



Developments Affecting Trunk Roads and Special Roads

Highways England Planning Response (HEPR 16-01)

Formal Recommendation to an Application for Planning Permission

From: Martin Fellows
Operations (East)
planningee@highwaysengland.co.uk

To: Luton Borough Council FOA – [REDACTED]

CC: transportplanning@dft.gsi.gov.uk
growthandplanning@highwaysengland.co.uk

Council's Reference: 16/01401/OUTEIA

Referring to the planning application referenced above, dated 9 September 2016, Outline planning permission with all matters reserved except for access, for mixed use development comprising: office floor space (use class B1), retail floorspace (use class A1), food and beverage – Land Adjacent Junction 10 to 10A, M1, Newlands Road, Luton, notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);~~
- c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B is / is not relevant to this application.¹

¹ Where relevant, further information will be provided within Annex A.

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2015, via transportplanning@dft.gsi.gov.uk.

Signature: 	Date: 29 June 2017
Name: 	Position: Assistant Asset Manager
Highways England: Woodlands, Manton Lane Bedford MK41 7LW 	

Annex A Highways England recommended further assessment required

HIGHWAYS ENGLAND (“we”) has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regard to planning application 16/01401/OUTEIA and has been prepared by [REDACTED]

Highways England has been collaborating with the developer on pre-application discussions regarding development traffic impact on the Strategic Road Network, M1 junction 10. Highways England will require to review and assess the Transport Assessment supporting the application to determine if there is sufficient capacity for the junction to operate safely or identify mitigation required.

Highways England received on 09/06/2017 from PBA an updated version of Transport Assessment Addendum 03. The report responded to the most recent transport related comments raised in (TN 03), and clarifications sought by Highways England, with the focus being to put forward and ultimately agree proposals to mitigate against traffic impact on M1 Junction 10. The revisions took into account discussions had on 23rd May 2017.

Highways England provided comments to PBA on proposed gantry signing on 26/06/2017. Highways England is considering proposed Traffic Demand Measures to keep down trips. PBA and Highways England are working closely to agree and getting approval on gantry signing.

In order for this work to be completed Highways England recommend Luton Borough Council do not grant planning permission before 15 July 2017. Should this work be completed before Highways England will replace this recommendation with one seeking conditions where applicable that will apply in the event of the planning authority granting planning consent.

[REDACTED]

From: [REDACTED]

Sent: 13 June 2017 09:22

To: [REDACTED]

Subject: Planning application 16/01401/OUTEIA - Newlands Park - Luton

[REDACTED]

Following PBA submission to you dated 19 June 2017 copied to me I have set below down DRAFT conditions that will apply in the event of the LPA granting planning consent. I am unable to include the "Example Gantry Signs – Appendix D figure. If you are able to add it then it can be referred to.

Please add/amend as you see fit. If you devise a better way of setting down the conditions please go ahead. I will then forward in DRAFT form to both the LPA and PBA for comment before formally responding to the LPA. The holding direction expires 30 June 2017. As mentioned at the meeting, I can travel down this Thursday should if you feel it would be beneficial.

Please charge your time to "ad hoc".

Regards

[REDACTED]

In the event of the planning authority granting planning consent Highways England recommends the following conditions should apply:

- 1) Prior to first occupation the Framework Travel Plan prepared by PBA dated August 2016 is to be approved in writing by the Local Planning Authority in conjunction with Highways England.***
- 2) Demand Management will be undertaken to reduce development trip generation***

and these will be set out in the adopted and approved site wide Framework Travel Plan. These measures will include some or all of the following (in addition to other measures that come to light in due course): • Directly affect working practices and departure profiles, including

3) Flexible office working allowing staff to arrive early and leave before 1700 and after 1800

4) Flexible office working allowing staff to arrive before 0800 and after 0900

5) Forcibly holding back office traffic between 1700 – 1800

6) Gating of exiting traffic to not exceed a maximum cap in any single hour

7) Further subsidy of proposed hopper bus service to further incentivise bus use

8) Further incentivise car sharing

9) Electronic car sharing monitoring using Tress technology In order to formally and effectively manage demand at source (i.e. within the development) a set of targets will be agreed (a slip lane queue trigger combined with traffic generation monitoring at source). Associated with these targets will be consequential mitigation to be written into a Section 106 Obligation relating to the development that will be undertaken as part of the Framework Travel Plan obligations.

10) A Transport Steering Group (TSG) will be set up to include a forum for co-operative joint working. The TSG will be responsible for reviewing progress against the Travel Plan targets, and developing future transport strategies. The TSG will comprise the Owner, Management Company, the Council and Highways England.

11) The TSG will review the Travel Plan, set up/develop an Annual Monitoring Report and make recommendations about future proposals and corrective actions as development phases are completed and occupied. These recommendations will be based on measures outlined within the final S106 agreement and will be submitted to the council and HE who, acting reasonably and in conjunction with each other, will either agree to the proposed approach or make alternative recommendations.

12). Annual monitoring will be undertaken and summarised within an Annual Monitoring Report. The Annual Monitoring Report will be reviewed annually at the meeting of the TSG. In the event that targets are not being met, the TSG shall recommend to the Council that the Owner be required to undertake Demand Management Measures in the first instance and then contribute towards physical mitigation measures if Demand Management Measures are unsuccessful.

13. Annual Monitoring will include:

a) Trip Generation Trigger - the number of vehicles per hour egressing the site during the PM Peak Hour will be monitored as the average of traffic hours during two weeks in a neutral month (TBC) using Automatic Traffic Counters located at each internal site access.

14) Slip Lane Queue Length Trigger - a queue length survey undertaken on the northbound M1J10 off slip for a period of two weeks in in a neutral month (TBC). The average weekday PM peak maximum queue will be recorded.

15. Triggers will be set as follows:

a) Interim Slip Lane Queue Length Trigger – 110 PCUs total across two lanes

b) Maximum Slip Lane Queue Length Trigger – 220 PCUs total across two lanes o

Interim Trip Generation Trigger – 830 outbound PM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction plus 17% additional reduction commensurate with junction modelling showing M1J10 operating within 100% capacity) o Maximum Trip Generation Trigger – 1,000 outbound PM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction) b) If regular monitoring shows the Interim Slip Lane Queue Length Trigger is being exceeded in addition to the Interim Trip Generation Limit, the Owner will review traffic conditions in relation to this target and agree with the council any appropriate and viable Travel Demand Measures in line with that agreed. Travel Demand Measures to mitigate the impact are discussed above but ultimately will include the following options to ensure that PM Peak traffic generation is brought back to a level equal to or below 1,000 outbound trips in a single PM Peak Hour: c) Further travel demand measures d) Reduce development rate e) Delay further phases of development

16) By the next monitoring report, should development traffic be in excess of the maximum PM peak trip allowance in addition to the maximum slip lane queue trigger being reached, the Owner will review traffic conditions in relation to this target and agree with the council any appropriate and viable physical mitigation proposals in line with that agreed. Physical Mitigation Measures could include the following: • Convert diverge arrangement to match ‘DMRB Volume 6, Section 2, Part 1 TD 22/06 Figure 2/6.3 Layout D’ – whereby the existing slip lane is extended into the inside lane of the M1 mainline upstream of where the existing slip lane starts. The mainline will be reduced to two dedicated ahead lanes plus one dedicated lane for Airport Way and one lane for both Airport Way and Motorway traffic upstream of Junction 10 (approximately 1 mile from the existing slip), widening back up to four lanes immediately downstream of the slip lane via an inside lane gain. The inside lane will be signed using existing gantries located at 2/3 mile and 1/2 mile upstream of the existing slip lane, with signs stating “A1081 Luton (S) & ” in addition to appropriate line markings and road markings stating “A1081 Luton (S)”. See drawing 3244/5501/SK001. This arrangement has been determined using future year traffic flows combined with ‘DMRB Volume 6, Section 2, Part 1 TD 22/06 Figure 2/5 MW’

17) As an ‘add-on’ to mitigation measure 3, the narrowing of the mainline to three lanes will be extended downstream of Junction 10, allowing for the J10 northbound on slip to form a dedicated lane gain with an additional merge lane – therefore allowing two on slip lanes with one being unopposed.

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: [REDACTED]

Web: <http://www.highways.gov.uk>

GTN: [REDACTED]

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From: [REDACTED]
To: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton
Date: 06 July 2017 14:53:03
Attachments: [image005.jpg](#)
[image006.png](#)
[image007.jpg](#)
[image004.png](#)
[image001.png](#)
[image002.png](#)
[image003.png](#)
[DMRB Extracts.pdf](#)

[REDACTED],

Thank you for this advice and thank you [REDACTED] for your conversation this morning regarding signage weighting factors.

[REDACTED] – I know you stated this morning that the process to agree to the replacement of Gantry signs could be lengthy, however is there a condition that could be applied to speed the process up – especially as the Monitor & Manage approach will limit the level of trips generated by the development over a phased approach?

[REDACTED] – I have left a message on your phone to discuss your comments below as suggested by [REDACTED]. In the interim period though I thought it will be useful if I confirm our initial thinking in an email to help discussions progress.

Our thinking behind the proposed layout took account of DMRB Figure 2/5 MW (see attached PDF), which recommends typical diverge lane layouts based on mainline and diverge flows. This figure/graph recommends Diverge Layout D as per our proposal. However, as you suggest below this layout would require existing Gantries to be relocated and/or new Gantries to be installed due to the diverge forming further upstream and therefore increased abortive costs if a more strategic option comes to light in the future. The proposed design submitted to date goes beyond mitigating the development impact and includes for the full upgrade of the diverge to meet DMRB recommendations (currently the diverge layout falls short of this).

To avoid the need for moving and/or installing new Gantries, in your experience, would Diverge Layout Option C (see below) be a viable alternative option. Whilst this option does not fully upgrade the diverge to meet DMRB it offers a significant improvement to the existing situation and mitigates the impact of the development in terms of removing the risk of queueing back onto the mainline. This option would leave the diverge starting point in situ therefore avoiding the need to move or install new Gantries.

Before we draw up an option, I would be very grateful if you could give me a call or confirm whether this option would be viable and whether you believe this layout option would require new Gantries.



Kind regards,

[REDACTED]
Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)

  t [REDACTED]
m [REDACTED]
 e [REDACTED]
w peterbrett.com

From: [REDACTED]
Sent: 26 June 2017 10:17
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton

[REDACTED]

Thank you for the updated version of Transport Assessment Addendum 03 with proposed signage change on the M1. I set below comments received from [REDACTED] for your consideration. To expedite the process can I ask that you liaise directly with [REDACTED] on technical matters and copy me in. When [REDACTED] confirms to me acceptance of a signage scheme supported with a drawing which will be conditioned when Highways England formally respond to the planning application, I will ask Highways England Structures team to review and access if the gantries can

accommodate the additional signs.

Highways England will extend the current recommendation to the local planning authority "not to determine" to 14 July 2017.

Please do not hesitate to contact me should you wish to discuss.

Comments from [REDACTED] below:

Whilst I acknowledge the proposed signs and road marking layouts shown in the Transport Assessment are indicative however, they will need to conform to the relevant standards. In order to assist I have shown a screen shot from IAN 144/16 showing the appropriate signing arrangement for a 'Tiger Tail Ghost Island with Lane Drop and Taper Diverge'. You will see the provision of 'Tiger Tail' signs and sequence/position of all the 'gantry' signs, you should also note there is a 'black box' requirement for signing in TD 22/06 pgh 2.51.

cid:image003.jpg@01D2EACF.9CCFCE40



Based on the information provided I have the following initial comments -

- 1. The location of the existing gantry's (proposed) do not appear to be correctly positioned from the likely new 'datum' point.***
- 2. The sequence and number of proposed gantry signs are not in-line with IAN 144/TD22.***
- 3. The existing gantry sign frames are unlikely to accommodate the designs shown (unless an unacceptable reduced x-ht was proposed).***
- 4. No Tiger Tail signs shown.***
- 5. It is probably too early to comment in great detail on the sign face design. However, it be worth noting that –***
 - The size of the 'downward' arrows appear disproportionate to the sign faces;***
 - The arrows will need to be centred over the traffic lanes;***
 - Incorporating the arrows within the sign face may reduce overall height of gantry sign (now prescribed in TSRGD 2016); and***
 - Excessive grey backing board.***



6. Road marking layout will need to be reviewed and conform to standards, particularly the ghost island and diverge taper design.

I hope the above comments are helpful. If you need any further advice please do not hesitate to contact me. Please note any response must be copied both to this email address as well as my HE email account.

Regards

█
██████████

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: ██████████

Web: <http://www.highways.gov.uk>

GTN: ██████████

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Customer Contact Centre is available 24/7 on 0300 123 5000 or info@highwaysengland.co.uk

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Highways England Company Limited | General enquiries: 0300 123 5000 | National Traffic Operations Centre, 3 Ridgeway, Quinton Business Park, Birmingham B32 1AF |

<https://www.gov.uk/government/organisations/highways-england> | info@highwaysengland.co.uk

Registered in England and Wales no 9346363 | Registered Office: Bridge House, 1 Walnut Tree Close, Guildford, Surrey GU1 4LZ

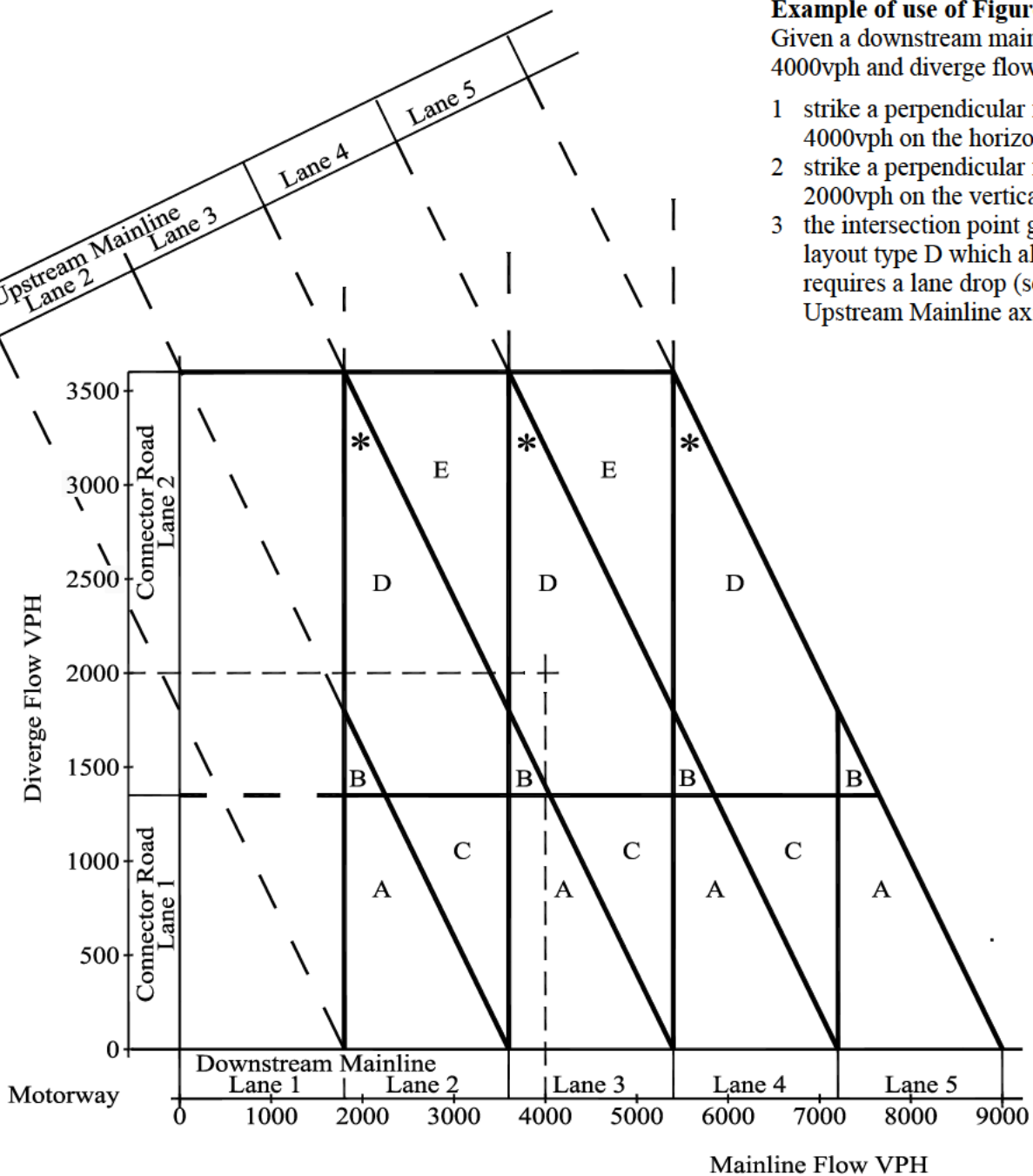
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Example of use of Figure 2/5MW
Given a downstream main line flow 4000vph and diverge flow 2000vph.

