

## Interim Planning Guidance

### South Humber Gateway - Transport Contributions

April 2011



Submitted by Pell Frischmann

**INTERIM PLANNING GUIDANCE  
SOUTH HUMBER GATEWAY TRANSPORT CONTRIBUTIONS  
W50358/T123**

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| REVISION RECORD |             |      |            |         |          |
|-----------------|-------------|------|------------|---------|----------|
| Rev             | Description | Date | Originator | Checked | Approved |
|                 |             |      |            |         |          |
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## **1.0 INTRODUCTION**

- 1.1 In 2008, Pell Frischmann (PF) were commissioned by Yorkshire Forward, North Lincolnshire Council (NLC) and North East Lincolnshire Council (NELC) to prepare a multi modal transport strategy for the South Humber Gateway.
- 1.2 The South Humber Gateway, which includes the largest port complex in the UK, has seen significant economic growth over recent years and with large areas of available development land surrounding the ports there is considerable potential for this growth to continue and the need to deliver new infrastructure and services to support it.
- 1.3 NLC are keen to support the continued development of the area and to ensure that the necessary transport infrastructure is planned, designed and delivered to facilitate this growth.
- 1.4 In order for NLC to achieve this and allow the Gateway's full potential to be realised a Transport Strategy was developed in 2008 to look at upgrading the local infrastructure to meet the forecast levels of future demand over the next 15 to 20 years. The next stage in the process looks at defining and securing the necessary finances to deliver this transport infrastructure.
- 1.5 This document sets out a mechanism for securing financial contributions from new development to provide the necessary infrastructure and the development of an Area Wide Travel Plan (AWTP).
- 1.6 The council recognises that the area will be developed over a long period of time and that it is critical that the council provide the support and co-ordination of a strategy to deliver transport infrastructure and service that best serves the entire area and not just individual piecemeal development. This will also seek to deliver major pieces of infrastructure at the earliest possible opportunity.
- 1.7 The benefits of contributing to the Transport Strategy include:

- Improved environmental conditions
- Reduced Congestion
- Better Connectivity
- Improved Access to employment
- Improved Travel Choice
- Improved health

## **2.0 SOUTH HUMBER GATEWAY**

- 2.1 Located next to the busiest ports complex in the UK, an international airport and excellent connections to the UK road and rail networks, the South Humber Gateway (SHG) is a major gateway to the rest of the UK and Europe.
- 2.2 With almost 1,000 hectares of development land spanning both North and North East Lincolnshire, the SHG is the last remaining strategic development site that fronts a deep-water estuary in the UK, and the largest employment land allocation in Yorkshire and Humber.



- 2.3 The SHG is attracting significant global interest and is experiencing unprecedented levels of inward investment with an estimated £3 billion+ of investment over the next 10 years.
- 2.4 Besides its obvious size, what makes the SHG particularly attractive for investment is it's home to the UK's busiest ports complex, i.e. the ports of Immingham, Grimsby and Killingholme.

- 2.5      These ports are already the busiest in the UK by tonnage of cargo handled, and with further port developments planned the capacity to handle an increase in cargo, will only grow.
  
- 2.6      Not only is it the UK's fastest growing ports complex, a top ten European Port and the East Coast's largest ro-ro port but also, together with the Humber Sea Terminal, the ports are key nodes on the North European Trade Axis.
  
- 2.7      The area's road and freight-forwarding infrastructure provides a major competitive advantage for businesses and industry on the SHG . Approximately 40 million people can be accessed from any location on the SHG quickly and easily.
  
- 2.8      Further distribution channels include some of the UK's least congested motorways, an international airport on the doorstep at Humberside, the UK's second largest heliport, and an expanding rail network.

### **3.0 THE AIMS OF THE DOCUMENT**

- 3.1 The fundamental aim of this Interim Planning Guidance is to set out how financial contributions to the Transport Strategy will be calculated and secured against individual development that occurs within the study area.
- 3.2 The financial contributions will be negotiated at the time of submission of a planning application and secured through a legal agreement related to the planning permission under Section 106 of the Town & Country Planning Act 1990.
- 3.3 The document will also include an overview of the schemes and measures that are included in the Transport Strategy and thus the schemes that secured contributions will deliver and how these will then be prioritised by NLC.
- 3.4 This document provides the necessary context and background and explains how the guidance will be applied and which developments it will be applied to and gives examples of how contributions can be calculated.
- 3.5 Figure 3.1 shows the extent of the area to which this document will apply





## **4.0 PLANNING CONTEXT**

4.1 The Core Strategy of the Local Development Framework is required to set out a future vision for North Lincolnshire and the sort of place it should become over the next 15 years, up to 2026. In order to turn the vision for North Lincolnshire into reality, a number of preferred spatial objectives have been devised.

