

Shobnall Parish Council  
Neighbourhood Plan Policy Development  
Transport Statement:  
Evolution of NP Policies &  
Traffic Management.

Prepared by

**Progress10 Design**  
*Transport*

Report No: P10-0035-NPC

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## Mission Statement

**Progress10** have been appointed by and are working in association with **BPUD Ltd.**, to produce a stage 2 report on highway and transport related policies which will support the development of a Neighbourhood Plan Policy Document for Shobnall Parish Council in East Staffordshire.

The following report provides the evolved position with regard to policy development in relation to the: concerns of the Parish Council, site visit observations and the understanding of inter-related planning policy issues determined by BPUD.

Meetings with the Parish Council and with BPUD have helped develop the position at the time of writing and enabled identification of: issues, policy options and explanatory notes on each policy.

Originally the Stage 2 report was to provide detail on some areas of the highway network and traffic which were salient at the time of the stage 1 report, however the meetings which took place accelerated the understanding of traffic concerns and immediately identified a more expedient route to the policy position. This report therefore advances to that position and develops from it.

My name is Nigel Paul Curtis and I am Director of Progress10 Design Ltd. I provide professional advice on highway development control matters and the development of Neighbourhood Plan policy.

I am professionally qualified with the Chartered Institution of Highways and Transportation as an Incorporated Engineer. I have been professionally qualified for 8 years and I have more than 38 years' experience in highway and transport matters, from construction and traffic management to transport assessment and development control. I have cross discipline experience with: planning, environmental health, urban design and other development control related professionals.

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## **SHOBNALL NEIGHBOURHOOD PLAN**

### **STAGE 2 -TRANSPORT AND HIGHWAY POLICY DEVELOPMENT.**

#### **1. Location and Highway network:**

Shobnall Parish is located in East Staffordshire between the neighbouring Parishes of Outwoods and Anglesey on the southern side of Burton on Trent.

The primary north-south highway network corridors through the Parish are the A38 trunk road which is managed by the Highway Agency and the A5121 which passes through the town centre retail area before striking both north and south to link back into the A38 and provide one primary link to the west via the A511 Horninglow Road North and two links to the east via the: A511 Ashby Road and the A5189 Shobnall Road.

The Parish has a complex make up of: residential, retail, employment and industrial areas and has a broad mix of facilities within its boundary. There are four schools with the attendant traffic congestion at arrival and dispersal times and the residential streets support significant on-street parking.

Local junctions in the terraced residential areas can be tight with constrained visibility and turning movements. The on-street parking does provide some impediment to visibility for emerging vehicles however vehicle speeds are relatively low being contained by extensive traffic calming in the form of road humps generally and road cushions on bus routes.

There are some one-way streets within the residential area which assist with circulatory flow of traffic and provide more room for the necessary on-street parking. Car ownership is clearly high within the Parish.

Generally the road and footway surfaces throughout the Parish are in a reasonable state of repair though there are some areas in need of maintenance. One site in particular that stood out at the site visit was Halcyon Way which looks like quite a modern estate but which is probably over 20 years old. Generally the roads look like they need surface dressing for maintenance before they start to deteriorate badly over the next two or three winters. This is just one example where appropriate maintenance would help extend the life of local roads.

Other older roads do require maintenance however Progress10 recognise that they are probably on routine maintenance schedules with the County Highway Authority.

The Centrum 100 industrial and employment area offers local opportunity for work which makes much of the Parish sustainable in this respect though pedestrian and cycle links across the B5017/A5189 could give stronger encouragement to the use of these sustainable modes of transport.

At the site visit it was noticed that many visiting workers arrived in Centrum 100 by single occupancy car journey and parked in the car parks of empty units before walking to their place of work. This type of journey might be reduced if sustainable transport options were improved.

Despite there being some empty units there was much on-street parking in all side roads off the main distributor road and this occurred even on those roads protected by traffic regulation orders indicating that only limited enforcement is in place.

## **2. Authority Transport Policy: Staffordshire County Council and East Staffordshire Borough Council.**

### **The East Staffordshire Local Development Framework (LDF).**

This policy document identifies a series of key challenges for the district including improving the existing but limited public transport infrastructure. The intention here is to encourage more sustainable travel behaviour and addressing issues relating to movement in both rural and urban areas while ensuring access for all to jobs and key services.

The Local Plan requires confirmation that the local highway network can accommodate the proposed traffic from new development and meet the needs of pedestrians and cyclists while ensuring that the development has suitable access for all users as well as suitable servicing and parking arrangements.

Similarly, proposals to regenerate significant rural estates for commercial/business or tourist/leisure facilities will need to show that the generated traffic will not be detrimental to the safe operation of the highway network.

Travel planning must also be provided with robust initiatives and targets which can both be monitored and reviewed.

Contributions will be sought for improvements to the highway network where applicable and justified against the NPPF and CIL regulations.

### **Guidelines on Transport Assessments and Travel Plans (2008).**

East Staffordshire County Council published: 'Guidelines on Transport Assessments and Travel Plans' in January 2008. This is intended to provide a guide to developers on the requirements for transport documents to be submitted in support of planning applications.

It encourages developers to agree a scope for the transport assessment with the local Highway Authority as well as providing guidance on what is expected from a travel plan, including: targets, measures and monitoring.