- 1 strike a perpendicular from 4000vph on the horizontal axis
- 2 strike a perpendicular from 2000vph on the vertical axis
- 3 the intersection point gives layout type D which also requires a lane drop (see Upstream Mainline axis above)

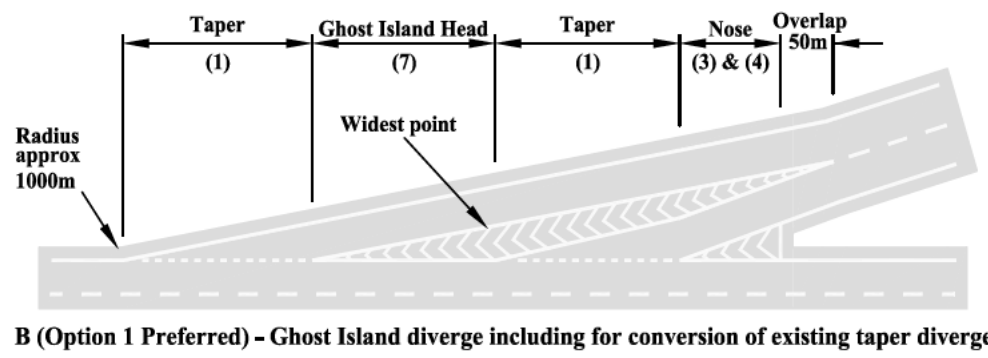
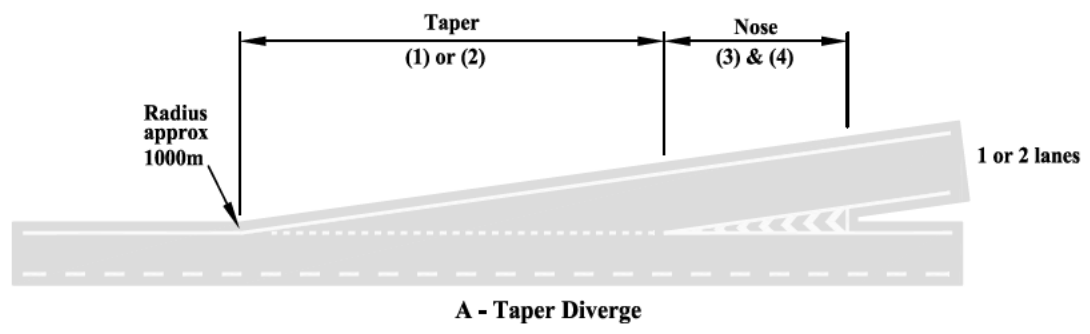


Notes:

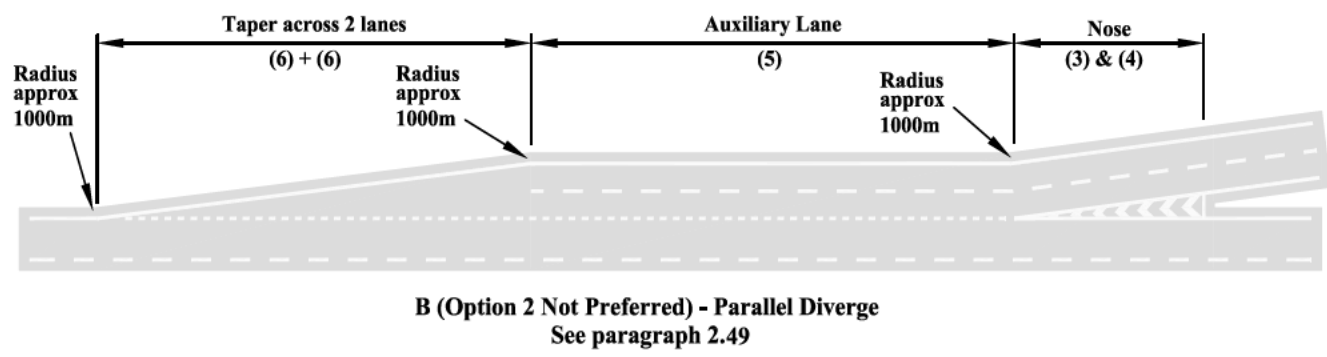
- * If Layout D Option 2 is used consider extended Auxiliary Lane (see paragraph 4.24).
See paragraph 2.43 and the example above, for explanation of the usage of this diagram.

Figure 2/5 MW Motorway Diverging Diagram

Diverge with
No Lane Drop



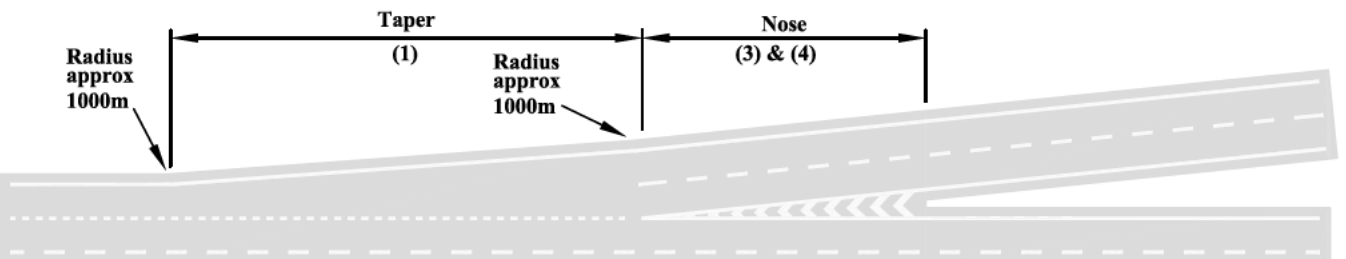
- 1 - Ghost Island and nose markings to Traffic Signs Regulations and General Directions Diagram No. 1042.1 and 1042.
- 2 - Ghost Island width 2m minimum at widest point.
- 3 - The edge line must be laid to the radii indicated.



N.B. Figures in brackets refer to columns in Table 4/4

Figure 2/6.1 Diverge Lane Layouts for use with Figure 2/5

Diverge with
Lane Drop



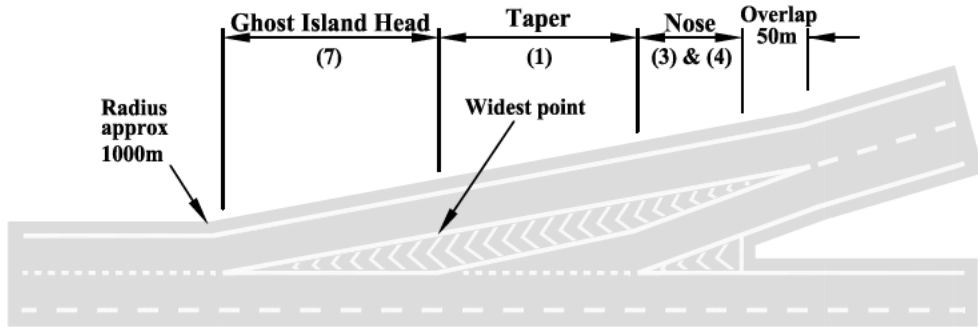
The edge line must be laid to the radii indicated

C - Lane Drop at Taper Diverge

N.B. Figures in brackets refer to columns in Table 4/4

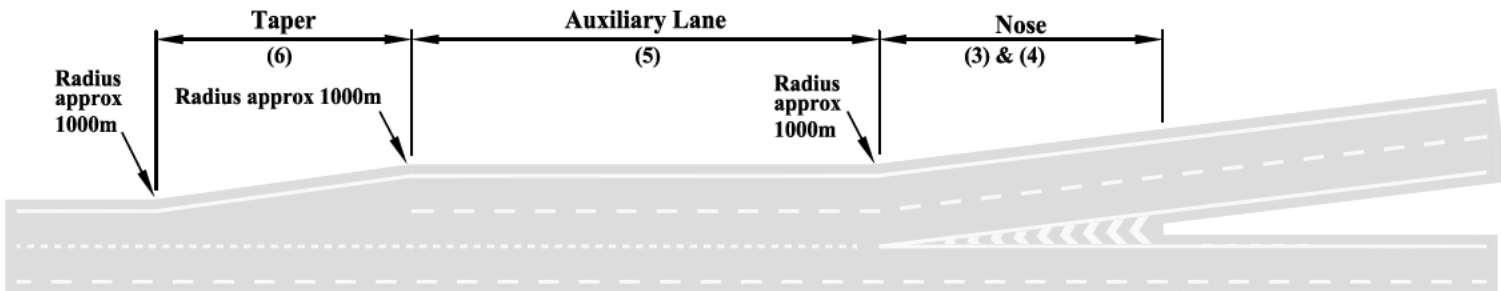
Figure 2/6.2 Diverge Lane Layouts for use with Figure 2/5

Diverge with
Lane Drop



D (Option 1 Preferred) - Ghost Island diverge for Lane Drop including for conversion of existing Lane Drop at Taper Diverge

- 1 - Ghost Island and nose markings to Traffic Signs Regulations and General Directions Diagram No. 1042.1 and 1042.
- 2 - Ghost Island width 2m minimum at widest point.
- 3 - The edge line shall be laid to the radii indicated.



D (Option 2 Not Preferred) - Lane Drop at Parallel Diverge
See paragraph 2.49

N.B. Figures in brackets refer to columns in Table 4/4

Figure 2/6.3 Diverge Lane Layouts for use with Figure 2/5



Developments Affecting Trunk Roads and Special Roads

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Formal Recommendation to an Application for Planning Permission

From: Martin Fellows
Operations (East)
planningee@highwaysengland.co.uk

To: Luton Borough Council FOA – [REDACTED]

CC: transportplanning@dft.gsi.gov.uk
growthandplanning@highwaysengland.co.uk

Council's Reference: 16/01401/OUTEIA

Referring to the planning application referenced above, dated 9 September 2016, **OUTLINE PLANNING PERMISSION WITH ALL MATTERS RESERVED EXCEPT FOR ACCESS, FOR MIXED USE DEVELOPMENT COMPRISING: OFFICE FLOOR SPACE (USE CLASS B1), RETAIL FLOORSPACE (USE CLASS A1), FOOD AND BEVERAGE**, Land adjacent Junction 10 to 10A, M1, Newlands Road, Luton, notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
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¹ Where relevant, further information will be provided within Annex A.

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2015, via transportplanning@dft.gsi.gov.uk.

Signature: PP	Date: 12/07/2017
Name: [REDACTED]	Position: Asset Manager
Highways England: Woodlands, Manton Lane Bedford MK41 7LW [REDACTED]	

Annex A

Highways England recommended further assessment required

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This response represents our formal recommendations with regard to planning application 16/01401/OUTEIA and has been prepared by Rio D’Souza.

Highways England has been collaborating with the developer on pre-application discussions regarding development traffic impact on the Strategic Road Network, M1 junction 10. Highways England will require to review and assess the Transport Assessment supporting the application to determine if there is sufficient capacity for the junction to operate safely or identify mitigation required.

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From: [REDACTED]
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton
Date: 11 July 2017 15:28:42
Attachments: [image009.png](#)
[image010.jpg](#)
[image011.png](#)
[image012.png](#)
[image013.png](#)
[image014.jpg](#)
[image015.png](#)
[image016.jpg](#)

[REDACTED]
Thank you for your comments. I will speak with Nigel Pettitt and get back to you.
Many thanks for your continued assistance in this matter which is greatly appreciated.
Regards

From: [REDACTED]
Sent: 11 July 2017 14:25
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton

Hello [REDACTED]

I hope you are well.

I'm not sure where we are on this and whether there is any action required on my part?

It seems as though they are now suggesting a different layout and also whether new gantries would be required. The issue about the suitability of the new layout and whether it is appropriate for the planning application to address development traffic flows would be beyond my remit. However, if the layout was accepted I can provide further guidance on any gantry proposals.

If needed our geometry specialist may be able to assist or advise on any proposals.

Regards

[REDACTED]
(Certificate of Competency in Road Safety Audit gained in November 2013)
Partner, Road Safety Initiatives LLP
cid:image001.png@01CDDF6E.E0823A40



Mobile: [REDACTED]
Skype: [REDACTED]

Website: <http://roadsafetyinitiatives.co.uk/>
Twitter: [@RSInitiatives](#)
LinkedIn: [roadsafetyinitiatives](#)
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Road safety initiatives LLP Registered Office: The Greenhouse, Amos Drive, Greencroft Industrial Park, Annfield Plain, Stanley, Co. Durham. DH9 7XN

From: D'Souza, Rio [REDACTED]
Sent: 06 July 2017 15:58
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton

[REDACTED]
Thank you for your thoughts. I will discuss and get back to you next week.
Regards

From: [REDACTED]
Sent: 06 July 2017 14:53
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton

[REDACTED] and [REDACTED]

Thank you for this advice and thank you [REDACTED] for your conversation this morning regarding signage weighting factors.

[REDACTED] – I know you stated this morning that the process to agree to the replacement of Gantry signs could be lengthy, however is there a condition that could be applied to speed the process up – especially as the Monitor & Manage approach will limit the level of trips generated by the development over a phased approach?

[REDACTED] – I have left a message on your phone to discuss your comments below as suggested by [REDACTED]. In the interim period though I thought it will be useful if I confirm our initial thinking in an email to help discussions progress.

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To avoid the need for moving and/or installing new Gantries, in your experience, would Diverge Layout Option C (see below) be a viable alternative option. Whilst this option does not fully upgrade the diverge to meet DMRB it offers a significant improvement to the existing situation and mitigates the impact of the development in terms of removing the risk of queueing back onto the mainline. This option would leave the diverge starting point in situ therefore avoiding the need to move or install new Gantries.

Before we draw up an option, I would be very grateful if you could give me a call or confirm whether this option would be viable and whether you believe this layout option would require new Gantries.



Kind regards,

[Redacted]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)

t [Redacted]
m [Redacted]
 e [Redacted]
w peterbrett.com

From: [Redacted]

Sent: 26 June 2017 10:17

To: [Redacted]

Cc: [Redacted]

Subject: RE: Proposed signage change - M1 J10 Luton Airport - Planning application - 16/01401/OUTEIA - land Adjacent to Junction 10 to 10A - Newlands Road, Luton

[Redacted]

Thank you for the updated version of Transport Assessment Addendum 03 with proposed signage change on the M1. I set below comments received from [Redacted] for your consideration. To expedite the process can I ask that you liaise directly with [Redacted] on technical matters and copy me in. When [Redacted] confirms to me acceptance of a signage scheme supported with a drawing which will be conditioned when Highways England formally respond to the planning application, I will ask Highways England Structures team to review and access if the gantries can accommodate the additional signs.

Highways England will extend the current recommendation to the local planning authority "not to determine" to 14 July 2017.

Please do not hesitate to contact me should you wish to discuss.

Comments from [Redacted] below:

Whilst I acknowledge the proposed signs and road marking layouts shown in the Transport Assessment are indicative however, they will need to conform to the relevant standards. In order to assist I have shown a screen shot from IAN 144/16 showing the appropriate signing arrangement for a 'Tiger Tail Ghost Island with Lane Drop and Taper Diverge'. You will see the provision of 'Tiger Tail' signs and sequence/position of all the 'gantry' signs, you should also note there is a 'black box' requirement for signing in TD 22/06 pgh 2.51.