4.2 The objectives in relation to the SHG include:

**SO3** - *To maximise North Lincolnshire's major growth potential in the Yorkshire and the Humber region based on maximising the benefits of our major assets – the South Humber Bank ports, Humberside International Airport, Doncaster Robin Hood Airport, the Scunthorpe Urban Area and the world class environment – to become the north of England's Global Gateway.*

**SO4** - *To work with partners to deliver the appropriate road, rail and water infrastructure needed to maximise the opportunities provided by our unique assets such as delivering better quality access to the ports at the South Humber Bank.*



4.3 In addition to the spatial objectives above the Core Strategy also refers to the Ports specifically as follows:

*“Further growth and expansion at the northern ports, in particular at the South Humber Bank ports can have two positive benefits. Firstly, it will help the area’s economy and assist in bridging the north-south output gap. Secondly, there are wider sustainability and environmental issues associated with port growth. Expansion and development of the northern ports and maximising the further port development in key strategic locations like the South Humber Bank employment site can have major positive impacts for road congestion and reducing CO2 emissions in the UK. A number of businesses have already relocated from the ports in the south and south east of England to the South Humber Bank ports in order to escape road congestion in the south. The Northern Way Strategy also recognises that the South Humber ports and the undeveloped South Humber Bank strategic employment site are served by motorways with surplus capacity.”*

- 4.4 It is proposed that contributions to the transport infrastructure and services be secured via Section 106 Agreements. These are planning obligations under Section 106 of the 1990 Town and Country Planning Act, which provide a mechanism for establishing legal agreements between the council and a developer to secure infrastructure and services that NLC believe to be necessary to facilitate a proposed development.
- 4.5 Government Circular 5/2005 is the current key source of government guidance on the use of such planning obligations. Planning obligations may be negotiated to provide on and off-site physical and social infrastructure related to the development. Circular 5/2005 states that planning obligations should be sought only when they are:
- relevant to planning;
  - necessary to make the proposed development acceptable;
  - directly related to the proposed development;
  - fairly and reasonably related in scale and kind to the proposed development; and
  - reasonable in all other aspects.
- 4.6. Of particular relevance to this IPG is the Circular’s acceptance of ‘pooled Contributions’.

- 4.7 Where the combined impact of a number of developments creates the need for infrastructure, it may be reasonable for the associated developers' contributions to be pooled, in order to allow the infrastructure to be secured in a fair and equitable way. Pooling can take place both between developments and between local authorities where there is a cross-authority impact. Local authorities should set out in advance the need for this joint supporting infrastructure and the likelihood of a contribution being required, demonstrating both the direct relationship between the development and the infrastructure and the fair and reasonable scale of the contribution being sought. There should be a clear audit trail between the contribution made and the infrastructure provided.
- 4.8 In some cases, individual developments will have some impact but not sufficient to justify the need for a discrete piece of infrastructure. In these instances, local planning authorities may wish to consider whether it is appropriate to seek contributions for specific future provision (in line with the requirements for demonstrating need as set out above). In these cases, spare capacity in existing infrastructure provision should not be credited to earlier developers
- 4.9 In cases where an item of infrastructure necessitated by the cumulative impact of a series of developments is provided by a local authority or other body before all the developments have come forward, the later developers may still be required to contribute towards the relevant proportion of the costs. This practice can still meet the requirements of the Secretary of State's policy tests if the need for the infrastructure and the proportionate contributions to be sought is set out in advance. In the event that contributions are made towards specific infrastructure provision but the infrastructure is not provided within an agreed timeframe, arrangements should be made for contributions to be returned to developers.

## 5.0 AN OVERVIEW OF THE TRANSPORT STRATEGY

5.1 The Transport Strategy includes both policies in respect to transport and specific schemes to improve the transport network in the area. The strategy also includes a number of schemes outside of the council's remit, but which will clearly be beneficial and critical to the area's development.

