



## National Highways Planning Response (NHPR 22-12) Formal Recommendation to an Application for Planning Permission

From: Divisional Director  
Operations Directorate  
Highways England.  
North East Region

To: North Lincolnshire Council – Tanya Coggan

CC:

**Council's Reference: PA/2023/1607**

**Location: land south of A1077 Barrow Road, Barton upon Humber**

**Proposal:** Planning permission for a residential development with associated internal vehicular and pedestrian access, landscaping and infrastructure and formation of a new roundabout junction on Barton Road linking to a section of Barton upon Humber's relief road.

**National Highways Ref: NH/23/03245**

Referring to the consultation on a planning application dated **October 17 2023** referenced above, 13km from the M180 at Junction 5 / A15 that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is that we:

- a) offer no objection (see reasons at Annex A);**
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – National Highways recommended Planning Conditions & reasons);~~
- ~~c) recommend that planning permission not be granted for a specified period (see reasons at Annex A);~~
- ~~d) recommend that the application be refused (see reasons at Annex A)~~

Highways Act 1980 Section 175B is/is not relevant to this application.<sup>1</sup>

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<sup>1</sup> Where relevant, further information will be provided within Annex A.

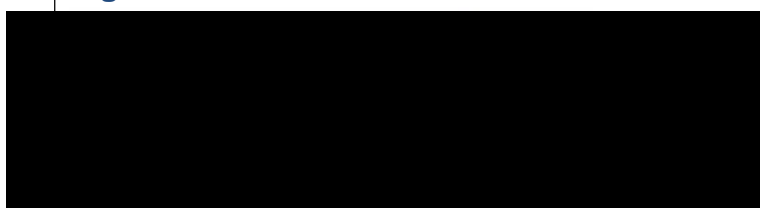
This represents National Highways' formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should the Local Planning Authority not propose to determine the application in accordance with this recommendation they are required to consult the Secretary of State for Transport, as set out in the [Town and Country Planning \(Development Affecting Trunk Roads\) Direction 2018](#), via [transportplanning@dft.gov.uk](mailto:transportplanning@dft.gov.uk) and may not determine the application until the consultation process is complete.

The Local Planning Authority must also copy any consultation under the 2018 Direction to [PlanningYNE@nationalhighways.co.uk](mailto:PlanningYNE@nationalhighways.co.uk)

**Signature:**

**Date: November 7 2023**



**Name: Simon GP Geoghegan**

**Position: Planning and Development**

**National Highways, 2 City Walk, Leeds LS11 9AR**

**email:**



### **Standing advice to the local planning authority**

The Climate Change Committee's [2022 Report to Parliament](#) notes that for the UK to achieve net zero carbon status by 2050, action is needed to support a modal shift away from car travel. The NPPF supports this position, with paragraphs 73 and 105 prescribing that significant development should offer a genuine choice of transport modes, while paragraphs 104 and 110 advise that appropriate opportunities to promote walking, cycling and public transport should be taken up.

Moreover, the build clever and build efficiently criteria as set out in clause 6.1.4 of [PAS2080](#) promote the use of low carbon materials and products, innovative design solutions and construction methods to minimise resource consumption.

These considerations should be weighed alongside any relevant Local Plan policies to ensure that planning decisions are in line with the necessary transition to net zero carbon.

## **Annex A      National Highway's assessment of the proposed development**

National Highways has been appointed by the Secretary of State for Transport as a 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.

### **Recommended Approval**

#### **Reason**

This proposed residential development is forecast to generate no more than 7 two-way vehicle trips in the AM and PM peaks across any arm of M180 J5.

National Highways conclude that the proposed residential aspect of the development will unlikely cause a material uplift in volume of traffic experienced on the SRN.

