

REPORT REFERENCE: **6.0**

**EXECUTIVE**

<b>DECISION MAKER:</b>	<b>EXECUTIVE</b>
<b>DATE OF MEETING:</b>	<b>05/12/2006</b>
<b>SUBJECT:</b>	Preferred Route for Lincoln Southern Bypass
<b>DECISION REFERENCE:</b>	00982
<b>REPORT BY:</b>	Richard Wills, Director for Development
<b>NAME OF CONTACT OFFICER:</b>	Elaine Turner
<b>CONTACT OFFICER TEL NO:</b>	01522 872070
<b>CONTACT OFFICER EMAIL ADDRESS:</b>	Dev_Technical_Services_Partnership@lincolnshire.gov.uk
<b>RELEVANT EXECUTIVE COUNCILLOR:</b>	Cllr William Webb
<b>IS THE REPORT EXEMPT?</b>	No
<b>IS REPORT CONFIDENTIAL?</b>	No
<b>IS IT A KEY DECISION?</b>	Yes
<b>DIVISION(S) AFFECTED</b> Enter ALL or just name those Divisions affected.	8 Parishes of Bracebridge Heath, Waddington, Harmston, Coleby, Aubourn, Haddington, North Hykeham and South Hykeham

**SUMMARY**

1. This paper deals with the rationale behind the proposed Preferred Route for the Lincoln Southern Bypass. The Executive Committee is invited to consider the options presented and to adopt the recommended Preferred Route so that the land required can be protected from development and so that the legal status of the route is established (this impacts on land searches and Blight).

## **Introduction/Discussion**

### **2. Introduction**

- 2.1 The Lincoln Southern Bypass (LSB) has been an aspiration within the County for many years and would, by linking the proposed LEB and A15 with the A46(T) Western Relief Road, form a complete ring road around Lincoln.
- 2.2 The “need” for this link to be complete is discussed in more detail below, but is recognised within the Regional Transport Strategy (RTS) as key to developing Lincoln’s role as one of the region’s Principal Urban Areas .
- 2.3 The “Area of Search” for a Preferred Route for the LSB is the area to the south of the City of Lincoln and includes the parishes of North and South Hykeham, Harmston, Haddington, Aubourn, Coleby, Bracebridge Heath and Waddington. See Figure 2.1 on the following page.
- 2.4 This paper seeks to outline the work undertaken in establishing a Preferred Route and as a result to recommend a route for adoption by the County Council.
- 2.5 The paper relies heavily on numerous technical reports which are listed in Appendix A at the end of this document, and which have been published on the County Council website. Hard copies of all the documents listed have also been deposited for Councillors reference in the Members library at County Offices, Lincoln. They are also available to be viewed by request at the offices of the Technical Services Partnership, Witham Park, Lincoln.

### **3.0 Background**

#### **3.1 Partners**

- 3.1.1 In October 2003 a Memorandum of Understanding was signed between the Leaders of Lincolnshire County Council (LCC), North Kesteven District Council (NKDC), Lincoln City Council (LCity), West Lindsey District Council (WLDC) and Lincolnshire Enterprise (LE) to work together to promote the delivery of the Lincoln Eastern and Lincoln Southern Bypasses.
- 3.1.2 Throughout the process of developing the Emerging Preferred Route for the LSB, officers and Members of the four partner authorities and Lincolnshire Enterprise have worked together. Reports on progress have been presented at the Lincoln Area Strategic Planning Joint Advisory Committees (LASPJACs) and briefings given to Members as have been requested.
- 3.1.3 Formal consultation with District Partners has now taken place and a letter was sent to the Chief Executives of the three District Councils on 5 October 2006 formally requesting their authority’s views on the Emerging Preferred Route.