### **3. Highway concerns expressed by the Parish Council.**

#### **3.1 Concerns in principle.**

Progress10 and BPUD have derived a number of principle highway and transport issues upon which the concerns of the Parish Council are based, and these will form the areas of transport policy within the neighbourhood plan.

At the meeting with Shobnall Parish Council on 21<sup>st</sup>, October, 2015, Nigel Curtis from Progress10 and Tom Hiles from BPUD attended the meeting of the PC alongside a local Ward Councillor: Mrs Sheila McKieran.

The meeting was structured with a detailed agenda related to the neighbourhood plan policy development. In addition Progress10 provided advisory transport notes on more general transport related topics and traffic management.

The following questions of concern and related answers are allocated into 5 policy areas for transport and each is provided with explanatory notes to support the policy position.

## **4.0 NEIGHBOURHOOD PLAN POLICY DEVELOPMENT.**

### **4.1. POLICY 1: Transport Assessment and Travel Planning for new developments.**

***The Parish Council provided the following questions and concerns regarding new development and appropriate assessment of traffic generation and impact:***

**Question: How is the combined impact of consented schemes considered by the planning authority (highways and planning)?**

*Progress10 response: This is primarily a planning question. However in Highway terms the Highway Authority should ensure that each additional development proposed has a Transport Assessment which considers the cumulative impact of existing committed development.*

*The Highway Authority could ask for potential traffic generation from current proposals to be considered as committed development which would make assessment more robust and ensure future highway capacity was less likely to be compromised.*

**Question: What can the Neighbourhood Plan do to influence the impact of future housing schemes on traffic congestion, highways safety and car parking?**

*All new developments have to be appropriately assessed to demonstrate traffic generation and highway impact from the proposed development.*

*Under the NPPF developers are only required to mitigate for the impact of their own development traffic and no more.*

*Staffordshire County Highway Authority has set procedures under their Transport Strategy which require appropriate assessment of new developments.*

*The Dft document: Guidance on Transport Assessments was withdrawn by Government in October 2014 and has yet to be replaced however it is still the industry recognised standard for the production of TA's.*

*The Highway Authority have a policy document which is based on the DfT GTA, it is:*

**Guidelines on Transport Assessments and Travel Plans (2008).**

*This policy document requires the appropriate assessment of traffic generation from new development and gives the HA control over that aspect of development management.*

*The document also provides guidance and structure for the production of Travel Plans for new development.*

**POLICY PROPOSAL 1**

**PROPOSED POLICY 1a:**

**Transport Assessment.**

New development must wholly mitigate for its own traffic generation and impact.

Shobnall Parish Council require new development to provide robust assessment of traffic generation and impact, and evidence of how mitigation will be achieved and in what time frame against development build out.

Where development traffic generation impacts on the local highway network and at junctions which are known to suffer existing congestion, the developer will demonstrate how additional traffic impact can be mitigated and identify any necessary local highway improvements which the development can and will provide.

This will be either through provision of said improvements under a S278 Agreement via the Highways Act 1980, or financial contribution to them in scale with development and secured by S106 agreement under the Planning Act 1990. These negotiations will involve Staffordshire County Highway Authority.

Staffordshire County Highway Authority have specific highway policies which are used to manage the appropriate traffic and transport assessment of new development and these policies can be appended to the NP and endorsed by it.

East Staffordshire Borough Council have related planning policies and linked with the National Planning Policy Framework these policies underpin the requirements for the assessment of traffic generation from new development.

The Neighbourhood Plan should link its requirements for the proper assessment of the traffic generation from new development to the existing documents which are in use the Highway Authority and the Borough Council, they are:

The East Staffordshire Local Development Framework (LDF).

The Local Plan.

NPPF and CIL regulations.

Guidelines on Transport Assessments and Travel Plans (2008).

(NB: These documents will be updated to any future current document as policies change or evolve).

The NP should either require compliance with these documents to the satisfaction of the Highway and Planning Authorities or append the documents to the NP and require the appropriate assessments to be provided to the PC for scrutiny.

#### EXPLANATORY:

- a) Shobnall PC require new development to assess and mitigate for its traffic generation and traffic impact.
- b) New development must: provide for, promote and support sustainable modal travel.
- c) These measures are necessary so that Shobnall PC can judge the impact from development and through it influence development and its support, provision and contribution to local and necessary improvements in all aspects of the highway network, local to the Parish environs.

## **PROPOSED POLICY 1b:**

### **Travel Planning.**

New development must encourage the use of existing sustainable modes of travel and must improve them locally where necessary and provide new facility as required to support the sustainable travel needs of new development traffic generation to cater for: walking, cycling, bus transport and rail travel.

Where appropriate, car share schemes and other car based multiple occupancy travel will be encouraged and supported, especially in employment and retail use classes where travel planning can minimise single occupancy car journeys.

Travel Plans will be provided against the thresholds set by the Staffordshire County Highway Authority in their related policy document dated 2008 referred to above.

Travel Plans will include: targets, measures and monitoring strategy to be agreed with the Local Planning Authority.

Where identified, support for the use of existing sustainable links will be provided in the form of:

- Footway surfacing and lighting upgrades (via S278 Agreement).
- Provision of new controlled pedestrian and cycling crossings (via S278 Agreement).
- Direction signing and cycle lane markings (via S278 Agreement).
- Additional bus service or quality partnership bus stops on existing bus service routes (via the Authority integrated transport unit).

