

The Lake Lothing (Lowestoft) Third Crossing Order 201[*]



Lake Lothing
**THIRD
CROSSING**

Document 7.2: Transport Assessment

Appendix A Transport Assessment Scoping Note

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Lake Lothing Third Crossing

Transport Assessment: Scoping Note



31 January 2017

Mouchel
Export House
Cawsey Way
Woking
Surrey
GU21 6QX
UK

T +44 (0)1483 731000

F +44 (0)1483 731003

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15/02/17	Suffolk County Council	Steve Merry	e	1
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15/02/17	Suffolk County Council	Andrew Pearce	e	1

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1 Introduction

1.1 This document is the Scoping Note for the Transport Assessment (TA) which is required to support the planning application for the Lake Lothing Third Crossing (hereinafter referred to as the 'proposed scheme') in Lowestoft, prepared on behalf of Suffolk County Council (hereinafter referred to as the 'Applicant'). The form and content of the Scoping Note follows Government guidance for the completion of TAs¹, the National Planning Policy Framework (NPPF)², and National Planning Practice Guidance (NPPG)³.

Background

1.2 In December 2015, the Applicant, in collaboration with the New Anglia Local Enterprise Partnership (LEP), submitted an Outline Business Case (OBC) to the Department for Transport (DfT) for funding for the proposed construction of a new road crossing across Lake Lothing, which would form the third such crossing in Lowestoft.

1.3 On 24th February 2016, the Applicant formally requested that the Secretary of State for Transport (SoS) should use his power under Section 35 of the Planning Act 2008 to direct that the proposed scheme, and its associated matters, should be treated as nationally significant development for which development consent is required.

1.4 In a direction issued on 22nd March 2016, the SoS confirmed that he was satisfied that the proposed scheme was nationally significant for the following reasons:

- *"It provides a connection to / from the Trans European Network-Transport (TEN-T) and the Strategic Road Network. The TEN-T link is to the A12 / A47, one of only a limited number of routes in the East of England which is recognised as such; and*

¹ DfT/DCLG, 2007, *Guidance on Transport Assessment*

² DCLG, 2012, *National Planning Policy Framework*

³ DCLG, 2012, *National Planning Practice Guidance*

- *It would act as a tactical diversion route for the strategic road network (SRN), the A12/A47 when the Bascule Bridge, a nationally recognised pinch point, is closed thereby reducing delays and congestion on the SRN.*

- *In addition, the scheme:*
 - *Supports national growth potential by directly delivering over 9,000 jobs with a further 3,500 indirect jobs thus supporting the proposed employment growth;*
 - *Improves connection to / from the Great Yarmouth and Lowestoft Enterprise Zone; and*
 - *Delivers the Port of Lowestoft's role in being the hub for the off-shore wind farms that are part of the East Anglia Array, a major energy supplier for the UK."*

1.5 The proposed crossing is therefore classed as a Nationally Significant Infrastructure Project (NSIP) following the Direction from the SoS. Schemes that have been designated as an NSIP are required to apply to the Planning Inspectorate for a Development Consent Order (DCO) which would provide planning consent. In the case of the proposed scheme, the applicant is Suffolk County Council and the deciding authority is the SoS.

The Proposed Scheme

1.6 The proposed scheme consists of a new single carriageway road across Lake Lothing linking B1531 Waveney Drive on the south side to C909 Denmark Road on the north side. It will include the provision of a new bascule bridge (and opening bridge) across Lake Lothing which will span the railway on the north side of the lake, as well as associated changes to the local highway network and landscaping.

1.7 On the south side, the new road will follow the alignment of Riverside Road from the junction with Waveney Drive and will gradually rise to meet the level of the new bridge. On the north side, the road will tie-in to Denmark Road between

Rotterdam Road and Peto Way. New or modified junctions will be constructed on the north and south side of the bridge where the new road connects to the existing road network.