# Lincoln Eastern Bypass and Lincoln Southern Bypass Proposals

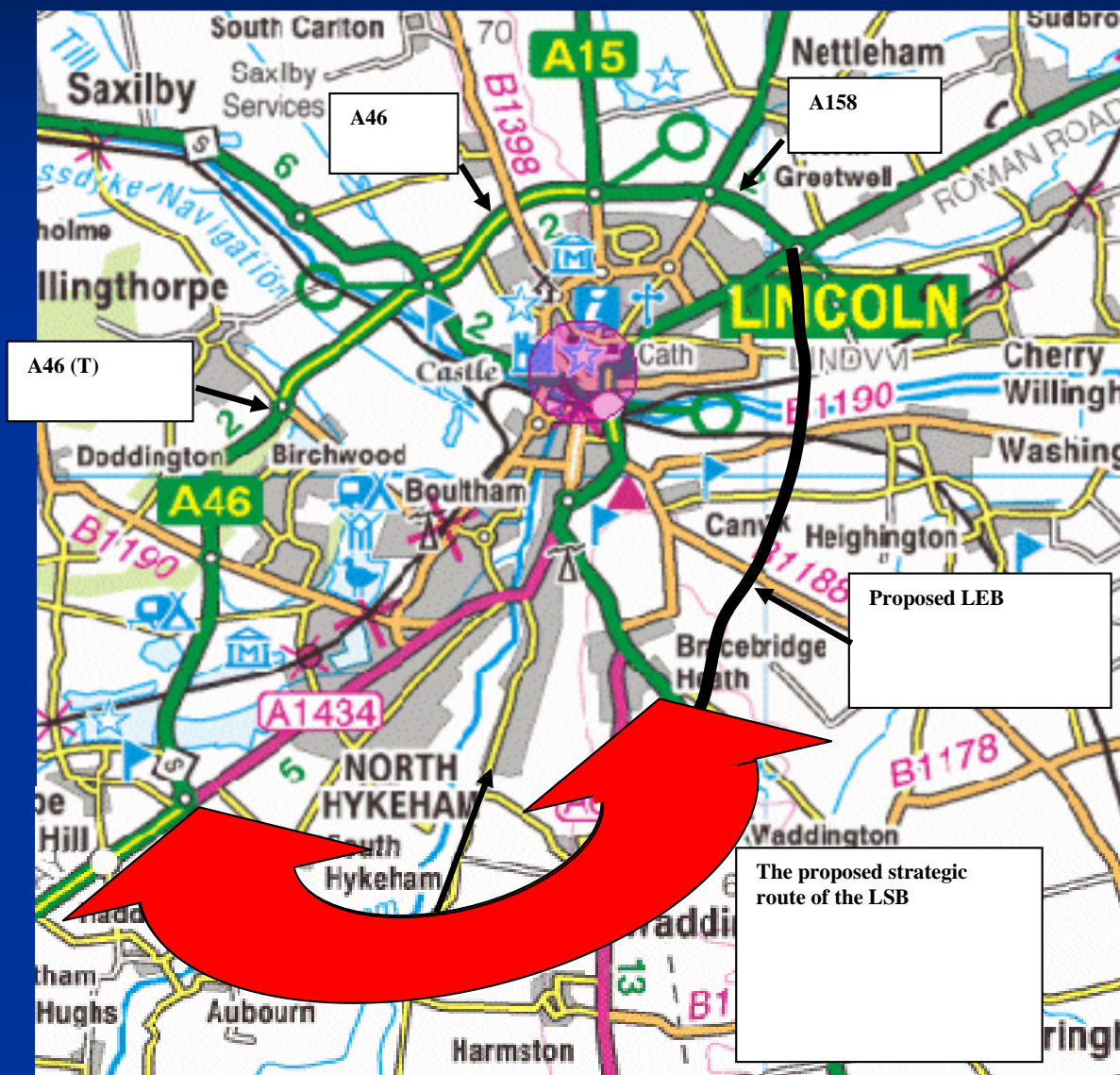


Figure 2.1

Responses have been received from the 3 authorities:-

- Lincoln City Council – Full support for the Lincoln Southern Bypass and for the concept of the Emerging Preferred Route.
- West Lindsey District Council – Full support for the Lincoln Southern Bypass and for the Emerging Preferred Route 2C.
- North Kesteven District Council – With respect to the emerging route, the Executive Board have recommended that the full Council supports the Emerging Preferred Route for the Lincoln Southern Bypass. The full Council decision is expected on 14 December 2006.

## 3.2 The Strategic Need for the Lincoln Southern Bypass

- 3.2.1 The successful delivery of any aspirational major highway scheme is dependent to a large extent on demonstrating its strategic value and its consistency with national, regional and local government policy.
- 3.2.2 Local (County and District) strategies therefore need to be directly linked to national policy. There are several mechanisms for demonstrating this including the County Council's five year Local Transport Plan and the various District Local Plans.
- 3.2.3 A summary showing how the Lincoln Southern Bypass would support national and regional transport policies is shown in Figure 3.1 on the following page.
- 3.2.4 One of the key aims of the Regional Transport Strategy (RTS) is to establish Lincoln as one of the region's five key urban areas. In recognition of the importance of the role of transport in support of this aim, the County Council and its partners commissioned a multi-modal Transport Study for the Lincoln area. The aims of this study were to develop a framework for transportation improvements in and around the Greater Lincoln area for the LTP periods up to 2021. (Full details are available in Reference Document 16). The strategic outcomes of the study were adopted by all the partners in December 2005 and January 2006.
- 3.2.5 The Lincoln Southern Bypass was identified in this transport study as being a key medium-term (2011 onwards) element in the delivery of the Regional aspirations for the development of the Lincoln area as a whole.
- 3.2.6 The objectives of the Lincoln Southern Bypass were identified during the course of the Lincoln Transport Study as being:-
1. To assist the sustainable economic growth of Lincoln and Lincolnshire:
    - By improvement to the strategic road network
    - By improving direct links to the Primary/Trans-European Road network