Based on the information provided I have the following initial comments -

- 1. The location of the existing gantry's (proposed) do not appear to be correctly positioned from the likely new 'datum' point.*
- 2. The sequence and number of proposed gantry signs are not in-line with IAN 144/TD22.*
- 3. The existing gantry sign frames are unlikely to accommodate the designs shown (unless an unacceptable reduced x-ht was proposed).*
- 4. No Tiger Tail signs shown.*
- 5. It is probably too early to comment in great detail on the sign face design. However, it be worth noting that –*
 - The size of the 'downward' arrows appear disproportionate to the sign faces;*
 - The arrows will need to be centred over the traffic lanes;*
 - Incorporating the arrows within the sign face may reduce overall height of gantry sign (now prescribed in TSRGD 2016);**and*
 - Excessive grey backing board.*



6. Road marking layout will need to be reviewed and conform to standards, particularly the ghost island and diverge taper design.

I hope the above comments are helpful. If you need any further advice please do not hesitate to contact me.

Please note any response must be copied both to this email address as well as my HE email account.

Regards

■

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

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GTN ■■■■■■■■■■

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Consider the environment. Please don't print this e-mail unless you really need to.

From: [REDACTED]
To: [REDACTED]
Subject: Newlands Park M1 Junction 10
Date: 01 August 2017 11:47:14
Attachments: [image001.jpg](#)
[In the event of the planning authority granting planning consent Highways England recommends the following conditions should apply.docx](#)

[REDACTED]
Further to our telephone conversation I enclose DRAFT conditions for your consideration. Please add/amend etc. as you see fit. In your response to the AECOM Technical Note, subject "Newlands Park – TA Third Addendum Review dated 27 July 2017 sent you yesterday you may wish to set down conditions which your client is prepared to sign up to for Highways England to consider. Please do not hesitate to contact me should you wish to discuss.
Regards

[REDACTED]
[REDACTED]
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: [REDACTED]
Web: <http://www.highways.gov.uk>
GTN: [REDACTED]
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DRAFT

In the event of the planning authority granting planning consent Highways England recommends the following conditions should apply:

- 1) Prior to first occupation the Framework Travel Plan prepared by PBA dated August 2016 is to be approved in writing by the Local Planning Authority in conjunction with Highways England.
- 2) Demand Management will be undertaken to reduce development trip generation and these will be set out in the adopted and approved site wide Framework Travel Plan. These measures will include some or all of the following (in addition to other measures that come to light in due course):
 - Directly affect working practices and departure profiles, including
- 3) Flexible office working allowing staff to arrive early and leave before 1700 and after 1800
- 4) Flexible office working allowing staff to arrive before 0800 and after 0900
- 5) Forcibly holding back office traffic between 1700 – 1800
- 6) Gating of exiting traffic to not exceed a maximum cap in any single hour
- 7) Further subsidy of proposed hopper bus service to further incentivise bus use
- 8) Further incentivise car sharing
- 9) Electronic car sharing monitoring using Tress technology In order to formally and effectively manage demand at source (i.e. within the development) a set of targets will be agreed (a slip lane queue trigger combined with traffic generation monitoring at source). Associated with these targets will be consequential mitigation to be written into a Section 106 Obligation relating to the development that will be undertaken as part of the Framework Travel Plan obligations.

10) A Transport Steering Group (TSG) will be set up to include a forum for co-operative joint working. The TSG will be responsible for reviewing progress against the Travel Plan targets, and developing future transport strategies. The TSG will comprise the Owner, Management Company, the Council and Highways England.

11) The TSG will review the Travel Plan, set up/develop an Annual Monitoring Report and make recommendations about future proposals and corrective actions as development phases are completed and occupied. These recommendations will be based on measures outlined within the final S106 agreement and will be submitted to the council and HE who, acting reasonably and in conjunction with each other, will either agree to the proposed approach or make alternative recommendations.

12). Annual monitoring will be undertaken and summarised within an Annual Monitoring Report. The Annual Monitoring Report will be reviewed annually at the meeting of the TSG. In the event that targets are not being met, the TSG shall recommend to the Council that the Owner be required to undertake Demand Management Measures in the first instance and then contribute towards physical mitigation measures if Demand Management Measures are unsuccessful.

13. Annual Monitoring will include:

a) Trip Generation Trigger - the number of vehicles per hour egressing the site during the PM Peak Hour will be monitored as the average of traffic hours during two weeks in a neutral month (TBC) using Automatic Traffic Counters located at each internal site access.

14) Slip Lane Queue Length Trigger - a queue length survey undertaken on the northbound M1J10 off slip for a period of two weeks in a neutral month (TBC). The average weekday PM peak maximum queue will be recorded.

15. Triggers will be set as follows:

a) Interim Slip Lane Queue Length Trigger – 110 PCUs total across two lanes

b) Maximum Slip Lane Queue Length Trigger – 220 PCUs total across two lanes
o Interim Trip Generation Trigger – 830 outbound PM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction plus 17% additional reduction commensurate with junction modelling showing M1J10 operating within 100% capacity)

o Maximum Trip Generation Trigger – 1,000 outbound PM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction)
b) If regular monitoring shows the Interim Slip Lane Queue Length Trigger is being exceeded in addition to the Interim Trip Generation Limit, the

Owner will review traffic conditions in relation to this target and agree with the council any appropriate and viable Travel Demand Measures in line with that agreed. Travel Demand Measures to mitigate the impact are discussed above but ultimately will include the following options to ensure that PM Peak traffic generation is brought back to a level equal to or below 1,000 outbound trips in a single PM Peak Hour: c) Further travel demand measures

d) Reduce development rate

e) Delay further phases of development

DRAFT

From: [REDACTED]
To: [REDACTED]
Subject: Newlands Park word documents
Date: 01 August 2017 11:37:30
Attachments: [TN Newlands Park Third Response Review v5.docx](#)
[TN M1 J10 northbound offslip signing proposals review v5.docx](#)

[REDACTED]
As requested, please find the latest Newlands Park technical notes in Word format attached.

Regards,

[REDACTED]
Principal Consultant, Transportation
D [REDACTED]

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Project:	Highways England Spatial Planning Arrangement 2016-2020	Job No: 60506522 DL005.007
Subject:	Newlands Park – TA Third Addendum Review	
Prepared by:	██████████	Date: 10 th July 2017
Checked by:	██████████	Date: 19 th July 2017
Verified by:	██████████	Date: 27 th July 2017
Approved by:	██████████	Date: 27 th July 2017

1 Introduction

- 1.1.1 Peter Brett Associates LLP (PBA) have been commissioned by the Newlands Park developers, 2020 Developments, to provide transportation advice in support of proposals for a mixed use development near M1 Junction 10, adjacent to the M1 and A1081 Airport Way.
- 1.1.2 This Technical Note (TN) has been prepared by AECOM, on behalf of Highways England (HE), in response to a third Transport Assessment Addendum (TAA3) prepared by PBA relating to Newlands Park. The TAA3 is dated May 2017 and follows on from previous TAAs dated March 2017 and December 2016 and a TA dated August 2016. The TA was prepared in support of a planning application made to Luton Borough Council (reference 16/01401/OUTEIA). PBA previously partially detailed their proposed approach for the TA, which AECOM reviewed within a number of TNs, dated March, June and July 2016. A meeting attended by PBA, AECOM and HE was held on the 23rd May 2017, with any agreements arising to be discussed in this TN.
- 1.1.3 The purpose of this TN is to confirm whether or not the previous aspects of AECOM’s responses in reviews of the TA and two subsequent TAAs, dated October 2016, February 2017 and April 2017 respectively, have been addressed and to conduct a full review of the relevant sections of the TAA3 and associated documents to determine whether the potential impact of the proposed development on the strategic road network (SRN) has been reasonably assessed.
- 1.1.4 AECOM has also prepared a separate technical note regarding the signing proposed for a potential revised layout of the M1 Junction northbound off-slip. This note is entitled ‘TN_M1 J10 northbound offslip signing proposals review v5’ (dated 26th July 2017) and should be read in conjunction within this technical note.
- 1.1.5 HE is responsible for the monitoring, management and maintenance of the strategic road network (SRN). M1 Junction 10 is located approximately 250m away from the proposed development site and the site’s potential impact on the junction has been the primary focus of previous reviews.

2 Modelling

- 2.1.1 AECOM previously considered that the models of M1 Junction 10 provided did not sufficiently ensure that the southern circulatory would operate within capacity in the future years and that

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this could demonstrate an artificially optimistic operation of the M1 northbound off-slip, particularly in the 2021 PM peak.

- 2.1.2 PBA's response references discussions from the May 2017 meeting where PBA confirmed the model was set up to provide additional green time to the northbound off slip to take account of the queue detector loops located on this approach (located at 50m and 140m set back from the stop line). PBA considered this would inevitably increase delay and queue lengths on the southern circulatory in order to minimise queuing on the northbound off slip. This arrangement saw the southern circulatory start to operate beyond capacity at 110%.
- 2.1.3 PBA reasoned a purely theoretical model run which would ignore the detector loops could be undertaken, which would optimise the junction and balance the queues accordingly. However, given the detectors are in place, PBA did not see the value in this test and instead have modelled the junction giving the greatest green time to the northern off-slip to match what happens on the ground currently.
- 2.1.4 PBA considered that allowing the queues on the southern circulatory to stretch back along Airport Way was reasonable due to the very small number of vehicles making use of the eastern circulatory. However, the concern raised by AECOM was that even without restricting the queues on the southern circulatory, in the 2021 PM peak significant queues are predicted to build on the M1 northbound approach, which are predicted to increase significantly following the addition of development traffic (to 55 PCUs). PBA consider that this queue would be unlikely to reach back to the mainline carriageway.
- 2.1.5 AECOM previously noted that the LinSig User Guide states that where a lane is oversaturated 'the Mean Maximum Queue (MMQ) will be approximately half the final queue at the end of the modelled time period'. Therefore, in the 2021 PM Peak 'with development' scenario, AECOM considered that the potential M1 northbound off-slip queue of 110 PCUs could stretch back to the mainline carriageway, even without adjustments to ensure the southern circulatory operates within capacity. AECOM therefore did not agree with PBA that the impact of the proposed development would not be severe on the highway network.
- 2.1.6 PBA responded by agreeing that queues are anticipated to build up on the northbound off slip and that the highest estimated MMQ of 55 PCUs will not reach the mainline carriageway. It is emphasised that the doubling of the MMQ is an absolute worst case scenario and that in practice the maximum queue length will be random and thus unable to be predicted accurately.
- 2.1.7 PBA state that further discussions were held with JCT which confirmed that a Degree of Saturation (DoS) of over 110% would result in more frequent oversaturated queuing, whereas a DoS of below 110% would result in random queuing occurring more often (sometimes occurring, sometimes not) and therefore the doubling of this queue would provide an overestimate of the maximum queue. PBA highlight that as the slip lanes have the queue detector loops present and state that it is possible to significantly reduce the risk of residual queuing at the end of each peak period cycle by extending and therefore providing sufficient green time to clear the queue.
- 2.1.8 AECOM notes that PBA indicate that excessive queuing on the northbound off-slip arm can be reduced by sacrificing green time for the opposing southern circulatory arm. This would decrease the likelihood of queues on this arm reaching the mainline carriageway. However, the southern circulatory would experience excessive queuing back onto Airport Way.
- 2.1.9 Whilst PBA indicate that this approach could reduce queuing on the northbound off-slip, it does not appear that they have proposed to take this approach forward. AECOM will further discuss the mitigation proposed by PBA later within this technical note, however if queue lengths can be managed on the northbound off-slip this could reduce the need for further physical mitigation measures.
- 2.1.10 AECOM recognise that the reduction of queues on the northbound off-slip would result in significant queuing on the southern circulatory, which would likely stretch back across the

southbound on-slip entry and along Airport Way. Potentially this solution may be acceptable to HE as the number of vehicles using the western circulatory is very low, unlikely to block the northern circulatory which could have knock on effects to the M1 off-slips. The queues which form on Airport Way may however potentially be a concern for the LHA. Alternatively, the signalisation of Airport Way could ensure that the southern circulatory is protected and queuing is held back on the Airport Way approach.

2.1.11 PBA also note that the modelling that has been undertaken is based on a set of worst case assumptions, i.e. committed development has been double counted through the application of TEMPRO growth factors. PBA state that if this double counting is removed the queue on the northbound off-slip could drop by 23 PCUs (138m) in each lane. AECOM acknowledge that PBA has undertaken a robust assessment of the operation of the junction following development by including both TEMPRO growth and committed development trips.

3 Mitigation

3.1.1 PBA maintain that the model results show that in the absolute worst case scenario, queuing is not forecast to extend on to the M1 mainline. However, PBA state that the developer is still committed to working with HE to ensure that if any greater impact occurs than is predicted by PBA then suitable mitigation can be delivered to address the impacts accordingly. PBA has therefore provided details regarding the proposed mitigation strategy should this occur.

3.1.2 PBA do not consider that the signalisation of Airport Way is a viable measure due to the potential for starvation of flows on the southern circulatory and the safety implications of this approach. PBA indicate that the flow opposing Airport Way will be so low that Airport Way will almost continuously be on green and therefore when they did turn to red this would be unexpected to regular users of the junction.

3.1.3 As PBA do not consider the signalisation of Airport Way a viable mitigation measure to take forward, further approaches to managing the impact of the development on the highway network have been outlined within the TAA3. This is summarised below:

- Annual monitoring of the following will take place from first occupation of the site:
 - Trip Generation Trigger – the number of vehicles per hour egressing the site during the PM peak hour, during two weeks in a neutral month.
 - Slip Lane Queue Length Trigger – a queue length survey undertaken on the M1 Junction 10 northbound off-slip for a period of two weeks in a neutral month, recording the average weekday PM peak maximum queue.
- If the following triggers are exceeded then this would result in the provision of further demand management led mitigation beyond those measures already identified within the application:
 - If the interim slip lane queue is shown to exceed 110 PCUs across both lanes, and;
 - Traffic being generated by the development in the PM peak is in excess of the total outbound trips of 830 as identified and tested in the TA with an additional 17% reduction in trips.

3.1.4 PBA state that if the two situations outlined under the second bullet point above occur in any single year then the applicant commits to undertaking all necessary Demand Management through remedial measures that will be set out in the approved site wide Travel Plan. PBA then state that these measures will be used to ensure the PM peak trip generation is brought back to

below 1,000 outbound trips in the PM peak hour. This is inconsistent with the statement above which indicates that outbound trips should be below 830.

