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Your Ref: PA/2023/1124
Our Ref: ATE/23/00431/FULL
Date: 30 August 2023

Active Travel England Planning Response Detailed Response to an Application for Planning Permission

From: Planning & Development Division, Active Travel England

To: North Lincolnshire Council

Application Ref: PA/2023/1124

Site Address: Lincolnshire Lakes, Land east of M181 and north of
Burringham Road, Scunthorpe

Description of development: Planning permission for the development of 599
No. dwellings and lake, along with associated infrastructure, including landscaping, public
open space and play area, pedestrian and cycle links, pumping station and sub-station.

Notice is hereby given that Active Travel England's formal recommendation is as follows:

- a. ~~**No Objection:** ATE has undertaken a detailed assessment of this application and is content with the submission.~~
- b. ~~**Conditional approval:** ATE recommends approval of the application, subject to the agreement and implementation of planning conditions and/or obligations as set out in this response.~~
- c. **Deferral:** ATE is not currently in a position to support this application and requests further assessment, evidence, revisions and/or dialogue as set out in this response.
- d. ~~**Refusal:** ATE recommends that the application be refused for the reasons set out in this response.~~

1.0 Background

Active Travel England (ATE) welcomes the opportunity to comment on this full planning application for the development of 599no. dwellings and a lake, along with associated infrastructure, including landscaping, public open space and a play area, together with pedestrian and cycle links.

The site is situated to the east of the M181 and north of the B1450 Burringham Road and currently comprises 2no. agricultural fields, being broadly oblong in shape and extending to approximately 24.95ha in area.

The site forms part of a wider identified area of predominantly housing growth as part of the Lincolnshire Lakes Area Action Plan (AAP), adopted in May 2016, which seeks to provide 6,304 new homes on 2,063 ha of land to the west of the Scunthorpe.

ATE also understands that the site has an extensive planning history, being within the red line area of a wider site that already benefits from an extant outline planning permission granted in August 2021 for a mixed-use development (LPA ref: PA/2015/0396) of, inter alia, up to 2,500no. new homes, commercial, health and educational uses, new open space and wetlands. This area also benefits from a hybrid permission (LPA ref: PA/2015/0628) as granted in August 2021 for, inter alia, new road and footpaths, informal areas of open space, and parkland.

It is therefore clear that the site and surrounding areas have been subject to historic planning considerations by the LPA, consultees, and applicants. These deliberations have included an assessment of layout, accessibility and active travel requirements and it's likely that opportunities put forward in this response may have been mooted in the past. Nonetheless, ATE trust that the comments are helpful in the LPA's review of this application.

2.0 Summary

It is acknowledged that this application is currently in full and there are numerous active travel matters that require detailed attention in accordance with policy to ensure that sustainable development can be delivered in a way that enables and embeds walking, wheeling and cycling as the first natural choice for local journeys.

The quality of proposed active travel infrastructure and the means by which new residents of the development will access homes, local facilities and their place of work is of relevance. This will have a direct bearing upon the residual impacts of the development, but more importantly the health, lifestyles, and social inclusivity of future residents.

The site is currently isolated from many amenities and is reliant on the delivery of supporting facilities and infrastructure both internally and externally to ensure it is sustainable and accessible. Steps should therefore be taken to secure key services and walking and cycling routes/linkages within appropriate timescales. The primary constraint to achieving this being the apparent disconnect between this application and the wider AAP area and previous outline/hybrid applications. Whether this application can satisfactorily address this will be a key component in creating a successful development. However, based on the planning application submission documents, it is unclear how it will.

After considering the proposals, ATE is requesting that the application is deferred and requests further assessment, evidence, revisions and/or dialogue as set out in this response.

3.0 National Policy and Guidance

The National Planning Policy Framework (NPPF) states:

104. Transport issues should be considered from the earliest stages of... development proposals, so that:

c) opportunities to promote walking, cycling and public transport use are identified and pursued.

110. In assessing specific applications for development, it should be ensured that:

a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location; [and]

b) safe and suitable access to the site can be achieved for all users.