# Relationship Between Lincoln Southern Bypass & National/Regional Transport Policies

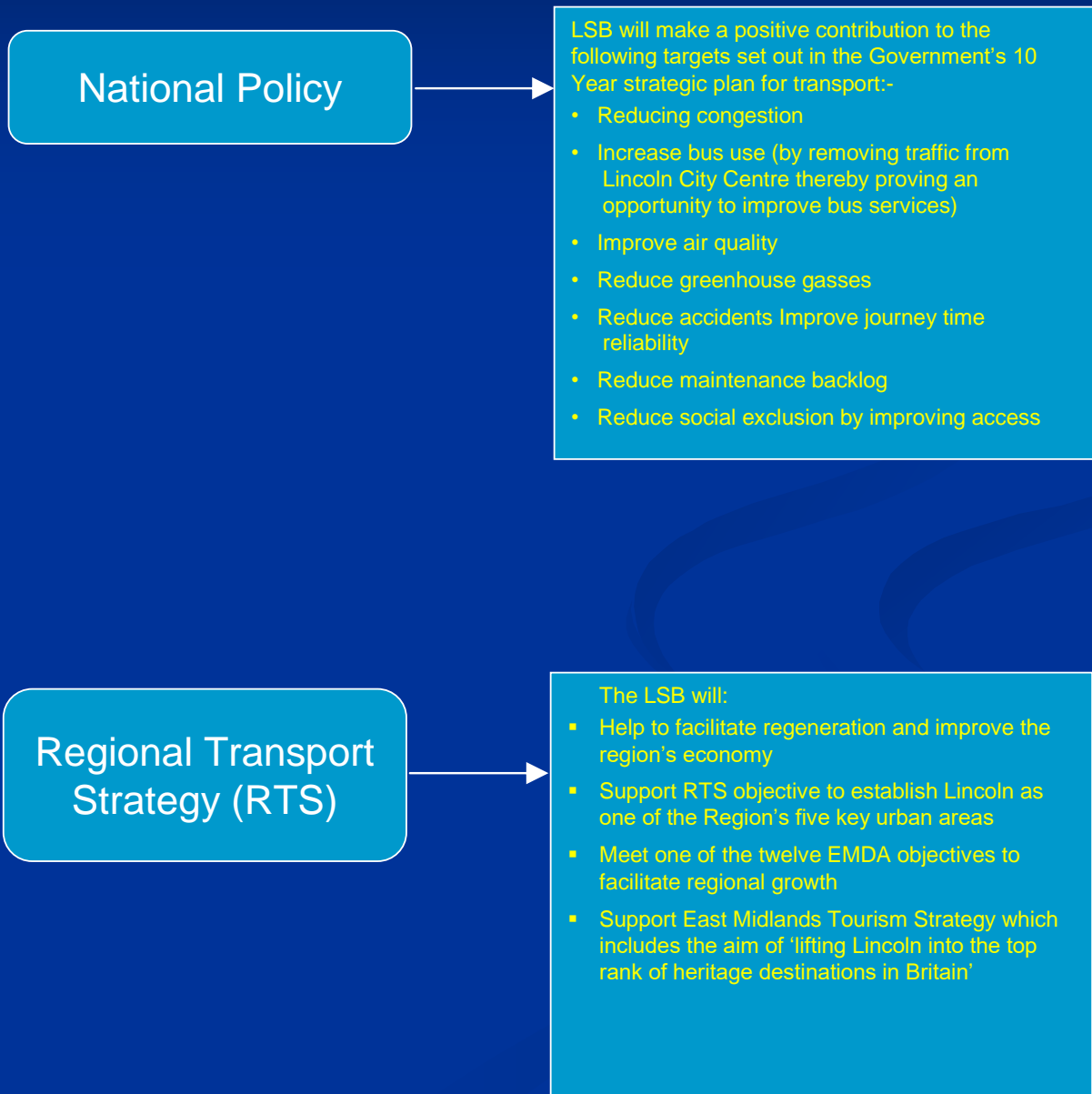


Figure 3.1

2. To improve the quality of life in central Lincoln and in the settlements within the study area:
    - By removing through-traffic
    - By relieving traffic congestion
    - By reducing traffic generated noise and air pollution
  3. To maximise accessibility to central Lincoln:
    - By giving drivers more choice of routes to access or bypass Lincoln
    - By providing an additional river crossing
    - By reducing journey times for through-traffic travelling between areas to the east and west of the City
  4. To improve road safety in central Lincoln and the settlements within the study area:
    - By providing an alternative, more direct route between areas to the east and west of the City, avoiding the City Centre
    - By improving linkages between primary route corridors and increasing the range of entry points to the City
    - Reducing conflicts between HGVs, other road users, pedestrians and property
- 3.2.7 To achieve these objectives the Lincoln Southern Bypass is required to link the proposed LEB from the A15 to the A46(T) Western Relief Road, thus forming a complete ring road around Lincoln.
- 3.2.8 To be most effective in removing through traffic and reducing journey times the LSB would have to provide travellers with a high speed, high quality corridor. This requires the corridor to take the shortest route possible subject to environmental and engineering feasibility.
- 3.2.9 The LSB is dependent on the implementation of the LEB in order to gain the fullest benefit and to achieve all the objectives.
- 3.2.10 The LSB would carry traffic from the A607 Grantham Road and A15 Sleaford Road and divert it around the City onto the existing A46 Western Bypass to the west and the proposed LEB to the east. Therefore once in place, all through traffic travelling on all the main radial routes would be diverted out of the City Centre.
- 3.2.11 The objectives of the Lincoln Southern Bypass also support many of the local strategies, in particular the various Local Plans and Local Development Frameworks, in particular:

- Deposit Draft Structure Plan – Policy M1

The scheme is supported by Policy M1 within the Deposit Draft and conforms to the majority of the policies contained within the document. It can also be viewed as compatible with the overall aims and objectives, particularly those that focus on economic growth, regeneration and road safety. The LSB would also facilitate improvements for existing traffic on the A15 and A46, which are two of the County's key strategic routes.

- City of Lincoln Local Plan

The City of Lincoln Local Plan was adopted in 1998 and provides development policy up to 2011. The document supports the construction of a whole Bypass around Lincoln as soon as possible. As the LSB scheme would provide the final link in the creation of a complete ring road, once the proposed LEB is built, the City of Lincoln Local Plan supports the LSB.

- City of Lincoln Local Development Framework

Once adopted, this document will supersede the existing Local Plan. The LSB is supported within the emerging document.

- 2nd Local Transport Plan for Lincolnshire (2006/07-2010/11)

The LSB is identified as a scheme on which feasibility studies will be focussed during the LTP 2 period. It can also be viewed as being of fundamental importance to delivering the aims and objectives included within the LTP2 for Lincoln and the strategic highway network. It would significantly improve north/south movements within Lincolnshire's key strategic corridor, as seen in Figure 3.1.

- North Kesteven Local Plan – Revised Deposit Draft 2003

The Local Plan contains guidelines which are used to decide planning applications and allocates land for future housing and employment development in the North Kesteven area. This area covers the villages to the south of Lincoln, which the LSB would serve. The LSB can be viewed as being of fundamental importance to delivering the core objectives of the District.

3.2.12 Full details of the contribution of a Lincoln Southern Bypass to the various national, regional and local policies can be found in Chapter 2 of Reference Document 15 LSB Route Corridors 1,2 & 3 Appraisal Report: November 2006.

#### **4.0 Development of Route Corridors**

- 4.1 The LSB is a historic scheme which was originally developed as part of the Lincoln Eastern Bypass proposal (which promoted a complete route from A158 to A46(T).) As a result of the early work, a protected alignment for the scheme was included under Policy T1 of the adopted NKDC Local Plan (Feb 1996). This document referred

to LSB as phase 2 of LEB and protected a corridor from A607 Waddington to A46(T) at South Hykeham.

