

Gate Burton Energy Park Environmental Statement

Volume 3, Appendix 13-B: Transport Key Policies and Guidance
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1 Key Policies and Guidance

1.1 Introduction

1.1.1 The following policies relate to how traffic and transport-related impacts should be assessed, in terms of identifying both the level of impact of the Scheme and any necessary mitigation. Details of policies relating to other disciplines are provided within the equivalent appendix relating to that discipline. Planning policy and guidance relating to transport and relevant to the Scheme comprise the following:

1.2 National Planning Policy

Overarching National Policy Statement for Energy (NPS EN-1)

1.2.1 NPS EN-1 (Ref. 13-2) was published in 2011 and provides the basis for decisions regarding nationally significant energy infrastructure. Section 5.13 outlines the planning policy for traffic and transport, including guidance on undertaking relevant parts of the EIA (which has been considered in producing this ES). The most relevant paragraphs for this purpose are 5.13.3 to 5.13.5 which deal with the Applicant's assessment. These are set out as follows:

- Paragraph 5.13.3, which states that if a project is likely to have significant transport implications, a transport assessment should be included with the ES;
- Paragraph 5.13.4, which states that where appropriate, a travel plan to include demand management measures to mitigate transport impacts should be prepared; and
- Paragraph 5.13.5, which states that where additional transport infrastructure is proposed, this should be discussed with the relevant network providers (in terms of the possibility of co-funding by Government for any third-party benefits).

1.2.2 In addition, Section 3.1 relates to the decision making which includes the following:

- Paragraph 3.1.1: *“the UK needs all the types of energy infrastructure covered by this NPS in order to achieve energy security at the same time as dramatically reducing greenhouse gas emissions”*;
- Paragraph 3.1.2: *“it is for industry to propose new energy infrastructure projects within the strategic framework set by Government. The Government does not consider it appropriate for planning policy to set targets for or limits on different technologies”*;
- Paragraph 3.1.3: the decision maker should therefore *“assess all applications for development consent for the types of infrastructure covered by the energy NPSs on the basis that the Government has demonstrated that there is a need for those types of infrastructure and that*

the scale and urgency of that need is as described for each of them in this Part”; and

- Paragraph 3.1.4, the decision maker should “*give substantial weight to the contribution which projects would make towards satisfying this need when considering applications for development consent under the Planning Act 2008*”.

1.2.3 The NPS EN-1 is currently under review and an updated draft (Ref. 13-3) was published for consultation in September 2021, where the above paragraphs are proposed to be relocated to Section 5.14, supported by the following proposed updates:

- Paragraph 5.14.4, which also states that the assessment should consider any possible disruption to services and infrastructure (such as road, rail and airports); and
- Paragraph 5.14.8, which states that the Secretary of State (SoS) should only consider preventing or refusing development on highways grounds if there would be an unacceptable impact on highway safety, or residual cumulative impacts on the road network would be severe.

National Policy Statement for Renewable Energy Infrastructure (NPS EN-3)

1.2.4 NPS EN-3 (Ref. 13-4) was published in 2011 and sets out the policies relating to electricity generation from renewable sources of energy, for consideration in conjunction with NPS EN-1. It should however be noted that solar farms are not explicitly included within the document.

1.2.5 The NPS EN-3 is currently under review and an updated draft (Ref. 13-5) was published for consultation in September 2021, with the inclusion of solar photovoltaic generation impacts within Section 2.54. The most relevant paragraphs are set out as follows:

- Paragraph 2.54.3, which discusses the importance of assessing various potential routes to the site for the delivery of materials and components during the construction period;
- Paragraph 2.54.4, which considers the suitability of access roads for vehicles transporting components and the need to identify potential modifications where necessary;
- Paragraph 2.54.9, which states that consistent with EN-1, the SoS should be satisfied, taking into account the views of the relevant local highway authorities, that any abnormal loads can be safely transported whilst minimising inconvenience to other road users and that the environmental effects of this and other construction traffic, after mitigation, are acceptable; and
- Paragraph 2.54.10, which states that once solar farms are in operation, traffic movements to and from the site are expected to be generally very light, and it is therefore very unlikely that traffic or transport impacts from the operational phase of a project would prevent it from being approved by the SoS.

