

DevHU0202: Lincolnshire Lakes

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Prepared for:	Simon Geoghegan	Prepared by:	Roxana Watson	Reviewed / approved by:	Terry Dale

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Headline Summary

Planning Outcome	Site Location
<p>The recommendation to National Highways is Holding Recommendation. Further information is required from the Applicant.</p>	

Technical Summary

This review has highlighted the need for the following information, as detailed below.

Travel Plan

- We recommend that clear financial commitments for funding the proposed measures and the appointment of the Travel Plan Coordinator be explicitly detailed within the existing Travel Plan, rather than relying on separate Travel Plans from individual operators.

Construction Traffic Management Plan

- We recommend that a Construction Traffic Management Plan [CTMP] is submitted alongside the application.

Boundary Treatment

- We recommend the Applicant demonstrate to National Highways that there are no drainage, structural, boundary treatments or other constructions that would have an impact on National Highways land interests.

1 Introduction

- 1.1 In February 2025, Hargreaves Land Limited [the Applicant] submitted hybrid planning application ref. PA/2025/254, comprising the following elements:
- Outline planning application, with all matters reserved, for up to 550 dwellings, a local centre (use Class E), associated landscaping, drainage and other infrastructure works; and
 - Full Planning permission for the construction of a new vehicular access off the M181/A1077(M) roundabout, a pedestrian and cycle link to Scotter road, a pumping station, earthworks and off-plot drainage, ecological and associated landscaping and infrastructure works.
- 1.2 The Applicant's Transport Consultant is BWB and the Local Planning Authority [LPA] is North Lincolnshire Council [NLC].

2 Site History

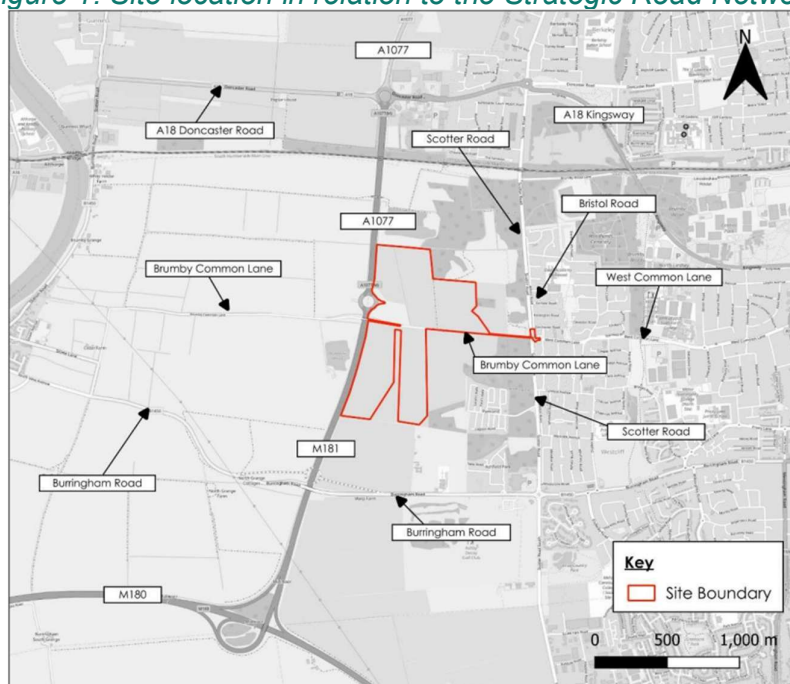
- 2.1 The Jacobs SYSTRA Joint Venture [JSJV] previously reviewed, on behalf of National Highways, an EIA screening request for a hybrid planning application [ref. PA/SCR/2025/251] comprising 'full planning application for the construction of a new vehicular access off the M181/A1077(M) roundabout, a pedestrian and cycle link to Scotter Road, a foul pumping station, earthworks and 'off-plot' drainage, ecological and associated landscaping and infrastructure works.
- 2.2 National Highways has been consulted on an outline planning application, with all matters reserved, for the development of up to 550 residential dwellings (Use Class C3), a local centre (Use Class E) and associated 'on-plot' landscaping, drainage and other infrastructure works. Land to the east of the M181/A1077(M), Scunthorpe, DN17 1US.'
- 2.1 We would note that although the EIA screening request was originally submitted in February 2024, pre-application discussions between National Highways and BWB have continued since then. However, to maintain the conciseness of this document, the full history of these consultations has not been included.
- 2.2 Our latest review [DevHU0161 - TM05] of hybrid application ref: PA/SCR/2025/251 concluded with the following recommendations:
- We advised that clear financial commitments for funding the proposed measures, as well as the appointment of the Travel Plan Coordinator, should be explicitly detailed within the Travel Plan;
 - We recommended that BWB presents PIC data for the most recent 5-year period excluding the years 2020 and 2021;
 - We recommended that BWB confirm whether the agreed vehicle trip distribution, previously accepted by National Highways, has been used or if the original vehicle trip distribution has been applied;
 - We advised the Applicant to provide a review of the total vehicle trip generation that was considered within the original AAP for the Lincolnshire Lakes Site and what percentage of this has been taken by other planning applications as well as the proposed development in question;
 - We recommended that a Construction Traffic Management Plan [CTMP] is submitted alongside the application; and