- 4.2 The historic route (known as Route Corridor 1) was thereby identified for construction at a future date. For those plots of land which had been already identified for development but which would later be required for the scheme, it was decided that, should they be proposed for development, then the timing of the LSB would be reviewed at that stage. In January 2000, a decision was made by the Highways and Planning Committee of the County Council to rescind the line through this area of development i.e. not to purchase the piece of development land which would be required for Route Corridor 1. The residential development subsequently built adjacent to Station Road at Waddington Lowfields therefore effectively “closed the gap” identified for that route corridor.
- 4.3 In September 2003 an Options Assessment Report was produced for the LSB which reassessed the historic route options (Reference Document 1). This report was primarily to support the work being proposed for the planning applications for LEB. Eight distinct route options were considered with five variations. The conclusion of the report was that at that stage of development, no option stood out as a preferred solution.
- 4.4 As a result of this Option Assessment Report, a workshop was held in April 2004 to consider possible route corridor options to take forward to the DMRB Stage 2 assessment and hence to public and statutory body consultation.
- 4.5 The workshop sought to determine potential route corridors by considering the September 2003 options report and also considering:-
- Key issues in the area
  - The identification of constraints
  - Possible route options
  - Route corridors for assessment
- 4.6 In selecting route corridors which emerged for further investigation, the following specific issues and constraints were recognised:-
- MOD requirements including Waddington Airfield runway lights
  - Lincoln Edge Area of Great Landscape Value
  - Sites of nature conservation interest
  - Flood plain
- 4.7 A route assessment internal workshop was held in September 2004 to review the preliminary route corridor options against the environmental and topographical constraints and traffic forecasts. This assisted in identifying the route alignments that should be considered.



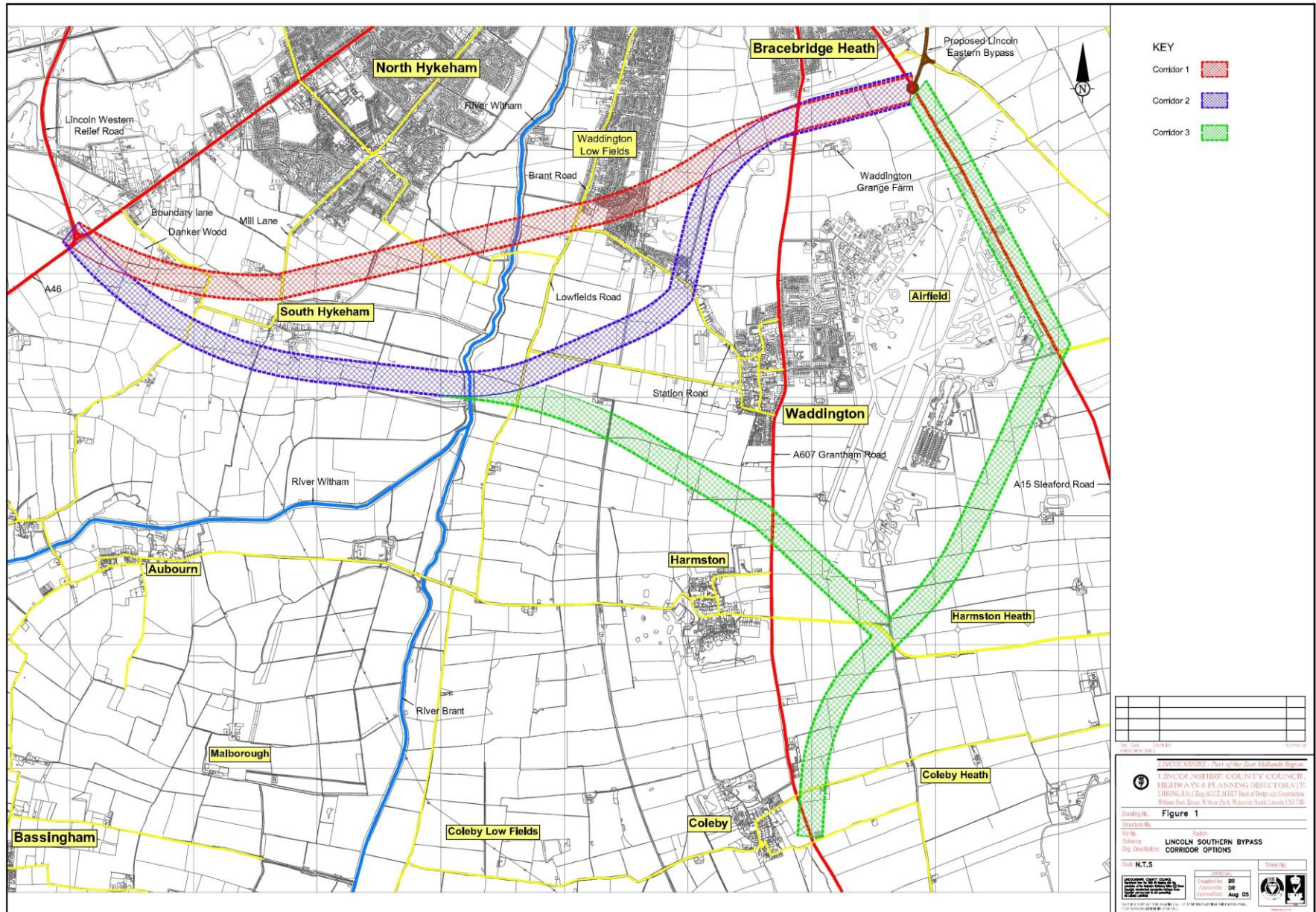


Figure 4.1 – Lincoln Southern Bypass Route Corridors 1, 2 and 3

4.8 The route corridors that emerged for further investigation are shown in Figure 4.1 and described in Table 4.1 below.

Route Corridor	Description
Route Corridor 1	Follows the historic preferred route through Bracebridge Lowfields to Brant Road and across the floodplain to the A46. Crosses the Lincoln Edge, passes through the new housing development area at Waddington Lowfields, goes between North and South Hykeham and has three main junctions en route. Approximately 7.2 km in length.
Route Corridor 2	Passes through Bracebridge Lowfields via Station Road to the north of Waddington Airfield and across the floodplain to the A46. Passes to the south of Waddington Grange Farm and crosses the Lincoln Edge, then continues south of Waddington Lowfields and South Hykeham and has two main junctions en route. Approximately 8.1 km in length.
Route Corridor 3	Passes to the South of Waddington Airfield. Utilises part of the existing A15 Sleaford Road to pass south of the airfield, then crosses the floodplain to the A46 and has four main junctions en route. Approximately 14.6 km in length.