112. Applications for development should:

a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas...;

b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport; [and]

c) create places that... minimise the scope for conflicts between pedestrians, cyclists and vehicles...;

113. All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

Local Transport Note 1/20 (LTN 1/20) provides guidance to local authorities on delivering high quality, cycle infrastructure. More specifically relevant to this application are section 6 – Space for cycling within highways, 11 – Cycle parking and other equipment.

Gear change: a bold vision for cycling and walking is the Government's cycling and walking plan for England. This sets the Government's vision for cycling and walking to be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030. Active Travel England's responsibilities for walking also extend to "wheeling", such as the use of wheelchairs (self-propelled or powered) and mobility scooters.

Inclusive mobility: making transport accessible for passengers and pedestrians provides guidance on designing and improving the accessibility and inclusivity of public transport and pedestrian infrastructure.

4.0 Opportunities

As discussed, the site forms part of a strategic allocation which extends to approximately 2,063 ha and thought has gone into establishing the most appropriate form of development for the wider AAP area.

The AAP sets out the planning policy framework to deliver the Lincolnshire Lakes development in a consistent and properly planned way and includes a vision for the wider area to *'build on the rural heritage and Garden City tradition of North Lincolnshire through the creation of 6 new village settlements.'* It will be a *'connected and accessible location offering a road network supported by safe, direct, convenient routes for pedestrians, cyclists and public transport that will benefit both the residents of North Lincolnshire and those visiting the area.'*

The submitted Design and Access Statement (DAS) sets out 18 Village 2 Key Design Principles, one of which states that *'Street and green space provides pedestrian and cycle link to Burringham Road and across to village 3.'*

The DAS also outlines what consultation has taken place with the community with feedback in relation to highways stating *'Connections to the north of the site need to be shown (and allow for public transport) to provide future linkages to the north. Highways would expect the adopted highway to extend to the extent of the site boundary.'* Moreover, it references a Statement of Community Involvement submitted as part of this application submission which details agreed principles for how the site could be delivered, however it has not been possible to locate this Statement and ATE would request sight of this.

Notwithstanding the above, the site is within an area anticipated to deliver significant growth with the AAP explaining that *'strategic walking and cycling routes will be part of the Lincolnshire Lakes development and that they should be connected to the existing walking and cycling network in Scunthorpe.'* (Paragraph 4.60). It is therefore considered the site has great potential to form part of a wider development that embeds active travel as the first natural choice for local journeys. At present, however, the site sits in isolation with no indication given as to how it will connect to either the existing wider conurbation/networks or the future AAP development areas via active modes. This is of real concern and is expanded on further below in relation to specific issues.

5.0 Areas of Concern

Location:

Paragraph 105 of the NPPF states *'Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.'*

As discussed, the site is currently isolated from all amenities or services with none that will benefit a broad range of users within less than 800 metres. This is confirmed in Table 1: *Key Trip Attractors by Foot* of the Transport Assessment. Of the amenities listed in Table 1, no public transport services are included.

Paragraph 3.2.3 of the Transport Assessment then goes onto to state that *'As discussed within Section 1.5 of this report, the wider Lincolnshire Lakes development is expected to include a variety of new amenities, including local centres, primary schools and recreation/sports facilities. It is stated in the AAP that "all new dwellings will be within 800m of a Local Centre and education provision. Where they are not, they will be accessible via bus routes and/or children will attend existing schools on the western edge of Scunthorpe" (NLC, 2016b).'*

Whilst future growth is expected to deliver a broad range of amenities across the AAP area, this scheme in isolation provides no certainty that this will be delivered, nor does it highlight a mechanism to secure them. Without this provision or certainty, the site is not considered to be in a sustainable location for the purposes of active travel and in the context of NPPF paragraph 105.

