

PROPOSED RESIDENTIAL DEVELOPMENT LINCOLNSHIRE LAKES, SCUNTHORPE RESPONSE TO ACTIVE TRAVEL ENGLAND COMMENTS (14/02/2024)

Background

This note has been produced by Local Transport Projects Ltd (LTP) in response to the comments provided by Active Travel England (ATE) dated 11th January 2024, in association with a full planning application (ref: PA/2023/1124) to provide a residential development of 599 dwellings on land to the north of Burringham Road in Scunthorpe. The local planning and highway authority for the site is North Lincolnshire Council (NLC).

This note provides a response to the 'Areas of Concern' raised by ATE, with the full ATE comments provided as Appendix 1 for reference.

Location

The concerns around the location of the site are covered within paragraph 3.2.3 and 3.2.4 of the Revised Transport Assessment (RTA) (LTP, 2023a) submitted as part of the planning application, as reproduced below:

"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 it is acknowledged that these new amenities may be delivered after the proposed development, it is unlikely that they could be sustained in isolation without the surrounding dwellings. The delivery of dwellings in the first instance will therefore encourage the future provision of amenities at the site within a short walk of the development, but in the meantime the amenities listed within Table 1 are available and accessible via Burringham Road."

As discussed further below, it is proposed that the S106 agreement linked to the application will include a contribution towards the delivery of improved active travel infrastructure on Burringham Road to link the development with the existing amenities to the east, facilitating pedestrian/cycle links to these amenities in the short-term until such a time that on-site infrastructure comes forward as part of the wider development. The S106 is currently being discussed between the Applicant's and Council's legal teams.

Surrounding Road Network

The submitted Planning Layout shows the provision of a 3.5m route on the northern side of Burringham Road between the site access roundabout and site access junction to the west of Carisbrooke Manor Lane, which will connect with the proposed upgraded pedestrian/cycle infrastructure to the east, to which the development is expected to contribute.

A detailed design exercise of the proposed infrastructure will be undertaken as part of the S38 design package to be submitted to NLC for technical approval. The corridor width shown on the current drawing is considered to be a sufficient level of detail for the planning stage, with a commitment that the route will be provided for both pedestrians and cyclists.

The improvements to the pedestrian/cycle infrastructure on Burringham Road to the east of the eastern site access were secured as part of the outline planning application for the wider Lincolnshire Lakes development, and a suitable contribution for inclusion within the S106 Agreement for the development is currently being discussed by the Applicant's and Council's solicitors. This provides assurance that the delivery of pedestrian/cycle infrastructure improvements to connect the site with the amenities to the east will be delivered as part of the development.

It is noted that the ATE comments state that *"A total of 22 collisions occurred within the study area, which includes sections of Burringham Road" (Paragraph 4.1.2 RTA), 7 of which involved pedestrians and cyclists. The need for high quality active travel infrastructure along Burringham Road is therefore even more important, particularly given most of this stretch of road is subject to speeds of 60mph"*.

It is clarified that the quoted sentence in paragraph 4.1.2 of the RTA goes on to state *'the M181 and a number of other local junctions'*, so this quotation is taken out of the wider context. The 22 collisions, including the 7 involving pedestrians and cyclists do not just refer to those on Burringham Road as suggested, with the study area covering the links and junctions within the wider local area. The collision plot included as Appendix 2 of the RTA shows the extents of the study area and the locations of the 22 collisions. It is therefore considered that the requirement for the active travel infrastructure is not linked to the local collision record, however as noted above, a suitable S106 contribution towards the previously approved pedestrian/cycle infrastructure on Burringham Road will be agreed for inclusion within the S106 agreement for the development. The S106 is currently being discussed between the Applicant's and Council's legal teams.

Layout

It is clarified that the proposal to provide shared surfaces and raised tables remains a feature of the proposed layout, but the submitted 'Presentation Layout' does not show these in a buff colour as per the previous 'Planning Layout'. The features are instead denoted by the transverse lines across the carriageway. A full S38 design of the highway layout will be produced post-planning and will be submitted to NLC for technical approval, including full details of the proposed shared surfaces and raised tables.

The proposed 3m routes alongside the primary streets within the development will be shared-use routes for both pedestrians and cyclists, and the aforementioned raised tables will be provided at side roads in order to reduce vehicle speeds. The S38 design of the highway layout will consider the needs of cyclists in accessing and using the proposed facilities, including the provision of suitable dropped kerbs, tactile paving and signing. The proposed provision of the shared-use routes is therefore considered appropriate in the residential context.