- 1.8 The new road is likely to provide a footway on one side with a shared-use combined footway and cycleway on the other side.
- 1.9 On the north side, there will be a new rail bridge to convey the new road over the existing rail track which runs parallel to Lake Lothing. On the south side, there will be a new access road from Waveney Drive (west of Riverside Road) and a new road bridge, both of which are required to serve land currently accessed by Canning Road which will become inaccessible via Riverside Road due to the proposed changes in level. **Figure 1-1** below shows the general layout of the proposed crossing.



Figure 1-1: Layout of the proposed scheme

Scope of the Transport Assessment

- 1.10 A meeting was held with Suffolk County Council's (SCC) Development Manager

on Thursday 26th January 2017 to establish the scope of the TA to support the planning application. The aim of the discussion was to agree:

- The geographical study area (including specific junctions to be assessed);
- Travel modes to be assessed;
- Assessment methodology including use of modelling software;
- Assessment forecast horizons, scenarios and time periods;
- Consideration of traffic growth and other developments; and
- Model outputs to be provided (flow, capacity, queue length).

1.11 This Scoping Note provides a record of the meeting with SCC and provides further information in relation to the scope of the TA. The aim is to agree this Scoping Note in order to fix the methodology and content of the TA.

1.12 This Scoping Note includes the following information:

- Chapter 2 – existing transport conditions;
- Chapter 3 – description of the proposed scheme;
- Chapter 4 – assessment methodology;
- Chapter 5 – proposed mitigation measures and residual impacts; and
- Chapter 6 – programme.

2 Baseline Conditions

Introduction

2.1 Information relating to the status of the highway network has been collated through a series of traffic data collection surveys, which were required to build the SATURN strategic model used to support the OBC.

2.2 The TA accompanying the planning application will include a full description of the existing site conditions to provide a baseline against which to assess the proposed scheme.

Location

2.3 The location of the proposed third crossing in the context of the town of Lowestoft, is illustrated in **Figure 2-1** .



Figure 2-1: Location of the proposed crossing, in the wider context of Lowestoft

2.4 Lake Lothing is a large saltwater lake which separates the town of Lowestoft in a north-south direction. At its widest point, it spans 180m and forms the Inner Harbour of the Port of Lowestoft. The area is broadly defined by a mixture of commercial and residential properties which flank both the north and south of the water body.

Local and Strategic Highway Network

2.5 A description of the Strategic Road Network (SRN) and local highway network in the area surrounding the proposed scheme will be provided. A plan illustrating these highway routes will also be provided.

2.6 The local highway network in Lowestoft includes A12, which forms a north-south corridor through the eastern side of the town between Great Yarmouth and Ipswich (and beyond to London). A12 is considered to be a route of strategic importance, although only the section north of Lake Lothing is part of the Highways England Trunk Road Network.

2.7 A12 crosses Lake Lothing by means of a bascule bridge at the entrance to the Inner Harbour. A146 links Lowestoft to Norwich and feeds A1117 (Northern Spine Road) which crosses Lake Lothing on the western side of the town by means of a lifting bridge at Mutford Lock. A12 and A1117 are linked across the town by A1144 and Peto Way / Denmark Road to the north of Lake Lothing and B1531 Victoria Road / Waveney Drive to the south.

Traffic Data

2.8 A quantitative and qualitative review of current traffic flows on links and at junctions in the vicinity of the proposed scheme, including the identification of current peak flow periods on the adjacent highway network and, as required, daily traffic flow data.

Public Transport Network

2.9 A description of the existing public transport network and facilities in the vicinity of the proposed scheme will be completed. This will include a review of bus service provision and infrastructure, train service provision and rail infrastructure

and the current level of patronage or usage on the public transport network where appropriate.

2.10 The East Suffolk Line is an un-electrified secondary railway line which links Lowestoft to Ipswich. On entry into Lowestoft, the rail line crosses Lake Lothing to the east of A1117 at Mutford Lock, and continues to run parallel to the northern edge of Lake Lothing and Denmark Road, before serving Lowestoft Station. The Wherry Line is an un-electrified rural railway line which connects Lowestoft to Norwich. The two rail lines join at a junction west of Lowestoft Station on the northern side of Lake Lothing.