**Table 4.1 – Route Corridors**

4.9 As a result of the DMRB Stage 2 assessment, four reports were issued in March and April 2005:

- LSB Economic Assessment Report March 2005 (Doc Ref 3)
- LSB Route Assessment Report Revision 1 DRAFT March 2005 (Doc Ref 4)
- LSB Forecasting Report March 2005 (Doc Ref 5)
- LSB DMRB Stage 2 Assessment Environmental Report Revision 2 FINAL April 2005 (Doc Ref 6)

All the reports were based on an opening year of 2012.

4.10 Route Corridor 3 was ruled out at an early stage of the Stage 2 Environment Assessment for the following reasons:-

- Traffic studies showed that Corridor 1 would provide the greatest benefit in traffic terms, closely followed by Corridor 2. Corridor 3 would carry

approximately half the traffic of Corridor 1, therefore the scheme benefits would be significantly reduced.

- The benefit/cost analysis produced a significantly worse ratio than the other corridors. There would be high construction costs due to the longer length of the scheme and the benefits would be less due to the reduced volume of traffic attracted.
- Journey time reductions achieved would be approximately half those of Corridor 2 and a third of those of Corridor 1.
- It is likely that this corridor would have a greater impact on archaeology than the other corridors.
- Due to the land-take and the different character of the landscape at the point where the route would cross the Lincoln Edge escarpment there would be substantially greater impacts both visually and on the landscape.

4.11 The Forecasting Report (Document Reference 5) showed that in traffic terms the benefit is greatest when the corridor is closest to the urban area of Lincoln i.e. Corridor 1 being the best, followed by Corridor 2 then Corridor 3.

4.12 The Economic Assessment Report (Document Reference 3) showed that the LSB had a positive impact with respect to the economy, the overall benefits in market prices exceeding costs for all route corridors. However the report concluded that only Corridors 1 and 2 should be considered further as they presented substantial benefits over a 60 year appraisal period, the benefits being largely related to user time saving. It would, the report concluded, be very difficult to justify adopting Corridor 3 over the other corridors on traffic and economic grounds.

4.13 The overall Route Assessment Report (Document Reference 4) concludes that Corridors 1 and 3 should be rejected as they rank lower than routes along Corridor 2 in terms of cost, economic performance and environmental impact. The report further concluded that Corridor 2 is the preferred route corridor.

4.14 Whilst it was suggested that all three route corridors be presented at public consultation, it was recommended that Corridors 1 and 3 were not taken to the next level of assessment, but that the three individually identified routes along Corridor 2 (ie Routes 2A, 2B, and 2C) would be presented in full (See Section 5).

## **5.0 Public Consultation One**

5.1 The first public consultation (PC1) on the Lincoln Southern bypass was undertaken in October 2005 to:

- Inform members of the public and interested parties about the scheme and work undertaken to date, and
- To invite feedback

The feedback would be used to inform the decision making process leading the selection of an Emerging Preferred Route.

- 5.2 Public exhibitions were mounted at several locations within the study area and also in Lincoln City Centre. These exhibitions included a video presentation and a series of staffed display boards. Visitors were also provided with a newsletter summarising the display material and a questionnaire to complete and return with their feedback. Information on Blight was also available.
- 5.3 The three route options that were the subject of the public consultation were 2A, 2B and 2C and these are shown in Figure 5.1.
- 5.4 Full details of Public Consultation 1 are given in Document Reference 7, Lincoln Southern Bypass Public Consultation One: Public Consultation Report Revision 4 October 2006.

The conclusions drawn were:-

- There is general support for a Lincoln Southern Bypass
- The majority of the respondents to the questionnaire disagreed with the selection of the Preferred Route Corridor (The opposition being strongest in Waddington and Bracebridge Heath. Outside these areas there was more support for the recommended corridor.)
- Each of the three route options within Corridor 2 received more opposition than support. It was considered that Route 2C in its entirety was the least opposed route option.
- Issues of greatest importance to the public included community severance, noise and air quality.

As a result of the public consultation, no recommendation as to an Emerging Preferred Route was possible based solely on the consultation exercise.