- 3.1.5 Furthermore, within AECOM's previous technical note, it was identified from the TA that the total PM peak hour outbound trips was predicted to be 1,191. A 17% reduction in these trips results in 989, rather than 830. It appears that the 17% reduction has potentially been applied twice. Clarification should be provided as to how this 830 trip target has been calculated, however it is considered substantial and could result in a smaller impact on the SRN if it is achieved.
- 3.1.6 Appendix B of the PBA note provides further details as to why a 17% reduction in trips has been applied to the target outbound PM peak trips as part of these proposed mitigation measures. PBA indicate that their analysis indicates that a 17% reduction in outbound development trips in the PM peak hour could reduce queues on the M1 Junction 10 northbound off-slip and southern circulatory by a further 13 PCUs per lane, reducing the risk further of vehicle reaching back to the mainline carriageway. Therefore this percentage has been taken forward as a target to try and achieve this reduction in queuing.
- 3.1.7 Furthermore, PBA state that if background growth is removed from the assessment (as a notable number of committed developments are included in the assessment and therefore there is double counting of trips), then these queues could reduce further.
- 3.1.8 AECOM has been provided with modelling of this 17% reduction and can confirm these modelling outputs for the 17% reduction, however clarification is requested regarding how the reduction has been applied at the junction as the reduction in development trips in the model is less than 17%. Confirmation should be provided that the reduction in outbound trips to 830 (if indeed this is the correct figure as questioned above) in the PM peak has been correctly carried through to the Junction 10 model. Without the background growth no further reduction in queuing is shown on the northbound off-slip in the model provided. However, the Degree of Saturation on the southern circulatory in the 'without background growth' model is lower than with the background growth and therefore this lack of reduction in queues on the northbound off-slip may be related to some slight differences in how the model optimised those particular scenarios. It would be expected that queues would reduce if background growth was not included.
- 3.1.9 Furthermore, the 17% reduction results in the northbound off-slip operating with a Degree of Saturation value under 100%. AECOM has discussed the modelling of queues with JCT, particularly with regards to the possibility of the MMQ doubling at the end of the modelled period if the approach is operating over-capacity. JCT included the following within an email response to AECOM's questions:

'In intermediate cases between 90% and 110% there would be a transitional zone where it may be the case that several cycles randomly accumulate to create temporary oversaturation and a random queue at the end of the modelled period but it would not be as great as for a fully oversaturated lane and therefore should not have a factor of 2 applied. To objectively determine the random queue at the end of the modelled period for these intermediate cases would be more complex and require more in depth explicit modelling of the random behaviour.'
- 3.1.10 Whilst the above does not provide a definitive way of estimating the queue lengths at the end of a modelled period for links with Degree of Saturation values of 98% (which is the value shown in the 17% reduction model on the northbound off-slip), it indicates that with this type of value it would not be appropriate to double the MMQ shown at the end of the modelled hour. It is likely therefore that the queue length on one of the lanes could be somewhere between 42 and 84 PCUs (250m and 500m), which is likely to be able to be accommodated on the existing slip road (which is approximately 750m in length) without stretching back to the mainline carriageway.
- 3.1.11 Without the 17% reduction, these queues are likely to be between 55 and 110 PCUs per lane (320 and 640m). The existing slip road extends to approximately 360m in length from the stop

line to the back of nose. Queues which extend beyond the back of the nose could impact upon main line traffic speeds with vehicles slowing on the main in anticipation of being required to stop on the offslip. Whilst the existing layout has the benefit of parallel two diverge extending to approximately 660m from the stopline, there is the potential for vehicles to try to leave the mainline and merge with vehicles in the queue potentially impacting upon vehicles travelling in lane one. Queues which extend beyond the point of the nose could result in some safety concerns due to the potential interaction of stationary slip road traffic and adjacent high speed mainline traffic.

3.1.12 AECOM welcome this intention to aim to reduce PM peak outbound trips by 17% and potentially ease queuing on the northbound off-slip in the first stage of the mitigation process. Appendix B of the TAA3 provides further details of what demand management could be implemented to achieve this 17% reduction, which are summarised below:

- Flexible office working allowing staff to leave before 17:00 and after 18:00;
- Flexible office working allowing staff to arrive before 08:00 and after 09:00;
- Forcibly holding back office traffic between 17:00 and 18:00;
- Gating of exiting traffic to not exceed a maximum cap in any single hour
- Further subsidy of proposed hopper bus service
- Further incentivise car sharing.

3.1.13 Whilst AECOM welcome the final two bullet point approaches, which could help to reduce the total number of vehicle trips on the network and will promote sustainable travel, there is concern regarding the practical application of bullet point 3.

3.1.14 It is unclear whether it would be possible to restrict people leaving the site between the hours of 17:00 and 18:00 in reality. It is recommended that evidence is provided to support the feasibility of this approach and assurance should be sought from the Local Authority that could be implemented and would be legal to do so.

3.1.15 Appendix B of the TAA3 proposes the wording for a forthcoming Section 106 agreement which makes reference to targets that the site will aim to meet before additional mitigation measures are implemented to protect the operation of the SRN. Interim triggers proposed include a slip lane queue length of 110 PCUs total across two lanes and an outbound trip generation of 830 vehicles (which PBA indicates includes the 17% reduction but should be confirmed by PBA following AECOM's comments earlier within this technical note) in the PM peak. The TAA3 states that if these thresholds are exceeded (this will be determined by a two week survey once a year) then the owner will review traffic conditions in relation to this target and agree any appropriate and viable Travel Demand Measures. Whilst full details of these further measures are not provided the following approaches are proposed by PBA:

- Further travel demand measures;
- Reduce development rate; and
- Delay further phases of development

3.1.16 AECOM welcome the idea of delaying further phases of development should the trip generation associated with the site be too high. However, it is possible that recognition that the trip generation target and queue length has been exceeded may not occur until after the development is fully built out and therefore this proposal may not be practicable.

3.1.17 Consideration could be given to re-wording the interim trip generation target to be a proportion of the 830 trips based on how much of the development is built out at the time of the surveys. If the trip generation is higher than it should be as a proportion of the 830 trips then this should trigger the implementation of the measures outlined in the bullet point list above. PBA also propose further measures should the maximum targets not be met, these being outbound PM peak trip generation of 1,000 vehicles and slip road queue of 220 PCUs across two lanes. The TAA3 indicates that if these targets are exceeded the owner will agree with the council any appropriate and viable physical mitigation proposals, which could include the following:

- Convert the diverge arrangement on the northbound off-slip to match ‘DMRB Volume 6, Section 2, Part 1 TD 22/06 Figure 2/6.3 Layout D’, where the existing slip lane is extended into the inside lane of the M1 mainline upstream of where the existing slip lane starts. This layout involves a lane drop, the proposals (provided on a drawing within TAA3) include an immediate lane gain downstream of the off-slip.

3.1.18 It should be noted that a queue length of 110 PCUs in one lane would extend to approximately 630m, this distance is well beyond the point of the diverge nose and has the potential to impact upon the operation of the mainline.

3.1.19 AECOM has made use of forecast year traffic flows provided as part of an earlier review of information and can confirm that the slip road proposals would potentially provide sufficient capacity for the projected flow levels in 2021. However in 2026 and 2031 AECOM predict that the proposed layout may not be sufficient to accommodate the predicted flows on the network. The table below provides a summary (based on flows provided by PBA previously), of the layouts required in the three forecast years for which we have flows and the number of lanes that could be required on the mainline.

Table 1: Required northbound merge layout for M1 Junction 10 in 2021, 2026 and 2031

Year	Time Period	Merge Layout Required	Upstream Lanes	Downstream Lanes
2021	AM Peak	D – Lane Drop	4 lanes	3 lanes
	PM Peak	D – Lane Drop	4 lanes	3 lanes
2026	AM Peak	D – Lane Drop	4 lanes	3 lanes
	PM Peak	D – Lane Drop	5 lanes	4 lanes
2031	AM Peak	E – 2 Lane Drop	5 lanes	3 lanes
	PM Peak	D – Lane Drop	5 lanes	4 lanes

3.1.20 The table above demonstrates that in 2026, while a Type D layout might be required on the diverge, in the PM peak it is anticipated that 5 lanes will be required on the mainline upstream of the diverge, while 4 lanes will be required on the downstream section, whereas PBA are proposing 4 lanes and 3 lanes on these sections respectively. This suggests that the reduction of the mainline section downstream from the diverge to 3 lanes to accommodate the diverge proposals may result in insufficient capacity on the mainline by 2026. This is also the case in the 2031 PM peak.

3.1.21 In the 2031 AM peak it is predicted that the mainline carriageway downstream of the diverge may only require 3 lanes as per the PBA proposals. However, the mainline upstream of the diverge is predicted to require 5 lanes and the diverge layout is required to be a 2 lane drop.

Therefore it is not expected that the PBA proposals will support the flow requirements in the 2031 AM peak.

- 3.1.22 Drawing 3244/5501/SK001 has been provided to support these potential slip road proposals, along with further details regarding the proposed approach to signing. A review of the drawing provided suggests the layout proposed does not comply with the requirements DMRB, in particular the layout of the ghost island does not appear to meet the requirements for the layout proposed. If it is intended to continue to pursue this proposal clarification should be provided of the layout intended and associated dimensions.
- 3.1.23 AECOM has also undertaken a high level review of the signing proposals, the results of which are presented in a separate technical note entitled 'TN_M1 J10 northbound offslip signing proposals review v5', which should be read alongside this note.
- 3.1.24 This note highlights a number of concerns regarding the signing proposed for the upgraded slip road layout and therefore if PBA intend to include this potential upgrade as part of any conditions that could be placed on the application, and the concept is accepted by Highways England, it is recommended that these concerns are addressed and revised proposals are provided.
- 3.1.25 It should be noted that it is debatable whether or not the proposed revisions would mitigate the excess queue on the M1 Northbound Offslip. The source of the problem is not mitigated by the revision to the diverge. Whilst the lane drop could potentially segregate the queuing traffic into the nearside lane, there is potentially an exacerbated risk that queuing traffic in the nearside lane will move out into lane 2 to bypass part of the queue and utilise the second part of the diverge. Risks associated with this manoeuvre are exacerbated by the potentially large variance in vehicle speeds lane 1 compared to lane 2 and seeking a safe gap, plus then vehicles potentially being brought to a halt in lane 2 when trying leave the motorway at the next diverge section.
- 3.1.26 The TAA3 also proposes the narrowing of the mainline to three lanes downstream of Junction 10 on the northbound carriageway, to allow the northbound on-slip to be two lanes with an additional merge lane, with one being unopposed. PBA indicate that queuing currently occurs on the mainline during extreme peak periods, caused by vehicles merging at this location and proposes that a new on-slip layout with an unopposed lane will improve this situation. It is unclear how the removal of a lane on the mainline carriageway will help to reduce queuing. Furthermore, no additional details of the proposed merge revisions (i.e. details of the proposed layout or an accompanying drawing) have been provided by PBA. It should also be noted that the existing layout reduces to 3 lanes downstream beyond the merge and the hard-shoulder is reintroduced. The section is also managed motorway with the potential for the hard-shoulder to be used as a running lane. It is recommended that if it is intended for this proposal to be taken forward that drawings are provided for review, the drawings should consider both scenarios with and without hard-shoulder running in operation.
- 3.1.27 As part of AECOM's review of the previous information provided by PBA on the application, it was recommended to HE that they undertake a study that considers the longer term performance of M1 Junction 10. PBA has supported that recommendation however it is unclear what that support would entail.

4 Conclusion

- 4.1.1 AECOM has prepared this technical note, on behalf of Highways England, to document a review of TAA3, a document prepared to support development proposals at Newlands Park in Luton.

The document was presented by PBA as part of ongoing discussions with HE and AECOM regarding the potential impact of the proposed development on the SRN.

4.1.2 AECOM has made a number of recommendations and comments throughout this review that should be considered by PBA. These are underlined for ease of reference. PBA should also consider the comments made within a separate technical note reviewing the signing proposals associated with the potential alterations to the M1 Junction 10 northbound off-slip layout (entitled 'TN_M1 J10 northbound offslip signing proposals review v5').

4.1.3 AECOM's primary recommendations from this review are summarised below:

- AECOM recommend that consideration is given to monitoring the future year queue lengths on the M1 northbound off-slip following development, making use of existing or new queue detectors, to ensure that queuing does not stretch back beyond the back of slip road nose and interfere with mainline carriageway traffic.
- AECOM welcome the intention to aim to reduce PM peak outbound trips by 17% and potentially ease queuing on the northbound off-slip in the first stage of the mitigation process. However, there are concerns regarding some of the methods that have been identified to achieve these reductions, particularly the proposals to restrict the number of vehicles leaving the development between 17:00 and 18:00, It is recommended that clarification on this approach and whether it is legal is sought from the Local Authority.
- Whilst AECOM welcome the idea of delaying further phases of development should the trip generation associated with the site be too high, it is possible that recognition that the trip generation target and queue length has been exceeded may not occur until after the development is fully built out and therefore this proposal may not be practicable.
- Consideration could be given to re-wording the interim trip generation target to be a proportion of the 830 trips based on how much of the development is built out at the time of the surveys. If the trip generation is higher than it should be as a proportion of the 830 trips then this should trigger the measures identified by PBA (including the delay of development)
- PBA also propose further measures should the maximum targets not be met (outbound PM peak trip generation of 1,000 vehicles and slip road queue of 220 PCUs across two lanes). The TAA3 indicates that if these targets are exceeded the owner will agree with the council any appropriate and viable physical mitigation proposals, which could include the conversion of the diverge arrangement on the northbound off-slip to match 'DMRB Volume 6, Section 2, Part 1 TD 22/06 Figure 2/6.3 Layout D (Lane Drop)'.
- AECOM has raised a number of concerns regarding the provision of this mitigation on both safety and capacity terms, of which further details can be found within the main text in this note. It is therefore recommended that Highways England reject these slip road upgrade proposals from PBA.
- It is recommended that in order to manage the impact of the proposed development on the strategic highway network (in particular the M1 Junction 10 northbound off-slip), a combination of sustainable transport measures (through the agreement of an extensive site wide travel plan), potential restrictions on outbound trips if considered a legal approach, potential restrictions on the build out of development and the monitoring and managing of queue lengths on the M1 Junction 10 northbound off-slip through the use of queue length detectors and the subsequent allocation of additional green time to this approach if required.

-
- It is recommended that the Section 106 contents, as proposed within Appendix B of the TAA3 presented by PBA, should be updated to reflect the above comments, and presented to Highways England for review and comment/agreement.

Project:	Highways England Spatial Planning Arrangement 2016-2020	Job No:	60506522 / DL005.007
Subject:	Development at Newlands Park, Luton M1 J10 Northbound Signing Assessment		
Prepared by:	██████████	Date:	24.07.2017
Checked by:	██████████████████	Date:	24.07.2017
Verified by:	██████████	Date:	24.07.2017
Approved by:	██████████████████	Date:	26.07.2017

1. Introduction

- 1.1. This Technical Note has been prepared by AECOM, on behalf of Highways England to document a review of the motorway signs proposed by PBA as part of the mainline changes to the M1 northbound whereby the existing Junction 10 northbound diverge will be amended as part of the planning application for the development of land at Newlands Park, Luton.
- 1.2. In order to carry out this assessment AECOM have used the PBA Transport Assessment – Addendum Report 03 to AECOM / Highways England Comments (32444 LTFC Planning Applications – ‘Transport Assessment – Addendum Report 03) assessing it against the DMRB Layout of Grade Separated Junctions (TD 22/06), the DMRB Motorway Signalling (TD 46/05), the DMRB Criteria for the use of Gantries for Traffic Signs and Matrix Traffic Signals on Trunk Roads and Trunk Road Motorways (TD 18/85), the DMRB Existing Motorway Minimum Requirements (IAN 149/11) and the DMRB Directional Signs on Motorway and All-Purpose Trunk Roads, Grade Separated Junctions (IAN 144/16).
- 1.3. The information provided on the proposal to modify the existing northbound junction 10 diverge and the changes proposed to the advance signing contained within the PBA Transport Assessment – Addendum Report 03 is limited and does not include any significant design detail. The information that AECOM have used from the PBA Transport Assessment – Addendum Report 03 to carry out this assessment is restricted to Sketch 32444/5501/SK01, the final two bullet points under Section 7 of Appendix B and the sign faces presented in Appendix D.
- 1.4. The current M1 between J9 and J10 is primarily a dual 4 lane motorway subject to motorway regulations and a national speed limit.
- 1.5. For the purpose of this assessment AECOM have considered the existing M1 J9 to J10 to be a rural motorway with a design speed of 120kph.
- 1.6. AECOM have also prepared a review of the latest information provided by PBA regarding the development proposals and the potential impact of these on the operation of the strategic highway network. This review is in a separate technical note entitled ‘TN Newlands Park Third Response Review_v5’ and should be read in conjunction with this technical note.

This document has been prepared by AECOM Limited for the sole use of our clients (“Highways England”) and in accordance with generally accepted consultancy principles, the budget for fees and the terms of reference agreed between AECOM Limited and the Client. Any information provided by third parties and referred to herein has not been checked or verified by AECOM Limited, unless otherwise expressly stated in the document. No third party may rely upon this document without the prior and express written agreement of AECOM Limited.

2. Current Arrangement of the M1 Northbound Approach to J10

- 2.1. The M1 northbound between J9 and J10 begins as a dual 4 lane motorway with hardshoulder through J9. The J9 merge is a lane gain which essentially becomes a climbing lane for approximately 1.2km at which point the nearside lane merges with lane 2 and the motorway becomes a dual 4 lane motorway to J10.
- 2.2. The northbound Junction 10 diverge is currently a Type B Parallel Diverge (which TD 22/06 considers as 'Not Preferred') and the dual 4 lane motorway continues through J10.