Pedestrian Network

2.11 A qualitative review of the walking routes and facilities to and from the proposed scheme, including Public Rights of Way (PROW), will be completed. A quantitative analysis of pedestrian movements will also be completed where appropriate.

Cycle Network

2.12 A description of the cycling routes and infrastructure in the vicinity of the proposed scheme, including an analysis of cycle movements, will be completed accompanied by a plan illustrating the locations of cycle routes.

Collisions

2.13 An analysis of Personal Injury Collisions (PICs) for the most recent five year period will be completed, and will include analysis of collision clusters and their causal factors, as appropriate.

Port Activity

2.14 Existing port activity will be described, together with a brief description of how the existing bascule bridge is managed.

Allocated and Future Land Uses

2.15 A review will be completed of the permitted and existing land uses in the vicinity

of the proposed scheme, including development plan allocations and potential future uses (where known) of undeveloped sites.

Parking

2.16 A summary of existing parking facilities / provision within the area surrounding the proposed scheme will be provided. Additionally, in the immediate vicinity of the proposed scheme and on the streets surrounding the site, parking will be considered in more detail, including a review of illegal parking if necessary.

Access Arrangements

2.17 A description will be provided of the existing access arrangements to the land uses in close proximity to the proposed scheme, including the Riverside Road commercial area and land to the north of Lake Lothing, adjacent to the junction at Denmark Road / Rotterdam Road.

3 The Proposed Scheme

- 3.1 The proposed crossing comprises a new single carriageway on a bascule bridge over Lake Lothing connecting Denmark Road in the north with Waveney Drive to the south, providing an alternative route around the town centre to the two existing lake crossings.
- 3.2 The land requirements for the scheme, in particular those associated with the construction phase (i.e. land required temporarily) and associated development (alterations / improvements to existing roads) will be refined further, as informed by the environmental assessment to be completed and further design work. Land ownership will be identified within the planning application.

The Route

- 3.3 The proposed scheme provides a crossing approximately 0.75km in length as illustrated in **Figure 1-1**. The crossing starts at a new roundabout on Denmark Road, east of the existing Peto Way / Denmark Road roundabout, and spans both the East Suffolk Line and Lake Lothing on a north-south alignment.
- 3.4 On the southern side of Lake Lothing, the new crossing follows the alignment of Riverside Road, initially at a high level, descending to a new junction / roundabout at the junction of Riverside Road and Waveney Drive. Improvements between this new junction / roundabout and the existing Waveney Drive / Tom Crisp Way roundabout to A12 may be required.
- 3.5 Local roads which presently connect directly to Riverside Road will be served from a new connection to Waveney Drive, with a number of options currently under consideration including a new junction opposite the eastern end of Waveney Crescent or a new junction/roundabout to the west of Compass House.
- 3.6 The final junction arrangements at the immediate northern and southern junctions on either side of the bridge will be explained and assessed. A comprehensive description of the proposed scheme will be provided in the TA, by which time details of all infrastructure arrangements will have been finalised.

Proposed Access Arrangements

3.7 A description of access arrangements for the all modes of transport will be described, including a comparison to the existing provision. Access arrangements for general maintenance and checking procedures will be provided.

Parking

3.8 The proposed parking provision will be reviewed in the vicinity of the proposed scheme, highlighting any net change in spaces / capacity as a result of the new crossing and associated improvements. Implementation of any new Traffic Regulation Orders (TROs) that are required to control parking will be described.

Design Standards

3.9 The highway design standards applied to the design of the road will be explained with justification where any departures from standard occur. The new crossing will be designed using the Design Manual for Roads and Bridges (DMRB) and is likely to be designed to include:

- Speed limit of 30mph (48kph), design speed of 60kph;
- Carriageway width of 7.3m (2 x 3.65m wide traffic lanes);
- Footway width of 2.0m (on the west side of the new carriageway); and
- Combined footway/cycleway of 3.5m (on the east side of the new carriageway).

