

Joint Position Statement

South East Leicestershire Transport Study and Resulting Mitigation Study

1. Introduction

1.1. This statement has been prepared on behalf of the following local authorities: ¹

- Oadby and Wigston Borough Council (OWBC) (planning authority)
- Harborough District Council (HDC) (planning authority)
- Leicester City Council (LCtyC) (highway authority)
- Leicestershire County Council (LCC) (highway authority).

1.2. These authorities (The Authorities) have worked together to understand the potential cumulative cross-boundary transport impacts of the emerging Local Plans of HDC and OWBC which cover the period to 2031. This statement sets out:

- a) The challenge being addressed
- b) The evidential approach underpinning this statement
- c) The conclusions drawn from the work
- d) The joint approach to mitigating potential impacts of development across both Local Plans.
- e) The resulting position relating to the emerging Local Plans

2. The challenge being addressed

2.1. Leicester and Leicestershire, as a Housing Market Area as a whole, faces significant challenges in planning for growth to meet local housing and employment needs whilst maintaining a highway network that is fit for purpose in supporting this growth. Therefore the highway authorities have worked with the planning authorities to develop Local Plans in the context of understanding and planning for highway impacts.

2.2. Both HDC and OWBC have developed evidence bases to underpin the development of their respective Local Plans. The latest Local Plan information for OWBC can be found [here](#), and for HDC [here](#).

2.3. A summary of the key Local Plan information is provided in the table below.

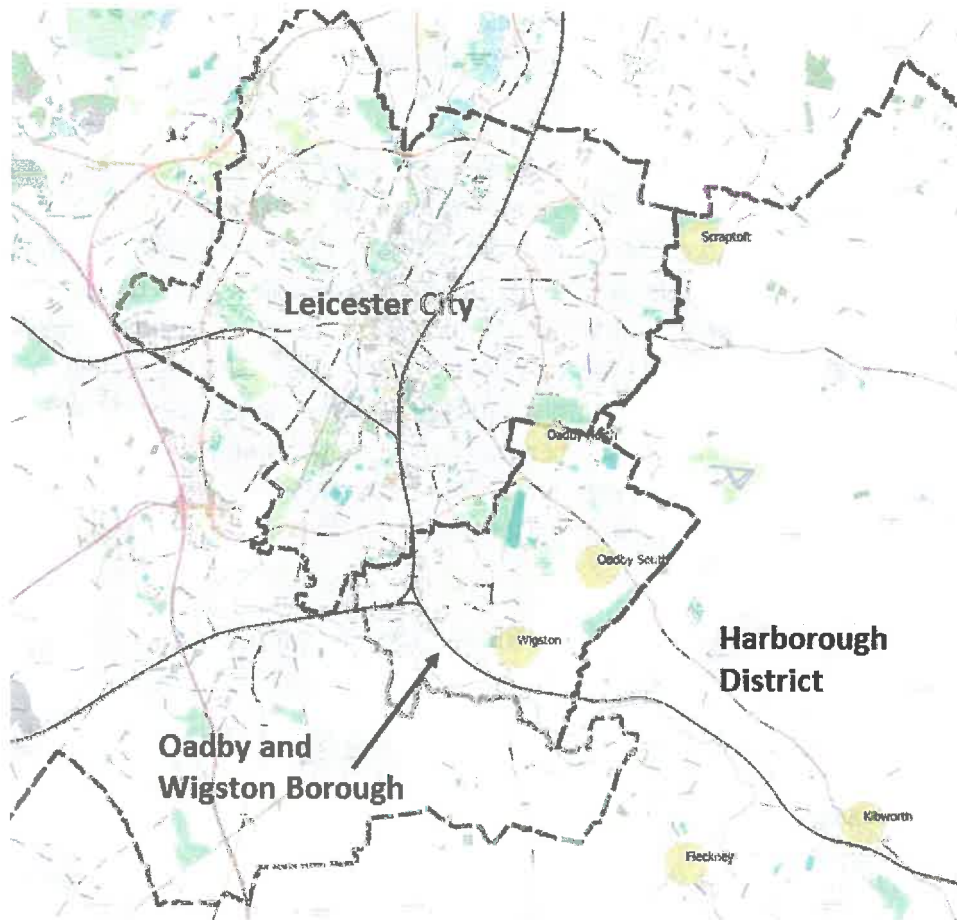
¹ The development of the Leicester City Local Plan was not sufficiently progressed to allow the inclusion of any proposed sites to be considered as part of this phase of work. However, it is anticipated that in developing its Local Plan Leicester City Council will consider cross boundary impacts with particular reference to this project. Leicester City Council in its role as Local Highway Authority has been a partner in this study.