Connectivity & Permeability

Two connections with the northern boundary of the site are provided as part of the site layout to facilitate pedestrian/cycle movements to any future development phases to the north, both of which include shared foot/cycleways which are separated from the carriageway by a grass verge. The perimeter path along the northern boundary of the proposed development intersects the two connections to the north, therefore suitable connections between the perimeter path and future parcels of development are considered to be available.

Cycle Parking

Cycle parking will be provided within the boundary of each dwelling at the site. Where dwellings are provided with garages, secure cycle parking will be contained therein. Where garages are not provided, a secure timber unit will be provided within the garden of each property, as per the example below.



Source: Atkinsons

Travel Plan

The modal split projections of the original Travel Plan (TP) (LTP, 2023b) were based on the commuter modal split from the 2011 Census, as per the approved outline Transport Assessment (TA) (ARUP, 2016) for the wider development. These figures were revised as requested within the comments provided on the application by NLC and National Highways (NH), and are now based on the latest trip rates and modal split figures within the TRICS database. It should be noted that the TRICS modal split data considers all trip purposes, including travel to school and leisure trips which typically have higher proportions of active travel and car sharing trips compared to commuting trips, on which the previous modal split projections were based. The revised modal splits presented within the RTA and latest TP (LTP, 2023c) are therefore considered to represent the expected travel patterns of the development more accurately.

References

Local Transport Projects (LTP), 2023a. Proposed Residential Development, Lincolnshire Lakes, Scunthorpe. Revised Transport Assessment (Final Issue 2A).

LTP, 2023b. Proposed Residential Development, Lincolnshire Lakes, Scunthorpe. Travel Plan (Final Issue 1B).

LTP, 2023c. Proposed Residential Development, Lincolnshire Lakes, Scunthorpe. Travel Plan (Final Issue 2).

Appendix I – ATE Comments



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Your Ref: PA/2023/1124
Our Ref: ATE/23/00431/FULL
Date: 11 January 2024

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 further consultation for a 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.

2.0 Summary

ATE has previously submitted a response dated 23 August 2023 Ref: ATE/23/00431/FULL to this application which focused on:

- The site location
- Surrounding highway network
- Layout
- Connectivity and permeability
- Cycle Parking
- Travel Plan

ATE note that since issuing the previous consultation response a series of updated plans have been submitted to address consultee comments. These plans are accompanied by a Revised Transport Assessment (RTA) and Travel Plan (TP).

Paragraph 1.1.4 of the RTA states that '*This revised TA has been produced to address comments on the application provided by NLC Highways, NH and Active Travel England (ATE).*'

Following a review of the submission documents and RTA, ATE retains its recommendation that any decision on the application is deferred pending further assessment, evidence, revisions and/or dialogue as set out in this response below.

3.0 Areas of Concern

This section covers those areas of concern previously identified whilst considering the revised proposals.

Location:

The same concerns remain regarding the delivery of this application in isolation of the wider Lincolnshire Lakes development. In the event that this development comes forward prior to or as a single standalone development, then active travel linkages to the minimal existing amenities would need to be of outstanding quality. Consideration of whether these improvements are forthcoming will need to be made as part of the following assessment.

Surrounding road network:

The existing surrounding road network and any proposed improvements were previously considered. Concern was raised regarding Burringham Road and the lack of active travel infrastructure present, alongside the absence of any intention to provide this as part of the proposals.

The RTA sets out that *'A 3m foot/cycleway will also be provided on the northern side of Burringham Road within the site frontage, connecting with the existing provision to the east of Carisbrooke Manor Lane to the east of the site. Cyclists are to access the site via the proposed cycle/footway.'* (Paragraph 2.3.9). Whilst the provision of a footpath along the site frontage is welcome, it has not been possible to identify any detailed drawings from which to assess its design or layout from those newly submitted plans. ATE would therefore suggest that a detailed drawing showing this new footpath along with clarity on how it will connect to existing provision east of Carisbrooke Manor Lane be submitted.