Port Activity

3.10 A boat simulation will be completed to determine the impact of the proposed scheme on boat activity in the Port of Lowestoft, including on those vessels entering and exiting the Haven Marina. This will not include an analysis of capacity in the Port or the Marina.

4 Assessment Methodologies

Introduction

4.1 A comprehensive assessment of the change in traffic levels on the local highway network will be completed in order to determine the level of impact of the proposed crossing on the surrounding area. From the results included within the OBC, it is expected that the proposed scheme will have a beneficial impact overall, with negative impacts requiring mitigation in a small number of locations.

Previous Modelling Assessments

4.2 A strategic SATURN model of the whole of Suffolk exists which was used to generate the traffic flows and assessments within the OBC for the proposed scheme. The model has been amended slightly, with additional ANPR and mobile phone demand data included.

4.3 The SATURN model accounts for potential development in the local area through using growth factors from TEMPRO and calculating development traffic from trip rates. The SATURN model will be used within the TA as detailed in the following sections.

4.4 A microsimulation model of the area also exists in VISSIM, however the model requires an extension to the network to cover the proposed scheme. The required amendments to the model are in progress however it is unlikely that the revised model will be available in sufficient time to be used within the TA for the assessment of the impact of the proposed scheme.

Traffic Data

4.5 Extensive traffic surveys were completed at key junctions and links surrounding Lake Lothing and in the vicinity of the proposed scheme location. The data from these surveys will be available for use along with traffic flows extracted from the strategic SATURN model for the area, which was used to support the OBC, and has been approved for use by the DfT and Suffolk County Council. It is therefore not proposed to collect any new traffic data.

4.6 Traffic data for the assessment of a Saturday peak will be created using factors taken from the ATC data and the existing traffic count data available, if it is considered following discussions with SCC that assessment of a Saturday peak is necessary.

Traffic Generation and Assignment

4.7 The proposed scheme will provide a new road crossing over Lake Lothing, and does not provide any 'development land use'. As such, there will be no traffic generated by the proposed scheme itself.

4.8 The reassignment of traffic onto the bridge and away from existing local roads will be extracted from the strategic SATURN model, which is a dynamic assignment model. Future traffic movements will be summarised by use of a traffic network diagram.

Traffic Growth and Committed Developments

4.9 The TA will explain how traffic growth has been forecast to the opening and future year horizons. Whilst there is no development directly associated with the proposed scheme, the allocated and committed developments in close proximity to the new crossing will be considered within the Do Minimum assessments.

Assessment Scenarios

4.10 The impact of the proposed scheme in the following scenarios will be assessed:

- Base Year (2016);
- Opening Year (2021) for both 'Do Minimum' (Without Scheme) and 'Do Something' (With Scheme) scenarios; and
- Future Year (2036 – 15 years after opening) for both 'Do Minimum' and 'Do Something' scenarios.

4.11 The impact of the proposed scheme will be assessed in the following peak periods of demand which correspond to local highway network peaks:

- AM Peak (08:00-09:00);

- PM Peak (17:00-18:00); and
- Saturday Peak, if traffic levels are considered to be 'worse' than the weekday AM and PM peaks.

Assessment Software

4.12 In order to determine the traffic impacts at the junctions selected for assessment, a number of traffic models will be used/created. These include:

- SATURN model to assess the strategic impact; and
- Junction models (e.g. JUNCTIONS8, LinSig) to assess the local impact.

4.13 The geometric parameters for input to the junction models will be measured using AutoCAD and agreed with SCC prior to completion of the modelling.