Our ref: TA 042 216  
Your ref: PA/2023/1607

North Lincolnshire Council  
Church Square House  
Scunthorpe  
DN15 6NL

Simon GP Geoghegan  
National Highways  
2 City Walk,  
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**FAO: Tanya Coggon**

November 7 2023

Dear Tanya,

### **Residential development on land to the south of the A1077 in Barton-upon-Humber, North Lincolnshire**

We have reviewed the Transport Assessment [TA] and Travel Plan [TP] submitted in support of the above application and would offer the following comments.

#### Site history

The proposed development site is allocated for residential development (ref: H1P-13) within the draft North Lincolnshire Local Plan (NLC, 2022). H1P-13 was provisionally allocated for up to 225 dwellings (now 173).

#### Traffic Impact

We have reviewed the trip generation proposed within the TA which presents vehicle trip rates and trip generation for the proposed residential development.

Although the TA should forecast the person trip generation for the development, set out how the need to travel will be minimised, based upon sound, deliverable, and secured travel planning initiatives and forecast the anticipated shift towards more sustainable modes; considering the predicted impact on the SRN, it is not anticipated that the proposed development traffic generation will have a significant material impact on junction capacity.

We have distributed the presented vehicle trips on the SRN using our gravity model, GraHAM. We have concluded that the impact of the development proposal is not likely to materially impact upon the safe and efficient operation of the SRN, in line with NPPF (2021) paragraph 111.

## Sustainable Accessibility

We have reviewed your proposed sustainable accessibility strategy and found deficiencies with the proposed vision and supporting TP. Nonetheless, should the upcoming full TP be accurately produced in line with relevant policy and guidance (including the NPPF, Circular 01/2022 and planning practice guidance on Travel Plans, Transport Assessments and Statements, 2014) and implemented appropriately, we would anticipate a strong possibility that single occupancy car use can be managed down.

However, and as above, the impact of the development proposal is not likely to materially impact upon the safe and efficient operation of the SRN, in line with NPPF (2021) paragraph 111. We therefore offer no further comments on the sustainable accessibility of the site.

## Assessments

The Applicant has not proposed to assess the SRN.

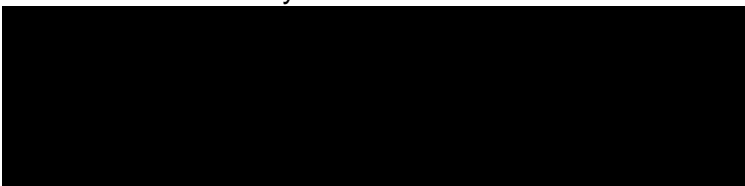
As noted above, impact of the development proposal is not likely to materially impact upon the safe and efficient operation of the SRN. Therefore, no further assessments are required.

## Recommendation

On the basis of the above, no further evidence is required. The deficiencies that we have identified are not of material concern to us. Therefore, I enclose National Highways' formal NHPR 22-12 response recommending no objection.

I trust this response is helpful, but should you require any further information please do not hesitate to contact me.

Yours sincerely



**Simon GP Geoghegan**  
**Planning and Development**  
Email: [Simon.Geoghegan@nationalhighways.co.uk](mailto:Simon.Geoghegan@nationalhighways.co.uk)

# AA.23.19.08 Residential, Barton upon Humber

Prepared for:	Simon Geoghegan
Prepared by:	Harry Robinson (SYSTRA)
Date:	6 <sup>th</sup> November 2023
Case Reference:	DevHU0157
Document Reference:	AA.23.19.08 Technical Memorandum
Reviewed/approved by:	Terry Dale (SYSTRA)

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## Introduction

In October 2023, Quod Limited [the Applicant] submitted a full planning application (ref: PA/2023/1607) for a 173 dwelling residential development on land to the south of the A1077 in Barton-upon-Humber, North Lincolnshire. The Local Planning Authority [LPA] and Local Highway Authority [LHA] is North Lincolnshire Council [NLC] and the Applicant's Transport Consultant is Local Transport Projects [LTP].