5.2 The following policies have been developed in relation to transport in the study area.

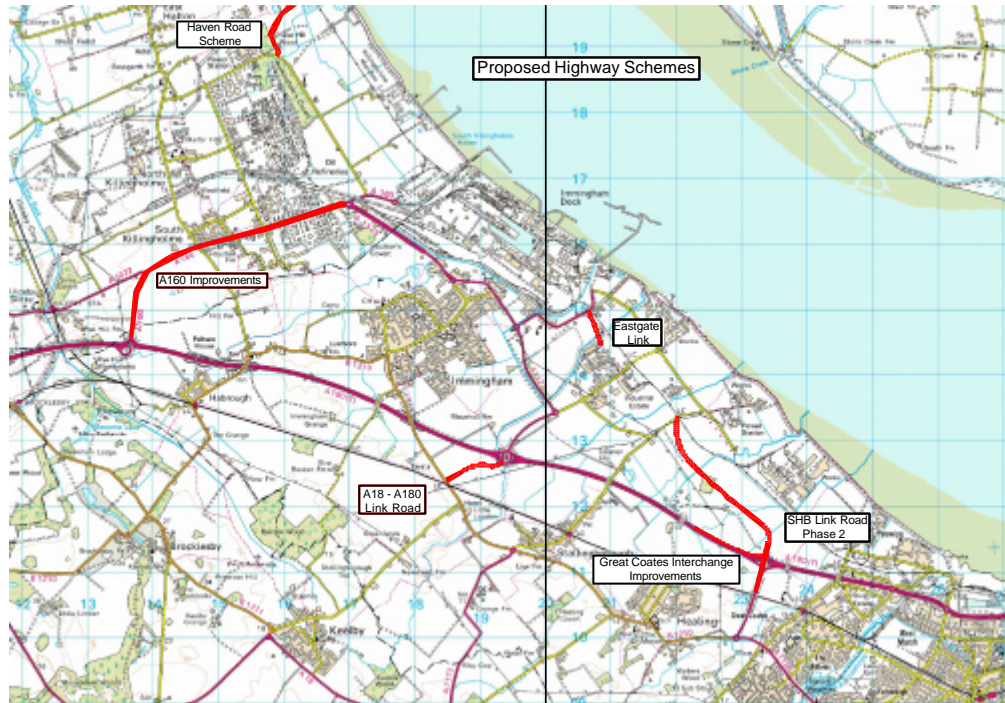
- Lobby for reduced tolls on the Humber Bridge to open up the northern route to ports
- Work closely with the Highways Agency to progress and bring forward the A160 scheme
- Work with and lobby Lincolnshire County Council to progress improvements to the A15
- Develop an Area Wide Travel Plan
- Develop a Memorandum of Understanding between the LA's and the Highways Agency
- Protect the Air Quality Management Area (AQMA) in Immingham

5.3 There are a number of major transport improvements already in the pipeline which are being progressed by various other parties to meet the future needs of the area. These form the first tier of the strategy and in fact relate to approximately £137.5M of investment in new transport infrastructure including the following schemes:

- A160 Improvements Scheme
- A18 – A180 link road scheme
- South Humber Bank Link Road
- Great Coates Interchange Improvements
- Network Rail – Gauge enhancements and Killingholme Loop
- Eastgate Link

5.4 These planned improvements are illustrated in the figure below and as they are not to be delivered by NLC **do not form** part of the financial contribution proposal set out in