Assessment Locations

4.14 The junctions to be assessed are illustrated in **Figure 4-1** and include:

1. A12 Yarmouth Road / Millennium Way;
2. A12 Katwijk Way / A1144 St Peter's Street;
3. A12 Artillery Way / A12 Jubilee Way / A12 St Peter's Street;
4. A12 Waveney Road / Station Square / Commercial Road;
5. A12 Pier Terrace / B1532 London Road South;
6. A12 Belvedere Road / Mill Road / Kirkley Rise;
7. A12 Tom Crisp Way / A12 Horn Hill / B1531 Waveney Drive;
8. B1531 Victoria Road / B1531 Waveney Drive / Kirkley Run;
9. A12 Tom Crisp Way / Blackheath Road;
10. A12 Tom Crisp Way / Bloodmoor Road / A1145 / Castleton Avenue;
11. A1117 Bridge Road / A1117 Saltwater Way / B1531 Victoria Road;
12. A1117 Normanston Drive / B1375 Gorleston Road;
13. Peto Way / Denmark Road / Barnards Way;
14. Denmark Road / Rotterdam Road;
15. A1117 Normanston Drive / A1117 Peto Way; and
16. A1144 Normanton Drive / Rotterdam Road;
17. B1531 Waveney Drive / Riverside Road / Durban Road;

- 18. New Junction North of Lake Lothing; and
- 19. New Junction B1531 Waveney Drive / Waveney Crescent.



Figure 4-1: Junctions to be assessed for impacts

4.15 The junctions will be categorised into ‘scheme junctions’ and ‘off-site junctions’ for ease of reference. ‘Scheme junctions’ will be those with improvements necessary to the design of the new crossing. ‘Off-site junctions’ will be those

impacted by the proposed scheme, but that are not part of the scheme.

Assessment Criteria

- 4.16 Comparison of 2021 (scheme opening) and 2036 Do Minimum (future year) scenarios will identify how the existing road network is expected to operate without the implementation of the proposed scheme.
- 4.17 The impact of the proposed scheme will be assessed by comparing the Ratio of Flow to Capacity (RFC), Degree of Saturation (DoS), Practical Reserve Capacity (PRC) and expected queue lengths from the 'Do Something' scenarios with those from the 'Do Minimum' scenarios. Mitigation will be provided where the impact of the proposed scheme is considered to be severe in accordance with the requirements of paragraph 32 of the NPPF.

Active Mode Appraisal

- 4.18 A qualitative appraisal of the impact of the proposed scheme on active modes, i.e. walking and cycling, will be completed within the TA. The appraisal will include a review of the pedestrian connectivity with the aspirational South Foreshore path.

Construction Impact

- 4.19 Construction impacts will be considered and described as far as possible. It is assumed that a Construction Management Plan (CMP) will be required as a Condition of the DCO. The detail of the CMP will be the responsibility of the principal contractor who will be appointed towards the end of 2017.
- 4.20 Within the TA, assumptions will be made with regard to construction stage including:
- Type and volume of materials required;
 - Transport mode for materials, including use of barges, and associated trip generation;
 - Approximate number of construction employees and associated trip generation; and

- Construction compound including parking arrangements.

4.21 The impacts of construction of the proposed scheme will be assessed within the TA based on the assumptions made. Routings for vehicle traffic will be suggested, including consideration of any weight/height restrictions, and Air Quality Management Areas (AQMAs).