On behalf of National Highways, Jacobs SYSTRA Joint Venture [JSJV] has reviewed the Transport Assessment [TA] and Travel Plan [TP] prepared by LTP to accompany the planning application.

## Background

The proposed development site is allocated for residential development (ref: H1P-13) within the draft North Lincolnshire Local Plan (NLC, 2022). H1P-13 was provisionally allocated for up to 225 dwellings.

The access and highway requirements for the H1P-13 site within the draft North Lincolnshire Local Plan (NLC, 2022) are as follows:

- *“Vehicular, pedestrian and cycle access point/s are to be taken from A1077 and will need to be agreed with the Local Highways Authority.*
- *Good footpath and cycle provision are to be delivered throughout the site, linking the development with the town centre, local services and employment areas.*
- *A Transport Assessment and Residential Travel Plan will be required to demonstrate that the development will have no adverse impacts on the highway network.*
- *A new link road is to be constructed between A1077 and Caistor Road including a new roundabout. Developers will be required to enter into a legal agreement to implement this proposal or make an appropriate financial contribution towards its completion.*
- *Financial contributions will be required for improvements to the Barrow Road/Falkland Way junction and other junctions on the A1077.”*

JSJV would note that there have been no previous planning applications relating to the proposed development site.

## Existing situation

The location of the proposed development in relation to the Strategic Road Network [SRN] is presented in **Figure 1**.



*Figure 1. Application site location in relation to SRN*

As indicated in **Figure 1**, the application site is located approximately 10km to the north of M180 Junction 5 [M180 J5].

### Collision data analysis

LTP has obtained Personal Injury Collision [PIC] data from the Department for Transport's road safety data for the 5-year period 2017-2021, however, has not included M180 J5 within this analysis.

JSJV would consider it inappropriate to use 2020 and 2021 data for this analysis because the traffic flows during these years were materially influenced by the COVID19 pandemic. As can be seen from **Figure 2**, a large number of collisions have occurred at M180 J5.

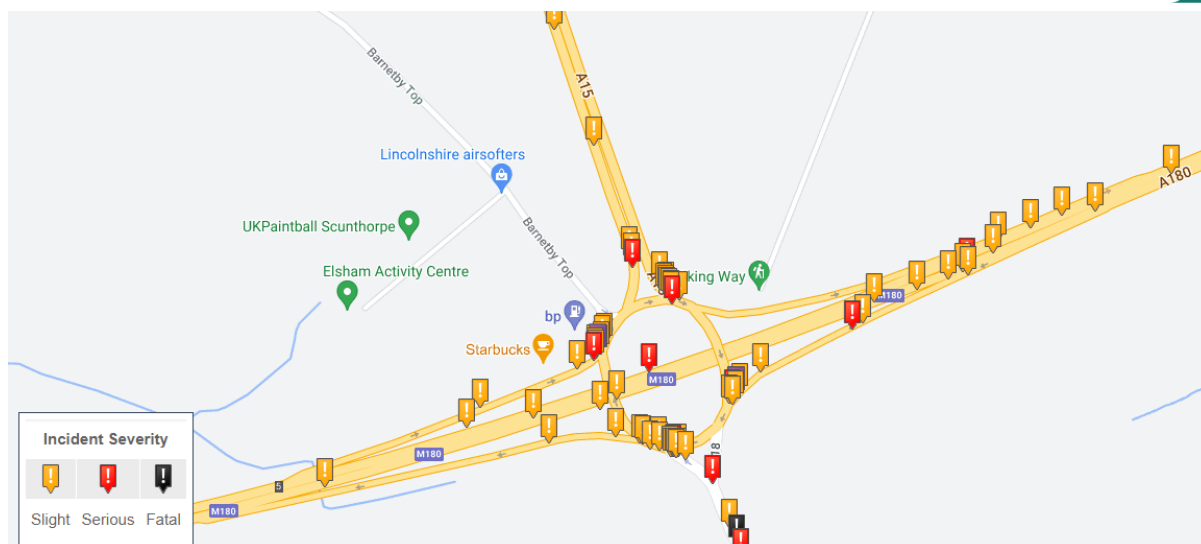


Figure 2. Collisions at M180 J5 2015-2021 (source: CrashMap)

On this basis, JSJV would typically have expected LTP to provide an analysis of the collisions at M180 J5, however, considering the predicted traffic impact on the SRN as highlighted within this review, it is not anticipated that the proposed development traffic generation will have a significant material impact on SRN junction capacity.