Travel Plans will be secured via the Local Planning Authority under a S106 Agreement via the Planning Act 1990.

#### EXPLANATORY:

- a) Shobnall PC require new development to provide appropriate levels of travel planning for new development in order that single occupancy car travel can be minimised. It should be noted that travel planning does not allow for the reduction of parking provision against parking standards set at Policy XXX.
- b) New development must identify and provide for appropriate improvements to existing local sustainable links and travel options in order to promote accessibility and connectivity.
- c) New development must: provide for, promote and support sustainable travel.
- d) These measures are necessary so that Shobnall PC can judge the impact from development and through it influence the provision of sustainable travel improvements from new development, in the interests of sustainability and environmental issues and in an effort to restrain increases in traffic congestion on the highway network.

#### 4.2 POLICY 2: Sustainable Transport.

***The Parish Council provided the following questions and concerns regarding sustainable transport issues and the need for the improvement of existing facilities and the provision of new sustainable links necessary for new development:***

**How can we influence the provision of public transport services? They need to be improved along Shobnall Road.**

*Progress10 response: The Local Authority will have an Integrated Transport Unit or similar team which deals with this subject.*

*The budgets for these services are set locally in strategic budget allocations.*

*It would be important for the PC to meet and discuss existing services, what shortfall is considered current and how this shortfall might be addressed if an additional service is agreed.*

The NP should hold a policy on transport service provision against the impact of new development which would help.

**PC question: How can we influence the provision of new cycle and pedestrian routes through the Neighbourhood Plan?**

*Policies for the provision of new sustainable links should be included in the NP.*

*A Parish cycle route plan with the identified preferred additional links and cycle facilities should be developed and appended to the improvement list.*

**PC question: Can we advocate for specific cycle and pedestrian routes – what is the recognised way of evidencing need, to justify planning and funding for new routes?**

**Progress10 response:** *If the Parish identify routes within a NP policy then new development can assess for those routes if they impact upon them. This should be included within the Sustainable Transport policy within the NP.*

*See the proposal above for a list of identified sites and routes to which developers could contribute or provide.*

**PC question: Can we re-allocate road space in favour of pedestrians and cyclists?**

**Progress10 response:** *No, the PC does not have that right or power. However identification of cycle route design would come via negotiation with developers by the HA and LPA and the NP policies would support this mechanism.*

**PROPOSED POLICY 2.**

The Parish Council Neighbourhood Plan should append the County Highway Authority's *Guidelines on Transport Assessments and Travel Plans (2008)* as described under 1a which is based on the DfT GTA and covers the requirement for developers not only to encourage and provide for existing sustainable links but also

to provide new sustainable transport options to serve a new development as necessary.

This requirement links the need for travel planning in Policy 1b and the provision for sustainable modes of travel.

In addition the PC in liaison with Progress10/BPUD, should develop a list of preferred provisional sites/routes to which developers can offer contributions or indeed provide the physical upgrades or improvements to identified routes.

This list can be appended to the sustainable transport policy as a guide to developers.

Where identified, support for the use of existing sustainable links will be provided by developers in the form of:

- Footway surfacing and lighting upgrades.
- Provision of new controlled pedestrian and cycling crossings.
- Direction signing and cycle lane markings.
- Additional bus service or quality partnership bus stops on existing bus service routes.

Shobnall Parish Council will also actively pursue existing Travel Plan status with the Local Planning Authority where existing travel plans are in need of review and update.

It should also be noted that the Shobnall Parish area will benefit in terms of sustainability from improvements locally where quality public realm design will increase accessibility for walking and cycling and therefore this policy is intrinsically linked to Policy 3 on Quality Design and Public Realm.

Shobnall PC will require new development to comply with the following local authority policy documents which are appended to this Neighbourhood Plan:

The East Staffordshire Local Development Framework (LDF)

The National Planning Policy Framework

## EXPLANATORY.

- a) A primary concern of Shobnall Parish Council are the existing levels of traffic congestion suffered on the local highway network at times of peak hour traffic. New development will add further traffic impact and loading to the network and to stress point junctions in those peak traffic flow hours.
- b) Appropriate provision for new, and improvement to existing, sustainable links, will help to reduce the reliance on and the dominance of single car occupancy travel.
- c) This policy will give the Parish Council a mechanism to negotiate with developers to achieve better sustainable travel options within Shobnall and help mitigate in a sustainable way for development traffic impact.
- d) Improved sustainable transport options will also support initiatives and local policy in terms of environmental issues like: noise and air pollution.
- e) Improvements to sustainable development are required by the National Planning Policy Framework and the local policies of both Staffordshire County Highway Authority and the Local Planning Authority.