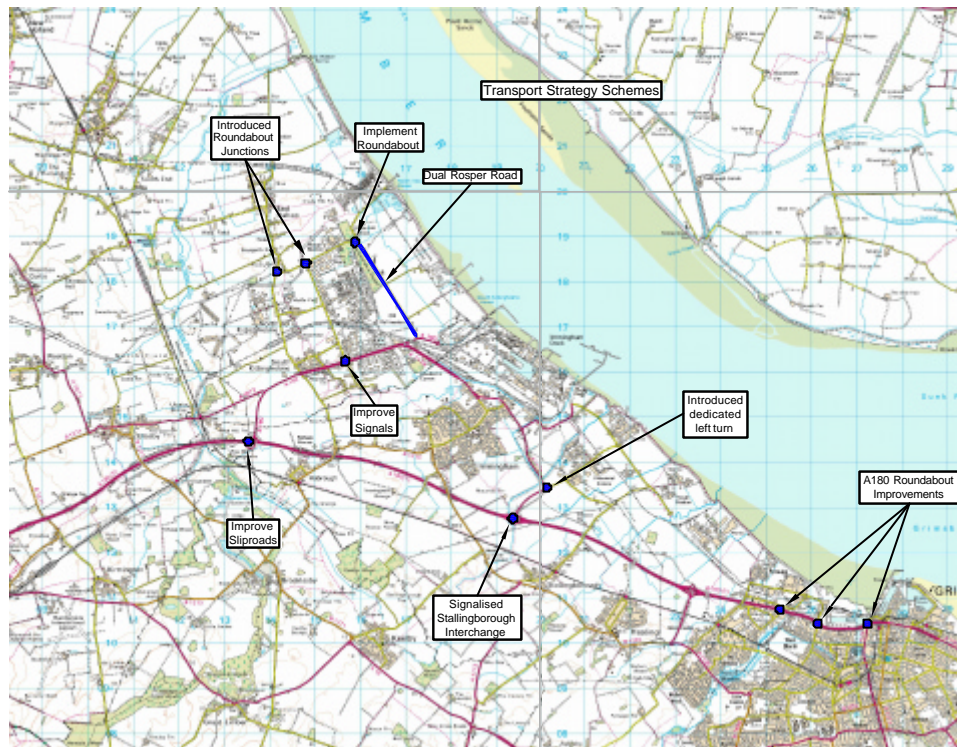
this document and the contributions collect will thus not be used to contribute to these non NLC proposals.



5.5 In addition to the schemes, that are outside the remit of the council and this document, the council have also identified a programme of local transport improvements to address the infrastructure needs of the area. The other schemes identified as part of this Transport Strategy are listed below with a brief description:

- **Complete works to Haven Road** – whilst these works have now been partially completed, providing improved access to the Humber Sea Terminal, it is recommended that the remainder of the full scheme, which equates to a new roundabout on Rosper Road, be completed.
- **Dualling of Rosper Road** – dualling of a key existing road to help develop a strong north-south corridor linking the A160 to the areas of development land to the north.
- **Improve Eastfield Road/A160 signals** – minor widening to this A160 signalised junction
- **New roundabout at junction of Eastfield Road and Chase Hill Road**
- **New roundabout at junction of Chase Hill Road and East Halton Road**





- 5.6 Preliminary designs of these improvements are included as Appendix A to this report.
- 5.7 **Area Wide Travel Plan** - In addition to the physical infrastructure, a major part of the Transport Strategy is the Area Wide Travel Plan (AWTP) project. This sets out a plan for encouraging the use of non car modes of transport, to encourage the many thousands of employees to utilise environmentally friendly modes of transport to travel to work.
- 5.8 The International Gateway AWTP project, is currently being set up by the council and involves the launch of an AWTP covering the area surrounding the South Humber Gateway as well as Humberside Airport, an international passenger and freight terminal.
- 5.9 The proposals will link the two key international gateways with the main population centres through the encouragement of sustainable travel. The project includes a range of tailored measures, infrastructure and resource to encourage sustainable access to the area, with the key aims of helping to reduce carbon emissions and thus

reliving the environmental problems the area experiences and also increasing social mobility to the one of the country's largest employment allocations.

5.10 The AWTP project will include the following measures:

- Direct bus service from Scunthorpe to the SHG
- Wheels to work scheme
- Improved pedestrian and cycle infrastructure
- New bus stops
- Area wide car sharing scheme
- Travel planning website
- An dedicated Travel Plan co-ordinator
- Marketing and promoting the plan
- Travel to work surveys

5.11 Whilst it is anticipated that funds will be sought from the public purse to launch the Travel Plan, contributions will be sought from development to ensure its longevity and provide further resource to promote further sustainable travel initiatives.

5.12 The Table below illustrates the anticipated costs of the overall Transport Strategy, for the areas which will be covered by this document.

| <b>Scheme</b>                      | <b>Cost</b>       |
|------------------------------------|-------------------|
| Dualling of Rosper Road            | £4,986,000        |
| Completion of Haven Road works     | £612,000          |
| A160 Eastfield signal improvements | £231,000          |
| Chase Hill Road/Eastfield Road     | £696,000          |
| Chase Hill/East Halton Roundabout  | £710,000          |
| Area Wide Travel Plan              | £1,000,000        |
|                                    | <b>£8,235,000</b> |

5.13 The council will seek to accumulate funds to deliver these schemes and provide the necessary infrastructure to support travel movement in the area.