## Policy review

JSJV would note that LTP has reviewed the following policy documents within the TA and TP:

- National Planning Policy Framework [NPPF] (2021);
- North Lincolnshire Local Plan – Draft Submission November 2022 (NLC, 2022);
- Planning Practice Guidance (2014);

JSJV would note LTP has not considered the ‘DfT Circular 01/2022 – Strategic Road network and the delivery of sustainable development’.

## Proposed development

LTP states that the proposed development will comprise of a mixture of dwelling sizes and types. The proposal includes 173 dwellings, however, the traffic impact assessments have been based on a development size of up to 175 dwellings.

### Parking

Parking provision has been based on NLC’s ‘Parking Provision Guidelines for New & Change of Use Developments’ (2009). LTP states that the parking provision at the proposed development is to be provided in accordance with NLC parking requirement.

## Sustainable Access

JSJV would highlight paragraph 111 of the NPPF which states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts.”

As outlined below, given that the cumulative impact of the development proposals is not likely to materially impact to the safe and efficient operation of the SRN, JSJV

would suggest that sustainable access is not of material concern for National Highways.

Nonetheless, JSJV has provided some high-level comments on the vision and TP below for reference. The JSJV has noted deficiencies with the information.

## Vision

Circular 01/2022 paragraph 48 states:

*“Where a transport assessment is required, this should start with a vision of what the development is seeking to achieve and then test a set of scenarios to determine the optimum design and transport infrastructure to realise this vision.”*

JSJV would note LTP has not provided a vision statement within the TA or TP.

## Travel Plan

### Accessibility by Walking

LTP highlights that the proposed development is within a 2km walking distance of Barton-upon-Humber, as shown within **Figure 3**.