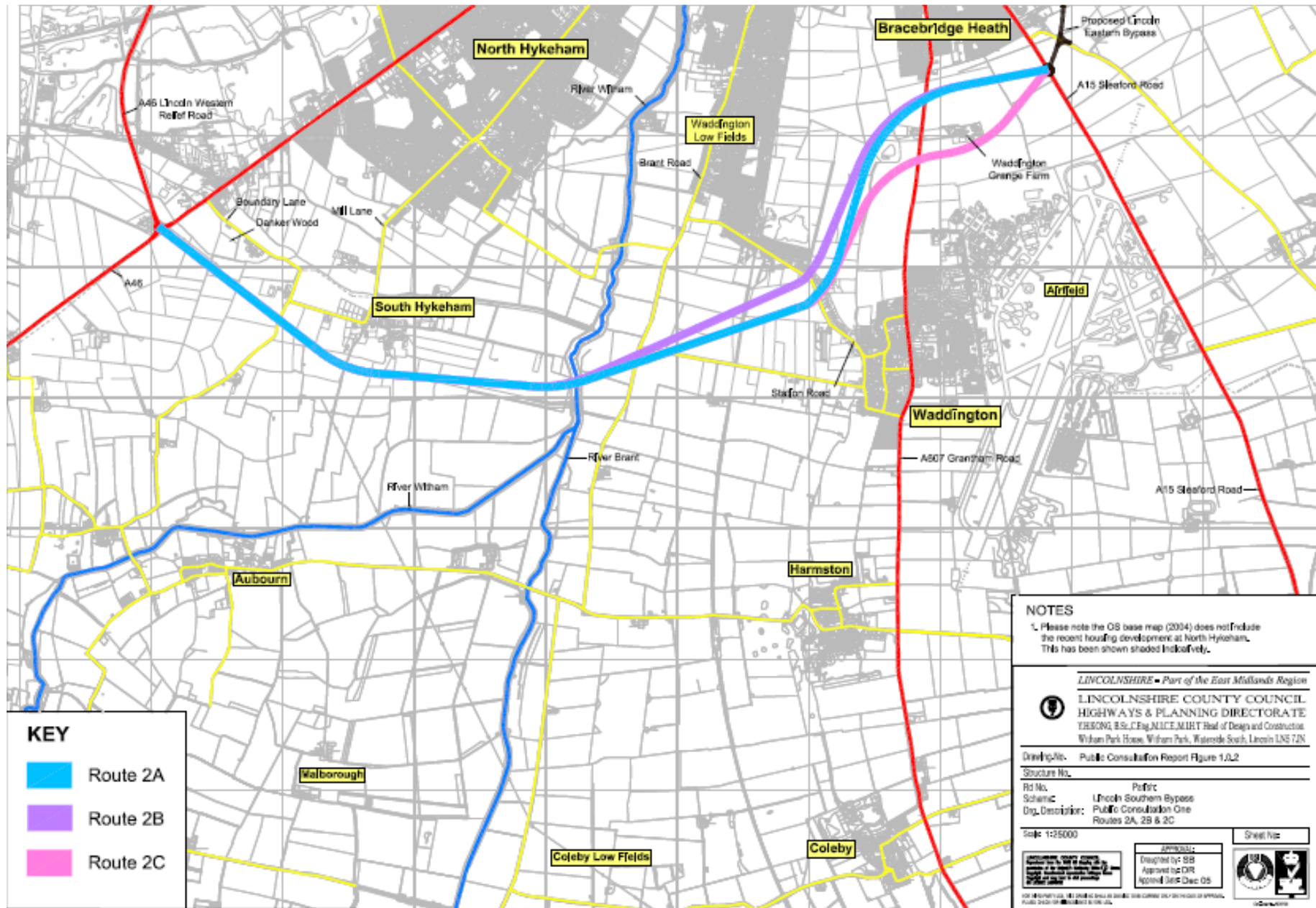


Figure 5.1 Lincoln Southern Bypass Indicative Routes 2A, 2B and 2C

## **6.0 Choice and Development of the Emerging Preferred Route 2C**

- 6.1 Although it was not possible to draw a conclusion on an Emerging Preferred Route based on Public Consultation 1 alone, a decision was made in April 2006 by the Executive Councillor for Highways that, taking all the work to date into account and the Government's funding policy for major highway schemes, a route "broadly based on Route 2C be taken forward to the next stage as the Emerging Preferred Route".
- 6.2 As a result of this decision, further work was undertaken to develop the alignment of Route 2C and to investigate possible junction strategy. The Emerging Preferred Route 2C is shown in Figure 6.1 on page 16.
- 6.3 The development work undertaken was used to inform a second Public Consultation in October 2006. A series of technical reports were published giving details of this further work:
- LSB Technical Note Corridor 2 – Tunnel Options October 2006 (Document Reference 9)
  - LSB Emerging Preferred Route: Environmental Report August 2006 (Document Reference 10)
  - LSB Emerging Preferred Route: Strategic Junction Assessment Report October 2006 (Document Reference 11)
  - LSB Emerging Preferred Route Development October 2006 (Document Reference 12)
- 6.4 The outcome of this further work confirmed:
- A tunnel solution, or cut and cover, under Station Road would not be viable on either technical or economic grounds
  - The Emerging Preferred Route creates the opportunity for significant environmental benefits, whilst also giving rise to some significant environmental concerns (see Section 7 below)
  - The preferred junction arrangements at the intersections with seven existing roads (see Section 8.0 below)

These last two outcomes are discussed in more detail in Sections 7 and 8 below.




- 6.5 In addition, to inform the Preferred Route decision a comparative appraisal report was commissioned on all 3 Route Corridors (1, 2 and 3). This report, LSB: Report on Route Corridors 1, 2 and 3 Appraisal is Document Reference 15. At a later stage in acknowledgement of a request arising from the concern of some members of the public, in particular those resident near to the route, a shorted version of this report concentrating solely on Corridors 2 and 3 was produced prior to a decision being made to continue with a public consultation based on route 2C (Document References 13 and 14). For comparative purposes against earlier reports, the route corridor assessments in this shortened version of the report were carried out for opening years of both 2012 and 2023 (Refer Main and Addendum documents).

6.6 The full report compares in detail the six key areas contained within the Government's framework for appraisal and ranks them against each route corridor. The results are shown in Table 6.1 below:

Objective	Route Corridor 1	Route Corridor 2	Route Corridor 3
Impact on the Network			
Environment			
Safety		=	=
Economy			
Accessibility	=	=	=
Integration	=	=	

**Table 6.1**

Key

 = Most Beneficial
  = 2<sup>nd</sup> Most Beneficial
  = Least Beneficial

6.7 In addition, the report demonstrates that Route Corridors 1 and 2 provide a greater contribution to the delivery of LSB, Lincoln Transport Study and the Local Transport Plan objectives than Route Corridor 3.

Route Corridor 2 however provides more significant benefits than Route Corridor 1 when appraised against the full range of value for money indicators.

## 7.0 Preferred Route Development Environmental Issues

7.1 The details of the effects that the Emerging Preferred Route would have on the environment are contained in Document Reference 10: LSB Emerging Preferred Route Environmental Report August 2006.

