

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: 26/00381/FUL

Highway Reference Number: 2026/0381/04/H/R1

Application Address: Twycross Zoological Park Burton Road Norton Juxta Twycross Atherstone Leicestershire CV9 3PX

Application Type: Full

Description of Application: Re-consultation. Creation of bilingual day nursery and preschool facility (Class E (f)) and parking

GENERAL DETAILS

Planning Case Officer: Sullivan Archer

Applicant: Rachel Barsby-Robinson

County Councillor: Market Bosworth ED - Joshua Melen CC

Parish: Twycross

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

The Local Highway Authority (LHA) have been re-consulted by Hinckley & Bosworth Borough Council as the Local Planning Authority (LPA) on a full application for the creation of a bilingual day nursery and preschool facility (Class E (f)) and parking at Twycross Zoological Park, Burton Road, Norton Juxta Twycross, Atherstone.

The LHA previously requested additional information from the Applicant in respect of the proposals within its observations dated 27th May 2026. It was previously advised that the access to the site, via the main entrance to Twycross Zoo was not included within the Applicants red line boundary. In addition, the LHA requested further information in respect of how staff arrivals and drop off/ pick up times will operate, including the number of arrivals and departures to/ from the site which are anticipated during the peak hours given the number of pupils and staff which could be on-site at any one time (a maximum of 42 pupils and up to 12 members of staff).

The LHA has subsequently reviewed the following documents submitted by the Applicant in support of the proposals:

- Email from the Applicants Agent to the LPA dated 24th May 2026
- Location Plan (Rev. B)
- DJOGS drawing number 2 Rev. 1 (Landscape and Ecological Enhancement Scheme)

Site Access

The Applicant has now included the access route from the site to Burton Road (A444) in their red line boundary, which is welcomed by the LHA.

The LHA requires capacity assessments of the site access as detailed in the Trip Generation/ Junction Capacity Assessments part of this report further below, before it can make any further comments on the site access arrangements.

Highway Safety

The LHA previously advised there are no patterns or clusters of PICs in the area and consider the proposals are unlikely to exacerbate an existing highway safety concern, subject to the Applicant demonstrating a safe and suitable access to serve the proposed development.

Trip Generation/ Junction Capacity Assessments

LHA previously requested further information in respect of how staff arrivals and drop off/ pick up times will operate, including the number of arrivals and departures to/ from the site which are anticipated during the peak hours given the number of children and staff which could be on-site at any one time. This would be a maximum of 42 children and up to 12 members of staff.

Further information on staff arrivals/ departures and drop off/ pick-ups has been provided in the email submitted to the LPA dated 24th June 2026.

Staff Arrivals/ Children Drop offs

It is stated that all staff would be on site by 7.15/7.30am and will not leave until 6pm. It is also stated that based on data from the Applicant's current sites, 50% of children arrive between 7.30 and 8am, 40% arrive between 8 and 8.15am and the remaining 10% are between 8.15 and 8.30am.

Based on the application site, this would equate to 21 children arriving between 7:30 – 8:00 and 21 children arriving between 08:00 – 08:30. The LHA believe this could result in up to 42 two-way trips (21 arrivals and 21 departures) using the access during the AM network peak.

Staff Departures/ Children Pick ups

It is stated that no children or staff leave the site before 5pm unless being collected ad hoc for medical appointments etc.

Approximately 25% of children are collected between 5 and 5.30pm and the remaining 75% between 5.30 and 6pm. On this basis, all 42 children would be picked up during the PM network peak. The LHA therefore believe there could be up to 84 two-way trips (42 arrivals and 42 departures) generated during this hour.

It is understood there are occasionally exceptions such as medical appointments or external agencies coming to the site such as speech and language teams; however, these are not regular

and therefore negligible in terms of overall vehicle movements.

Impact on the Site Access

The Applicant has stated in the e-mail that:

“As per the Design & Access Statement/ Planning Statement, the vehicle movements associated with the nursery will generally take place outside the peak operating / opening hours of the zoo, therefore no further Junction Capacity Assessments will be required. Particularly as the Zoo has confirmed the right-hand ghost lane improvement does not need to be implemented until the millionth zoo visitor is reached, which is approx. 2 or 3 years away, as previously agreed with the HA and LPA in relation to the recent planning history of the overall site.”

The LHA advises that whilst the proposals may not always conflict with the zoo opening/ closing hours (although it is noted that the zoo currently closes at 5PM as opposed to 4PM throughout the summer), they do conflict with the AM and PM network peaks, when traffic on the A444 is likely to be at its highest daily flow.