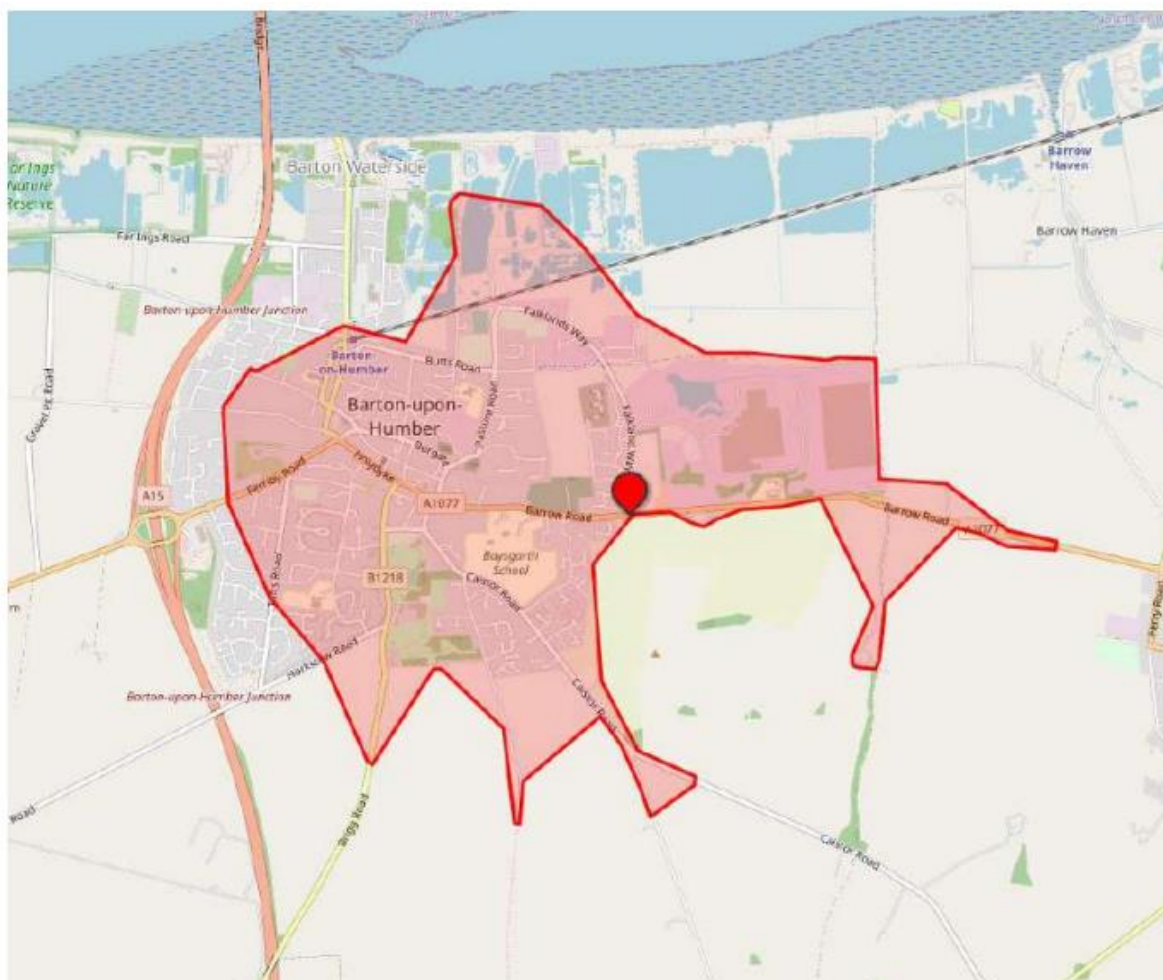


Figure 3. 2km walking isochrone (Extract from TP)

LTP notes within Barton-upon-Humber and the 2km walking isochrone includes various amenities, such as Co-op Food, Heron Foods, Boyes, restaurant/cafés, hot

food takeaways, medical facilities and several schools including Baysgarth School, Barton St Peter’s CofE Primary School and Bowmandale Primary School.

### Accessibility by Cycling

LTP highlights that the proposed development is within an 8km cycling distance of Barton-upon-Humber, as shown within **Figure 4**.



Figure 4. 8km cycling isochrone [Extract from TP]

LTP notes a number of shared footways are located within close proximity of the site connecting to Barton-upon-Humber, furthermore, the majority of local roads are subject to 30mph speed limits.

### Bus provision

LTP notes the closest bus stop is located approximately 145m to the west of the site. The bus services and frequency are shown in Figure 5.

Figure 5. Bus service and frequency [Extract from TP]

Table 1: Local Bus Services

Service	Route	Weekday Frequency*
<b>Services accessible from the A1077 (=145m)</b>		
254	Barton upon Humber Town Circular Service (via Tesco, Market Place, Leisure Centre & Lidl)	Hourly between 09:00 and 14:15
255	North Bransholme – Hull Paragon Interchange – Anlaby – Hessle – Barton-upon-Humber	6-7 services per day in each direction
260	Barton-upon-Humber – Barrow – Goxhill – New Holland (Circular service)	7-8 services per day
350	Hull Paragon Interchange – Barton-upon-Humber – South Ferriby – Winterton – Scunthorpe Bus Station	2-3 services per day in each direction (Every 30 mins to/from Barton town centre bus stops)
355	Barton-upon-Humber – South Ferriby – Winteringham – Winterton – Scunthorpe Bus Station	1-2 services per day in each direction
560	Scunthorpe – Roxby – Winterton – South Ferriby – Barton-upon-Humber – East Halton	2 services per day in each direction
<b>Additional Services from Falkland Way(=170m)</b>		
250	Hull Paragon Interchange – Anlaby – Hessle – Barton-upon-Humber - Grimsby	Hourly
455	Barton-upon-Humber – Ulceby – Immingham – Stallingborough – Nunsthorpe – Grimsby Riverhead Exchange – Cleethorpes	1-2 services per day in each direction