Existing Signage

- 2.3. The existing J10 diverge is currently signed via three Advance Direction Signs (ADS) on overhead gantries located at 2/3 mile, 1/3 mile, at the start of the diverge (final) and a single Route Confirmatory Sign located on a gantry approximately half way along the diverge nose.



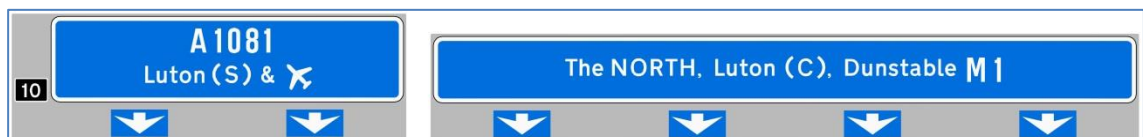
2/3 mile ADS Gantry Mounted Signage (Pictorial Representation)



1/3 mile ADS Gantry Mounted Signage (Pictorial Representation)



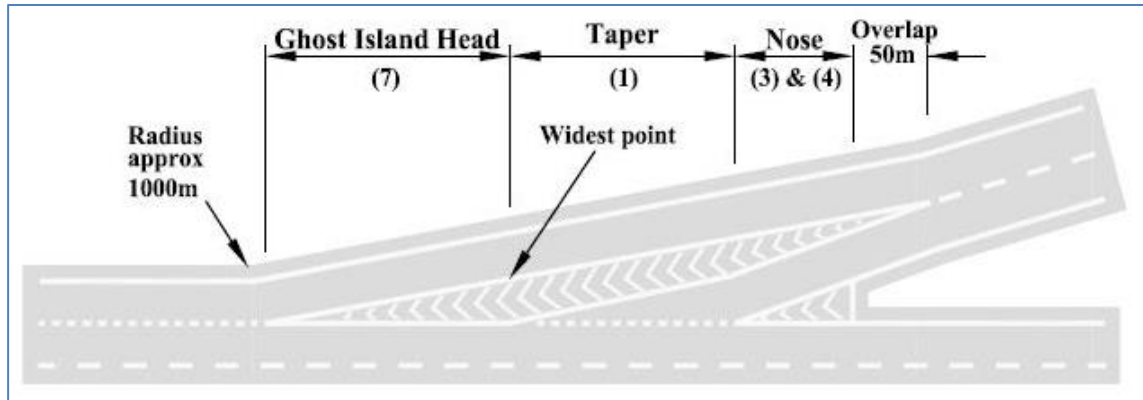
Final ADS Gantry Mounted Signage (Pictorial Representation)



Route Confirmatory Gantry Mounted Signage (Pictorial Representation)

3. Proposals

3.1. From the information provided within the PBA Transport Assessment – Addendum Report 03 (Sketch 32444/5501/SK01), the proposals seek to change the existing J10 diverge from the current dual 4 lane motorway with a Type B Parallel Diverge to a dual 4 lane motorway approach with a Type D (Option 1) Ghost Island Diverge for Lane Drop.



Type D Ghost Island Diverge for Lane Drop (TD 22/06 Figure 2/6.3)

3.2. The proposals provided seek to amend the existing gantry mounted Advance Direction Signage on approach to the junction with new $\frac{2}{3}$ mile and $\frac{1}{2}$ mile signs.

Potential modification to Gantry located $\frac{2}{3}$ mile from slip lane:

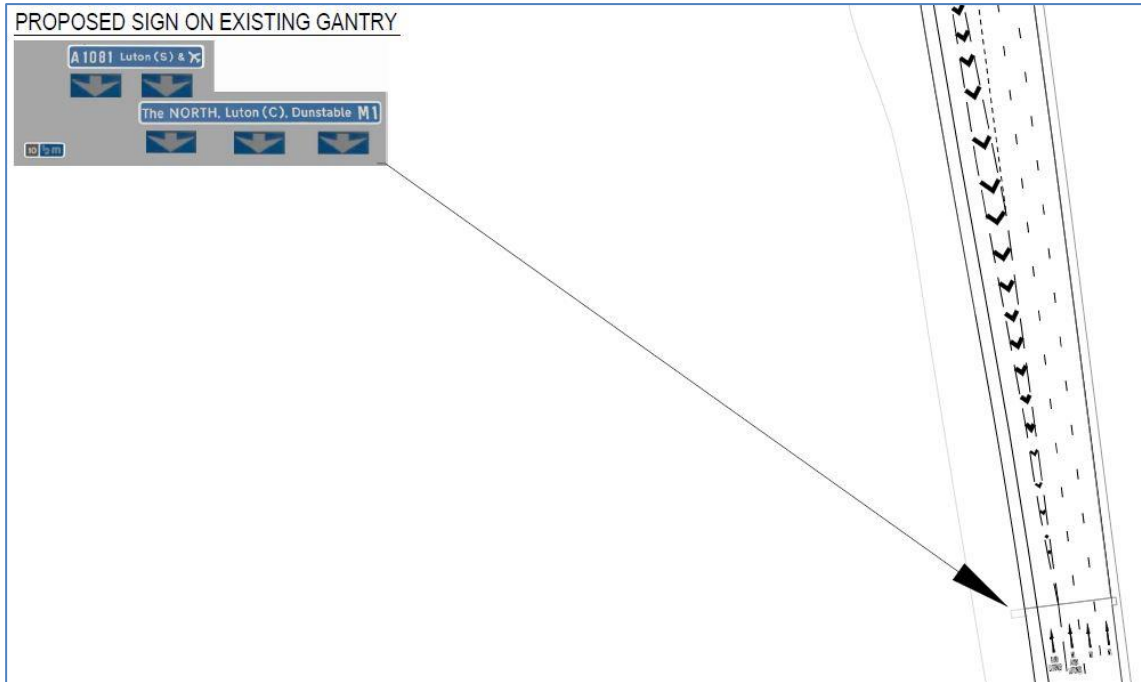


Potential modification to Gantry located $\frac{1}{2}$ mile from slip lane:

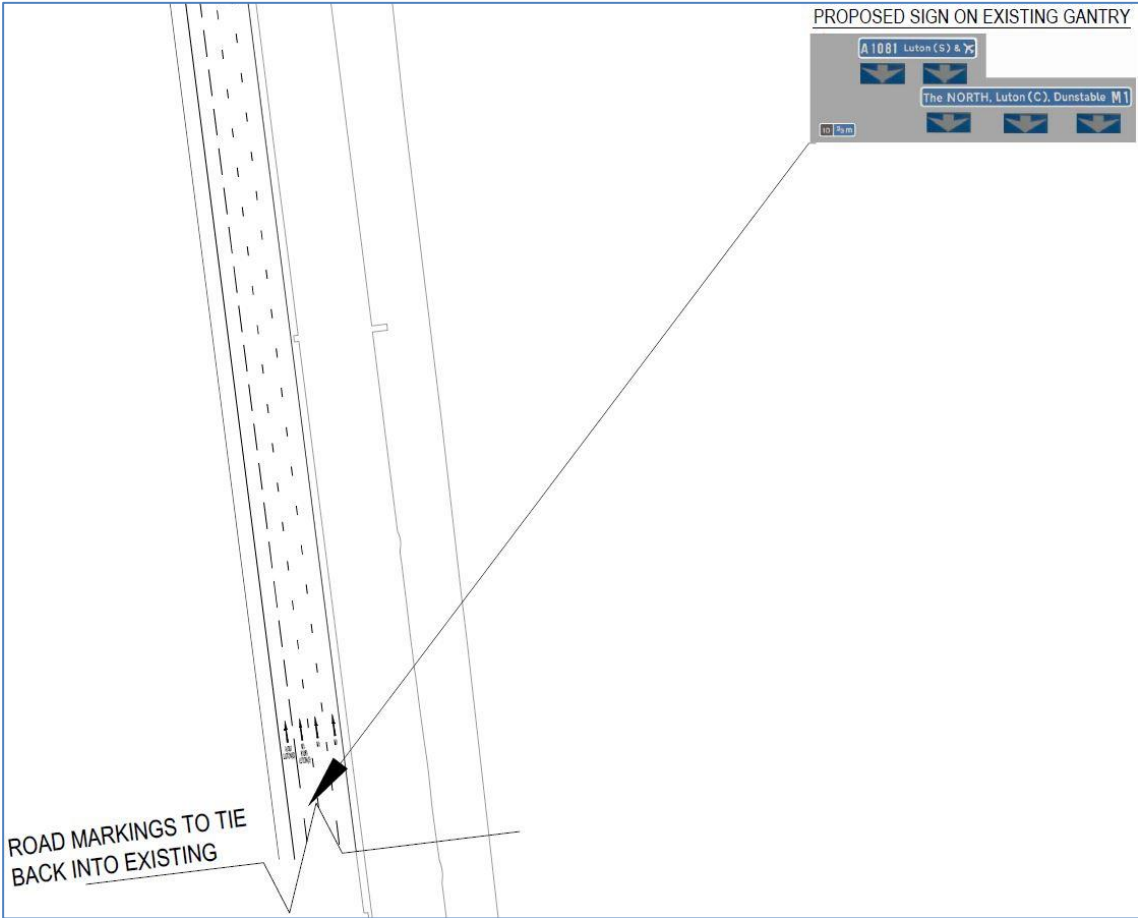


3.3. Image taken from Appendix D Example Gantry Signs in the PBA Transport Assessment – Addendum Report 03

3.4. The proposed layout and signing locations are presented within the PBA Transport Assessment – Addendum Report 03 as Sketch 32444/5501/SK01. A copy of this is provided in Appendix A and in the following two images. As can be seen from the first image, the proposals seek to locate the proposed ½ mile ADS sign at the beginning of the ghost island head where it is assumed the current J10 final ADS is located on an existing gantry. The proposals seek to locate the proposed ⅔ mile ADS on what is assumed to be the existing J10 ⅓ mile gantry (refer to second image).



Screen print from Sketch 32444/5501/SK01 showing the proposed ½ mile ADS position



Screen print from Sketch 32444/5501/SK01 showing the proposed 2/3 mile ADS position

4. Review of the Proposals Against DMRB Standards

- 4.1. TD 22/06, para 5.37 states that *'For grade separated junctions two or three advance direction signs must be provided. These are to be located at the start of the diverging lane, ½ mile (⅓ mile in difficult circumstances) from the junction and additionally for motorways and some all-purpose roads 1 mile (⅔ mile in difficult circumstances) from the junction. On motorways either a confirmatory gantry sign or a route number confirmatory sign (TSRGD diagram 2910), located at the back of the nose, must be provided'*. This is a mandatory section within TD 22/06 and failure to comply would require a departure.

The proposals submitted do not conform to the standards set out in TD 22/06 as a final ADS sign has not been included in the proposals. In addition, it is unclear what the proposals are for the existing route confirmatory sign, which is required under TD 22/06. The existing route confirmatory sign gantry currently displays a 4 lane motorway. Under the proposals provided the motorway is being amended to a 3 lane motorway and therefore the existing route confirmatory sign will no longer be valid.

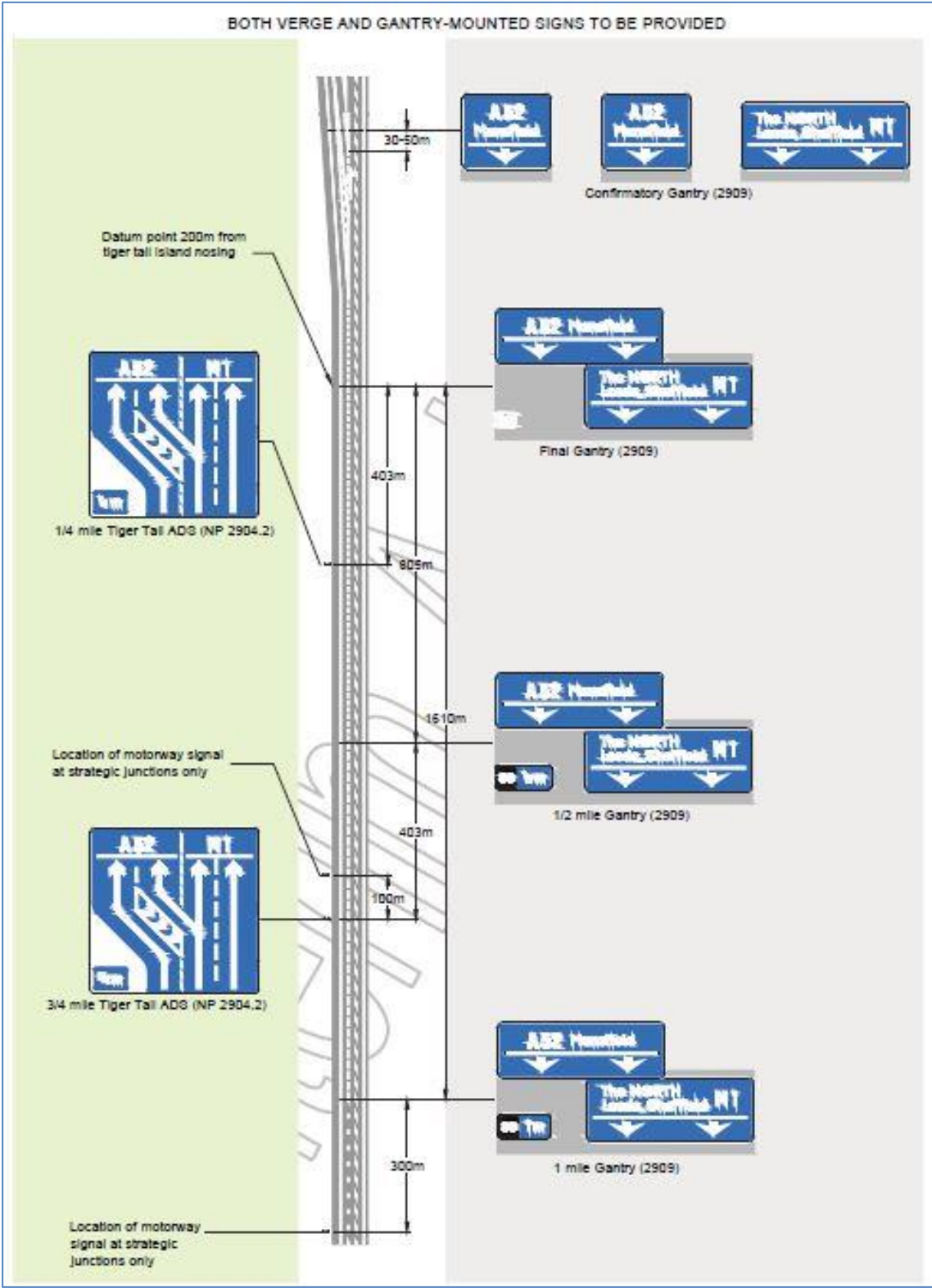
- 4.2. TD 22/06, para 2.51 states that *'A full sequence of gantry direction signing is essential for a Ghost Island diverge layout. The Overseeing Organisation should be consulted for guidance on the provision and location of sign and signal gantries. In addition, it is essential that drivers are informed of the behaviour expected at a Ghost Island diverge. Two verge-mounted advance direction signs, to the design illustrated in Figure 2/7, must be provided. The first of these signs will be between the 1 mile gantry and the ½ mile gantry; the second sign will be between the ½ mile gantry and the final gantry. The main objective of these signs is to highlight to drivers the existence of the second exit point and encourage its use. It has been found that the installation of these verge mounted signs improves the utilisation of the second exit with the effect of balancing the vehicle flows on the slip road lanes. Signs authorisation will be required for the non-standard signs designed for a particular site'*. This is a mandatory section within TD 22/06 and failure to comply would require a departure.

The proposals submitted do not conform to the standards set out in TD 22/06 as Tiger Tail signs have not been included in the proposals. A Departure from Standard would need to be sought from the Overseeing Organisation if these are taken forward.