National Policy Statement for Electricity Networks Infrastructure (NPS EN-5)

- 1.2.6 NPS EN-5 (Ref. 13-6) was published in 2011 and sets out the policies relating to electricity generation and its infrastructure including overhead connections, underground cabling and substations, for consideration in conjunction with NPS EN-1. The NPS EN-5 is currently under review and an updated draft (Ref. 13-7) was published for consultation in September 2021.

National Planning Policy Framework (NPPF)

- 1.2.7 The NPPF (Ref. 13-8) sets out the Government's planning policies for England. The most relevant paragraphs in the context of transport are set out below:

- In paragraph 104, it outlines that *“transport issues should be considered from the earliest of stages of plan-making and development proposals”* to ensure that:
 - *“The potential impacts of development on transport networks can be addressed;*
 - *Opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
 - *Opportunities to promote walking, cycling and public transport use are identified and pursued;*
 - *The environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for mitigation and for net gains in environmental quality; and*
 - *Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places”.*
- In paragraph 110, it outlines the key considerations when assessing sites to be allocated for development in plans or specific development applications. These are:
 - *“Appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;*
 - *Safe and suitable access to the site can be achieved for all users;*
 - *The design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and*
 - *Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree”.*

- In paragraph 111, it 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 on the road network are severe*”;
- In paragraph 112, it states that applications for development should give priority first to pedestrian and cycle movements and then, as far as possible, to facilitating access to high quality public transport; and
- In paragraph 113, it states that all developments that will “*generate significant amounts of movements should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed*”.

National Planning Practice Guidance

1.2.8 Planning Practice Guidance ‘Travel Plans, Transport Assessments and Statements in Decision Taking’ (Ref. 13-9) provides advice on when transport assessments and transport statements are required, and what they should contain. The most relevant paragraphs are set out below:

- Paragraph 002 states that “*Travel Plans, Transport Assessments and Statements are all ways of assessing and mitigating the negative transport impacts of development in order to promote sustainable development. They are required for all developments which generate significant amounts of movements*”;
- Paragraphs 005 states that “*Transport Assessments and Transport Statements primarily focus on evaluating the potential transport impacts of a development proposal*” and then goes onto state that these “*may propose mitigation measures where these are necessary to avoid unacceptable or “severe” impacts*”;
- Paragraph 006 states that “*Travel Plans, Transport Assessments and Statements can positively contribute to encouraging sustainable travel; lessening traffic generation and its detrimental impacts; reducing carbon emissions and climate impacts; creating accessible, connected and inclusive communities; improving health outcomes and quality of life; improving road safety; and reducing the need for new development to increase existing road capacity of provide new roads*”;
- Paragraph 007 states that “*Travel Plans, Transport Assessments and Statements should be:*
 - *proportionate to the size and scope of the proposed development to which they relate and build on existing information wherever possible;*
 - *established at the earliest practicable possible stage of a development proposal;*
 - *be tailored to particular local circumstances (other locally-determined factors and information beyond those which are set out in this guidance may need to be considered in these studies provided there is robust evidence for doing so locally);*

- *be brought forward through collaborative ongoing working between the local planning authority/transport authority, transport operators, rail network operators, Highways Agency where there may be implications for the strategic road network and other relevant bodies. Engaging communities and local businesses in Travel Plans, Transport Assessments and Statements can be beneficial in positively supporting higher levels of walking and cycling (which in turn can encourage greater social inclusion, community cohesion and healthier communities).”*
- Paragraphs 013 to 015 provide further details of when Transport Assessments are required, how the need and scope of a Transport Assessment should be established and what information should be included.

1.3 Local Planning Policy

- 1.3.1 The following identifies various local planning policy documents before picking out the key policies which are considered to be relevant to the Scheme.

Lincoln Transport Strategy 2020 to 2036

- 1.3.2 The new Lincoln Transport Strategy (Ref. 13-10) has been developed by Lincolnshire County Council (LCC), City of Lincoln Council, North Kesteven District Council, and West Lindsey District Council. It aims to provide a clear vision for the future of transport across the Lincoln area up to 2036. The strategy includes:

- Enhancing connectivity across the network for all modes;
- Increasing the capacity of the network and supporting the reduction in traffic in the urban area; and
- Rebalance movement towards walking and cycling.

Central Lincolnshire Local Plan (2017)

- 1.3.3 Policy LP18 (Climate Change and Low Carbon Living, Resource Efficiency) of the adopted Central Lincolnshire Local Plan (Ref. 13-11), states that:

- Development should (a) take opportunities to use sustainable materials in the construction process, avoiding products with a high embodied energy content; and (b) minimise construction waste.