- We recommended that the Applicant should demonstrate to National Highways that there are no drainage, structural, boundary treatments or other constructions that would have an impact on National Highways land interests.
- 2.3 Following our review, National Highways issued a Non-Approval formal response, dated 18 March 2025.
 - 2.4 Due to lack of new information from the Applicant, National Highways issued a second Non-Approval formal response, dated 17 June 2025, in response to planning applications Ref. PA/SCR/2025/251 and PA/2025/254.
 - 2.5 In July 2025, the Applicant submitted new information, specifically Transport Assessment Addendum P02 (Ref. LLP1-BWB-GEN-XX-RP-TR-0006_TAA), dated 3 July 2025 and prepared by BWB Consulting Limited (BWB). However, National Highways states that the updates have not been referred to them until 12 September 2025. Consequently, National Highways have issued a third Non-Approval formal response, dated 15 September 2025, in response to planning applications Ref. PA/SCR/2025/251 and PA/2025/254.
 - 2.6 On behalf of National Highways, the JSJV has reviewed the newly submitted documentation referenced above and offers the following observations.

3 Site Location

- 3.1 The application site is located within the wider Lincolnshire Lakes allocation, specifically sitting within 'Village 1' as set out in the Lincolnshire Lakes Area Action Plan (AAP), which was adopted in 2016.
- 3.2 The location of the application site, relative to the Strategic Road Network [SRN], is presented in **Figure 1**. The site is located approximately:
 - 2.4km to the north of the M180 / M181 junction (M180 J3); and
 - Adjacent to the M181 / A1077(M) roundabout.

Figure 1. Site location in relation to the Strategic Road Network¹



¹ Source: Transport Assessment

3.1 The outline planning application boundary is presented in **Figure 2**.

Figure 2. Outline Planning Boundary²



4 Transport Assessment Addendum P02

- 4.1 BWB notes that the Transport Assessment Addendum P02 [TAA] provides the Applicant's responses to the statutory highway related comments raised by NLC, National Highways and Active Travel England (ATE) following the review of the Transport Assessment [TA] and Travel Plan [TP] that were accompanying the planning applications PA/SCR/2025/251 and PA/2025/254.
- 4.2 The JSJV has now reviewed the section of the TAA that addresses National Highways' comments, and our review is set out in the remainder of this Technical Memorandum.

Trip Distribution

- 4.3 In TM05 (DevHU0161) the JSJV highlighted that: *'BWB notes that "NLC and NH have agreed that the distribution suitably represents the impact of the 550 dwellings". The JSJV would note that although National Highways has previously agreed to the trip distribution for the proposed development, the vehicle trip distribution presented in the TA and Figure 11 is not the distribution that was agreed.'*
- 4.4 We note that the difference in the proposed and agreed trip distribution is as follows:
- 4.5% less vehicular traffic routing through A1077(N), from 27.3% to 22.8%;
 - 4.5% less vehicular traffic routing through Doncaster Road, from 32.1% to 27.6%; and

² Source: Drawing Lincolnshire Lakes Pa#1 Site Plan - Outline Planning Application Boundary [Ref. 7730-00-2011]

- 9% more vehicular traffic routing through M180 Eastbound, from 3.5% to 12.5%.
- 4.5 BWB has now taken into account the aforementioned traffic distribution difference and provided updated traffic distribution diagrams, as presented in **Figure 3**. The traffic distribution previously proposed (TA) is presented in **Figure 4**.