### 4.3 POLICY 3: Quality Design in Development and Public Realm.

***The Parish Council provided the following question regarding influence over the design and quality of new development together with opportunity for improvements to public realm throughout Shobnall Parish to the benefit of all public highway users:***

**Question: How can we influence the detailed applications for consented outline schemes – would our policies be considered for schemes that have outline permission?**

*Progress10 response: This is probably more of a planning question in terms of influence on the detail of development.*

*In highway terms the quality of design of new development is an important issue. The legibility of new development layout – especially residential development carries a high priority.*

*In addition, via the principles of Manual for Streets guidance, highway authorities across the country are aware of the importance of cross discipline working with planning and housing disciplines to produce quality layouts.*

*This quality design approach not only serves the public highway user in a sustainable and accessible way, but also provides a quality environment for the people who live there and provides a sense of place.*

*The quality of the layout and the design in terms of connectivity within can all be influenced if the neighbourhood plan holds the right policies and support for documents like: the NPPF and Manual for Streets.*

### **POLICY PROPOSAL 3.**

**The Neighbourhood Plan should have a design guidance approach which requires the developer to provide a quality approach to design in accordance with either appended national documents or in line with existing local Authority documents which can be linked to the NP.**

**Documents are:**

**Manual for Streets 1 & 2 and any subsequent update or replacement document.**

**The National Planning Policy Framework.**

**Parking standards which are specific to the NP or an appended local document which provides the required level of provision which the PC require.**

**Shobnall Parish Council will require developers to:**

- a) Provide a highway design for new development which offers high quality with accessibility for all modes of highway travel led by sustainable choice.
- b) Provide a design which in residential development delivers a highway infrastructure wrapped around the built form to create a sense of place and provide a hierarchy of roads which offers quality urban design.
- c) Through the design type in b) above, form some areas of carriageway which offer casual parking availability without being specifically designed as parking areas.
- d) Provide a design which gives passive vehicle speed control through public realm design, especially on pedestrian priority streets.
- e) Offers connectivity through a development, without necessarily providing a vehicular through route to benefit walking and cycling.

#### 4.4 - POLICY 4 Traffic Management

***The Parish Council provided the following question regarding influence over the design and quality of new development together with opportunity for improvements to public realm throughout Shobnall Parish to the benefit of all public highway users:***

**Question: What can we do about HGV movements in the neighbourhood plan?**

*Progress10 response: The Parish Council should approach the Highway Authority to complete a routing analysis for HCV's on the main through routes of the Parish identified early in this report. This would give clear baseline data for future use and may also identify areas where traffic directions could be changed to re-route HCV's and help reduce current levels of impact. (note made regarding Parcel Force and Pellet Force)*

**Question: How can we influence *future* commercial development in Shobnall so that the volume of HGVs isn't increased?**

*Progress10 response: In terms of new commercial development the Neighbourhood Plan should look at the allocations in the Local Plan which will generate HCV traffic. Include a NP policy which seeks routing plans for commercial development so that HCV access routes are secured by planning condition and can be controlled.*

**Question: Can we have a policy to promote the use of traffic calming?**

*Progress10 response: Yes – however the detailed design would only be able to be identified when impact and highway user needs had also been identified. This would need to be taken through Highway Authority process and policy for implementation and only after the necessary legal advertisement procedures a Traffic Regulation Order.*

Progress10 recognise that there are other traffic management issues which need to be covered in this policy such as: parking and waiting restrictions, one-way orders, etc., and will provide additional areas within the traffic management policy.

## **POLICY PROPOSAL 4.**

### **Policy 4a.**

Shobnall Parish Council will take an active part in the process of local traffic management in the Parish through the Neighbourhood Plan policy.

Issues such as: heavy commercial vehicle flows and on-street parking are of primary concern to the Parish Council.

In addition, consideration will be given to the better management of traffic through the use of one-way systems which also require traffic regulation orders.

The Parish Council will seek to review existing businesses which have a heavy commercial vehicle routing policy conditioned via a planning permission, in order to ensure that local heavy commercial vehicles generated by local businesses are actively using the agreed routes.

In terms of new development, developers will be required to ensure the following provisions are included within new development proposals:

- a) Where local traffic management issues are identified either by transport assessment or through the Neighbourhood Plan listed sites, that monies are provided for the pursuit of related Traffic Regulation Orders and secured by S106 Legal Agreement.
- b) Where a development will generate permanent heavy commercial vehicle activity, the developer will agree a heavy commercial vehicle routing plan with the Local Planning Authority and be subject to an appropriate planning condition.

In terms of existing development and operations the Parish Council will:

- c) Seek to review existing business operation and travel planning to ensure that heavy commercial vehicle routing required by planning condition is adhered to and local businesses pro-actively manage said routes.
- d) Seek to review existing travel plan initiatives through liaison with the Local Planning Authority to ensure travel plan review schedules required by planning condition are adhered to.

#### EXPLANATORY:

- a) Shobnall Parish Council need to understand traffic issues and allow for their correct management within Neighbourhood Plan policy. This will also involve appropriate liaison with both Staffordshire County Highway Authority and east Staffordshire Borough Council.
- b) The parish Council will endeavour to develop liaison meetings with both Authority bodies in order that new development can receive appropriate attention by the Parish Council and the Neighbourhood Plan policies can be brought to bear.
- c) Shobnall Parish has a limited number of through routes, all of which are heavily trafficked at peak flow hours and the local highway network is often congested and operating at capacity in these peak hours.
- d) The appropriate management of traffic within the Parish and the identification of appropriate traffic management measures which arise from the assessment of new development are important to ensure that local transport and all modes of sustainable travel are provided for and encouraged.

- e) The Parish Council have an identified list of routes which should not be subject to heavy commercial vehicle flow unless it is for access to property within the restricted routes.
- f) The parish Council will actively seek to fund weight restriction traffic regulation orders on the identified list of routes and seek funding for those orders from any development which may generate heavy commercial vehicles that may impact upon them.
- g) These measures will better manage traffic and also underpin and support the sustainable transport policy.