- 4.3. TD 46/05 also provides some detail on gantry mounted advanced signing provision required on approach to a junction. Drawing 4 provides the closest match to the provision proposed and details the requirement for a 1 mile, ½ mile and final ADS together with a Route Confirmatory sign.
- 4.4. AECOM have reviewed the proposals against Section 5 of TD 18/85 and confirm that as the proposals fulfil the criteria of para 5.1.1 and 5.2.1 that overhead gantry signs are applicable in this situation.
- 4.5. AECOM have reviewed the proposals against IAN 149/11 to assess if there are any relaxations that can be applied. Section 5.4 deals with relaxations allowed to the advance signing.
- 4.6. IAN 149/11, para 5.4.1, clarifies that the advance direction signing must be provided in combination of either 1 mile and ½ mile or ⅔ mile and ⅓ mile. Other combinations must be considered a departure and a Departure from Standard sought from the Overseeing Organisation. The proposals seek to provide a ⅔ mile and ½ mile ADS and therefore a departure would be required if these are taken forward.
- 4.7. IAN 149/11, para 5.4.2 and 5.4.3 allows relaxations for the position of the 1 mile (referred to as the Primary ADS) and ½ mile (referred to as the Secondary ADS) signs and when to change to

a $\frac{2}{3}$ mile and $\frac{1}{3}$ mile. At this time, the information that AECOM have been provided with does not allow us to review the exact positions of the existing gantries in relation to the proposed diverge design. Therefore we are unable to confirm what distances the existing gantries are located at in relation to the proposed diverge 'Exit Datum Point' which is defined as being located 200m prior to the start of the ghost island head (tiger tail nosing).

- 4.8. IAN 149/11, para 5.4.5 confirms that a Final ADS must be provided at the Exit Datum Point. If site constraints require, this sign may be moved up to 50m upstream of the Exit Datum Point. There is no mechanism within IAN 149/11 to remove the requirement for this sign.
- 4.9. IAN 149/11, para 5.4.6 requires the designer to provide a Design Strategy Record (DSR) detailing the philosophy for the signing provision proposed. AECOM have not been provided with a copy of any DSR for this scheme. This paragraph, together with the previous IAN 149/11 paragraphs mentioned above, is considered a mandatory section to be complied with. Any deviation will require a Departure from Standard from the Overseeing Organisation.
- 4.10. IAN 149/11, Figure 5-12 provides a diagram detailing the provision of the gantry mounted signs required for a Type D diverge.
- 4.11. AECOM have reviewed the proposals against IAN 144/16 which details the full directional signing that should be provided on approach to a motorway grade separated junction. Section 4 deals with Tiger Tail diverge arrangements and the proposals presented on Sketch 32444/5501/SK01 can be classed as a Standard Tiger Tail Ghost Island with Lane Drop and Taper Diverge. The directional signing layout for this arrangement is discussed in Section 4.6 and Figure 4.4 of IAN 144/16.
- 4.12. In accordance with the details specified in TD 22/06, TD 46/05 and IAN 149/11, the approach to the junction requires a 1 mile, $\frac{1}{2}$ mile and Final ADS together with a Route Confirmatory sign. As previously stated the proposals submitted do not conform to these requirements.
- 4.13. In addition, and as specified in TD 22/06, para 2.51, due to the proposed diverge being a lane drop ghost island (tiger tail) diverge with taper diverge, two additional verge mounted Tiger Tail signs must also be provided at $\frac{3}{4}$ mile and $\frac{1}{4}$ mile. The inclusion of these signs is important to ensure that users understand the layout of the junction and adopt the correct lane discipline on approach to reduce the likelihood of accidents. As previously stated the proposals submitted do not conform to these requirements.



IAN 144/16, Figure 4.4

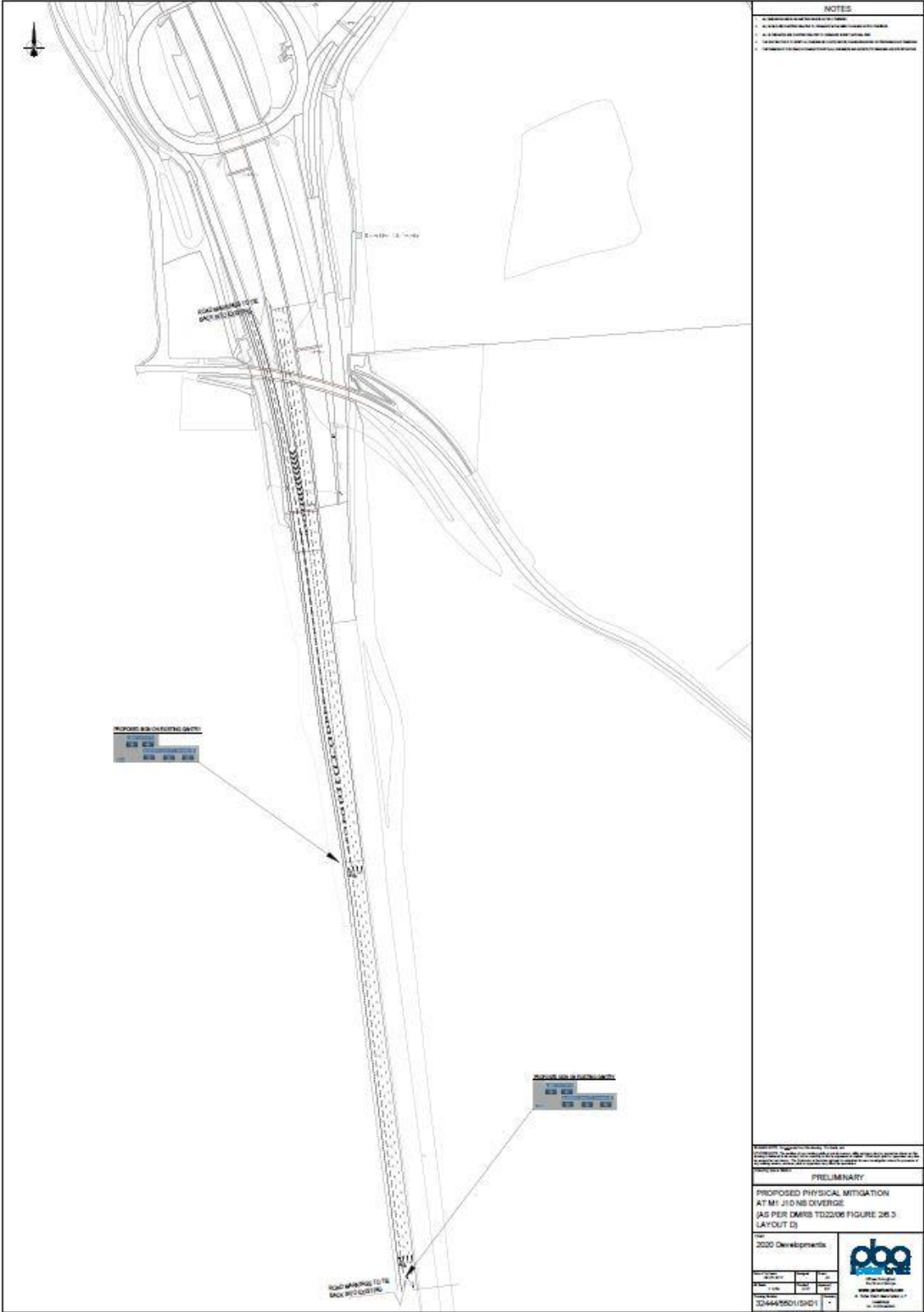
5. Conclusion

- 5.1. This Technical Note has been prepared by AECOM, on behalf of Highways England to document a review of the motorway signs proposed by PBA as part of the mainline changes to the M1 northbound whereby the existing Junction 10 northbound diverge will be amended as part of the planning application for the development of land at Newlands Park, Luton. The findings from this review have been summarised below.
- 5.2. The designer (PBA) should review the proposed signing provision for the amended northbound M1 J10 diverge to provide direction signing in accordance with the current standards. The designer (PBA) should ensure that the proposed sign faces are designed in accordance with the current version of the Traffic Signs Regulations & General Directions (currently 2016) and the Traffic Signs Manual Chapter 7 (currently 2013).
- 5.3. The designer (PBA) should review the layout of the proposed northbound M1 J10 diverge against the positions of the existing gantries on approach to the junction to ascertain whether the advance signing required (1 mile, ½ mile and final) can be located at the correct distances from the diverge 'Exit Datum Point'.

If the existing gantries do not fall within the correct distances, the designer (PBA) should review what can be provided and discuss this with the Overseeing Organisation in order to review whether a Departure from Standard may be agreed. The designer (PBA) should also present a fully compliant signing design so that the Overseeing Organisation may see where the differences lie and what the advantages (fully compliant scheme) are against the disadvantages (disproportionate costs / extensive disruption to users) of a fully compliant signing scheme when compared with a signing scheme with Departures.

- 5.4. Where it is proposed to utilise existing gantries, the designer (PBA) should review the sizes of a fully compliant signage scheme against the signage currently on the existing gantries to understand whether the proposed signage can be mounted without affecting the forces on the gantry.
- 5.5. The designer (PBA) should submit to the Overseeing Organisation the following for further review.
 - Detailed highway layout drawings of the proposed Type D Ghost Island Diverge with Lane Drop proposed and the transition from a dual 3 lane motorway back to a dual 4 lane motorway immediately downstream of the junction diverge.
 - Detailed drawings of a fully compliant signing scheme for the proposed diverge and any signage required to inform users that the mainline is transitioning back to a dual 4 lane motorway downstream of the diverge.
 - Detailed drawings of the signing scheme proposed for the proposals (if different from a fully compliant scheme).
 - A Design Strategy Record (DSR) for the proposed diverge and signing scheme, outlining all relaxations and departures required as part of the proposals.
 - A Stage 1 Road Safety Audit for the highway scheme proposed.

Appendix A



Sketch 32444/5501/SK01 taken from the PBA Transport Assessment – Addendum Report 03

From: [REDACTED]
To: [REDACTED]
Cc: [REDACTED]
Subject: RE: Newlands Park - M1 Junction 10
Date: 01 August 2017 13:20:25
Attachments: [image002.png](#)
[image003.png](#)
[image004.png](#)
[image005.jpg](#)

Good morning [REDACTED]

Following on from [REDACTED] email below, I don't know how aware you are of the proposed development we are promoting but I thought I'd give a quick introduction below.

Our client 2020 Developments have submitted a planning application for the development of office, retail, leisure and hotel use on land adjacent to M1 Junction 10. As part of the mitigation strategy for this development we were looking into improving the capacity of the northbound off slip at Junction 10. Ultimately we were looking to enable the inside lane on the mainline to become dedicated to traffic leaving the mainline at J10, therefore eliminating the risk of queueing traffic on the slip from conflicting with mainline traffic if queues become excessive.

As part of our proposals we are also proposing numerous demand management strategies to significantly reduce the risk of queues extending too far down the slip lane and therefore avoiding the need for physical works.

Based on feedback from AECOM and your colleagues at Highways England, we now understand that our proposed works to provide a dedicated inside lane for J10 traffic may require new gantries to be installed or existing gantries to be relocated and/or upgraded, therefore potentially incurring significant cost and impact to the mainline during the construction of any works.




Notwithstanding of the above, I am aware that there are plans and studies at varying stages of progress to improve the M1 motorway within this area and therefore any works to improve the mainline and / or slip in this location may become abortive works fairly quickly. Are you therefore able to provide me with an update in regards to studies, current/future plans and timescales for M1 Junction 10 to 13. We believe it to be important for all that abortive works are avoided.

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)

  t [REDACTED]
m [REDACTED]
 e [REDACTED]
w peterbrett.com

From: [REDACTED]
Sent: 31 July 2017 10:46
To: [REDACTED]
Cc: [REDACTED]
Subject: Newlands Park - M1 Junction 10
[REDACTED]

Further to our conversation please find AECOM Technical Note, subject "Newlands Park – TA Third Addendum Review dated 27 July 2017 and AECOM Technical Note, subject "Developments at Newlands Park, Luton M1 Junction 10 Northbound Signing Assessment" dated 26 July 2017 for your consideration.

[REDACTED] is the Asset Manager – Area 8. He will be able to advise you about

studies, current/future plans, for M1 Junction 10 to 13.

Please do not hesitate to contact me should you wish to discuss.

Regards

█

█

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: █

Web: <http://www.highways.gov.uk>

GTN: █

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Customer Contact Centre is available 24/7 on 0300 123 5000 or info@highwaysengland.co.uk

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From: [REDACTED]
To: [REDACTED]
Cc: [REDACTED]
Subject: planning application 16/01401/OUTEIA
Date: 12 October 2017 10:03:09
Attachments: [16-01401-OUTEIA Rec.pdf](#)

Dear Sir/Madam

Please find the attached Highways England Comments on the above planning application.

Yours Faithfully

[REDACTED]

[REDACTED]

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: [REDACTED]

Web: <http://www.highways.gov.uk>

GTN: [REDACTED]



Developments Affecting Trunk Roads and Special Roads

Highways England Planning Response (HEPR 16-01)

Formal Recommendation to an Application for Planning Permission

From: Martin Fellows
Operations (East)
planningee@highwaysengland.co.uk

To: Luton Borough Council FOA – [REDACTED]

CC: transportplanning@dft.gsi.gov.uk
growthandplanning@highwaysengland.co.uk

Council's Reference: 16/01401/OUTEIA

Referring to the planning application referenced above, dated 9 September 2016, OUTLINE PLANNING PERMISSION WITH ALL MATTERS RESERVED EXCEPT FOR ACCESS, FOR MIXED USE DEVELOPMENT COMPRISING: OFFICE FLOOR SPACE (USE CLASS B1), RETAIL FLOORSPACE (USE CLASS A1), FOOD AND BEVERAGE, Land adjacent Junction 10 to 10A, M1, Newlands Road, Luton, notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);~~
- c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B ~~is~~ is not relevant to this application.¹

¹ Where relevant, further information will be provided within Annex A.

This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2015, via transportplanning@dft.gsi.gov.uk.

Signature: [REDACTED]	Date: 12/07/2017
Name: [REDACTED]	Position: Asset Manager
Highways England: Woodlands, Manton Lane Bedford MK41 7LW	
[REDACTED]	

Annex A **Highways England recommended further assessment required**

HIGHWAYS ENGLAND (“we”) has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regard to planning application 16/01401/OUTEIA and has been prepared by [REDACTED].

Highways England has been collaborating with the developer on the mitigations necessary to enable this application to be determined. As these negotiations are ongoing Highways England recommend Luton Borough Council do not grant planning permission before 7 December 2017. Should this work be completed before Highways England will replace this recommendation with one seeking conditions.

[Redacted]

[Redacted]

[Redacted]

[Redacted]

From: [Redacted]
Sent: 14 November 2017 16:37
To: [Redacted]
Subject: RE: Newland Park - Highways England Response

Hi [Redacted]
I have finally got round to reviewing the application and am reasonably ok with the conditions as set out at appendix b of the report 4. The only major change I would want to make is at 6 - Annual Monitoring, c – where responsibility for the collecting the data appears to sit with HE or Luton BC. I think ensuring this happens and is reported should be the responsibility of the developer, not the highway authorities. I'm in the office tomorrow morning if you would like to discuss.

Kind regards

[Redacted]

[Redacted], **Asset Manager (Planning) Herts and Beds**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
[Redacted]
Web: <http://www.highways.gov.uk>
[Redacted]

From: [Redacted]
Sent: 26 October 2017 17:30
To: [Redacted]
Cc: [Redacted]
Subject: RE: Newland Park - Highways England Response

Good afternoon [Redacted]

Thank you for reviewing our response below.

Are you able to confirm when you might be in a position to respond? We're keen to feedback into our clients programme.

Kind regards,

[REDACTED]
Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

From: [REDACTED]

Sent: 13 October 2017 13:53

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Thanks for this I will give it some consideration next week

Regards

[REDACTED]

[REDACTED] **Asset Manager (Planning) Herts and Beds**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Web: <http://www.highways.gov.uk>

From: [REDACTED]

Sent: 13 October 2017 09:35

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Dear [REDACTED]

Thank you for your email and for your time yesterday. As promised, I am writing to expand on a few matters.

1. As I advised when we spoke, for completeness we have sought legal advice and the 'gating' of traffic on a private site is indeed legal.