### Accessibility to rail

The nearest rail station to the site is Barton-on-Humber Rail Station, located approximately 1.9km to the north-west of the site. JSJV would note this is within the 2km walking isochrone.

In summary, JSJV would suggest the proposed development site is within close proximity to viable alternative sustainable methods of transport.

### Travel Plan measures

LTP has presented a range of measures and initiatives to promote active and sustainable travel to / from the proposed development. JSJV has presented the key measures in **Table 1** for reference.

*Table 1. Proposed Travel Plan measures*

Mode of transport	Measure
Walking	Ensure the proposed pedestrian routes within the development are safe, convenient, accessible and well lit, providing good internal permeability and access to all dwellings and open spaces, and the external pedestrian network
	Design the development in accordance with a 'pedestrian first' policy with good lighting, dropped kerbs and a road layout that maintains a low vehicle speed environment.
	Produce and distribute a map showing key pedestrian features within the site and local network, such as local amenities and public transport, and giving directions to the site by foot
Cycling	Provide adequate and secure cycle parking facilities at each dwelling.
	Distribute copies of relevant cycle maps to all residents.
Public transport	Disseminate public transport information to all residents. To encourage public transport use it is essential that information is readily available. Bus maps, timetable information, ticket information, taxi firm numbers and wider publicity will all be provided to residents
Car sharing	Promote the use of on-line car share databases such as <a href="http://www.liftshare.com">www.liftshare.com</a> and <a href="http://www.gocarshare.com">www.gocarshare.com</a> aimed at assisting people in finding car share partners for commuting journeys

### Travel Plan targets

Within the TP, LTP has presented a baseline and 5-year target mode share, as shown in **Figure 6**, based on 2011 Census data 'Method of Travel to Work' for North Lincolnshire 001 MSOA; JSJV would consider this an appropriate choice.

**Table 2: Projected Baseline Modal Split (2011 Census)**

Mode of Travel	Modal Split
Car/Van Drivers	65.9%
Taxi	0.4%
Powered Two-Wheeler	0.6%
<b>Vehicle Trip Generating</b>	<b>66.9%</b>
Car Passengers	6.7%
Pedestrians	17.3%
Cyclists	6.7%
Public Transport Users	1.9%
Other	0.5%
<b>TOTAL</b>	<b>100%</b>

*Figure 6. Baseline target mode share (Extract from TP)*

LTP proposes to reduce private car use by 5% over 5 years. JSJV would consider a 10% reduction in vehicle trips over 5 years to be relatively low. Considering the access to active modes of travel and public transport, JSJV would expect a larger reduced target mode share of vehicle trips should be pursued, especially by year 5.

### Travel Plan management, funding and monitoring

JSJV would note the following information provided by LTP:

- 3 months prior to first site occupation a Travel Plan Coordinator will be appointed;
- Annual monitoring surveys will culminate in the production of a Travel Plan Annual Review (TPAR) in order to assess whether targets are being met;
- If the annual review process identifies that the Travel Plan targets are being missed by a significant margin, then potential additional measures/initiatives may be required at the site.
- Potential additional measures include:
  - Area-wide (potentially local authority-wide) initiatives, working with neighbouring developments and the local authority; and
  - More active marketing of the Travel Plan, incorporating a shift of focus.
- It is suggested that a monitoring and evaluation period of five years from first occupation of the site should be suitable.