| | Harborough Local Plan | Oadby and Wigston Local Plan |
|-----------------------|-----------------------|------------------------------|
| Plan Period | 2011-2031 | 2011-2031 |
| Number of Dwellings | 12,800 | 2960 |
| Employment Allocation | 58.5ha | 8.52ha |
| Strategic Sites | 2 | 3 |

- 2.4. Given the significant levels of growth identified in its Local Plan, HDC commissioned an independent transport assessment of short-listed alternative development options to inform the selection of a preferred option. This assessment was carried out by Jacobs and is entitled Harborough District Local Plan Preliminary Traffic Impact Assessment and is available [here](#). Throughout the development of the Local Plan it was recognised (given commuter patterns and demand for services outside the District) that some of the proposed developments within HDC's Local Plan may have cross-boundary impacts, particularly with respect of the Leicester Principal Urban Area (PUA).
- 2.5. Similarly, as OWBC began to assess the impacts of its proposed development, it was recognised by both the planning and highway authorities that development in Oadby and Wigston Borough could have cross-boundary impacts and could also be affected by the impact of developments in Harborough District.
- 2.6. The above cross-boundary impacts were considered likely as a result of:
- Strategic development sites being located close to district boundaries (see appendix A)
 - Demand for journeys on key corridors towards and from Leicester city, particularly commuter journeys
 - Demand for journeys to access services in nearby districts or in Leicester city
 - Key routes between major centres and attractors located through Oadby and Wigston Borough.
- 2.7. In order to assess these potential impacts The Authorities commissioned the *South East Leicestershire Local Plan Transport Study*. This study was undertaken by independent consultants Edwards and Edwards Consultancy (EAE) in order to provide a robust evidence base for Local Plans.
- 2.8. The study was commissioned in 2016 as the drafts of the relevant Local Plans were being developed and various combinations of housing developments were being considered. One of the aims of the study was to identify cumulative impacts of the proposed Local Plan growth that would not be identified either through individual local

authority based studies or through the development management process. This in turn would provide the basis for this joint position statement and inform policies in the relevant local plans.

- 2.9. Therefore it was agreed that the purpose of the study would be to provide an evidence base with which to inform the planning process, ensuring efficient use of developer contributions to provide appropriate mitigation in the context of cumulative impacts. In order to achieve this, having initially established that all of the development sites, individually, are deliverable in transport terms, the study focussed on impacts that were created as a result of more than one development area. The rationale for this was that the impact of individual development sites would be assessed through the submission of planning applications, whereas the cumulative impacts of multiple development sites in combination may require a relatively more complex, extensive mitigation scheme than could be secured through the planning process without pre-emptive supporting evidence.
- 2.10. This evidence would therefore enable the Authorities to answer three key questions relevant to Local Plan making;
- Has the cumulative impact of the planned growth in transport terms being identified?
 - Has the nature of the necessary mitigation been identified?
 - Is it plausible to suppose that mitigation can be delivered as necessary, within the plan period?
- 2.11. Therefore an initial phase of the study identified potential combinations of proposed Local Plan sites and assessed the resulting predicted cumulative impacts. This informed the scope for phase 2 of the study.
- 2.12. Phase 2, commissioned in June 2017, sought to identify potential mitigation required as a result of these cumulative impacts. By this stage, due to progress in development of both local plans the study was able to assess the selected development options in more detail. The 'in scope' geographical area and key sites are illustrated on the plan below:



2.11 The outputs of this phase of the study would allow The Authorities to:

- a) Understand the key traffic 'pressure points' and wider transport issues likely to be affected by the cumulative growth
- b) Identify necessary 'in principle' mitigation in respect of the above; over and above that which would be necessary on a site by site basis
- c) Develop a strategy for delivery of this mitigation

3. The Evidential Approach

3.1. The main output of the phase 2 study was the Route Assessment Paper², which identified opportunities and constraints for making transport improvements, based upon forecast traffic growth arising from the combined impact of the 6 development areas in this study (mainly commenting on junctions predicted to be stressed or severely stressed by 2031 and links predicted to be near to, or exceeding, capacity). To simplify the reporting EAE split the study area into ten separate areas.