Figure 3. Updated M180 J3 Development Flows (BWB) ³

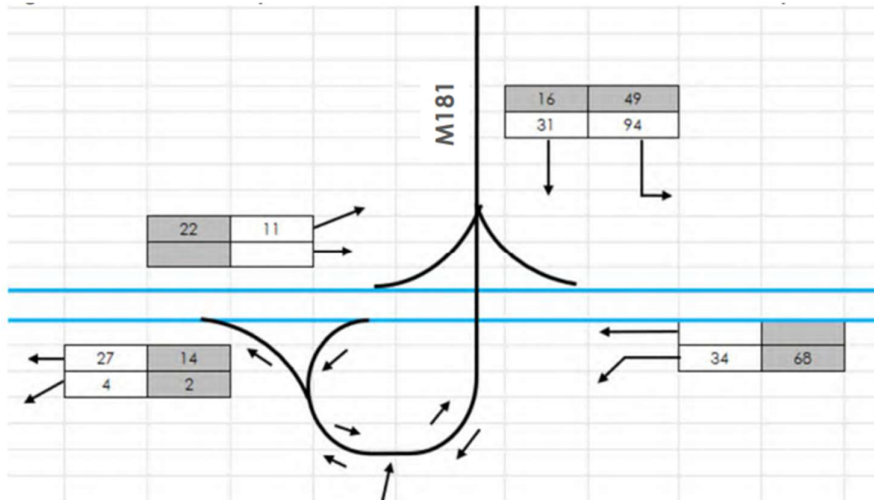
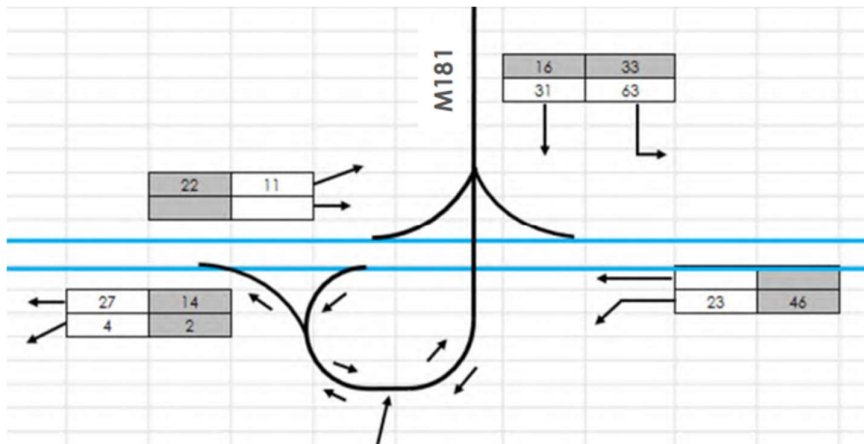


Figure 4. Initial M180 J3 Development Flows (BWB) ⁴



- 4.6 As illustrated in **Figure 3**, BWB now forecasts that a total of 94 vehicular trips are expected to travel eastbound through M180 Junction 3 during the AM peak hour from the proposed development, and 49 vehicular trips during the PM peak hour.
- 4.7 BWB states that the merge / diverge assessments have also been updated, with **Table 1** providing details of the analysis. The JSJV observes a discrepancy between the base year indicated in the table (2027) and the base year stated in the main text of the TAA (2036). Furthermore, **Table 1** does not reflect the updated trip distribution referenced by BWB in the main text of the TAA.