#### **Policy 4b. Traffic Calming.**

Shobnall Parish Council recognise the importance of different types of traffic calming and the effects it can have within the Parish.

The aspirations of the Parish Council to improve public realm and quality design throughout the Parish have led them to identify public realm features and quality design as an option for contribution towards traffic calming.

There is therefore a link between the effects of traffic calming design and the quality design of new public realm treatments around the Parish.

Waterloo Street is the main shopping area of Shobnall Parish and will be the subject of a later section of this report with regard to public realm, traffic calming and traffic management.

The County Highway Authority may already have a traffic calming policy which could be appended to the Neighbourhood Plan for design purposes.

Shobnall Parish Council require the following points of policy to be taken into account by new development and within any future highway or related design initiatives within the Parish:

- a) Where a public highway is to be subject to traffic calming and after background reason has been considered, the design of the scheme will whenever possible be provided as quality public realm, rather than vertical deflection, to provide a sense of place and improved accessibility for all.
- b) Where new development will have an impact on existing highway infrastructure, either through traffic impact or increased need for accessibility,

the developer will provide a public realm design to provide traffic calming effect together with a sense of place and improved accessibility for all.

- c) Where a developer identifies the need for improvements noted in b) above, through liaison with the Parish Council and the Highway Authority, and considering Neighbourhood Plan policy, the developer will provide the scheme or contribute financially in scale with the magnitude of development.
  
- d) Traffic calming schemes within the Parish will be designed to provide public realm wherever possible and the use of vertical deflection will be avoided unless assessment identifies a specific need for this type of traffic calming.

#### EXPLANATORY.

- a) Shobnall Parish Council recognise that need for traffic calming within the local highway network in order to better manage traffic.
- b) There is also a need to consider the advantages of using strong public realm design to provide traffic calming whilst improving the sense of place within the Parish and improving the pedestrian environment.
- c) The Parish Council recognise that traffic calming and the design of public realm improvements are intrinsically linked and determine to promote improvements to the Parish through the use appropriate types of traffic calming.
- d) It is also recognised that new development can exacerbate the need for traffic calming through traffic impact generated from development and the Parish Council require development to mitigate for its impact which can include the provision of traffic calming via public realm design on the existing highway infrastructure.

#### 4.5 - PARKING STANDARDS.

***The Parish Council provided the following question regarding control of parking within the Parish and the required standards for future development.***

***The requirement is to bring control and regularity to parking and where possible to ensure that additional on-street parking does not increase as new development will be required to provide a standard of parking which adequately provides for car ownership needs:***

**Question: Parking provision standards – could we have a policy that forces developers to provide more car parking, e.g. so that there is no impact on street parking?**

*Progress10 response: Yes - the NP should have a parking policy which will be identified and formulated to offer realistic standards which would probably align with County standards.*

*Dedicated planning use-classes would follow national standards whilst residential standards could be tailored more specifically to suit local need and the local traffic environment through appropriate loading or banding appropriate to sustainable areas and facilities.*

*This would give the PC some weight when developers bring forward new proposals.*

*The PC should understand that the Planning Minister: Greg Wood, has recently approved a new guidance document which states that for developments at 25 residential units or less, that if S106 requirements or parking requirements make a development not viable that no mitigation for parking be required. This means that the local authority and highway authority will need to negotiate appropriately so that the balance of development is sound.*

## **POLICY PROPOSAL 5.**

Shobnall Parish Council will require all new development to provide parking in accordance with the standards laid down in the Neighbourhood Plan parking policy 5.

These standards set recommended ceilings for parking provision for all dedicated use-classes in planning terms.

Residential parking standards are different in that they require a minimum threshold of off-street parking to be provided in order that all privately owned cars are appropriately provided for and displaced parking onto the public highway or elsewhere is kept to a minimum.

The parking standards policy is appended to the neighbourhood plan and shares detail with other local NP parking policies in many areas in order to promote consistency in provision.

The policy does allow for some relaxation of standards where residential development is managed by housing association or similar and where low levels of car ownership are identified by developers and confirmed by the Parish Council.

In addition the parking standards will specify car space dimensions and also minimum dimensions for internal garages.

Policy proposal 5.

The aims of this policy are to:

- Ensure that new developments contain a suitable amount of parking spaces for vehicles and cycles, to reduce the issues that arise with an under provision of spaces;
- Support the aims and objectives of the Parish Council's and the Highway and Planning Authorities transport and land use policies and National policies;
- Provide clear guidance to developers about the levels of parking that will be required when they are seeking planning approval; and
- Enable the Parish Council to work towards its policy initiatives to make better use and management of the highway network in Shobnall Parish.

Parking Standards provide developers and planners with guidelines on how many parking spaces are appropriate for different land uses. Recommended standards are used in more accessible areas or those areas where the reduction of car use is a priority and the provision of fewer car parking spaces is likely to be more appropriate.

Minimum standards are used in those areas or types of development (e.g. residential) where a specified minimum level of parking space is required in order to prevent certain negative issues from arising.