3.2. This phase 2 work has involved:

² Route assessment paper issued v1.1 13.10.2017.docx

- Estimating the total traffic flows to and from developments (as expected to be built by 2031) in and around Fleckney, Kibworth and Great Glen, Wigston, Oadby South, Oadby North and Scraftoft
- Estimating the patterns of movement, based upon distributions obtained from the Leicester and Leicestershire Integrated Transport Model (LLITM)
- Overlaying the traffic on the existing LLITMv5 model run, to show the areas in which traffic levels could increase and in which investigation of opportunities and constraints should be considered
- Undertaking a LLITM model run to test the impact of implementing a new link between the A6 and Gartree Road in Oadby, following the reserved alignment of the Eastern District Distributor Road (EDDR) – now referred to as a Potential Transport Route in the Oadby and Wigston Local Plan
- Undertaking a desktop exercise (supplemented with site visits) to look at constraints and opportunities within identified areas
- Producing a (costed) list of potential measures that would inform this Joint Position Statement

3.3. At a workshop held as part of the development of the report, officers from The Authorities, together with EAE, considered the potential need for mitigation and the approach to managing traffic on the highway that would inform the potential mitigation. These can be described in 3 broad types:

- a. Key Strategic Corridors and Connections – corridors such as the A6 and A5199 fall into this type. These corridors are considered the most appropriate routes for traffic routing ‘through’ the Local Plan areas. The approach should be to encourage traffic on to these routes and discourage ‘rat running’ on less appropriate routes.
- b. Local Connections – those links, such as Leicester Road, which are suitable and important for distributing more local traffic accessing destinations within the area. Again, it may be appropriate to improve these routes to facilitate use by appropriate traffic.
- c. Rural/unclassified roads – whilst these routes will inevitably see some rise in traffic as a result of growth, it is not considered appropriate by the highway authorities to invest substantially in improving sections of such routes, as this is likely to have the undesirable consequence of inducing even more traffic to use them. It is therefore assumed that, where possible, the preferred approach would be to concentrate funding on unlocking capacity (including through providing enhanced opportunities for sustainable travel) on the key strategic and local connections, in order to draw ‘rat running’ traffic back towards these parts of the network.

3.4. Following the analysis undertaken and the input from two workshops, EAE produced the final report. This work has resulted in a summary table of recommendations.

3.5. The independent findings of the report are summarised as follows:

“Based on the work undertaken utilising LLITM traffic modelling and latest housing numbers, we believe that the proposed growth can be accommodated on the highway network with appropriate mitigation, as identified as deliverable and proportionate through this study. The radial routes into the city are likely to require a combination of strategic policy interventions together with infrastructure improvements including further bus priority measures, whereas in the county area there are more opportunities for infrastructure improvements including sustainable travel modes, infrastructure improvements and promotion of “smarter choices” options.”³

3.6. However, the report does identify some links and key junctions that will need to be improved in order to facilitate effective mitigation of cumulative transport impacts. The issues that it has identified are complex and inter-linked, as might be imagined when seeking to examine a mixture of (in capacity terms) constrained urban roads through to less restricted rural networks across a relatively wide area of the Leicester Principal Urban Area (PUA) and south east Leicestershire. This must be kept in mind as part of this work.

3.7. The highway authorities consider that the report’s recommendations can be described in 3 broad categories:

- Category 1 – opportunities or schemes that are considered to be required as a result of the Local Plan growth itself and also require strategic coordination in order to deliver the most efficient scheme. It should be noted that this may include developing solutions in other locations. For example, considering focussing investment on key corridors to prevent ‘rat running’, rather than treating symptoms of the ‘rat running’.