- 1.3.4 Policy LP19 of the Central Lincolnshire Local Plan identifies the considerations which will be considered when assessing proposals for renewable energy:

- Proposals for non-wind renewable energy development (renewable technology will be assessed on their merits, with the impacts). Proposals will be supported where the benefit of the development outweighs the harm caused and it is demonstrated that any harm will be mitigated as far as is reasonably possible; and

- Renewable energy proposals which will directly benefit a local community, have the support of the local community and / or are targeted at residents experiencing fuel poverty, will be particularly supported.
- 1.3.5 Policy LP20 identifies the considerations which will be considered when assessing proposals which aim to maintain and improve the green infrastructure network in the area, as follows:
- Proposals that cause loss or harm to the network will not be permitted unless the need for and benefits of the development demonstrably outweigh any adverse impacts;
 - Where adverse impacts on green infrastructure are unavoidable, development will only be permitted if suitable mitigation measures for the network are provided;
 - Development proposals should ensure that existing and new green infrastructure is considered and integrated into the scheme design from the outset; and
 - Development proposals must protect the linear features of the green infrastructure network that provide connectivity between green infrastructure assets, including public rights of way, bridleways, cycleways and waterways, and take opportunities to improve such features.
- 1.3.6 It should be noted that work on a review of the Central Lincolnshire Local Plan has commenced with consultation on a Proposed Submission Local Plan taking place between 16 March and 9 May 2022. The Local Plan Review was submitted to the Planning Inspectorate on 8 July 2022 for examination. Based on the most recent details on the preparation timetable it is likely that the Local Plan will be adopted at some point after the submission and examination of the Scheme

Fourth Lincolnshire Local Transport Plan 2013/14 – 2022/23

- 1.3.7 The Fourth Lincolnshire Local Transport Plan (LTP4) (Ref. 13-12) builds on the strategies and policies adopted by previous Local Plans. The transport goals set out within this document include:
- Provide a reliable, resilient transport system which supports a thriving economy and growth whilst encouraging sustainable and healthy travel;
 - Improve access to key services, particularly enabling employment and training opportunities; and
 - Minimise the impacts of transport on people's lives, maximise opportunities to improve the environment and help tackle carbon emissions.
- 1.3.8 In addition, paragraphs 5.17 to 5.23 relate to travel planning and sustainable travel within new developments whilst paragraph 14.33 relates to reducing the impact of traffic.

Fifth Lincolnshire Local Transport Plan Consultation Draft

- 1.3.9 A fifth Local Transport Plan (Consultation Draft, Ref. 13-13) has been approved by Lincolnshire and is currently pending adoption. Chapter 4 of the document discuss the proposed themes related to the integrated transport strategy which include:
- Theme 2: Future ready, green transport;
 - Theme 3: Promoting thriving environments;
 - Theme 4: Supporting safety, security and a healthy lifestyle;
 - Theme 5: Promoting high aspirations; and,
 - Theme 6: Improve quality of life.
- 1.3.10 Theme 2 focuses on introducing low-carbon technologies which reduce the reliance on fossil fuels as well as delivering sustainable development by ensuring new developments are designed in a way such that reduce the need to travel, minimise car use and support the use of more sustainable modes.
- 1.3.11 Policy Green 4 states “We will use the local and strategic development management processes to ensure that development is planned, delivered and managed to reduce the need to travel and support the delivery of sustainable transport modes. We will support the provision of improved walking, cycling and public transport services and facilities as part of new developments and actively encourage innovative solutions such as car clubs, mobility hubs, active travel plans and other sustainable solutions as opposed to single occupancy car use”.

Gainsborough Transport Strategy (May 2022 - 2036)

- 1.3.12 The Gainsborough Transport Strategy (Ref. 13-14) has been developed in partnership with West Lindsey District Council and Lincolnshire County Council to provide a vision for the future of transport to 2036. The strategy was updated to reflect the need to adapt to ongoing challenges like climate change and recovering from the COVID-19 Pandemic. The strategy aims to support and help transition towards a net zero future and improve access to opportunities and services by improving travel choice through development of an inclusive, sustainable, and future-ready transport system. The strategy aims to promote how communities travel within the Gainsborough in the promotion of future of mobility, walking and cycling, public transport and decarbonising transport.
- 1.3.13 The objectives of the Strategy related to transport include:
- Sustainable Urban Extension delivery and sustainable travel;
 - Active travel, natural environmental and open space;
 - Reduce urban traffic;
 - Future mobility
 - Reduce the need to travel;
 - Rural accessibility; and,
 - Long distance connections.