ATE would also like to draw attention to the existing provision east of Carisbrooke Manor Lane. This does not currently provide adequate widths for a shared use paths, as confirmed in Paragraph 3.2.5 of the RTA, which states *'There is a footway provided on the northern side of Burringham Road which measures approximately 2m in width and is accessible directly east of the site, extending to Scotter Road/Burringham Road roundabout, providing access to local amenities and the wider pedestrian infrastructure in Scunthorpe.'* The RTA continues to state that *'This footway is proposed to be widened to form a 3m wide shared foot/cycleway as part of a separate planning application (ref: PA/2020/1295).'* Again, no clarity is provided as to when or how this will be delivered.

Based on the above position it is difficult to see how the revised proposals are materially different from those previously commented on, or how this will successfully prioritise the needs of pedestrians and cyclists ahead of motorised users as required by current government policy. The same concerns therefore remain regarding the approach to active travel infrastructure along Burringham Road.

The proposals will generate an estimated 396 two-way vehicle trips during the AM peak hour (08:00- 09:00) and 316 two-way vehicle trips during the PM peak hour (17:00-18:00) (5.1.3 RTA). *'A total of 22 collisions occurred within the study area, which includes sections of Burringham Road.'* (Paragraph 4.1.2 RTA), 7 of which involved pedestrians and cyclists. The need for high quality active travel infrastructure along Burringham Road is therefore even more important, particularly given most of this stretch of road is subject to speeds of 60mph.

Layout:

The introduction of shared surfaces and raised tables was a welcome design feature in the previous proposals. A review of the updated 'Presentation Layout' however shows many of these have been removed. Clarification is sought as to why this is the case. The National Model Design Code at P.2.ii Multi-functional Streets and P.2.iii Home Zones explains *'people and vehicles share the whole of the street space safely and on equal terms, where quality of life takes precedence over ease of traffic.'*

The proposed pedestrian and cycle link through the centre of the site and perimeter of the site and lake is shown on the 'Presentation Layout' however it is absent from the key. It looks like some of this route is now shown has a formal path around the perimeter of the site, however the central east/west link and route around the lake appear to be on untreated surfaces, i.e. grass. Confirmation is sought regarding surface treatment for the entirety of this route.

It is noted that *'A crushed stone pedestrian footpath will also be provided along the full northern boundary of the site, with the potential for this to be extended into the land to the north in the future as part of a wider leisure walking route.'* (Paragraph 2.3.7 RTA) Whilst it is recognised that this path will be a leisure route, crushed stone surfaces do not wear well

and become unusable for many in winter months. Thought should be given to whether more resilient surfaces could be used.

Figure 3: Proposed Foot/Cycleways of the RTA shows a 3m shared foot/cycleway on one side of the Primary Street Highway. Whilst this provision is welcome, ATE would encourage the applicant to consider LTN 1/20 Figure 10.13: Priority crossings of cycle tracks at side roads when treating side roads. Generally, shared use cycle tracks on highways are not supported, however if they are adopted it is important to consider the following LTN 1/20 paragraphs:

4.4.4 A well-constructed shared use facility designed to meet the needs of cycle traffic – including its width, alignment and treatment at side roads and other junctions – may be adequate where pedestrian numbers are very low.

5.5.3 Such facilities should be designed to meet the needs of cycle traffic, however – including its width, alignment and treatment at side roads and other junctions.

Connectivity and permeability:

It appears that there is now sufficient connectivity north from the site if future development plots come forward. It is however recommended that the permitter path in the north east corner of the site includes a link north to future development plots.

Cycle Parking:

No detail was previously given regarding the provision of cycle parking within the development. The RTA now states that '*Cycle parking in line with NLC and LTN 1/20 guidance will be provided within the boundary of each dwelling.*' (Paragraph 2.3.12 LTA) This approach is welcome, however there are no detailed drawings from which to assess the adequacy of these facilities. There do appear to be stores in the rear gardens of most plots, however it is difficult to establish what these are for.

Travel Plan

It is welcome that the updated Travel Plan includes Table 3: Target Modal Split (Year 5), however the anticipated modal split for active travel movements is lower than that presented in Table 2: Projected Modal Split presented in the original Travel Plan and derived from the PA/2015/039. Albeit these are not significantly different, it is disappointing that the scheme in isolation does not achieve the same splits. It is also unclear why being a 'Vehicle Passengers' is so significantly greater in the revised target at 22% and 23% (5 yr).

4.0 Next Steps

We request that these comments are provided to the LPA case officer and forwarded to the agent and applicant. ATE would be content to review any further submitted information or engage in future dialogue.