The highway authorities consider that the planned growth is dependent on a strategic approach to this category of schemes. However it is recognised that this dependency does not necessarily occur immediately and/or will require delivery of schemes to be undertaken in a phased manner over the life of the plans. The overall coordination, design and delivery of Category 1 schemes will be led by Leicestershire County Council through a South East Leicestershire Strategy, funded by a combination of developer funding (appropriate plan policies exist in both the submission HDC and OWBC Local Plans to facilitate this) and appropriate public funding sources such as from the National Productivity Investment Fund or the Single Local Growth Fund. Further information on the South East Leicestershire Strategy is provide in Section 4.

- Category 2 – opportunities or schemes that this planned growth has some impact on is combined with wider growth or will be affected by strategic issues such as the development of Leicester City’s Local Plan or existing traffic conditions. It is

³ Para 15.1 Route assessment paper issued v1.1 13.10.2017.docx

anticipated that the highway authorities will seek to address these as part of future studies and the development of the Leicester and Leicestershire Strategic Transport Plan⁴.

The Local Highways Authorities consider that whilst the delivery of this category of schemes would support the proposed growth, the growth is not dependent on their delivery.

- Category 3 – opportunities and schemes that are unrelated to the cumulative impact of the growth assessed as part of this study. This could be because they are the result of single site, in which case the impact and mitigation will be adequately addressed as part of the planning process. It could also be as a result of traffic impacts unrelated to the growth being assessed in the study and therefore are not required to enable delivery of the level of growth identified in the Local Plans.

3.8. The recommendations from the Route Assessment paper (v1.1 13.10.2017.docx), have been grouped by the above categories in the mitigation table below:

⁴ The strategic transport plan will be developed in support of the strategic growth plan. Information on the strategic growth plan can be found [here](#).

| Area | Mitigation/Recommendation | £ ('000) | HA Category | Next Steps |
|---|-------------------------------------|----------|-------------|---|
| Area 1 | A5199/Foston Road junction | 300 | 1 | Develop optimum design options as part of SE Leicestershire Strategy |
| From the A6 Kibworth through Kilby to the edge of Countesthorpe and Hospital Lane to Blaby | Foston Road/Leicester Road junction | 750 | 1 | |
| Area 2 | Station Road/Newton Lane junction | 300 | 1 | It is considered preferable to pursue options which attract traffic back onto more appropriate routes, as opposed to measures which accommodate predicted growth on this route, as this may encourage further rat running rather than address the issues. Consideration will be given to this as part of the strategy refinement. |
| From Great Glen roundabout on A6 through Newton Harcourt to Newton Lane/A5199 junction (excluding this junction). | (Improve A6 corridor) | | 2 | Consider joint A6 study with Leicester City Council |
| Area 3 | n/a | n/a | 3 | Out of scope – impact of specific development proposals will be considered through the planning process on a site-by-site basis. |
| A5199 from Kilby/Countesthorpe "turns" to junction with Newton Lane. | | | | |
| Area 4 | Consider operation of town centre | | 2 | Consider role of Centre in consultation with OWBC |

| | | | | |
|--|---|-------|---|--|
| Wigston town centre - Stonesby Ave/Aylestone Lane B5148, Leicester Road, Wakes Road, and Long Street, Bull Head Street, Moat Street, Station Road, Blaby Road and on the A5199 from Newton Lane to A563. | Newton Lane Junction | 4,000 | 1 | Develop options for improving junction as part of the SE Leicestershire Strategy - identified as an early priority due to complex nature and potential land acquisition. |
| | Consider development of cycle highway | | 2 | Consider as part of wider future study (STP) with City Council |
| Area 5 | B582 Wigston Road/Brabazon Road junction | 750 | 1 | Develop options for improving junction as part of the SE Leicestershire strategy |
| Oadby Town Centre - London Road, Leicester Road, The Parade, New Street B582, on Rosemead Drive and Briar Walk, Brabazon Road. | Wigston Road/London Road mini roundabout junction | 750 | 1 | develop options for improving junction as part of the SE Leicestershire strategy |
| Area 6 | n/a | | 3 | Some improvements have been identified as part of a more local A6 cumulative impact assessment. The corridor from the Glen Gorse Roundabout to the Rail Station will be considered as part of the A6 corridor study suggested above. |
| Area 7 | n/a | | 3 | Out of scope |
| Outer Ring Road A563 - from the A6 to the A426. | | | | |
| Area 8 | n/a | | 3 | Out of Scope |
| A5199 - from A563 to Victoria Park Road. | | | | |