## **6.0 PRINCIPALS OF CONTRIBUTIONS**

### **6.1 Objectives**

- 6.1.1 The objective of the contribution system will be to generate sufficient funds to deliver the elements of the overall Transport Strategy described in section 5 of this report. The collection of funds will be conducted in a manner that is fair and equitable to development and apportions contributions to reflect the respective impacts of individual development on the transport network.
- 6.1.2 This will be achieved by apportioning cost by relating it to the volume of traffic that each development generates on the local network during the network peak hours (i.e. the AM and PM peak periods).
- 6.1.3 New development will need to be designed with modal shift opportunities in mind to encourage greater use of public transport, cycling and access by foot to reduce the impacts on congestion and air quality.

### **6.2 What Development Proposals will this apply to?**

- 6.2.1 All development proposals will be expected to contribute in addition to embracing the principals of sustainable development. Any development falling within the catchment shown in Figure 3.1 will be required to contribute to the process.
- 6.2.2 For the smallest developments however it is unlikely to be reasonable or cost effective to insist on it being applied to them. A threshold of 10 additional peak hour trips will be applied. Developments exceeding this threshold will be required to contribute.
- 6.2.3 The council is committed to early discussion in order to establish the parameters for negotiation and to set out the range of information needed to make progress on the submission of planning applications. At pre application discussions the council will provide information on the IPG and its application.



### **6.3 Establishing Impact**

- 6.3.1 The impact of individual development will be established through the Transport Assessment process, which will involve defining trip rates and trip generation values during the peak network hours. This information will be used to establish the financial contributions required from individual development.
- 6.3.2 Transport Assessments should generally be based on Guidance on Transport Assessment document published jointly by the Department for Transport and the Department for Communities and Local Government in March 2007. However developers should also refer to NLC guidance document.
- 6.3.3 The TA should demonstrate the volume of new vehicular traffic generated by a proposed development during the network peak hours and where appropriate and agreed by the council, consider reductions in gross trip generation to reflect pass-by trips, linked trips and reductions to reflect trips generated by existing land uses which are to be replaced.
- 6.3.4 Council policy is to encourage sustainable travel and developers will be expected to embrace and contribute fully to the Area Wide Travel Plan initiative. Where measures to encourage sustainable travel are proposed as part of the development this will be reflected in the assessment of new vehicular traffic generated by the development.

### **6.4 Level of contribution**

- 6.4.1 The financial contribution from the Developer to the planned transport improvements will be calculated by taking the new peak hour vehicular trip movements, as agreed through the TA, times a cost multiplier.
- 6.4.2 The cost of the Transport Strategy is £8.235M, which is based on accommodating some 3680 new vehicular trips on NLC road network. This equates to some **£2238 per trip**, which will form the cost multiplier.
- 6.4.3 An example calculation is included as Appendix B to this report.

## **6.5      Securing Financial contributions**

- 6.5.1      Securing a financial contribution is necessary for the proper planning of the area to provide the means by which the transport network can be developed and managed to accommodate new development and consequently to grant new planning permissions relatively unhindered. The alternative to this planned approach would be refusal of planning permissions on transport grounds or a single developer faced with the prospect of having to pay for major transport improvements.
- 6.5.2      The council will normally need a planning agreement to be entered into by developers under Section 106 of the Town & Country Planning Act. This will specify the amount of the contribution and the timing of the payment.
- 6.5.3      Payments should normally be made at the time of the commencement of the development. Proposals to defer payment of the contribution would not be acceptable unless this was agreeable to both parties. In such cases the council would require a bond guarantee to provide the necessary certainty that the payment would be accessible to them at a given date.

## **6.6      Monitoring and Review**

- 6.6.1      The level of contributions secured and received will be continuously monitored and reported to assess progress against the most up to date programme for implementation of the transport improvements.
- 6.6.2      Whilst the process is not risk free, appropriate arrangements will be put in place to reduce risk and to give confidence that the proposed infrastructure improvements will be completed within a reasonable timescale. A systematic planning process will ensure that contributions are properly made and that a fair and equitable process applies to all relevant developments.
- 6.6.3      Regular monitoring will ensure that the level of contributions can be adjusted in line with changing development proposals and to take into account changes in funding methods, grant bids, and the receipt of developer contributions.