Whilst gating of traffic sounds draconian in nature, in real terms this would only mean

limiting the green time given to the private car park egress points so that the volume of exiting traffic was restricted to no more than the trip cap agreed. This ability to limit traffic numbers is understood as a mechanism by the owner/developer at Luton and their agents. As such it would be included clearly within any leasing agreements with office occupiers in due course. As discussed, we believe that, in reality, this potential PM peak would be diffused to quite a significant degree given the abundance of retail and leisure options available on site. As a company we have actually agreed such an approach with HE at Blythe Valley Park which set the trip limit for the number of vehicles exiting the park during the evening peak hour. It was defined as the "maximum traffic generation limit" in the associated S106.

2. We have now largely (or entirely) agreed the technical assessments and modelling with AECOM and HE. Through this work we have demonstrated that even with a series of worst case assumptions ("*AECOM acknowledge that PBA has undertaken a robust assessment of the operation of the junction following development by including both TEMPRO growth and committed development trips*") the performance of the junction is not compromised to such an extent that queuing on the northbound off slip would affect mainline flows. This would still be case even if the queue at the end of peak hour were to be double (reflecting the LINSIG user guide reference covered in full in the PBA/ AECOM technical notes).

However and despite this forecast, in order to offer further protection and insurance to the strategic network, PBA on behalf of our client, have proposed a comprehensive annual monitoring regime that would ensure that the number of trips 'used' out of the approved trip limit or "maximum traffic generation limit" would be established year on year and reported back to HE/ LBC. This monitoring regime would forewarn the development owners and the highway authorities as to whether the phased occupation of development was generating more traffic than would be expected given the % of development occupied at the time. Should this be the case then further travel demand management measures would be implemented accordingly or indeed the aforementioned 'gating' which would absolutely ensure volumes of traffic did not exceed the agreed limits.

Previous discussions with HE suggested that the above approach was acceptable and as such draft conditions were prepared. The suggestion of a 'physical scheme' only came about due to the HE suggesting that they would not want to implement the ultimate sanction of stopping development or occupation because the agreed trip cap had been exceeded. The preferred HE approach was instead that a physical scheme should be developed that could be called upon should it ever be necessary (despite modelling suggesting it would not be). Whilst we appreciate this suggestion not to hinder development, after significant investigation and discussions with HE and AECOM, no viable non-strategic scheme has presented itself other than the agreement that we would fund the installation of queue detector loops on the northbound off slip which would allow queuing to be managed in real time and any queues moved onto less sensitive parts of the junction as necessary. This is also an AECOM recommendation.

Therefore and in summary, Luton 2020 Developments would:

- Agree to a maximum traffic limit
- Monitor annually traffic generation and queuing on the strategic network
- Implement a suite of travel demand management measures and sustainable transport initiatives
- At source, traffic would be prevented from leaving the site to ensure the traffic cap were not exceeded
- Fund the installation of queue detector loops on the northbound off slip to ensure queues can be managed in real time and relocated to less sensitive parts of the network
- Accept a condition which would prohibit occupation of build out of subsequent phases of development should the maximum traffic limit be exceeded

I hope that the above provides some clarity on the outstanding matters and provides the additional assurances to allow the holding objection to be removed. We are of course happy to discuss

anything further as required.

Kind regards,

[REDACTED]

Director of Transport

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

From: [REDACTED]

Sent: 10 October 2017 16:08

To: [REDACTED]

Cc: [REDACTED]

[REDACTED]

Subject: RE: Newland Park - Highways England Response

Hi [REDACTED]

I have reviewed your latest addendum report 04 and consider there are two remaining issues that need clarity/completion before HE can remove their holding direction. The first is that you need to demonstrate to us that the gating of traffic leaving the site is legal. The second is a physical mitigation scheme needs to be provided and positively reviewed by AECOM for implementation should the proposed mitigation strategy measures reach the traffic generation trigger.

In light of these remaining issues I shall be extending the current holding objection by a couple of months.

Regards

[REDACTED]

[REDACTED] Asset Manager (Planning) Herts and Beds
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: +44(0) 300 470 4496
Web: <http://www.highways.gov.uk>
GTN: 0300 470 5054

From: [REDACTED]

Sent: 06 October 2017 16:06

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Thank you for the update [REDACTED]

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



From: [REDACTED]

Sent: 06 October 2017 15:54

To: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Hi [REDACTED]

I'm currently considering your latest review, and will get back with my initial queries next week

Regards

[REDACTED]

[REDACTED] Asset Manager (Planning) Herts and Beds
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: +44(0) 300 470 4496
Web: <http://www.highways.gov.uk>
GTN: 0300 470 5054

From: [REDACTED]

Sent: 05 October 2017 11:08

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Good morning [REDACTED]

Following on from my email last week, I wanted to confirm you had received the documents I attached and you now had everything you need from us?

Also, I would be grateful if you could confirm timescales for reviewing our latest addendum so that I can feed back into our clients programme.

Many thanks.

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED].
w peterbrett.com

From: [REDACTED]

Sent: 26 September 2017 10:57

To: [REDACTED]
[REDACTED]
[REDACTED]

Cc: [REDACTED]
[REDACTED]
[REDACTED]

Subject: Newland Park - Highways England Response

Good morning [REDACTED]

Thank you for taking the time to speak earlier in the month.

It was very useful to understand that you would not be looking to revisit elements previously agreed by [REDACTED] and AECOM. For that reason we have produced an Addendum Report which concentrates on responding to the conclusion/recommendations made in AECOM's latest review in addition to the DRAFT Conditions sent through by [REDACTED] before his departure.

As agreed we have also produced a summary note, which is intended to provide you with an update on what we consider to be the current position in regards to Newlands Park and post planning submission discussions/agreements reached to date. I hope this helps you get up to speed on this project.

Please do give me a call if you have any questions or comments and we will endeavour to respond swiftly.

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED].
w peterbrett.com

[Redacted]

[Redacted]

[Redacted]

From: [Redacted]
Sent: 26 September 2017 10:57
To: [Redacted]
Cc: [Redacted]
Subject: Newland Park - Highways England Response

Good morning [Redacted]

Thank you for taking the time to speak earlier in the month.

It was very useful to understand that you would not be looking to revisit elements previously agreed by [Redacted] and AECOM. For that reason we have produced an Addendum Report which concentrates on responding to the conclusion/recommendations made in AECOM's latest review in addition to the DRAFT Conditions sent through by Rio before his departure.

As agreed we have also produced a summary note, which is intended to provide you with an update on what we consider to be the current position in regards to Newlands Park and post planning submission discussions/agreements reached to date. I hope this helps you get up to speed on this project.

Please do give me a call if you have any questions or comments and we will endeavour to respond swiftly.

Kind regards,

[Redacted]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



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[REDACTED]

[REDACTED]

[REDACTED]

From: [REDACTED]
Sent: 27 September 2017 12:54
To: [REDACTED]
Subject: FW: Newland Park - Highways England Response

[REDACTED]

Have you seen the attached before?

[REDACTED]

[REDACTED], **Asset Development Manager**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: [REDACTED]
Web: <http://www.highways.gov.uk>
GTN: [REDACTED]

From: [REDACTED]
Sent: 27 September 2017 07:50
To: [REDACTED]
Cc: [REDACTED]
Subject: FW: Newland Park - Highways England Response

THIS EMAIL ADDRESS IS NOT SECURE FOR THE TRANSMISSION OF UNENCRYPTED SENSITIVE DATA

Hi [REDACTED]

Thanks for the chat yesterday lunchtime. Apologies, but the email I mistakenly referred to from [REDACTED] was actually the email below from [REDACTED] at PBA with their response to the latest AECOM Technical Note (TN03) of late July on behalf of HE, and following a discussion PBA had recently had with [REDACTED]

That email, attached for your information included a fourth Addendum report produced by PBA in response to the AECOM TN03 (included as Appendix A to the PBA Addendum Report), along with a summary TN produced by PBA. In our discussion I did refer to the discussion I had with [REDACTED] just before he retired about the fact that the HE's emerging conclusions were that the physical

TECHNICAL NOTE

Job Name: Development at Newlands Park, Luton
Job No: 32444
Note No: 001
Date: 22nd September 2017
Prepared By: [REDACTED]
Subject: Summary of current position

1.1 Background

- 1.1.1 This summary note has been prepared by PBA to provide an update to Highways England (HE), and specifically [REDACTED] in the absence of [REDACTED], in regards to what PBA considers to be the current position in regards Newlands Park and post planning submission discussions/agreements reached to date.
- 1.1.2 PBA, HE, AECOM and Luton Borough Council Highways have been in regular dialogue since a planning application was submitted for development at Newlands Park in August 2016. As part of the post submission dialogue a number of comments and questions were raised by AECOM regarding, the methodology used to determine trip generation, mode share, distribution & assignment, parking and highway impact, including junction modelling inputs/outputs (specifically for M1 Junction 10). These questions were raised through four technical note responses from AECOM (the first being issued on 24th October 2016) and were responded to by four separate addendum reports produced by PBA (the first being issued on 16th December 2016) along with three meetings between AECOM, HE and PBA.
- 1.1.3 It is now PBA's understanding that following a number of meetings and an exchange of numerous reports over a period of 11 months, all parties are now content with all technical matters.
- 1.1.4 Other than the points raised, by AECOM in Response Note 04¹ and the subsequent PBA addendum Report 04, there are no outstanding issues and PBA have demonstrated that M1 Junction 10 would operate satisfactorily with all agreed generated demand, committed development and background growth. To this end HE have provided PBA with a set of Draft Planning Conditions which it would want LBC to apply to any Resolution to Grant.

1.2 Outstanding comments

- 1.2.1 The only outstanding comments now relate to the risk of agreed forecast demands being exceeded and the measures required to mitigate this risk. PBA respond to the latest and final set of comments raised by AECOM within Addendum Report 04. Paragraph 2.1.6 of Addendum Report 04 summarises AECOM's final recommendation for queues and trip generation to be monitored and then managed through sustainable measures and demand management. PBA agree with this final recommendation and are committed to work with HE and LBC on the necessary monitoring processes.
- 1.2.2 PBA have proposed a demand management strategy that intended to minimise the impact of the development through the management of trip generation within the development (i.e. at

¹ Referred to as TN 03 by AECOM and dated 27th July 2017



TECHNICAL NOTE

source). As part of this strategy the ultimate fall back measure included for a delay to build out rates. However, HE were keen to avoid a condition which stopped future development. HE instead suggested a physical scheme would be beneficial to demonstrate a fall back that replaces the need for delaying build out rates. It is important to note that this physical scheme would only be required if the trip generation forecasts are exceeded which is not expected to occur, and was not predicted to occur as part of agreed modelling forecasts, especially given the potential demand management measures available.

- 1.2.3 Through various dialogue it has become apparent that a physical measure to mitigate the potential risk of future travel demand negatively impacting on the M1 mainline (i.e. anticipated and agreed travel demand levels being exceeded) would not be viable, and that a strategic measure may come forward ultimately in the longer term. In any case PBA consider the demand management measures originally proposed provide the necessary assurance to ensure the trip generation and trip length limits will not be breached together.
- 1.2.4 Consequently, HE have drafted appropriate Conditions and Planning Obligations to provide the necessary assurance that the scheme can be consented. A set of Conditions drafted by HE and agreed by 2020 Developments are attached in Appendix B of Addendum Report 04.

1.3 Conclusion

- 1.3.1 It is PBA's understanding that following a number of meetings, addendums and responses, all parties are now content with all technical issues.
- 1.3.2 As concluded previously, the forecast transport impacts arising from this development are not considered to be severe, in the context of NNPF para. 32. Nevertheless, 2020 Developments have been committed to continued working with Highways England as part of ongoing post submission discussions to affirm a monitoring strategy and appropriate demand management measures. Consequently, HE have drafted appropriate Conditions and Planning Obligations to initiate Demand Management Measures. A set of Conditions drafted by HE and agreed by 2020 Developments are included as Appendix B within Addendum Report 04.
- 1.3.3 Based on the conclusions of this report and the conversations held with AECOM and HE it is anticipated that Addendum Report 04 is the final technical correspondence necessary to enable positive determination.



From: [REDACTED]
To: [REDACTED]
Cc: [REDACTED]
Subject: planning application 16/01401/OUTEIA
Date: 07 December 2017 10:58:48
Attachments: [16-01401-OUTEIA Rec.pdf](#)
Importance: High

Dear Sir/Madam

Please find the attached Highways England Comments on the above planning application.

Yours Faithfully

[REDACTED]

[REDACTED]

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: [REDACTED]

Web: <http://www.highways.gov.uk>

GTN: [REDACTED]

[Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]

[Redacted]

[Redacted]
[Redacted]

[Redacted]
[Redacted]
[Redacted]
[Redacted]

From: [Redacted]
Sent: 14 November 2017 16:37
To: [Redacted]
Subject: RE: Newland Park - Highways England Response

Hi [Redacted]
I have finally got round to reviewing the application and am reasonably ok with the conditions as set out at appendix b of the report 4. The only major change I would want to make is at 6 - Annual Monitoring, c – where responsibility for the collecting the data appears to sit with HE or Luton BC. I think ensuring this happens and is reported should be the responsibility of the developer, not the highway authorities. I'm in the office tomorrow morning if you would like to discuss.

Kind regards

[Redacted]

[Redacted], **Asset Manager (Planning) Herts and Beds**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
[Redacted]
Web: <http://www.highways.gov.uk>
[Redacted]

From: [Redacted]
Sent: 26 October 2017 17:30
To: [Redacted]
Cc: [Redacted]
Subject: RE: Newland Park - Highways England Response

Good afternoon [Redacted]

Thank you for reviewing our response below.

Are you able to confirm when you might be in a position to respond? We're keen to feedback into our clients programme.

Kind regards,

[REDACTED]
Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

From: [REDACTED]

Sent: 13 October 2017 13:53

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Thanks for this I will give it some consideration next week

Regards

[REDACTED]

[REDACTED] **Asset Manager (Planning) Herts and Beds**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Web: <http://www.highways.gov.uk>

From: [REDACTED]

Sent: 13 October 2017 09:35

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Dear [REDACTED]

Thank you for your email and for your time yesterday. As promised, I am writing to expand on a few matters.

1. As I advised when we spoke, for completeness we have sought legal advice and the 'gating' of traffic on a private site is indeed legal.

Whilst gating of traffic sounds draconian in nature, in real terms this would only mean

limiting the green time given to the private car park egress points so that the volume of exiting traffic was restricted to no more than the trip cap agreed. This ability to limit traffic numbers is understood as a mechanism by the owner/developer at Luton and their agents. As such it would be included clearly within any leasing agreements with office occupiers in due course. As discussed, we believe that, in reality, this potential PM peak would be diffused to quite a significant degree given the abundance of retail and leisure options available on site. As a company we have actually agreed such an approach with HE at Blythe Valley Park which set the trip limit for the number of vehicles exiting the park during the evening peak hour. It was defined as the "maximum traffic generation limit" in the associated S106.

2. We have now largely (or entirely) agreed the technical assessments and modelling with AECOM and HE. Through this work we have demonstrated that even with a series of worst case assumptions ("*AECOM acknowledge that PBA has undertaken a robust assessment of the operation of the junction following development by including both TEMPRO growth and committed development trips*") the performance of the junction is not compromised to such an extent that queuing on the northbound off slip would affect mainline flows. This would still be case even if the queue at the end of peak hour were to be double (reflecting the LINSIG user guide reference covered in full in the PBA/ AECOM technical notes).

However and despite this forecast, in order to offer further protection and insurance to the strategic network, PBA on behalf of our client, have proposed a comprehensive annual monitoring regime that would ensure that the number of trips 'used' out of the approved trip limit or "maximum traffic generation limit" would be established year on year and reported back to HE/ LBC. This monitoring regime would forewarn the development owners and the highway authorities as to whether the phased occupation of development was generating more traffic than would be expected given the % of development occupied at the time. Should this be the case then further travel demand management measures would be implemented accordingly or indeed the aforementioned 'gating' which would absolutely ensure volumes of traffic did not exceed the agreed limits.