| | | | | |
|--|---|-------|---|--|
| Area 9 | Spencefield Lane/ Goodwood Road/Marydene Drive junction | 4,000 | 2 | |
| Gartree Road from Great Stretton, Stoughton Road to the A6, Stoughton Drive South, Stoughton Road (Gartree Road to the A6), Manor Road. Spencefield through to Evington Road to A6, Church Road, Shady Lane, Stoughton Lane, Thurnby Lane, Stoughton Road through to Thurnby. Church Lane and Gaulby Lane in Stoughton | Evington Lane/The Common/Main Street junction, | | | Although there are some impacts as a result of the cumulative growth in traffic it is considered that the majority of impact in this area is generated by traffic originating from the proposed Scraftoft North development. This area will therefore form a key part of the strategic assessment undertaken as part of the planning application for this site. This will inform the overall strategy. |
| | Evington Lane/Wakerley Road junction | | | |
| | Ethel Road/Wakerley Road junction. | | | |
| Area 10 | n/a | | | |
| Scraftoft Lane, Station Road, Station Lane, Hamilton Lane, Dakyn Road, Nursery Road, Wicklow Drive, Ocean Road, Elmscroft Avenue, Colchester Road, Hungarton Boulevard. | | | | Impact in this area is considered to be from a single development (i.e. not cumulative and can therefore be dealt with through the planning process.) |

Total:

10850

4. Delivering the Strategy

- 4.1. It is proposed that Category 1 schemes be included in a *South East Leicestershire Transport Strategy*. This will consider the junctions and locations identified as part of the EAE study in more detail. Subject to the the implementation of the relevant Local Plan policies, which commit developers and the planning authorities to consider cross-boundary impact and commitment to make reasonable funding contributions to the strategy, Leicestershire County Council will lead this work on behalf of The Authorities.
- 4.2. Leicestershire County Council, as the Local Highway Authority, has identified £150,000 of its advance design budget to support the development of this strategy.
- 4.3. The strategy will optimise opportunities to deliver planned growth, through identification of value for money schemes. It will also provide an evidence base sufficient to secure funding contributions from development sites identified in both HDC and OWBC Local Plans, where appropriate.
- 4.4. The strategy will also support The Authorities when seeking external funding to deliver these schemes (based on work to date it is anticipated that up to to support the delivery of infrastructure to support the local plans to address the cumulative impacts set out in this statement.
- 4.5. Leicestershire County Council and Leicester City Council have an excellent track record of bidding for and delivering appropriate schemes. Based on the evidence relating to the viability of the sites from HDC and OWBC, Leicestershire County Council as the Local Highway Authority, considers it reasonable to consider that delivery of this strategy will be realised within the plan period.

5. Conclusion

- 5.1. The evidence concludes that the planned growth in both Harborough and Oadby and Wigston can be accommodated with appropriate mitigation.
- 5.2. The local highways authorities consider that this mitigation is appropriate and proportionate to the planned growth and in line with the objectives of the respective Local Plans.
- 5.3. The local highway authorities will work in partnership with the local planning authorities to deliver the resulting strategy.
- 5.4. The Authorities are therefore pleased to confirm their support for both the Harborough and Oadby and Wigston Local Plans from a highways and transport perspective on the basis that:
 - The Local Plans are adopted without substantial changes, in relation to highways and transport

- All authorities will continue to consider cross-boundary impacts in relevant transport assessments and studies
- All authorities will seek to maximise appropriate funding sources to support the delivery of the strategy.