JSJV would recommend that a firm commitment is in place, as part of the Travel Plan, as to how a suitably skilled Travel Plan Co-ordinator is to be recruited for the site.

We would also note the duration of the TP should be reviewed in light of paragraph 44 of Circular 01/22: *“Targets for achieving a modal shift to sustainable transport will need to be subject to sustained monitoring and management by an appointed travel plan coordinator”*.

JSJV would also reference the Planning Practice Guidance (PPG) on “Travel Plans, Transport Assessments and Statements” (March 2014) which states that:

*“The length of time over which monitoring will occur, and the frequency will depend on the nature and scale of the development and should be agreed as part of the Travel Plan with the developer or qualifying body for neighbourhood planning. Who has responsibility for monitoring compliance should be clear.”*

Further, the guidance states that:

*“Monitoring requirements should only cease when there is sufficient evidence for all parties to be sure that the travel patterns of the development are in line with the objectives of the Travel Plan. This includes meeting the agreed targets over a consistent period of time. At this point the Travel Plan would become a voluntary initiative.”*

LTP notes at the planning stage, “Strata acts as the owner of the development and is therefore responsible for the implementation of this Travel Plan, until such time as the ownership of the development is passed on”.

JSJV would suggest firm financial commitments with regards to funding for the measures proposed should be presented within the TP.

## Transport Assessment

### Proposed vehicle trip rates and generation.

LTP has applied vehicle trip rates that were first derived within a TA (BSP, 2020) produced for a proposed residential site at Pasture Road South site (H1P-12), these have been agreed with NLC Highways and shown in **Table 2**.

*Table 2. Proposed vehicle trip rates and generation (175 dwellings)*

	AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)		
	Arrivals	Departures	Two-way	Arrivals	Departures	Two-way
Trip rate	0.122	0.360	0.482	0.333	0.158	0.491
Trip generation (175 dwells.)	21	63	84	58	28	86

As can be seen from **Table 2**, LTP forecasts the proposed development to generate 84 two-way person trips in the AM peak period and 86 two-way person trips in the PM peak period.

JSJV has undertaken a comparator vehicle trip rate analysis using the TRICS Online Database (version 7.10.3), the results of this analysis are shown in **Table 3** with the TRICS selection parameters outlined as follows:

- TRICS Land Use Category: 03 / A (Residential / Houses privately owned);
- Location: Suburban Area, Edge of Town;
- Trip rate parameter: Number of dwellings;
- Actual Range: 50 to 200 dwellings; and
- Calculation Factor: 1 dwell

Table 3. JSJV proposed vehicle trip generation analysis.

	AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)		
	Arrivals	Departures	Two-way	Arrivals	Departures	Two-way
JSJV trip rate	0.142	0.354	0.496	0.323	0.159	0.482
LTP trip rate	0.122	0.36	0.482	0.333	0.158	0.491
<b>Variance</b>	<b>-0.02</b>	<b>+0.006</b>	<b>-0.014</b>	<b>+0.01</b>	<b>-0.001</b>	<b>+0.009</b>
JSJV trip gen	25	62	87	57	28	84
LTP trip gen	21	63	84	58	28	86
<b>Variance</b>	<b>-4</b>	<b>+1</b>	<b>-3</b>	<b>+1</b>	<b>+0</b>	<b>+2</b>

As can be seen from **Table 3**, LTP anticipate the proposed development will generate 3 fewer two-way vehicle trips in the AM peak and 2 more two-way vehicle trips in the PM peak.

Rather than estimating car trips, Circular 01/2022 puts a greater emphasis on forecasting person trips and effective, robust travel planning. Hence, JSJV would expect TA's to set out the forecast person trip generation for the development, how the need to travel will be minimised, and the anticipated shift towards more sustainable modes. The measures and initiatives employed to achieve the mode shift should be set out in the TP and referenced within the TA.