Previous discussions with HE suggested that the above approach was acceptable and as such draft conditions were prepared. The suggestion of a 'physical scheme' only came about due to the HE suggesting that they would not want to implement the ultimate sanction of stopping development or occupation because the agreed trip cap had been exceeded. The preferred HE approach was instead that a physical scheme should be developed that could be called upon should it ever be necessary (despite modelling suggesting it would not be). Whilst we appreciate this suggestion not to hinder development, after significant investigation and discussions with HE and AECOM, no viable non-strategic scheme has presented itself other than the agreement that we would fund the installation of queue detector loops on the northbound off slip which would allow queuing to be managed in real time and any queues moved onto less sensitive parts of the junction as necessary. This is also an AECOM recommendation.

Therefore and in summary, Luton 2020 Developments would:

- Agree to a maximum traffic limit
- Monitor annually traffic generation and queuing on the strategic network
- Implement a suite of travel demand management measures and sustainable transport initiatives
- At source, traffic would be prevented from leaving the site to ensure the traffic cap were not exceeded
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- Accept a condition which would prohibit occupation of build out of subsequent phases of development should the maximum traffic limit be exceeded

I hope that the above provides some clarity on the outstanding matters and provides the additional assurances to allow the holding objection to be removed. We are of course happy to discuss

anything further as required.

Kind regards,

[REDACTED]

Director of Transport

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

From: [REDACTED]

Sent: 10 October 2017 16:08

To: [REDACTED]

Cc: [REDACTED]

[REDACTED]

Subject: RE: Newland Park - Highways England Response

Hi [REDACTED]

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In light of these remaining issues I shall be extending the current holding objection by a couple of months.

Regards

[REDACTED]

[REDACTED] Asset Manager (Planning) Herts and Beds
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: +44(0) 300 470 4496
Web: <http://www.highways.gov.uk>
GTN: 0300 470 5054

From: [REDACTED]

Sent: 06 October 2017 16:06

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Thank you for the update [REDACTED]

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



From: [REDACTED]

Sent: 06 October 2017 15:54

To: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Hi [REDACTED]

I'm currently considering your latest review, and will get back with my initial queries next week

Regards

[REDACTED]

[REDACTED] Asset Manager (Planning) Herts and Beds
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: +44(0) 300 470 4496
Web: <http://www.highways.gov.uk>
GTN: 0300 470 5054

From: [REDACTED]

Sent: 05 October 2017 11:08

To: [REDACTED]

Cc: [REDACTED]

Subject: RE: Newland Park - Highways England Response

Good morning [REDACTED]

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Also, I would be grateful if you could confirm timescales for reviewing our latest addendum so that I can feed back into our clients programme.

Many thanks.

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

From: [REDACTED]

Sent: 26 September 2017 10:57

To: [REDACTED]
[REDACTED]
[REDACTED]

Cc: [REDACTED]
[REDACTED]
[REDACTED]

Subject: Newland Park - Highways England Response

Good morning [REDACTED]

Thank you for taking the time to speak earlier in the month.

It was very useful to understand that you would not be looking to revisit elements previously agreed by [REDACTED] and AECOM. For that reason we have produced an Addendum Report which concentrates on responding to the conclusion/recommendations made in AECOM's latest review in addition to the DRAFT Conditions sent through by [REDACTED] before his departure.

As agreed we have also produced a summary note, which is intended to provide you with an update on what we consider to be the current position in regards to Newlands Park and post planning submission discussions/agreements reached to date. I hope this helps you get up to speed on this project.

Please do give me a call if you have any questions or comments and we will endeavour to respond swiftly.

Kind regards,

[REDACTED]

Principal Transport Planner

For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



t [REDACTED]
m [REDACTED]
e [REDACTED]
w peterbrett.com

[REDACTED]

[REDACTED]

[REDACTED]

From: [REDACTED]
Sent: 26 September 2017 10:57
To: [REDACTED]
Cc: [REDACTED]
Subject: Newland Park - Highways England Response

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[REDACTED]

Principal Transport Planner
For and on behalf of Peter Brett Associates LLP - [Cambridge](#)



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[REDACTED]

[REDACTED]

[REDACTED]

From: [REDACTED]
Sent: 27 September 2017 12:54
To: [REDACTED]
Subject: FW: Newland Park - Highways England Response

[REDACTED]

Have you seen the attached before?

[REDACTED]

[REDACTED], **Asset Development Manager**
Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW
Tel: [REDACTED]
Web: <http://www.highways.gov.uk>
GTN: [REDACTED]

From: [REDACTED]
Sent: 27 September 2017 07:50
To: [REDACTED]
Cc: [REDACTED]
Subject: FW: Newland Park - Highways England Response

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Hi [REDACTED]

Thanks for the chat yesterday lunchtime. Apologies, but the email I mistakenly referred to from [REDACTED] was actually the email below from [REDACTED] at PBA with their response to the latest AECOM Technical Note (TN03) of late July on behalf of HE, and following a discussion PBA had recently had with [REDACTED]

That email, attached for your information included a fourth Addendum report produced by PBA in response to the AECOM TN03 (included as Appendix A to the PBA Addendum Report), along with a summary TN produced by PBA. In our discussion I did refer to the discussion I had with [REDACTED] just before he retired about the fact that the HE's emerging conclusions were that the physical

TECHNICAL NOTE

Job Name: Development at Newlands Park, Luton

Job No: 32444

Note No: 001

Date: 22nd September 2017

Prepared By: [REDACTED]

Subject: Summary of current position

1.1 Background

- 1.1.1 This summary note has been prepared by PBA to provide an update to Highways England (HE), and specifically [REDACTED] in the absence of [REDACTED], in regards to what PBA considers to be the current position in regards Newlands Park and post planning submission discussions/agreements reached to date.
- 1.1.2 PBA, HE, AECOM and Luton Borough Council Highways have been in regular dialogue since a planning application was submitted for development at Newlands Park in August 2016. As part of the post submission dialogue a number of comments and questions were raised by AECOM regarding, the methodology used to determine trip generation, mode share, distribution & assignment, parking and highway impact, including junction modelling inputs/outputs (specifically for M1 Junction 10). These questions were raised through four technical note responses from AECOM (the first being issued on 24th October 2016) and were responded to by four separate addendum reports produced by PBA (the first being issued on 16th December 2016) along with three meetings between AECOM, HE and PBA.
- 1.1.3 It is now PBA's understanding that following a number of meetings and an exchange of numerous reports over a period of 11 months, all parties are now content with all technical matters.
- 1.1.4 Other than the points raised, by AECOM in Response Note 04¹ and the subsequent PBA addendum Report 04, there are no outstanding issues and PBA have demonstrated that M1 Junction 10 would operate satisfactorily with all agreed generated demand, committed development and background growth. To this end HE have provided PBA with a set of Draft Planning Conditions which it would want LBC to apply to any Resolution to Grant.

1.2 Outstanding comments

- 1.2.1 The only outstanding comments now relate to the risk of agreed forecast demands being exceeded and the measures required to mitigate this risk. PBA respond to the latest and final set of comments raised by AECOM within Addendum Report 04. Paragraph 2.1.6 of Addendum Report 04 summarises AECOM's final recommendation for queues and trip generation to be monitored and then managed through sustainable measures and demand management. PBA agree with this final recommendation and are committed to work with HE and LBC on the necessary monitoring processes.
- 1.2.2 PBA have proposed a demand management strategy that intended to minimise the impact of the development through the management of trip generation within the development (i.e. at

¹ Referred to as TN 03 by AECOM and dated 27th July 2017

TECHNICAL NOTE

source). As part of this strategy the ultimate fall back measure included for a delay to build out rates. However, HE were keen to avoid a condition which stopped future development. HE instead suggested a physical scheme would be beneficial to demonstrate a fall back that replaces the need for delaying build out rates. It is important to note that this physical scheme would only be required if the trip generation forecasts are exceeded which is not expected to occur, and was not predicted to occur as part of agreed modelling forecasts, especially given the potential demand management measures available.

- 1.2.3 Through various dialogue it has become apparent that a physical measure to mitigate the potential risk of future travel demand negatively impacting on the M1 mainline (i.e. anticipated and agreed travel demand levels being exceeded) would not be viable, and that a strategic measure may come forward ultimately in the longer term. In any case PBA consider the demand management measures originally proposed provide the necessary assurance to ensure the trip generation and trip length limits will not be breached together.
- 1.2.4 Consequently, HE have drafted appropriate Conditions and Planning Obligations to provide the necessary assurance that the scheme can be consented. A set of Conditions drafted by HE and agreed by 2020 Developments are attached in Appendix B of Addendum Report 04.

1.3 Conclusion

- 1.3.1 It is PBA's understanding that following a number of meetings, addendums and responses, all parties are now content with all technical issues.
- 1.3.2 As concluded previously, the forecast transport impacts arising from this development are not considered to be severe, in the context of NNPF para. 32. Nevertheless, 2020 Developments have been committed to continued working with Highways England as part of ongoing post submission discussions to affirm a monitoring strategy and appropriate demand management measures. Consequently, HE have drafted appropriate Conditions and Planning Obligations to initiate Demand Management Measures. A set of Conditions drafted by HE and agreed by 2020 Developments are included as Appendix B within Addendum Report 04.
- 1.3.3 Based on the conclusions of this report and the conversations held with AECOM and HE it is anticipated that Addendum Report 04 is the final technical correspondence necessary to enable positive determination.



From: [REDACTED]
To: [REDACTED]
Cc: [REDACTED]
Subject: planning application 16/01401/OUTEIA
Date: 07 December 2017 10:58:48
Attachments: [16-01401-OUTEIA Rec.pdf](#)
Importance: High

Dear Sir/Madam

Please find the attached Highways England Comments on the above planning application.

Yours Faithfully

[REDACTED]

[REDACTED]

Highways England | Woodlands | Manton Lane | Bedford | MK41 7LW

Tel: [REDACTED]

Web: <http://www.highways.gov.uk>

GTN: [REDACTED]



Developments Affecting Trunk Roads and Special Roads

Highways England Planning Response (HEPR 16-01)

Formal Recommendation to an Application for Planning Permission

From: Martin Fellows
Operations (East)
planningee@highwaysengland.co.uk

To: Luton Borough Council

CC: transportplanning@dft.gsi.gov.uk
growthandplanning@highwaysengland.co.uk

Council's Reference: 16/01401/OUTEIA

Referring to the planning application referenced above, dated 12 September 2017, application with all matters reserved except for access, for mixed use development comprising: office floor space, retail floor space, food beverage, Land adjacent Junction 10 to 10A, M1, Newlands Road, Luton, notice is hereby given that Highways England's formal recommendation is that we:

- ~~a) offer no objection;~~
- b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – Highways England recommended Planning Conditions);
- ~~c) recommend that planning permission not be granted for a specified period (see Annex A – further assessment required);~~
- ~~d) recommend that the application be refused (see Annex A – Reasons for recommending Refusal).~~

Highways Act Section 175B ~~is~~ is not relevant to this application.¹

¹ Where relevant, further information will be provided within Annex A.


This represents Highways England formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should you disagree with this recommendation you should consult the Secretary of State for Transport, as per the Town and Country Planning (Development Affecting Trunk Roads) Direction 2015, via transportplanning@dft.gsi.gov.uk.

Signature 	Date: 6 December 2017
Name: 	Position: Asset Manager
Highways England: Woodlands, Manton Lane Bedford MK41 7LW 	

Annex A Highways England recommended Planning Conditions

HIGHWAYS ENGLAND (“we”) has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regards to 16/01401/OUTEIA and has been prepared by 

In order to formally and effectively manage demand at source (i.e. within the development) a set of targets will be agreed (a slip lane queue trigger combined with traffic generation monitoring at source). Associated with these targets will be consequential demand management mitigation to be written into a Section 106 Obligation relating to the development that will be undertaken as part of the Travel Plan obligations. It is important to note that these demand management measures would only be required if the trip generation forecasts are exceeded, which is not expected to occur, and was not predicted to occur as part of agreed modelling forecasts

Building on the draft conditions suggested by HE, PBA agree to the following Panning Conditions:

1) Prior to first occupation the Framework Travel Plan prepared by PBA dated August 2016 is to be approved in writing by the Local Planning Authority in conjunction with Highways England.

2) Demand Management will be undertaken to reduce development trip generation in line with prevailing industry best practice and these will be set out in the adopted and approved site wide Framework Travel Plan. These measures will include some or all of the following (in addition to other measures that come to light in due course):

a) Incentivise a change in working practices and departure profiles through the following:

- Flexible office working allowing staff to arrive early and leave before 1700 and after 1800
- Flexible office working allowing staff to arrive before 0800 and after 0900
- Apply measures that restrict exiting traffic between the hours of 1700 –1800

b) Further subsidy of proposed hopper bus service to further incentivise bus use³

c) Further incentivise car sharing

d) Electronic car sharing monitoring using Tress technology

e) Shared use of parking spaces

3) A Transport Steering Group (TSG) will be set up to include a forum for co-operative joint working. The TSG will be responsible for reviewing progress against the Travel Plan targets, and developing future transport strategies. The TSG will comprise the Owner, Management Company, the Council and Highways England.

4) In line with prevailing industry best practice the TSG will review the Travel Plan, set up/develop an Annual Monitoring Report and make recommendations about future proposals and corrective actions as development phases are completed and occupied. These recommendations will be based on measures outlined within the final S106 agreement and will be submitted to the council and HE who, acting reasonably and in conjunction with each other, will either agree to the proposed approach or make alternative recommendations.

³The quantum of subsidy will be subject to viability and legal obligations, and will be agreed as part of ongoing dialogue

5) Annual monitoring will be undertaken in line with prevailing industry best practice and summarised within an Annual Monitoring Report. The Annual Monitoring Report will be reviewed annually at the meeting of the TSG. In the event that targets are not being met, the TSG shall recommend to the Council that the Owner be required to undertake Demand Management Measures.

6) Annual Monitoring will include:

- a) Trip Generation Trigger -the number of vehicles per hour egressing the site during the PM Peak Hour will be monitored as the average of traffic hours during two weeks in a neutral month (TBC) using Automatic Traffic Counters located at each internal site access.
- b) Slip Lane Queue Length Trigger -a queue length survey undertaken on the northbound M1J10off slip for a period of two weeks in in a neutral month (TBC). The average weekday PM peak maximum queue will be recorded.
- c) In addition, continuous monitoring of future year queue lengths on the M1 northbound off-slip following development will be undertaken, making use of existing or new queue detectors⁴. If queuing is recorded to extend back beyond the back of the slip road nose (i.e. the beyond the most upstream queue detector loops) then an additional trip generation trigger survey will be under taken to ensure that the site specific trip generations in accordance with the specified cap.

7) Triggers will be set as follows:

- a) Interim Slip Lane Queue Length Trigger –110PCUs total across two lanes
- b) Maximum Slip Lane Queue Length Trigger –220 PCUs total across two lanes
- c) Interim Trip Generation Trigger –830 outbound PM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction plus 17% additional reduction commensurate with junction modelling showing M1J10operating within 100% capacity)
- d) Maximum Trip Generation Trigger – 1,000outboundPM trips (estimated total outbound trip generation within TA with 5% Travel Plan reduction)

⁴2020 Developments will be reliant on HE/LBC sharing data collected from existing and new queue detector loops located on the northbound off slip. HE/LBC will be required to confirm to 2020 developments if queues are detected to extend back beyond the slip road nose.

8) If regular monitoring shows the Interim of end of Slip Lane Queue Length Trigger is being exceeded in addition to the Interim Trip Generation Limit, the Owner will review traffic conditions in relation to this target and agree with the council and appropriate and viable Travel Demand Measures in line with that agreed Travel Demand Measures to mitigate the impact are discussed above but ultimately will include the following options to ensure that PM Peak traffic generation is brought back to a level equal to or below 1,000 outbound trips in a single PM Peak Hour:

a) Further travel demand measure

b) Intensify measures to directly affect working practices and departure profiles

c) Further subsidy to incentivise bus use

d) Pro-rata increase in retail/food outlet vouchers for office staff

Reason

To ensure M1 motorway will continue to fulfil its purpose as part of the Strategic Road Network in accordance with the Highways Act 1980, Circular 02/2013 'The Strategic Road Network and the Delivery of Sustainable Development' the National Planning Policy Framework and Planning Practice Guidance.