EXPLANATORY:

- a) Shobnall Parish highway network is a mixture of old and tight configuration terraced streets with much on-street parking. This is problematic to vehicle flow and causes congestion and pollution. Future development should not rely on the public highway to support its parking needs.
- b) Shobnall Parish also has new development areas like the Centrum development which have the facility to provide sufficient parking for dedicated use-classes. New development of this type should provide appropriately against recommended ceilings in order to maintain this approach.
- c) The effective size of garages and car spaces needs to match the evolving size of the everyday vehicle. Properly designed spaces will ensure that drivers are confident to park in them and that they are safely and sensibly accommodated.
- d) The provision of off-street parking within the curtilage of residential units ensures that those people who are encouraged to travel sustainably feel secure that their vehicle is parked safely in private property.

## **5. RE-DEVELOPMENT IN SHOBNALL PARISH.**

### **5.1 A STUDY IN OVERVIEW – WATERLOO STREET GYRATORY – PUBLIC REALM.**

Waterloo Street is a significant route within the centre of Shobnall Parish being both part of the main A5121 route north-south through the Parish and also in becoming a secondary route which has some retail outlets but is mostly constituted by frontage terraced property.

The primary focus of this section of the Progress10 report looks at the transport and public realm issues focused around the central gyratory carriageway which manages traffic around the retail centre of the Parish.

This gyratory junction area carries the A5121 through the centre of the Parish.

The retail circuit around the gyratory has shops along both sides and is in comfortable walking distance of much of the more densely populated residential areas of Shobnall itself.

To this end Waterloo Street is also therefore sustainably linked with the majority of the Parish and has a frequent bus service.

In addition the recently re-developed technical college fronts the western leg of the gyratory system and has added a significant amount of pedestrian traffic to this area of the gyratory and in particular between the college and the railway station.

### **5.2 Desired improvements.**

Shobnall Parish Council has expressed a desire to see realistic improvements to the Waterloo Street area in and around the gyratory system.

This section of the Progress10 report will look at the area and recommend options for an approach through the neighbourhood plan which will give the opportunity to take a new design approach to the street scene and facilities together with any possible options for traffic management that will help bring about desired change.

Recommendations will also be made regarding the negotiation of design options with the Highway and Planning Authorities and through that seek developer funding to provide the changes and enhancements which are identified by the Parish.

New development will need to have sustainable access to the central shopping areas of Shobnall Parish.

Given the requirements of the NPPF and the industry recognised DfT Guidance on Transport Assessments with regard to the improvement and promotion of sustainable travel options to local service facilities, new development should be persuaded to contribute to schemes within Shobnall to achieve these aims.

This will promote sustainable development and get new development impact and end user placement to ensure that new development not only integrates with existing infrastructure and community, but also sustains and improves it.

### **5.3 The Waterloo Street area.**

Waterloo Street runs north-south through the Parish and carries the A5121 around two legs of the central gyratory system.

The remaining two legs of the gyratory are named: Derby Street and Borough Road. Derby Street brings southbound traffic along the A5121 into the gyratory from the north.

Borough Road carries pedestrian traffic from the railway station along the gyratory in the direction of the town hall and the technical college.

All four legs of the gyratory share similar features in that they all have:

- Two wide circulatory carriageway lanes for vehicles.
- Generous width footways on both sides.
- Frontage terraced houses and or frontage retail outlets.
- Traffic regulation orders which prohibit parking in important areas close to junctions.
- On-street parking in white line marked boxes with no restriction on waiting times (*not Borough Road leg*).
- A mix of pedestrian guard railings in different locations.
- Some bollards and street furniture in a cast iron design painted black.

- A number of secondary vehicular entrances serving small businesses and larger retail outlets.

Each corner of the gyratory system is controlled by a three aspect traffic signal control which also incorporates pedestrian phase crossing points on each aspect.

#### **5.4 Operational observations.**

The site visit took place in the mid-day peak flow hour and extended between 12md and 2.15pm on a Monday.

The peak hour traffic flow was significant and there was a significant level of pedestrian activity which activated the pedestrian phase crossing facilities on a regular and frequent basis.

Despite this level of mixed highway user traffic, observations showed that the gyratory system works very well and comfortably within capacity and at no time did vehicle queues at a red signal block back beyond the previous signal controlled junction within the gyratory.

There was always sufficient room for traffic to queue and the dual lane facility on each leg allowed good distribution and vehicle stacking was never at a level which caused adverse congestion.

#### **5.5 On street parking.**

Three legs of the gyratory system have the maximum available length of on street parking which is not restricted. This on street parking is accommodated in lay-by arrangements which takes the parked vehicles out of the traffic flow.

The fourth leg: Borough Road, has no on street parking and is prohibited along its full length. This is essential to allow the two carriageway lanes to work correctly. The Borough Road frontage on both sides is primarily business and retail property and no residential dwellings were observed.

This high level of parking availability was heavily parked during the site visit and this has been observed on more than one occasion. It seems that the available parking is

well used however there was turnover of vehicles so Progress10 consider that there is a daytime mix of both residential and retail use of this facility.

Given the available space within the gyratory it is considered that no further on street parking could be provided and that the parking which is in place represents maximum provision.

## **5.6 Carriageway widths.**

A dimensional survey was conducted to assess carriageway and footway widths so that the practical options for gyratory management could be considered.

The traffic lane dimensions on each leg were found to be significantly wide at a minimum of 3.8 metres and a maximum of 5 metres.

There are slightly more narrow lane widths at the immediate approaches to the signal installations however on the main lengths of each of the four legs, the flexibility of the two traffic lanes side by side means that all vehicles can be easily accommodated and Progress10 also observed that heavy commercial vehicles were comfortably accommodated for the turning movements which occur within this part of the network.