Given all of the above, and the points raised with regard to the required timing of the junction improvement later in this response, the LHA advises that a capacity assessment of the site access is required in the AM and PM network peaks (e.g. 08:00 – 09:00 and 17:00 – 18:00). Unless the day nursery is not to be in operation during the school holidays, capacity assessments should be undertaken during both term time and school holidays. This would pick up peak hour scenarios both for when the zoo and day nursery close at the same time when the zoo is likely to be at its busiest during school holidays, and when the traffic on the network is likely to be at its highest during term time. Capacity assessments must also include scenarios both with and without the ghost right turn lane which is required at the access under application 21/00386/FUL as set out later in this response.

Capacity assessments will need to consider a base year and year of planning application plus five year (2031) with traffic counts factored up to the year the application is submitted (e.g. 2026), along with a future year which is five years following on from the base year (e.g. 2031). Consideration will need to be given to any committed developments in the area. Traffic counts must not be more than three years old.

To enable traffic flow scenarios to be checked, the following is required:

- Full traffic survey results as well as summary diagrams;
- Peak hour and, if appropriate, PCU calculations;
- Full explanation of all calculations;
- Fully explained and evidenced details of committed development flows;
- Full explanation of trip distribution and assignment and how the change in flows is built up;
- Full explanation of the build-up of traffic flow scenarios.

For the ‘Junctions’ PICADY modelling, the following information will be required:

- Models should be validated against observed conditions;
- Scale plans of junction geometries used for model input should be provided for review;
- Full model outputs in PDF format;
- Actual model files.

The Applicant is advised that a permit is required to carry out any traffic count/speed survey on the public highway within Leicestershire. A permit can be obtained by contacting ndi@leics.gov.uk. Alternatively, Leicestershire County Council offer a data collection service including a large traffic count database. For details of the services available please contact ndi@leics.gov.uk. Please also refer to:

<https://www.leicestershirehighwaydesignguide.uk/highway-development-management/highway-development-management-survey-requirements>

Whilst it is stated in the Applicant's email that the zoo has confirmed that the ghost right turn lane at the access does not need to be implemented until the millionth visitor is reached, the LHA are only aware of application reference 22/00098/CONDIT which was for:

Variation of condition 9 (Access Arrangements) of planning permission reference 21/00386/FUL (Reconfiguration of access junction, change of use of fields to car park with aggregate access spine roads, grass parking spaces and improved drainage (part retrospective and partial resubmission of 19/01283/FUL)) to extend the timeframe to complete the works.

This was granted by the LPA on 31st May 2022 and varied condition 9 to the following wording:

The access arrangements generally shown on WSP drawing number: 8771-TZ-WSP-PLA-DR-003, Revision P01, shall be implemented in full before the 31st October 2022.

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 to accord with Policy DM17 of the adopted Site Allocations and Development Management Policies DPD (2016) and in accordance with the National Planning Policy Framework (2019).

Should the above condition wording not be correct, the LHA would require confirmation of the current condition wording from the LPA. Nevertheless, whilst the level of two-way trips anticipated during the AM and PM peaks requires a capacity assessment to be undertaken of the access, given the ghost right turn lane is still to be implemented at the access, the LHA has concerns that the proposals could add further traffic to a junction which is already operating over its capacity without the improvement scheme. Additional traffic at the junction could therefore also be to the detriment of highway safety.

Internal Layout

As advised previously, the LHA are satisfied that there would be sufficient staff parking and that the drop-off / pick-up area is unlikely to result in vehicles queueing back to or within the highway.

Transport Sustainability

As advised previously, the site is located within a remote, rural location which is not well served by pedestrian footways or public transport, all users of the site are therefore likely to be dependent on the use of the private car.

Public Rights of Way (PRoW)

The LHA previously advised that the submitted Landscape and Ecological Enhancement Scheme include a newly planted tree surrounded by an area of Mixed Native Shrub which may unlawfully obstruct the legal alignment of the PRoW. The LHA therefore requested this is amended and the legally defined route of the PRoW is protected from any new obstructions. It was advised that whilst the proposed tree and shrub is the immediate issue, the proposed staff parking area may cause the

legal alignment to be obstructed at times by parked cars. Measures to ensure the legal alignment remains clear for public footpath users to go along should therefore be detailed on the drawing.

DJOGS drawing number 02 Rev. 1 details an amended arrangement. Notwithstanding this, the LHA would advise a condition regarding planting if it was mindful to advise no objection to the proposals in the future.

Closing

The LHA advises that a capacity assessment of the site access is required for both the AM and PM network peaks during both school term times and school holidays. This will also need to consider a scenario both with and without the ghost right turn lane which is required at the access. Once such information has been submitted to the LPA, the LHA can give further consideration to the proposals, notably the site access.

Date Received
30 June 2026

Case Officer
Ben Dutton

Reviewer
AW

Date issued
17 July 2026