4.22

DRAFT

5 Mitigation and Residual Impacts

- 5.1 The proposed scheme is being constructed to reduce traffic flows on the congested strategic and local highway network, including A12 and the bascule bridge to the east of Lowestoft, as well as to reduce severance to the communities either side of Lake Lothing caused by the lake and the railway line. The proposed scheme is in itself mitigation for existing transport problems within the town.
- 5.2 The potential impacts of the proposed scheme with regards to traffic are likely to be predominantly positive, with journey time savings, vehicle operating cost savings, reduced congestion, enhanced journey time reliability, collision and casualty savings, and an increase in the use of more active modes of travel.
- 5.3 However, whilst reducing congestion and traffic flows on key routes and overall, the reassignment of traffic onto the new crossing will increase traffic on the routes leading to the bridge. The proposed scheme is therefore likely to have the following traffic and transport effects that have the potential to be significant:
- Increased traffic flows during construction: there will be an increase in traffic flows on local roads during construction, including a temporary increase in HGV movements; and
 - Redistributed traffic flows post-construction: there will be a redistribution of traffic flows on the surrounding road network post-construction and the associated potential for increased pedestrian severance, driver stress and delay, and collisions on the redistribution route.
- 5.4 The design of the bridge and specifically the design of junctions where the bridge immediately connect with the existing road work will be designed to accommodate the necessary future traffic flows. Following the assessment of the junctions on the local highway network, mitigation schemes will be proposed where necessary to ensure that the residual impacts of the scheme are not severe, as required by paragraph 32 of the NPPF.

6 Programme and Staging of Assessment

6.1 A summary of the programme and key dates for the DCO of the scheme will be provided within the TA. At the current time, the programme is as follows:

- Public Consultation – end May-April 2017;
- Publication of Preliminary Environmental Information Report (PEIR) – September 2017; and
- Submission of Development Consent Order application – end November 2017.

6.2 A “Preliminary” TA will be produced in March 2017 to inform the public consultations. The Preliminary TA will be an abridged document including the non-analytical tasks outlined above, together with junction performance information from the SATURN model such as V/C (SATURN flow over capacity metrics). Additionally, for a number of key junctions in the immediate vicinity of the scheme, full junction model analysis will be provided.

6.3 The full TA will be completed prior to submission of the DCO application.

Howard, Stephanie

From: Steve Merry [REDACTED]
Sent: 20 February 2017 08:35
To: Stephanie Howard
Cc: Ian Baker; Andrew Pearce; Luke Barber
Subject: RE: Lake Lothing TA - Scoping Note - First Draft

Stephanie

Only a couple of minor issues

- Inclusion of the Denmark Road Katwijk Road junction in the modelling. It is likely the new bridge will have a significant impact (hopefully beneficial) on this junction. I thought this was discussed at the meeting.
- There is a section 4.22 which contains no text
- Within the scoping note there is no reference to seasonable variability in traffic volumes ie any summer of bank holiday peaks. Was this examined as part of the modelling for the original business case and if so was it significant? I would suggest that a reference is made to this within the TA and if there are significant peaks that the impacts of these are investigated, perhaps using sensitivity testing on critical junctions.

Hope this is of help

Regards

steve

Steve Merry
Transport Policy and Development Manager
Resource Management
Suffolk County Council
Endeavour House, 8 Russell Road, Ipswich, Suffolk
IP1 2BX

Tel: [REDACTED]

Email: [REDACTED]

From: Stephanie Howard [REDACTED]
Sent: 15 February 2017 22:24
To: Steve Merry [REDACTED]; Andrew Pearce [REDACTED]
Cc: Ian Baker [REDACTED]; Andrew Pearce [REDACTED]
Subject: Lake Lothing TA - Scoping Note - First Draft

Hi Steve,

Following our meeting a couple of weeks ago, please find attached a first draft of the Scoping Note in relation to the TA for the proposed new crossing at Lake Lothing. We would be grateful if you could provide your comments when you are able - as discussed, finalising to an 'agreed' Scoping Note will be an iterative process. There are a number of items that we are currently still working on, and will therefore be able to add more detail to within the next iteration of the Note, including details regarding Saturday peak hours, existing traffic survey data locations and data extents, traffic growth assumptions etc.

Give me a call if you would like to discuss the Scoping Note, once you have had time to review.

Kind Regards

Steph

Steph Howard
Technical Manager – Transport & Development Planning

Mouchel | Export House, Cawsey Way, Woking, Surrey, GU21 6QX
T: [REDACTED] | M: [REDACTED] | www.mouchel.com | [LinkedIn](#)

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