There was no evidence of frequent over-riding on the footways and generally pedestrian barriers are installed at all locations where pedestrian vehicular conflict may occur.

## **5.7 Cycling in the gyratory.**

There are no cycling facilities within the gyratory system and the signal controlled crossing points are only PUFFIN (pedestrian only).

No cyclists were observed using the gyratory however the generous lane widths and side by side traffic lanes would accommodate cyclists even though the minimum widths required for a HCV to 'safely' pass a cyclist is not always available.

Having observed the traffic conditions Progress10 do not consider that there is sufficient room to provide cycle lanes within the gyratory.

It may however be possible to provide advanced stop lines for cyclists which would allow cyclists to stop ahead of traffic on a red light and move away first gaining the relative comfort of the widest traffic lanes whilst commuting through the gyratory.

The images below show some examples of ASL's and how they might fit into the gyratory system.

**Important:** It must be noted that appropriate design and Road Safety Audit checks would need to be completed by the County Highway Authority or by a prospective developer who was promoting improvements to sustainable links before funding could be sought for provision.



**Two examples of how advanced stop lines may cater for local cyclists.**

## 5.7 Cycle racks.

Another area which would need attention would be the provision of secure and preferably covered cycle rack facilities.

An ideal location for this would be the public realm area outside the Town Hall and possibly on some of the much wider footway sections on Borough Road and Derby Street.

There may be a cycle rack facility inside the car parking area for the new college however this would be dedicated to that facility and it is therefore considered that further cycle racks could be provided on the Waterloo Street frontage to the college where there is a significant amount of room.

The **Parish Council** should consider the option for local cycle improvements as part of any negotiations for developer contributions to local sustainable network.

### **5.8. Pedestrian facilities.**

As mentioned above in this report the pedestrian facilities at the four signal controlled junctions at the corners of the gyratory were observed to work well.

It is not suggested that there are any major improvements that could be made to improve the general operation of the current arrangements.

There is however one point which offered concern.

The left turn from Waterloo Street into Byrkley Street is not controlled by the signals and pedestrians crossing this junction mouth to reach the pedestrian crossing for Waterloo Street itself not only have no control over crossing Byrkley Street but may be unsighted to a vehicle turning left into Byrkley Street from Waterloo Street, especially in free flow.

This may be an area which could be reviewed should the option for local improvements come forward.

Improvements may take the form of additional pedestrian barriers to move the desire line away from Waterloo Street together with the provision of tactile paving. This would give better forward visibility for vehicle drivers and gain time for pedestrians to cross in greater safety.

Again, design would need to come through the County Highway Authority. This could be initiated by the Parish Council direct to the Highway Authority or in negotiation with developers who may be required to assess the gyratory for accessibility and sustainable link improvements.

### **5.9 Footway Public Realm.**

The gyratory has extensive and very wide footway provision around its full circuit and on both sides of all carriageways.

The condition of the footway surfaces is generally good and even utility reinstatements were observed to be in good condition.

There is a mix of surface treatments throughout the gyratory to the footways.

Predominantly the surfaces are bituminous macadam however there is also a mix of different types of paving ranging from square blocks to square paving and even some regular block paving at the bus stop outside the college.

The area of public realm outside the town hall is the stand out example within the area of the gyratory and should probably be taken as a lead for any improvements to the surfaces used to improve the pedestrian environment in the future.

The footway fronting the town hall has block paving in a heron-bone design whilst the remainder of the pedestrian areas are paved in square pavers. It is very smart and along with the echelon parking, statue and garden area with some benching provides an attractive focal point on one corner of the gyratory.

Planters and cast iron style direction signing add to the feel of this area and the church just to the west completes the attractive scene.

Progress10 consider that the visual amenity of the gyratory area and the shops which populate it would be significantly enhanced if footway surfaces were 'lifted' by the introduction of new paving.

This would bring surface treatment up to a new standard and give the retail circuit around the gyratory a strong visual link to the quality public realm environment which fronts the Town Hall.

### **5.10 Town Hall public realm area to lead.**

Therefore if the Town Hall area leads, a mix of square pavers and blocks would be the appropriate course.

It was also noted that the Borough Road route up to the station is largely paved with these types of materials and therefore it would be an efficient way to link in with existing similar surfaces.

Kerb lines are a mix of old and new with some of the older kerbs providing a nice visual feature to the carriageway edges and clearly defining the demarcation between running carriageway and footway. There may be some areas where similar old or indeed new kerb types could be introduced to complete this feature around the gyratory.

Existing areas of matching paving could be cleaned to help match the new.

Below are some examples of material differences and street furniture which could be changed and upgraded to bring improved visual amenity to the gyratory retail area and the examples of the public realm fronting the Town Hall show how the gyratory area could be brought up to a standard which matches and would enhance and improve the broader public realm to the benefit of all users.



Pic 1



Pic 2

Mixed paving and street furniture - Pic 1 old guard rail back left, which could be improved to the better standard of the 'cast iron' style. Pic 2 – mixed paving front left.



Town Hall public realm (left), the view to the Town Hall (right), enhanced paving and street furniture would lift visual amenity and create a strong link to the retail circuit.