³ Source: Transport Assessment Addendum P02

⁴ Source: Transport Assessment Addendum P02

Table 1. Initial M180 J3 Development Flows (BWB) ⁵

ARM	TIME PERIOD	MERGE / DIVERGE FLOWS				MAINLINE FLOW UPSTREAM / DOWNSTREAM				CLASSIFICATION REQUIRED (MAINLINE AND UPSTREAM / DOWNSTREAM LANES)
		SURVEY	2027 BASE + COM	DEV	TOTAL MERGE / DIVERGE	SURVEY	2027 BASE + COM	DEV	TOTAL MAINLINE FLOW	
Scenario 2 - No Development										
M180 WB Onslip	08:00 – 09:00	578	669	0	669	1347	1556	0	1556	A – Taper Merge
	17:00 – 18:00	771	892	0	892	1143	1320	0	1320	D - Lane Gain (1 & 2)
M180 WB Offslip	08:00 – 09:00	155	179	0	179	1347	1556	0	1556	A - Taper Diverge (1 & 1)
	17:00 – 18:00	119	138	0	138	1143	1320	0	1320	D - Lane Drop (1 & 2)
M180 EB Onslip	08:00 – 09:00	143	165	0	165	1341	1549	0	1549	A – Taper Merge
	17:00 – 18:00	171	198	0	198	1266	1462	0	1462	A – Taper Merge
M180 EB Offslip	08:00 – 09:00	908	1051	0	1051	1341	1549	0	1549	A - Taper Diverge (1 & 1)
	17:00 – 18:00	576	666	0	666	1266	1462	0	1462	A - Taper Diverge (1 & 1)
Scenario 3 - With Development										
M180 WB Onslip	08:00 – 09:00	578	669	31	700	1347	1556	0	1556	A – Taper Merge
	17:00 – 18:00	771	892	16	908	1143	1320	0	1320	D - Lane Gain (1 & 2)
M180 WB Offslip	08:00 – 09:00	155	179	23	202	1347	1556	0	1556	A - Taper Diverge (1 & 1)
	17:00 – 18:00	119	138	46	184	1143	1320	0	1320	D - Lane Drop (1 & 2)
M180 EB Onslip	08:00 – 09:00	143	165	63	229	1341	1549	0	1549	A – Taper Merge
	17:00 – 18:00	171	198	33	231	1266	1462	0	1462	A – Taper Merge
M180 EB Offslip	08:00 – 09:00	908	1051	11	1062	1341	1549	0	1549	A - Taper Diverge (1 & 1)
	17:00 – 18:00	576	666	22	689	1266	1462	0	1462	A - Taper Diverge (1 & 1)

4.8 The data in **Table 1** shows that both the eastbound and westbound on and off-slips are appropriate and will continue to be once the development is complete and in operation. BWB concludes that no amendments are required to the M180 Junction 3 merge and diverge arrangements as a result of the proposed development coming into operation. The JSJV concurs with this conclusion. While we reiterate that **Table 1** does not reflect the updated trip distribution referenced by BWB in the main text of the TAA, the difference in vehicular trips is not significant enough to affect the results of the merge/diverge assessment.

Lincolnshire Lakes Area Action Plan Trip Envelope Review

4.9 In TM05 (DevHU0161) the JSJV highlighted that: (...) *the Applicant should provide a review of the total vehicle trip generation that was considered within the original AAP for the Lincolnshire Lakes Site and what percentage of this has been taken by other planning applications as well as the proposed development in question.*

4.10 In response, BWB notes that the vehicle trip generation associated with the original AAP allocation (6,304 dwellings and associated non-residential uses and employment) was set out in URS’s Highway Assessment report dated April 2013 (document reference: 46378011), with the report considering the traffic impact for two scenarios, as presented in **Table 2**.

⁵ Source: Transport Assessment Addendum P02

Table 2. Original AAP Development Quantum Options⁶

Land Use	Per	Option A	Option C
Residential	Dwelling	6,000	6,000
B1	sqm	21,000	25,500
B2	sqm	17,625	-
Supermarket	sqm	3,450	-
Hotel & Public House	Rooms	60	60
Gym	sqm	1,300	1,300

4.11 **Table 3** presents the vehicle trips associated with Option A and Option C, as presented within the TAA, and also includes the committed development traffic flows associated with the 2,500-dwelling committed Maltgrade scheme (planning permission PA/2015/0396).

Table 3. AAP Trip Generation Envelope Review⁷

	AM PEAK				PM PEAK			
	ARR	DEP	2-WAY	%	ARR	DEP	2-WAY	%
Option A Review								
AAP Trip Envelope	1411	3528	4939	100%	2579	2024	4603	100%
Maltgrade Phase 1 (700 Dwellings)	102	390	492	10%	306	225	531	12%
Maltgrade Phase 2 (1,800 Dwellings)	363	1391	1754	36%	1058	705	1763	38%
Proposed Development (550 dwellings + 4,000sqm non-resi uses)	236	431	667	14%	372	316	688	15%
Total (3,100 dwellings + non-resi uses)	701	2212	2913	59%	1736	1246	2982	65%
AAP Envelope Trips Remaining	710	1316	2026	41%	843	778	1621	33%
	AM PEAK				PM PEAK			
	ARR	DEP	ARR	DEP	ARR	DEP	ARR	DEP
Option C Review								
AAP Trip Envelope	1204	3362	4566	100%	2239	1653	3892	100%
Maltgrade Phase 1 (700 Dwellings)	102	390	492	11%	306	225	531	14%
Maltgrade Phase 2 (1,800 Dwellings)	363	1391	1754	38%	1058	705	1763	45%
Proposed Development (550 dwellings + 4,000sqm non-resi uses)	236	431	667	15%	372	316	688	18%
Total (3,100 dwellings + non-resi uses)	701	2212	2913	64%	1736	1246	2982	77%
AAP Envelope Trips Remaining	503	1150	1653	36%	503	407	910	23%