- 6.6.4 The level of the tariff may need to be increased or decreased as circumstances change. This is in order to ensure that developers are not faced with undue uncertainty in the planning stages of new development proposals and as such the council propose to limit any increase to within the relevant cost index for road construction projects i.e. The Road Construction Price Index prepared by DfT.

**APPENDIX A – PRELIMINARY DESIGNS**

### ***Scheme 1 - Complete works to Haven Road works***

A scheme to improve the alignment and standard of the current access road to the Humber Sea Terminal (HST) from Rosper Road has recently been completed by NLC. However the final scheme implemented was a reduced version of the original option which included a roundabout on Rosper Road replacing the existing priority junction. The reduction in the proposed works is believed to be on the basis of lack of funding.

It is thus proposed that as part of the strategy this element of the design be completed and a new roundabout formed at this location to provide an appropriate level of access to the HST.

### **Haven Road Improvements**



From the link assessments conducted it is evident that one of the three north-south corridors from the A160 needs to be improved to accommodate future traffic levels. Of the three, which are Eastfield Road, Rosper Road and East Halton Road, the latter is clearly the least appropriate to attract development traffic to as it runs through the village of North Killingholme. Of the other two options, each could provide a potential new spur to the north.

Whilst the theoretical analysis conducted suggests Eastfield Road would be the first to reach capacity, the strategy's preference is to upgrade Rosper Road to dual carriageway and tie this additional capacity into the nearby A160 scheme and the southern end of Rosper Road. Equally the scheme would tie into the completion of the Haven Road proposals at the northern end.

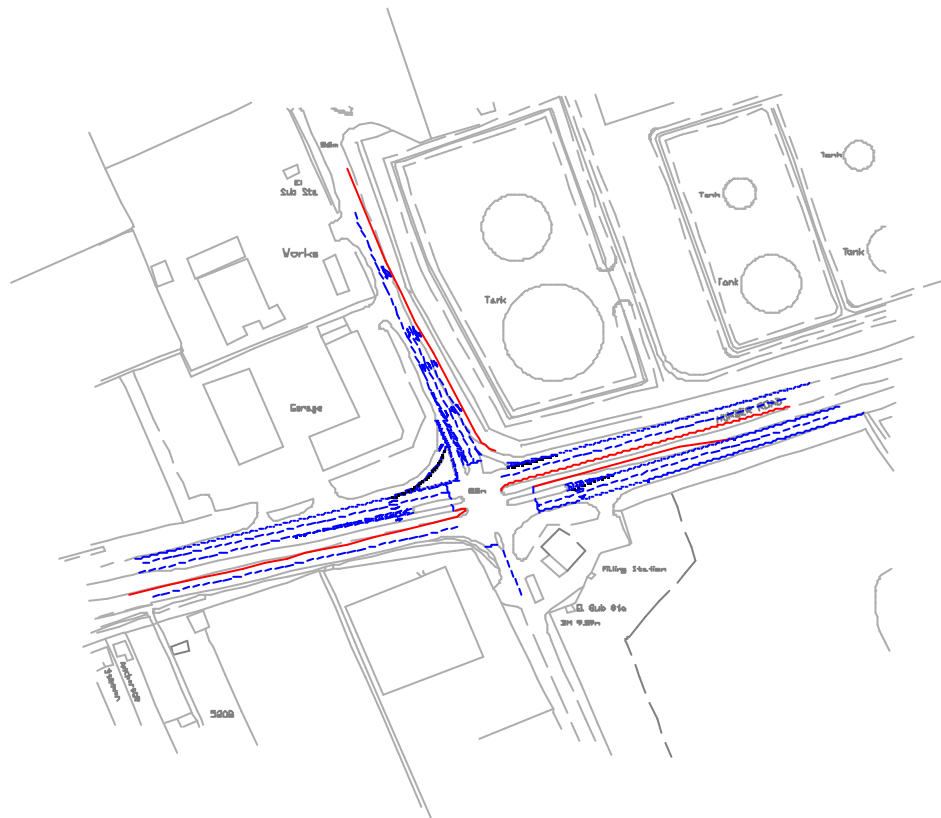
The motivation for selecting Rosper Road is firstly from a practical perspective, as there is more land available around Rosper Road to facilitate widening without the need for demolishing existing buildings and restricting existing accesses.