### 5.11 Public realm and street furniture.

The street furniture around the gyratory is a mix of different types:

- Traffic signs and signals all have grey posts.
- There are some modern, grey galvanised pedestrian guardrails.
- There are some cast iron style black pedestrian guardrails.
- The street lights are modern and grey.
- The bus shelters are old and need updating.

If the footway surface treatments were to be upgraded to improve the visual amenity of the public realm it would make sense to standardise the guardrails on the cast iron style version and have them all painted black like those which exist. The existing guardrails should also be re-painted.

Upright posts for sign and signal installations should also be painted black.

At the site visit Progress10 noticed that the length of Wellington Street (A5121) from the Shobnall Road roundabout to the gyratory does have sign posts painted black and the lamp columns are of an ornate 'cast iron' style. Whilst they are in need of new black paint, they do show what a significant effect this kind of design and image can have on a heavy urban environment.

Replacing the lamp columns around the gyratory, or indeed embellishing them with 'add-on' packs to simulate the 'cast iron' style features and painting them black also, would advance the face lift of the street furniture around the gyratory. The strong contrast between the new paving and the black street furniture would provide a robust change to visual amenity and extend the environment of the existing public realm fronting the Town Hall into the local retail circuit.

This would link the two areas – especially for pedestrians, and create a new environment which would be more vibrant and therefore popular.

### **5.12 Proliferation of signing.**

Progress10 consider that there a few cases of excess or redundant signing within the gyratory. In fact only one redundant post was noticed which ideally would be removed at some point.

In addition after a detailed sign survey it may be possible to reduce the amount of sign posts if there are any opportunities to put two signs from two posts on one post or lamp column should location comply with any required standards.

Reduction in any identified signing proliferation would help with the visual amenity of the street scene.

### **5.13 Chamber of Commerce.**

Negotiation with the Chamber of Commerce may bring both frontage retailers on board to improve property frontages and this would further improve the retail circuit and the visual amenity of the local public realm.

The **Parish Council** should consider this option for local improvements as part of any negotiations for developer contributions to local network public realm improvements.

### **5.14. Bus Services.**

There are three bus stops in the immediate vicinity of the gyratory.

The first is outside the Town Hall and is served through the public realm area.

This bus stop is of quality partnership standard and has the great benefit of real time information which is crucial for passenger information and given the appointment schedules at the Town Hall and the need for probable links to other areas of town this information helps journey planning and time keeping.

The other two bus shelters are: are one on Waterloo Street and one on Derby Road.

Neither of these two bus stops have quality partnership shelters nor real time information and Progress10 consider that to link them to the real time information available at the Town Hall would greatly benefit accessibility and sustainable journey planning.

This is another area where developer contributions could be used to improve the sustainable transport options for new residents who would move onto new residential developments.

The **Parish Council** should consider this option as part of any negotiations for developer contributions to local network sustainable improvements.

### **5.15. Traffic Management.**

Traffic Regulation Orders and Traffic Management may be required for the introduction of new measures or the modification of existing TRO's as a result of negotiated changes or improvements to the gyratory system serving the highway network.

Traffic Regulation Orders have both administrative and operational costs which would need to be funded, again probably from new development contributions.

The **Parish Council** should consider this option as part of any negotiations for developer contributions to local traffic management.

### **5.16. Policy consideration and links.**

The Parish Council will need to relate negotiated requirements from developers to the policies which will be included in the Neighbourhood Plan.

In terms of Highway related Policies, the following policies are directly linked to the above assessment of the gyratory, its management and the public realm opportunities:

- Policy 2 – Travel Planning.
- Policy 3 – Sustainable transport.
- Policy 4 – Traffic Management.

Policies 1 and 5 would only directly apply if new development was local to the gyratory and there was either:

1. Direct traffic impact on the gyratory area of the highway network.
2. There was a need for appropriate levels of off street car parking for a new development which would encourage people not to drive and use sustainable options such as walking or cycling – being encouraged by developer funded gyratory improvements.

### **5.17. Conclusion.**

The above report gives a detailed assessment of the Waterloo Street/Derby Street/Borough Road.

It covers the current highway aspects and gives detail on traffic movements from pedestrian to motorised vehicles.

The report identifies both strong areas of the current gyratory arrangements and operation and also details shortfalls and the potential ways in which the gyratory can be improved both in terms of traffic management and public realm improvements.

It covers the sustainable transport modes of: walking, cycling and bus travel.

It also identifies for the Parish Council where they should be looking to negotiate with developers for contributions to local improvements which the Parish Council would like to see and which may be different from the more strategic approach to highway improvements taken by the County Highway Authority.

### **5.18 Neighbourhood Plan position.**

The Neighbourhood Plan, when complete must embrace these policies and set up liaison with the County Highway Authority and the Local Planning Authority in order that the local Parish voice is heard and opportunities for the gathering of developer contributions for local improvements are identified.

The **Parish Council** should also seek opportunities to negotiate directly with new developers and prior to outline planning permissions being granted as this early negotiation will be likely to find developers willing to consider local funding and they

will then often negotiate that the cost of local funding is deducted from any strategic funding that they may be asked to provide by the County Highway Authority.

There must also be a business development team or similar within the Borough Council who could dovetail in their requirements for retail and employment opportunities and the promotion of those opportunities within the Parish of Shobnall.

Nigel Curtis I.Eng M.C.I.H.T.

Director

Progress10 Design Ltd.

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