7.2 A summary of these effects together with the proposed methods of mitigation are given in Table 7.1.

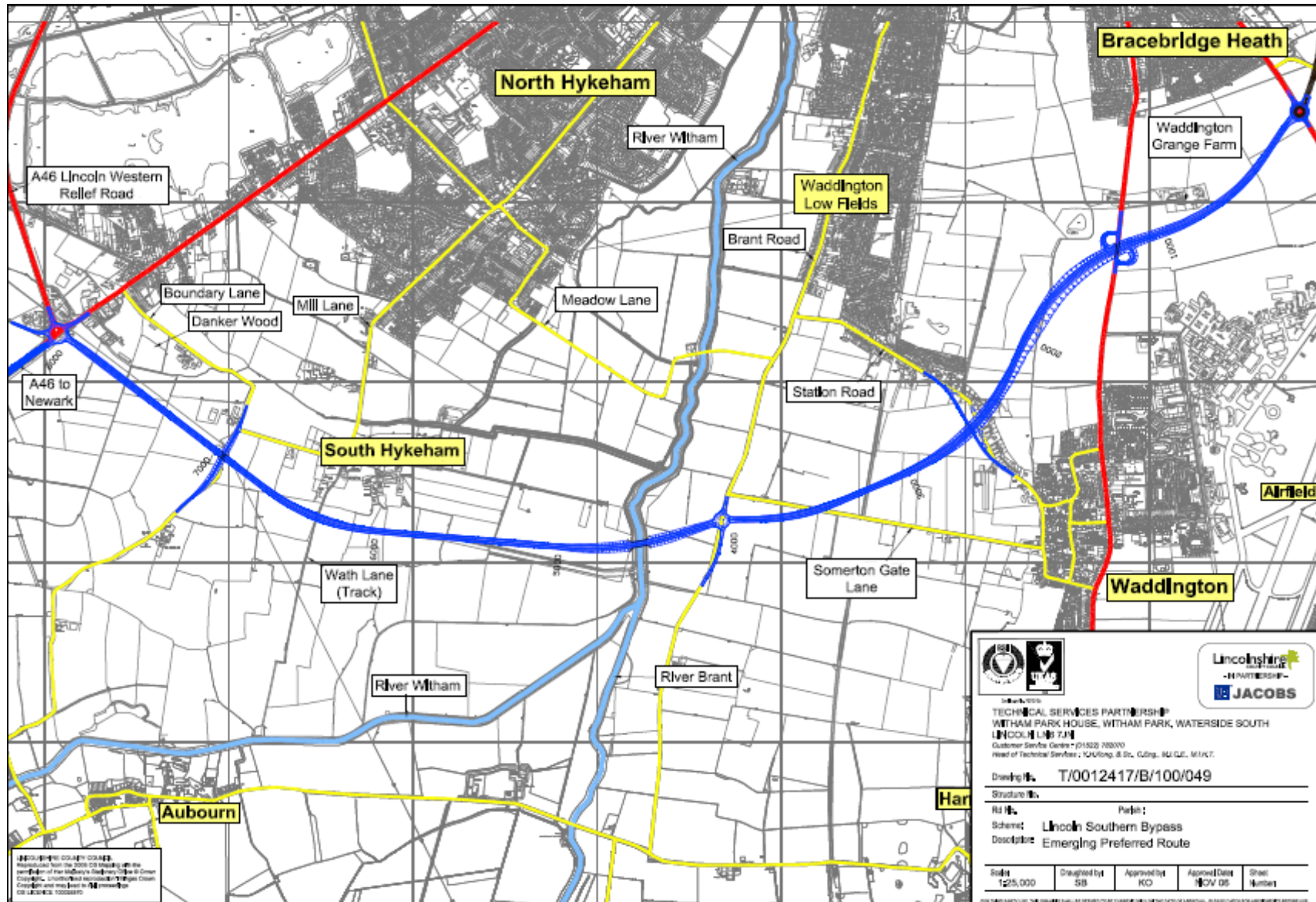


Figure 6.1 Lincoln Southern Bypass Preferred Route 2C



Main Issues	Likely Effects of the Emerging Preferred Route	Summary of overall impact (See Note 1)	Comments / Mitigation
Air quality	<p>With a bypass in place, less traffic would use the existing Lincoln Road in North Hykeham, Brant Road, A607 Grantham Road and A15 Sleaford Road than would otherwise be the case, resulting in better air quality along these routes than would occur without the bypass. At the same time, air quality in the immediate vicinity of the bypass would be worse than would otherwise be the case, although still within the Air Quality Objectives. The routes that would experience better air quality pass through centres of population with thousands of homes, whereas there are 26 residential properties within 200m of the centre-line of the Emerging Preferred Route.</p>	Benefit	<p>There would be an overall improvement in air quality as a result of the Emerging Preferred Route. Once built, the levels of pollutants in the air generated by traffic on the bypass would remain below government-set targets known as 'Air Quality Objectives'. In practice, the level of pollutants in the immediate vicinity of the bypass is predicted to fall, due to assumed improvements in vehicle technology that are built into standard computer models for predicting future air pollution.</p> <p>No specific mitigation proposed.</p>
Cultural heritage	<p>Twenty known archaeological sites lie on or very close to the line of the Emerging Preferred Route. Many of these sites are locations where objects of archaeological interest have been found, and there is very little information about the existence or extent of any buried remains from which these objects may be derived. There is therefore considerable uncertainty about whether some of these potential impacts would actually occur.</p> <p>There would be only minor, indirect impacts on the built heritage.</p>	Uncertain / Minor Negative	<p>Field investigation is required to clarify these impacts, and would normally take place as part of a Stage 3 Environmental Impact Assessment, prior to submission of a planning application. The need for, and nature of, any mitigation measures cannot be confirmed until that stage.</p>
Disruption due to construction	<p>Approximately 87 residential properties would lie within 100m of the construction site for the Emerging Preferred Route (mainly on and around Station Road, Waddington), and some of the occupiers of these properties may experience temporary inconvenience or annoyance as a result of construction activity. However, there are no schools, hospitals or other 'sensitive receptors' within 100m. During the construction period, traffic using some roads close to the construction site would sometimes experience delays or be obliged to follow alternative routes.</p>	Minor Negative	<p>Although the use, maintenance and storage of plant (such as mechanical excavators and dump trucks), fuel and construction materials can result in accidental damage to several aspects of the environment, most of these effects can be avoided or minimised through careful planning and management.</p> <p>The implementation of a comprehensive Construction Environmental Management Plan would be required during the construction phase.</p>
Ecology and nature conservation	<p>Construction and use of the Emerging Preferred Route would probably cause only minor ecological impacts. Some valuable habitat could be lost or disturbed, particularly on Lincoln Edge, while there is the potential for the presence of several protected species, which could be disturbed. There are also risks to aquatic environments in the low-lying land west of the River Witham.</p>	Minor Negative	<p>Careful design and management during construction and the provision of replacement habitat would reduce impacts which are already minor.</p>