1.3.14 The document aims to understand and quantify transport problems and to develop a Transport Strategy based on delivering on the following outcomes. These include:

- Influencing travel behaviour – Helping to provide greater choice in meeting daily activities from home without the need to travel (e.g. hybrid and at home-working) but if people do need to make journeys, influencing where and when to reduce distances and encourage travel outside the peak times.
- Prioritising active modes – Making cycling and walking the preferred option for shorter journeys for people who are able, prioritising the most sustainable modes of transport.
- Promote shared and public transport – Existing and new forms of public and shared transport should be encouraged for longer, necessary journeys for when walking and cycling are less viable.
- Mitigate residual impacts of traffic – Where there is no realistic alternative, longer journeys will still need to be made by car. However where this is the case, the impact of the resulting traffic and emissions will need to be mitigated.

Draft Bassetlaw District Local Plan 2020 – 2037 (July 2022)

1.3.15 The Local Plan (Ref. 13-15) sets out the Council's development strategy, planning policies and proposals for the district up to 2037. The document includes key strategic objectives, in line with the proposed development. These include:

- Objective 1 – To locate new development in sustainable locations and through new settlements that respect the environmental capacity of the District, support a sustainable pattern of growth across urban and rural areas, make best use of previously developed land and buildings and minimise the loss of the District's highest quality agricultural land;
- Objective 11 – To support Bassetlaw's transition to a low carbon District through the efficient use of resources, careful location and design of new development and the use of sustainable construction methods. In addition, increasing resilience to impacts from climate change through tree and woodland planting, reducing exposure to flood risk, promoting energy and water efficiency, using integrated water management and minimising waste generation; whilst maximising opportunities to generate and use a vibrant mix of renewable energy, zero carbon and other alternative technologies;
- Objective 13 – To ensure that new development contributes to the provision of necessary physical, social and green/blue infrastructure to deliver planned levels of growth at the right time and to mitigate its impacts on existing communities and the environment.

1.3.16 In addition, Section 5.4 of the document makes reference to the Cottam Priority Regeneration Area under Policy ST6, which highlights the former Cottam Power Station site as having capability to accommodate mixed use

development, subject to resolving a range of matters including assessment of transport impacts and minimising potential for car dependency.

Nottinghamshire Local Transport Plan 2011 – 2026

- 1.3.17 The Nottinghamshire Local Transport Plan (LTP) (Ref. 13-16) sets out Nottinghamshire's transport strategy and outlines a programme of measures to be delivered over the short, medium and long-term. The strategy covers all types of transport including public transport, walking, cycling, cars and freight.

1.4 Industry Guidance

Institute of Environmental Management and Assessment Guidelines (1993)

- 1.4.1 Institute of Environmental Management and Assessment (IEMA) Guidelines for the Environmental Assessment of Road Traffic (1993) (Ref. 13-17) provides guidance on examining the environmental impacts of developments in terms of traffic and transportation.

Construction Logistics and Community Safety (CLOCS, August 2022)

- 1.4.2 The CLOCS guidance (Ref. 13-18) draws upon evolving best practice, standards, policies and codes of practice, providing a standard which planning authorities, developers and contractors can implement and providing a coherent set of guidelines which can be adhered to, with the primary goals of achieving:
- Zero collisions between construction vehicles and the community;
 - Improved air quality and reduced emissions;
 - Fewer vehicle journeys; and
 - Reduced reputational risk.

1.5 Summary

- 1.5.1 This ES appendix has been prepared in accordance with various policies and guidance including the NPS EN-1, NPS EN-3, NPS EN-5, the new draft National Policy Statements, NPPF, NPPG, LCC's and NCC's local plans, to assess the likely impacts of the Scheme and identify any required mitigation. As above, this has been developed through ongoing collaborative working with local highway and planning authorities and is both tailored to local circumstances whilst reflecting the size and scope of the Scheme. In accordance with the various policy and guidance, the ES demonstrates that the Scheme would not result in an unacceptable impact on highway safety and that the residual cumulative impacts of the development on the road network would not be severe.

1.6 References

- 1.6.1 The full references for this appendix are set out within the reference list at the end of **Chapter 13: Transport and Access** of the ES [EN010131/APP/3.1].