4.12 BWB highlights that after subtracting the proposed development and committed Maltgrade development flows, approximately 41% (2026 two-way vehicular trips) and 33% (1621 two-way vehicular trips) of the original AAP trip envelope, traffic flows remain in the AM and PM peaks for Option A. BWB further notes that, for Option A, the proposed development accounts for approximately 14% (667 two-way vehicular trips)

⁶ Source: Transport Assessment Addendum P02

⁷ Source: Transport Assessment Addendum P02

of total AAP vehicle trip flows during the AM peak hour and 15% (688 two-way vehicular trips) during the PM peak hour.

4.13 BWB highlights that for Option C, approximately 36% (1653 two-way vehicular trips) and 23% (910 two-way vehicular trips) of the original AAP trip envelope traffic flows remain in the AM and PM peaks. BWB further notes that, for Option C, the proposed development accounts for approximately 15% (667 two-way vehicular trips) of total AAP vehicle trip flows during the AM peak hour and 18% (688 two-way vehicular trips) during the PM peak hour.

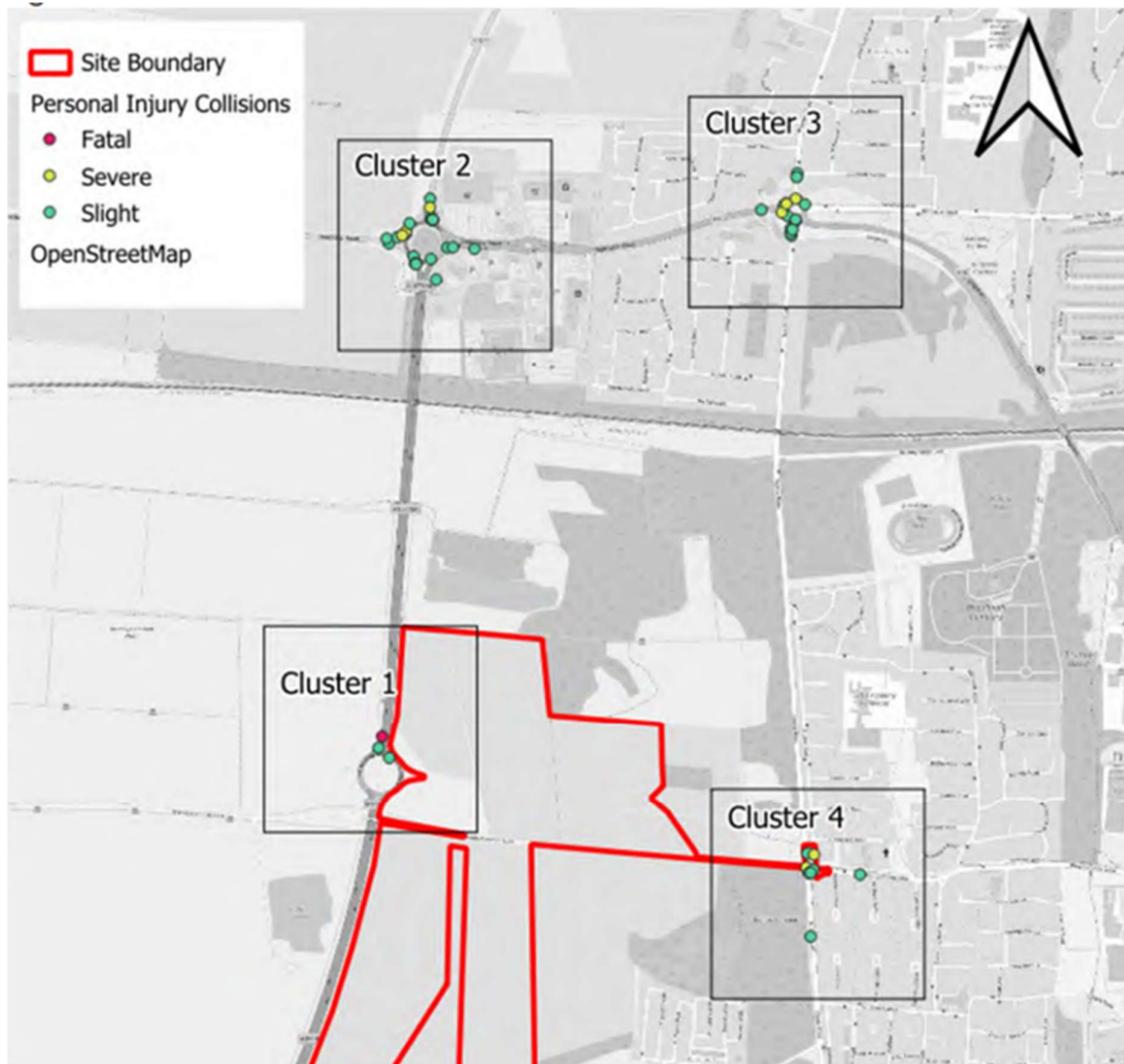
4.14 The JSJV considers the aforementioned analysis to be accurate.

