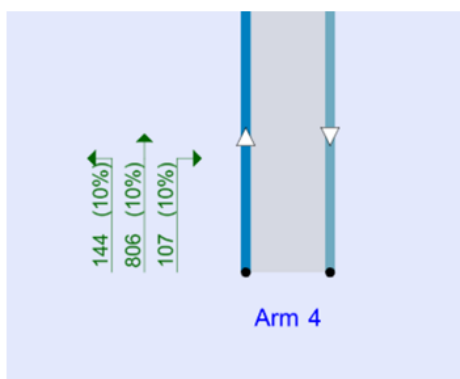
Junction 2: A47 Normandy Way / Triumph Motorcycles / Roston Drive (existing)

The geometry and layout of the model are satisfactory.

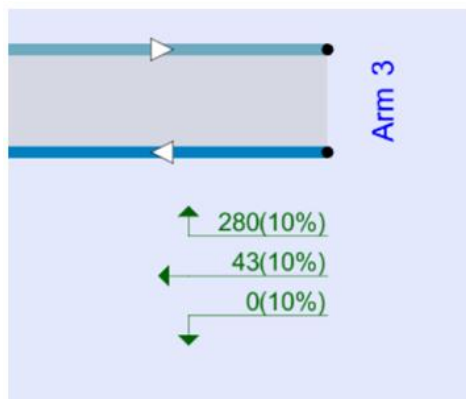
Junction 2: A47 Normandy Way / Roston Drive (proposed with pedestrian crossing)

The LHA have a concern about this model relating to the proposed narrowing of the carriageway on Arm 1 (A47 North) which will result in the removal of the existing 2-lane exit. This means that traffic on Arm 4 (A47 South) will no longer be able to use both lanes to go ahead to A47 North (Arm 1).

The traffic flows on A47 South are imbalanced, in the extract from the model shown below for example, 950 pcus will use lane 1 to go left/ahead and only 107 pcus will use lane 2 as it will no longer be possible to use both lanes to go ahead:



There are also imbalances in flows on Arm 3 where most traffic is turning right:



The ARCADY model assumes that approach lane flows are balanced, and corrections should be made to the model to account for unequal lane usage (e.g. as per the advice in the Barbara Chard “Arcady Heath Warning” which can be found at http://231618.vps-10.com/Home/docs/tec_arcadyHealthWarning.pdf). Alternatively, the use of “Lane Simulation” mode in the model should give more accurate results.

Whilst the LHA would usually require a baseline year assessment consistent with the year of the planning application and future scenario of base year + five years the LHA is content that in these site-specific circumstances the dates used are appropriate. Nevertheless, the applicant has not included the results for the 2036 scenarios so these should be submitted once the applicant is satisfied that the traffic flows are correct (see further details below).

Once the traffic flows have been adjusted and checked, the junction capacity assessments will need to be repeated to understand, the impact of the proposed development on the network and what mitigation is required (see section below for further details).

Off-Site Implications

A47 Normandy Way / A447 Ashby Road

The LHA is aware of capacity issues at this junction and is looking at a highway improvement scheme to accommodate additional growth in the area.

Once the applicant has made the changes to the traffic flows and provided an updated junction capacity assessment the LHA will consider the impact of the proposed development at the junction. However, the LHA would advise the LPA that it is likely the applicant will be required to make a fair and reasonable Section 106 contribution to the highway works that will be delivered.

A47 / Dodwells Roundabout Mitigation

To address the impact of the proposed development at the A47 / A5 Dodwells roundabout the applicant has submitted a scheme of mitigation as shown on PJA Transport drawing number: 07839-TR-A-0001. This shows improvements at the roundabout including:

- Existing drop kerb to be removed - full height kerb to be reinstated;
- Realigned kerb to tie in with existing kerb before warning tactile paving on shared use path;
- Dedicated turning lane arrangement for a left-turn approach lane; and
- Increase in number of cars stored between stop line and pedestrian crossing to north from nine to 12

The LHA has checked the drawing and would advise that reduction in the shared use cycleway to a width of 2.5m would be less than the minimum requirements detailed in LTN1/20. This will need to be amended on a revised plan.

Pedestrian and Cycling Infrastructure

Normandy Way / Outlands Drive Toucan Crossing

After the initial observations, the LHA has now undertaken a design check on the updated pedestrian / cycle crossing at Outlands Drive. The scheme is shown on Capricorn Transport Planning drawing number: C21021/DR104, dated 5 February 2024. The applicant would need to provide an updated drawing to take into account the following issues:

- The LHA note 85th percentile speeds are provided in the technical note and these are less than 85kph, therefore turning lane widths over 3.65m are acceptable.
- The existing segregated footway/cycleway facilities on the east side of Normandy Way are shown as remaining as they currently are. There is scope to increase the width of the cycleway using the existing wide grass verges.
- The length of the tapers for the central hatching and carriageway widening are shown but for completeness, the actual gradient should also be identified (e.g. 1:20).
- The LHA would ask the applicant why are there two separate crossings being provided with a large central island? It would be better to have a single crossing so pedestrians / cyclists can cross the full width of the carriageway in a single movement (with no central refuge).
- Relating to the above comment, primary signal heads are being proposed in each direction, which will be confusing and dangerous for drivers and users of the crossing, especially if one crossing is red to traffic and the other green to traffic.
- No Zig Zag markings have been shown for the crossing and this is a legal requirement.
- The LHA will need to see a more detailed drawing showing controller, feed pillar, ducting, chambers, detection etc.
- The crossing should be MOVA control for safety as speeds are more than 40mph.
- The through lane widths, ghost island taper lengths and direct taper lengths should be identified on the drawing. Although existing features we need confirmation that they are to standard.
- LHA recommends a vehicle speed of 15KPH is used for swept path analysis.
- The length of the Max Legal Length Articulated Vehicle has increased from 16.5m to 18.55m (in May 2023) - this should be reflected in the swept path analysis and will need updating by the applicant.
- Resurfacing may be needed on the approaches to ensure the PSV is in accordance with the requirements of the LCC document "Carriageway – Skidding Resistance Procedure" Tables 1.1 and 2.

The applicant will need to make the changes highlighted above before submitting a Stage 1 Road Safety Audit of the proposals, along with a Designers Response to any issues raised.

Transport Sustainability

The highway observations in December 2023 provided an overview of the walking, cycling and public transport provision in the local area. However, the applicant was asked to provide further clarification / evidence as to why a modal shift of 11.7% is appropriate for this planning application.

The applicant has provided additional information regarding the modal shift targets in their response to Active Travel England (ATE) comments on 28 March 2024, and the LHA note ATE has now withdrawn their previous objection to the application. Therefore, the LHA will work with the

Travel Plan Co-ordinator to encourage sustainable modes of travel. The inclusion of additional pedestrian / cycling infrastructure and updated Public Transport Strategy including new bus stops will also reduce single occupancy car journeys.

Lastly, the LHA welcome the ATE request for cycle storage, however as advised before this should not result in a reduction in the dimensions of any garages that are being provided.

Travel Plan

The LHA has reviewed the Travel Plan (TP) submitted in support of the planning application but unfortunately, the current TP is not acceptable. Although the TP builds on previous phases of the development and provides an outline of hard and soft measures, it does not demonstrate a commitment to specific measures or milestones throughout the life span of the plan. A clear programme of initiatives with dates for intended delivery should be set out and could include:

- Cycle training/doctor bike repairs/ cycle purchase discounts;
- Promotion of national events such as walking month/cycle work day/clean air day;
- Creation of walking groups/led walks;
- Bike loans;
- Promotion of LCC's Free Betterpoints app; and
- Travel information stands

Therefore, the LHA would ask the applicant to review the TP in line with the LCC guidance, which can be found at: <https://www.choosehowyoumove.co.uk/wp-content/uploads/2019/12/writing-a-successful-travel-plan.pdf>.

If the applicant does not want to make the amendments to the document as part of the planning application process then the LHA would be satisfied that a condition could be included to allow the submission of a revised TP for approval.

Section 106 contributions

A proof of the Travel Pack will need to be submitted to LCC for approval before being distributed to residents. An admin fee of £500 will be required upon submission. Alternatively, LCC can provide each dwelling with a travel information pack for £52.85 per pack. The applicant should provide details of the Travel Plan Co-ordinator to s106monitoring@leics.gov.uk once appointed.

The Residential Travel Plan Monitoring Fee required for this site will be the sum of £6,000.

Internal Layout

For the site to be suitable for adoption, the internal layout must be designed fully in accordance with the Leicestershire Highway Design Guide (LHDG). An initial review of the development identified several issues with the internal layout, which meant that it was not designed to the standards in the LHDG.

The LHA has now checked the Highway Layout as shown on drawing number: MI100-HL-001-FUL, Revision B and whilst some of the previous issues have been addressed, the LHA still has the following concerns with the layout:

Speed control

- The speed reduction measures on the following internal roads 12, 94, 95 and 106 will need to be amended to ensure a 20mph design speed is delivered on these internal roads.

Road 108

- For a road to be considered for adoption it must provide direct frontage access to five properties or more as detailed in the LHDG. Please refer to part 3 points 3.40. Road 108 detailed below fails to comply with this requirement, please amend the planning layout to resolve this issue.

Therefore, the current internal layout of the site is not in accordance with the LHDG and will not be considered for adoption by the LHA.

Parking

The applicant has provided further information on the parking issues raised in the previous highway observations in Bloor Homes Technical Note. Therefore, the LHA has rechecked the parking provision for the site, which is detailed on drawing number: n1787-F-402, Revision I and the level of parking for the proposed development is generally acceptable and the LHA would not seek to resist the proposals based on the parking provision for the proposed development.

Private Drives

The applicant is advised that for shared drives that are to remain private the minimum effective width of an access to a shared private drive serving two to five dwellings is 4.25m and for 6 to 25 dwellings is 4.8m for a minimum distance of 5m behind the highway boundary. The minimum width for private drives is 5m if more than 25m in length. In all cases the applicant should add 0.5m if bound by a wall, fence, hedge, line of trees, etc. 1m should be added if the drive is so bound on both sides please refer to Part 3, LHDG for further guidance.

Date Received
19 December 2023

Case Officer
David Hunt

Reviewer
RD

Date issued
15 May 2024