In addition to this the scheme would open up a key area of vacant land alongside the estuary. It will also tie into improved infrastructure at the end of Rosper Road, created by the A160 scheme, as opposed to the signals at the end of Eastfield Road which are relatively constrained in terms of capacity.

### ***Scheme 3 – Improve Eastfield Road/A160 signals***

Although located on the A160, there are no plans in the current A160 options to improve this junction, due largely to the lack of available land surrounding the junction. The analysis conducted in this study has shown the need to improve this junction. This involves the provision of a new lane on the northern approach and minor widening to the right turn lane on the eastern arm.

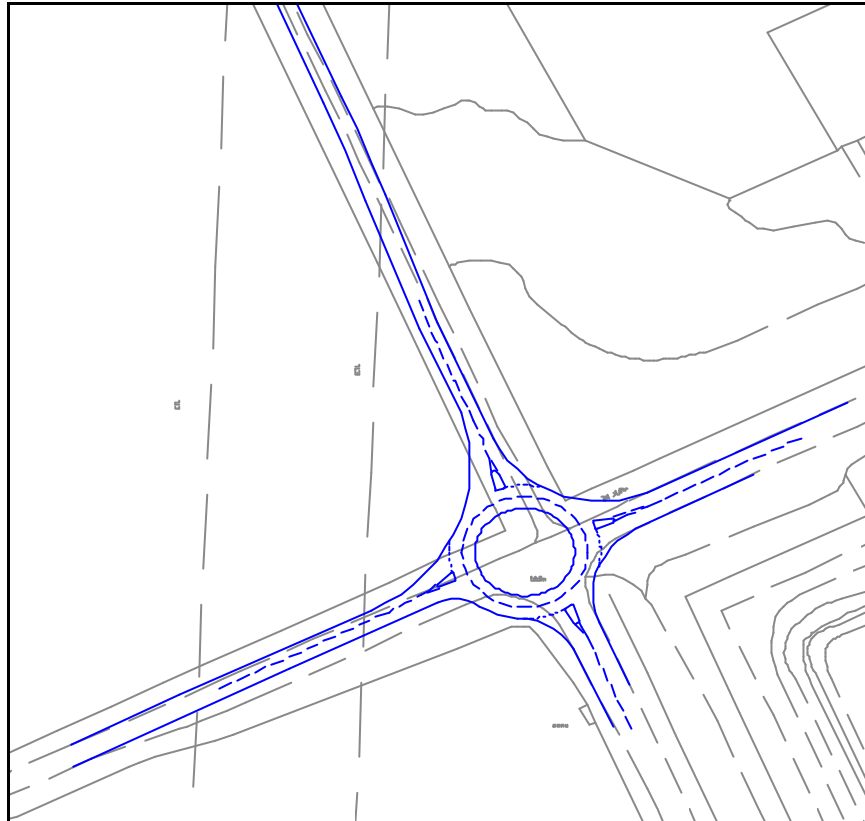
### **Improvements to Eastfield Road/A160 Signals**



***Scheme 4 – New roundabout at junction of Eastfield Road and Chase Hill Road***

Part of the current Able development proposals include the provision of a new roundabout at the junction of Eastfield Road and Chase Hill Road including a new arm to the north to open the area of land to the north for development.