Highway Safety Review

4.15 In TM05 (DevHU0161) the JSJV was recommending that BWB presents PIC data for the most recent 5-year period excluding the years 2020 and 2021.

4.16 BWB has now supplied an updated PIC assessment, incorporating data from 2018, 2019, 2022, 2023, and 2024, based on information provided by NLC. The updated data is presented in **Figure 5**.

Figure 5. Personal Injury Collision Records 2018-2019 and 2022-2024⁸



⁸ Source: Transport Assessment Addendum P02

- 4.17 BWB notes that one fatal collision occurred on 24th February 2023 at 21:45 at the M181/A1077 roundabout, within the vicinity of the site access. The incident is noted to involve a car losing control and crashing into a barrier due to aggressive and reckless driving. There were two reported casualties, one fatal and one serious. The road surface was wet/damp, but the collision was attributed to driver behaviour rather than road design.
- 4.18 Furthermore, BWB notes four collision clusters, as presented in **Figure 5**.
- 4.19 As shown, the first cluster is located at the M181/A1077 roundabout, and includes:
- One fatal collision in 2023 (previously discussed); and
 - Two slight collisions, both occurring in 2022.
- 4.20 BWB concludes that there is no highway safety concern at the proposed site access roundabout where cluster 1 is located, that could be exacerbated by the development proposals. The JSJV agrees with this conclusion.
- 4.21 The second, third and fourth clusters are located at the A18 Doncaster Road/A1077 roundabout, the A18 Doncaster Road /Scotter Road/Doncaster Road/A18 Kingsway roundabout and the Scotter Road/West Common Lane/Brumby Common Lane junction. However, as these junctions fall under the authority of the Local Highway Authority, the JSJV will not provide any comments on the PIC data for these locations.

Travel Plan

- 4.22 The JSJV previously noted that *'that there is no mention of the source of funding for the Travel Plan. Therefore, we suggest that firm financial commitments regarding funding for the proposed measures and the appointment of the Travel Plan Coordinator should be explicitly outlined within the Travel Plan.'*
- 4.23 BWB highlights that the Travel Plan [TP] that has been submitted is a Framework TP, and each residential and non-residential reserved matters application will produce a detailed TP that will set out the funding information. However, BWB confirms that the site wide Travel Plan Co-ordinator role will be funded by the Applicant, Hargreaves Land Limited.
- 4.24 The JSJV notes that, when adopting the vision-led approach as required by relevant policy, the Applicant must demonstrate an understanding of how to effect positive changes in mode share and clearly outline in the Travel Plan (TP) the measures that will achieve these changes. There must also be firm commitments to implementing these initiatives to ensure the TP is deliverable. Relying on separate TPs from different operators risks a lack of coordination, increasing the likelihood that none of the individual plans will include, for example, proposals for public transport improvements.

Boundary Treatment

- 4.25 The JSJV, followed by National Highways, previously requested that the Applicant demonstrate to National Highways that no drainage, structural, boundary treatments, or other constructions would impact National Highways' land interests. We note that BWB has not provided any information on this matter; therefore, this information remains outstanding.

Construction Traffic Management Plan

- 4.26 We previously recommended that, due to the proposed site location being in close proximity to the SRN, a Construction Traffic Management Plan [CTMP] is submitted alongside the application, and this information remains outstanding.