Surrounding road network:

The Planning Statement sets out that 'that the proposed development will be accessed via a new roundabout and simple priority T-junction on the southern boundary of the site.' (Paragraph 5.50)

It is understood that planning permission was granted for the aforementioned roundabout in January 2019, however this does not fall within the red line boundary of this application and therefore it is unclear how it will be delivered as part of these proposals.

The simple priority T-junction on the southern boundary of the site will provide access onto the B1450 Burringham Road. Paragraph 3.1.1 of the Transport Assessment sets out that '*Burringham Road is a two-way single carriageway that measures approximately 5.5m in width and is subject to a derestricted speed limit (60mph) along the majority of the site frontage, decreasing to a 40mph speed limit approximately 250m to the east of the proposed site access roundabout.*' (Paragraph 3.1.2)

Based on the above, Figure 4.1: Appropriate protection from motor traffic on highways of LTN 1/20 would require a fully kerbed cycle track. As proposed, the application makes no provision for cycle infrastructure along Burringham Road and instead relies on PA/2020/1295 - Planning permission to construct and refurbish pedestrian footpath and cycle path along Burringham Road (B1450). Again, it is unclear how this application will deliver offsite highway improvements to address existing deficiencies given Burringham Road falls outside the red line plan. Moreover, no detailed drawings have been provided to sufficiently assess access arrangements.

Layout:

The application is accompanied by a detailed Planning Layout which includes Primary and Secondary Streets. Along Primary Streets, Paragraph 2.3.5 of the Transport Assessment states that '*Footways measuring 2m in width will be provided one side of the main spine road, with a 3m shared foot/cycleway on the other side.*'

Based on the submitted plans, it is unclear where the 3m shared foot/cycleways run as they are not marked. Further detail is therefore required here given that this is a full application and confirmation that the proposed design will align with LTN 1/20 and Inclusive mobility guidance.

The introduction of shared surfaces is a welcome design feature, however there is concern as to lack of safe crossing provision for the proposed pedestrian and cycle link over Primary Streets A and B.

Connectivity and permeability:

Whilst the timescales for the delivery of wider AAP proposals are unclear, the application makes provision for vehicle links north via Primary Streets '*to accommodate additional dwellings as part of the wider Lincolnshire Lakes development,*' (Transport Assessment 2.3.3) however no future potential links are provided for pedestrians or cycles other than

utilising Primary Streets. Further clarity is needed as to how these may come forward in the interest of improving permeability. See Building for a Healthy Life page 17.

Cycle Parking:

No detail has been put forward as to the provision of cycle parking within the development, this is despite the DAS including a Building for a Healthy Life – Assessment which requires details on cycle parking. Further detail is requested as to how cycle parking will be delivered in line with Saved Policy T8, Policy T5 and/or LTN 1/20 guidance.

Travel Plan

NPPF paragraph 113 states that all developments that will generate significant amounts of movement should be required to provide a travel plan. Travel plans must clearly outline the mode share targets and proposed measures to achieve these, monitoring strategy and remedial measures to be implemented if targets are not met. Agreed travel plan measures should be secured either by way of planning obligations or conditions.

The Travel Plan includes a five-year period for monitoring trips; however this only includes a baseline and target for vehicles and excludes all other modes. It is noted however that Table 8: Modal Split & Projected Vehicle Trip Generation of the Transport Assessment expects 13.04% of trips to be made on foot. Further detail is requested as to the destination of these journeys given current distances to local services.

In general, the submitted Travel Plan and Transport Assessment should provide further detail on the level of active travel trips that are forecast to be generated. Details of the infrastructure to be provided and how its use will be embedded by the initiatives in the travel plan should be outlined. Details of actions to be taken if the targets are not met should be outlined and committed to with the intention for these to be secured, implemented, and monitored through the planning conditions / S106 obligations. The travel plans should be supported and funded for the whole of the development period / set time / until the targets are met and sustained for a set period.

6.0 Next Steps

We request that these recommendations are provided to the LPA case officer and forwarded to the agent and applicant. ATE would be content to review further submitted information to help address the above identified deficiencies, with a view to providing a further response and recommended wording for planning conditions and obligations.