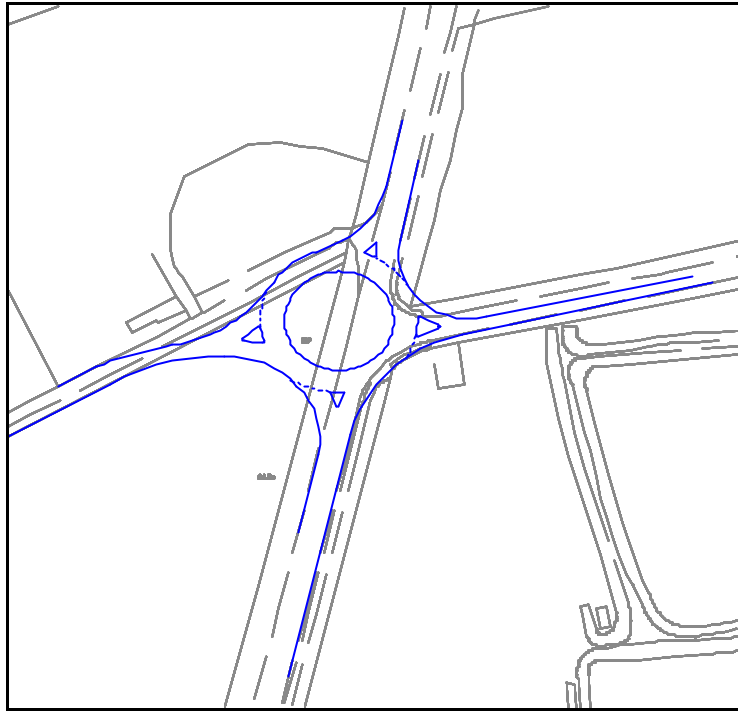
**Improvements to Eastfield Road and Chase Hill Road**



***Scheme 5 – New roundabout at junction of Chase Hill Road and East Halton Road***

This scheme will seek to improve capacity along Chase Hill Road and also open up land to the west for development such as North Killingholme Airfield.

## Improvements to Chase Hill Road and East Halton Road





**APPENDIX B – EXAMPLE CALCULATION**

## An Example of the Financial Calculation

### Development Proposal:

An application is submitted to develop a site within the South Humber Gateway (SHG) for office (B1), general industry (B2) and warehousing and distribution (B8) land uses.

There total floor space of the proposed development is 50,310m<sup>2</sup> GFA and will be split as follows;

- Office (B1) 5,310m<sup>2</sup> GFA
- General Industry (B2) 15,000m<sup>2</sup> GFA
- Warehousing (B8) 30,000m<sup>2</sup> GFA

In order to establish the amount of traffic generated from the proposed development in the peak hours, a series of trip rates are derived using the TRICS database. As such, Table 1 below details the trip rates used in relation to the example development:

Table 1 – Proposed TRICS Trip Rates (per 100sqm)

| Land Use                     | AM       |            |             | PM       |            |             |
|------------------------------|----------|------------|-------------|----------|------------|-------------|
|                              | Arrivals | Departures | Total       | Arrivals | Departures | Total       |
| <b>Office (B1)</b>           | 2.79     | 0.35       | <b>3.14</b> | 0.47     | 2.56       | <b>3.03</b> |
| <b>General Industry (B2)</b> | 1.48     | 0.24       | <b>1.72</b> | 0.19     | 1.27       | <b>1.46</b> |
| <b>Warehousing (B8)</b>      | 0.19     | 0.12       | <b>0.31</b> | 0.20     | 0.25       | <b>0.45</b> |

Multiplying the amount of land intended to be developed for each use by the corresponding trip rates gives a trip generation forecast presented in Table 2 below. However, it should be noted that no account has been taken in calculating these trip generations based on the impact of travel plans that are successfully implemented.

Table 2 – Proposed Trip Generation

| Land Use                     | AM         |            |            | PM         |            |            |
|------------------------------|------------|------------|------------|------------|------------|------------|
|                              | Arrivals   | Departures | Total      | Arrivals   | Departures | Total      |
| <b>Office (B1)</b>           | 148        | 19         | <b>334</b> | 24         | 136        | <b>160</b> |
| <b>General Industry (B2)</b> | 222        | 36         | <b>258</b> | 29         | 191        | <b>220</b> |
| <b>Warehousing (B8)</b>      | 57         | 37         | <b>94</b>  | 62         | 77         | <b>139</b> |
| <b>TOTAL</b>                 | <b>427</b> | <b>92</b>  | <b>519</b> | <b>115</b> | <b>404</b> | <b>519</b> |

Once a Transport Assessment (TA) for the development has been submitted, and the council is satisfied with the trip rates and generation levels presented, then these will be used to calculate the contribution from the developer towards the Transport Strategy for the South Humber Gateway (SHG).

In this example the morning peak hour flow of 519 will be used to calculate the contribution from the developer.

At the tariff agreed to be charged of £2,238 per trip, the contribution required from the developer towards the South Humber Gateway (SHG) Transport Strategy is as follows:

**519 trips @ £2,238 = £1,161,522**