To this end, paragraph 44 states that “...promoters must put forward clear targets and commitments to manage down the traffic impact of development and maximise the accessibility of and within sites by walking, wheeling, cycling, public transport, and shared travel. Targets for achieving a modal shift to sustainable transport will need to be subject to sustained monitoring and management by an appointed travel plan coordinator.”

Given the above, LTP should forecast the person trip generation for the development, set out how the need to travel will be minimised, based upon sound, deliverable, and secured travel planning initiatives and forecast the anticipated shift towards more sustainable modes. Once the residual traffic generation is determined, its impact on the operation of the SRN should then be established.

On this basis, JSJV would typically expect the trip generation methodology to be revised to reflect Circular 01/2022 policy. However, considering the predicted impact on the SRN as highlighted within the next section, it is not anticipated that the proposed development traffic generation will have a significant material impact on SRN junction capacity. To this extent, JSJV would consider the use of the vehicle trip generation, shown in **Table 2**, to be adequate.

### Proposed trip distribution

LTP has not distributed vehicle trips associated with the proposed development on to the SRN M180 J5. As a result, JSJV has undertaken a vehicle trip distribution exercise

using National Highways' gravity model GraHAM. JSJV's residential development trip distribution results are presented in **Table 4**.

*Table 4. JSJV proposed residential vehicle distribution at M180 J5*

Arm	AM Peak Period		PM Peak Period	
	Arrivals	Departures	Arrivals	Departures
Westbound merge	0%	11%	0%	11%
Eastbound diverge	12%	0%	12%	0%
Westbound diverge	0%	0%	0%	0%
Eastbound merge	0%	0%	0%	0%

As shown in **Table 4**, JSJV only predict a maximum of 12% of traffic distributed at any junction movement across the M180 J5.

We have applied our trip distribution results to LTP's proposed vehicle trip generation, the results are shown in **Table 5**.

*Table 5. JSJV residential vehicle trip distribution results*

Arm	AM Peak Period			PM Peak Period		
	Arrivals	Departures	Two-way	Arrivals	Departures	Two-way
Westbound merge	0	7	7	0	3	3
Eastbound diverge	3	0	3	7	0	7
Westbound diverge	0	0	0	0	0	0
Eastbound merge	0	0	0	0	0	0

As is shown in **Table 5**, when applying JSJV's vehicle trip distribution results to LTP's vehicle trip generation, the proposed residential development is forecast to generate no more than 7 two-way vehicle trips in the AM and PM peaks across any arm of M180 J5. Therefore, JSJV would state the proposed residential aspect of the development will unlikely cause a material uplift in volume of traffic experienced on the SRN.

## Summary and Conclusions

On the basis of this review, the recommendation to National Highways in relation to this development proposals is:

**No objection** – although noting the assessment deficiencies (as identified below)

This review has highlighted the absence of the following information:

- JSJV would note LTP has not provided a vision statement within the TA or TP. Where a transport assessment is required, this should start with a vision of what the development is seeking to achieve and then test a set of scenarios to determine the optimum design and transport infrastructure to realise this vision.
- LTP proposes to reduce private car use by 5% over 5 years. JSJV would consider a 10% reduction in vehicle trips over 5 years to be relatively low. Considering the access to active modes of travel and public transport, JSJV would expect a larger reduced target mode share of vehicle trips should be pursued, especially by year 5.
- JSJV would recommend that a firm commitment is in place, as part of the Travel Plan, as to how a suitably skilled Travel Plan Co-ordinator is to be recruited for the site.
- Monitoring cessation is only appropriate once it has been demonstrated that the travel patterns of the development are in line with the targets and objectives of the TP.
- JSJV would suggest firm financial commitments with regards to funding for the measures proposed should be presented within the TP.
- LTP should forecast the person trip generation for the development, set out how the need to travel will be minimised, based upon sound, deliverable, and secured travel planning initiatives and forecast the anticipated shift towards more sustainable modes. Once the residual traffic generation is determined, its impact on the operation of the SRN should then be established.