7. Looking forward

- 1.1. 7.1. Strategic growth beyond that identified to 2031 in the current local plans, is likely to have a significant further impact on the Local Highway Network across the south east Leicester Principal Urban Area. Therefore any significant developments over and above this planned growth would require further assessment. This assessment should be done through the process of preparing subsequent Local Plans which extend beyond 2031 and with reference to the Leicester and Leicestershire Strategic Growth Plan which contains proposals that are likely to relieve existing pressures on the Local Highway Network across the south east Leicester Principal Urban Area (e.g. the A46 Expressway) .

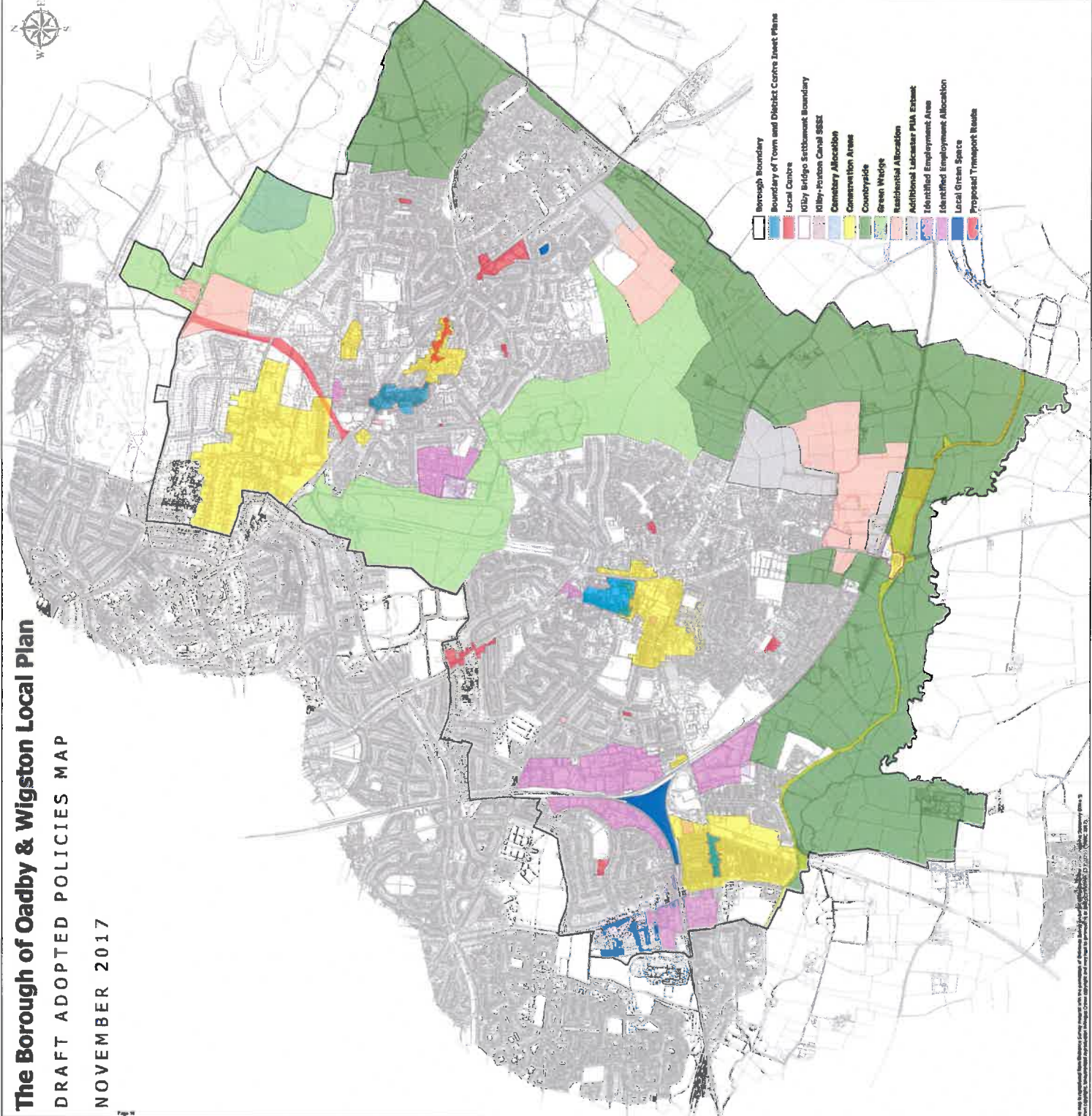
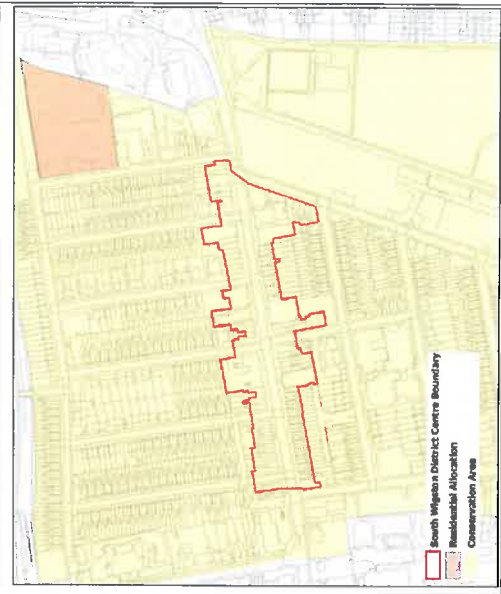
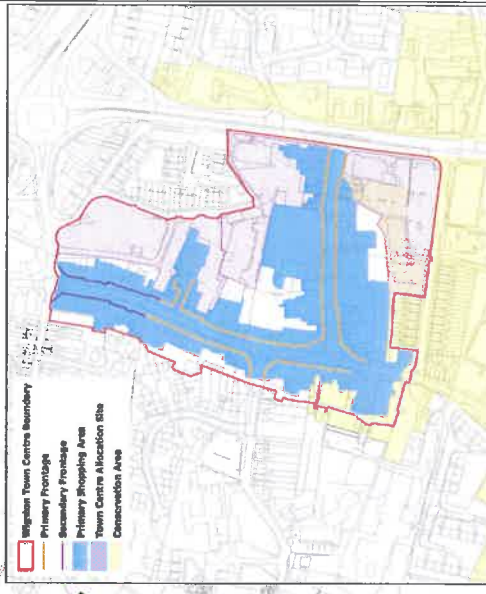
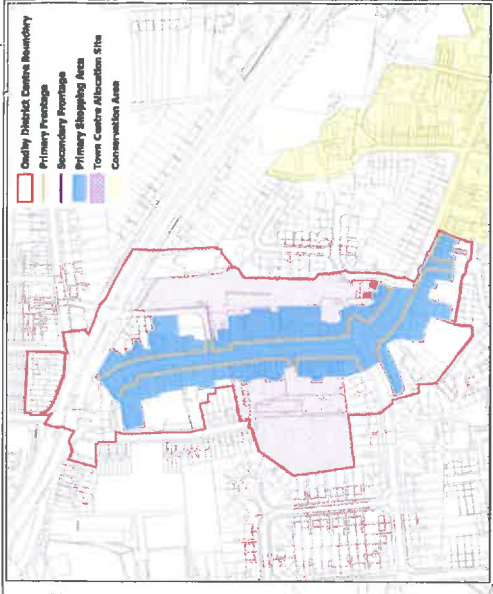
Appendix:

- a) Local Plan Maps of key growth locations

The Borough of Oadby & Wigston Local Plan

DRAFT ADOPTED POLICIES MAP




















NOVEMBER 2017

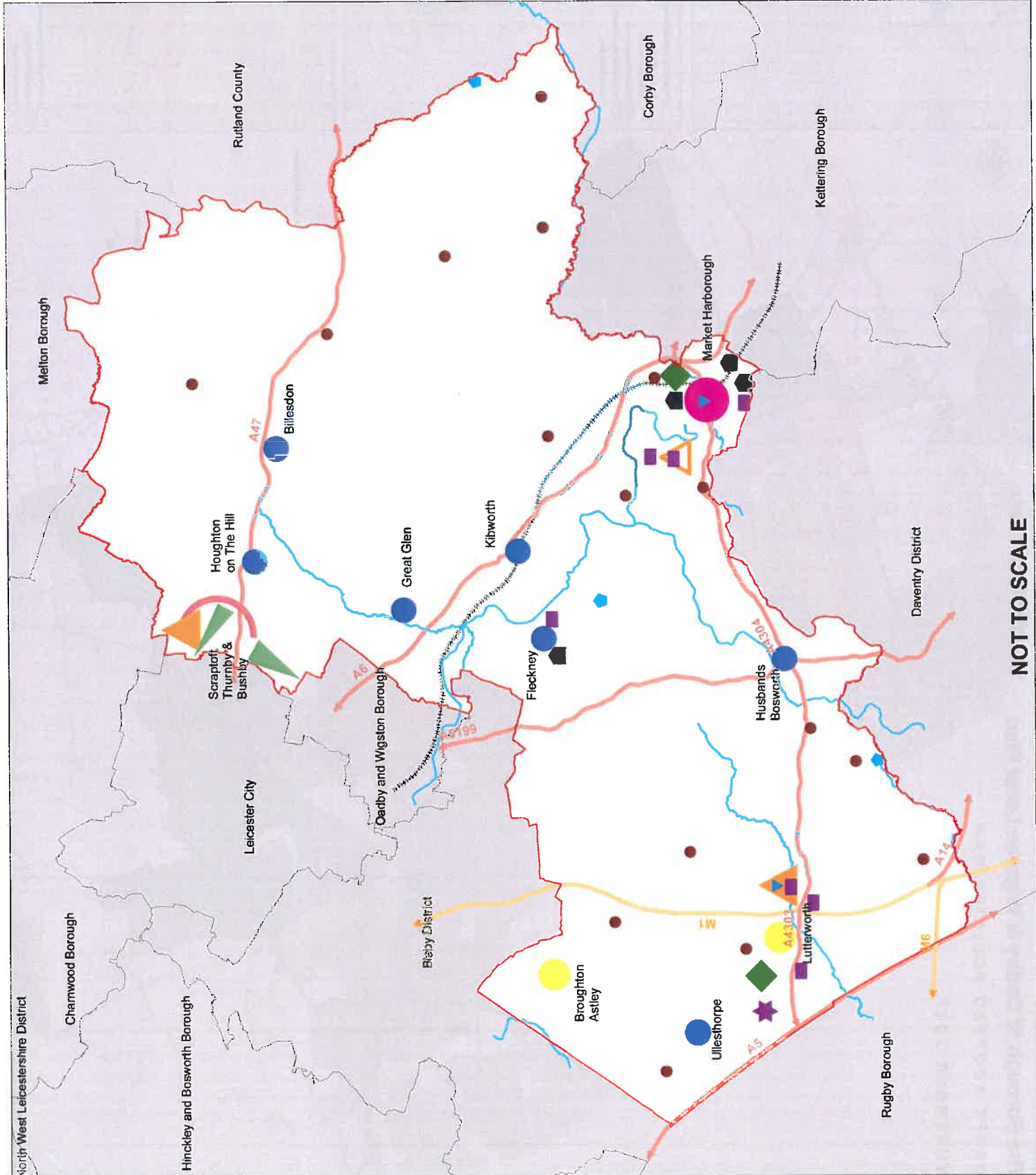


- Neighbour Boundary
- Boundary of Town and District Centre Street Plans
- Local Centre
- Wigby Bridge Embankment Boundary
- Wigby-Horton Canal SSSI
- Cemetery Allocation
- Conservation Area
- Countryside
- Green Wedge
- Residential Allocation
- Additional Leicester PMA Extent
- Identified Employment Area
- Identified Employment Allocation
- Local Green Space
- Proposed Transport Route

This map is a draft and should not be used for any purpose other than for information. It is not a legal document and should not be relied upon for any legal or financial purposes. The map is subject to change without notice.

Legend

-  Principal Urban Area
-  Sub Regional Centre
-  Key Centre
-  Rural Centre
-  Selected Rural Village
-  Existing Strategic Development Area
-  Proposed Strategic Development Area
-  Housing Allocation
-  Employment Allocation
-  Magna Park
-  Retail Allocation
-  Area of Separation
-  Green Wedge
-  Reservoirs
-  Motorway
-  A Road
-  Rivers and Canals
-  Railway
-  Harborough Boundary
-  District / Borough Boundary



NOT TO SCALE