Main Issues	Likely Effects of the Emerging Preferred Route	Summary of overall impact (See Note 1)	Comments / Mitigation
Landscape and visual impacts	<p>The Emerging Preferred Route would cause significant landscape and visual impacts. Key issues include the effect on landscape character and visual impact at the point where the route would cut through the top of the Lincoln Edge escarpment and where it crosses Station Road. The visual effect of the Emerging Preferred Route crossing the low-lying valley bottom land would also be significant when viewed from points on Lincoln Edge.</p>	Major Negative	<p>Impacts can be reduced through inclusion of new planting and other design elements to reduce the visual prominence of the bypass and replace lost landscape features.</p> <p>Re-routeing the western section of the bypass could enable better use of existing hedges to screen views of the new road, while reducing the magnitude of change in the existing landscape. Such realignment would also take the new road further away from South Hykeham, reducing the scale of visual impacts in that area.</p>
Land use	<p>The construction of the Emerging Preferred Route would have significant effects on land-use. A number of residential properties on Station Road (approximately five or six) would need to be demolished. Approximately 47.5 hectares of agricultural land would be lost, although the majority of this is not in the 'best and most versatile' category.</p> <p>The Emerging Preferred Route would split a number of parcels of agricultural land into smaller units, some of which may no longer be viable for farming. It would also separate some farmsteads from parts of their associated land.</p>	Moderate Negative	<p>Consideration of re-alignment of the scheme in the area close to South Hykeham, to make better use of existing land boundaries and therefore leaving more viable plots of land to either side of the bypass.</p> <p>Agricultural severance could be mitigated in a large degree through the provision of private means of access.</p> <p>Provision of a bridge over the bypass at Wath Lane or in its near vicinity.</p>
Noise and vibration	<p>The overall effect of the Emerging Preferred Route would be beneficial, with large numbers of properties experiencing reduced road traffic noise and much smaller numbers of properties experiencing noise increases. However, increases in road traffic noise will occur at some properties close to the route alignment, which are currently located away from main roads, such as properties in South Hykeham and along Station Road, Waddington.</p>	Moderate Positive (Benefits)	<p>Further consideration of the potential need for and extent of noise barriers (including earth banks), in parallel with planting design.</p> <p>Consider moving bypass further south of South Hykeham - would be more effective than provision of bunding or barriers.</p>

Main Issues	Likely Effects of the Emerging Preferred Route	Summary of overall impact (See Note 1)	Comments / Mitigation
Pedestrians, equestrians, cyclists and community effects	<p>Any effect on local communities would be minor, in part because the scheme is being designed to avoid or minimise any increased difficulty in travel between communities by non-motorised users, and in part because most of the communities affected appear to be largely self-contained.</p> <p>The junction layout shown in the current design means that cyclists using the cycle-way along the A607 Grantham Road would have to cross the end of one slip-road.</p> <p>Six public rights of way would be affected by the Emerging Preferred Route. However, a new cycleway and footpath would be provided along the bypass, improving connections for non-motorised users.</p>	Minor Negative	<p>Impacts on public rights of way are generally susceptible to mitigation in the form of diversions (mostly over short distances). In the case of Wath Lane, provision of a pedestrian / equestrian bridge should be considered. The existing design provides a bridge to carry the Viking Way over the bypass.</p> <p>Modifications to the junction at the A607 could avoid effects on the cycle-way along Grantham Road.</p> <p>Negative impacts must be balanced against the provision of 8km of new cycle-way along the bypass, improving connectivity within the existing NMU network</p>
Vehicle travellers	<p>Drivers on the bypass, if built on the Emerging Preferred Route, would experience a mixture of open, intermittent and restricted views. Driver stress levels on the bypass would be low.</p> <p>Driver stress levels on two existing routes would be lower after opening of a bypass on the Emerging Preferred Route, while stress levels on other existing routes would be unchanged. There would be a short-term increase in stress on some routes during the construction period.</p>	Moderate Positive (Benefits)	<p>Shorter journey times with less route uncertainty would provide benefits for east-west travellers, while travellers on radial routes into and out of Lincoln would experience less congestion.</p> <p>No specific mitigation measures proposed.</p>
Water quality and drainage	<p>Surface waters and groundwater would experience very minor impacts during construction. Operational impacts on receiving waters would include increased levels of copper and zinc in surface waters (mainly the River Witham).</p> <p>Accidental pollution incidents during construction of the parts of the route on Lincoln Edge could create a risk of contamination of a major aquifer (i.e. an underground source of water potentially used for public supply), and it would be very important to put measures in place to minimise this risk.</p>	Minor Negative	<p>Although most discharges would remain within permitted limits or guidelines, mitigation measures are recommended to minimise these effects. The route does affect the 'passive' part of an indicative floodplain, and further work is required to assess the potential effect of the scheme on flood risk.</p> <p>Risk of accidental pollution incidents should be avoided or reduced through implementation of a Construction Environmental Management Plan.</p>
Geology and soils	<p>Key geological / hydro geological concerns relate to the potential activation of old landslips or creation of new ones on Lincoln Edge, the lowering of the water table in the aquifer and interruption of groundwater flow.</p>	Minor Negative	<p>Geological/hydro geological concerns can be addressed and reduced during detailed design.</p>

Main Issues	Likely Effects of the Emerging Preferred Route	Summary of <u>overall</u> impact (See Note 1)	Comments / Mitigation
Policies and plans	<p>The principle of a Lincoln Southern Bypass appears to be supported by, or at least consistent with, most relevant aspects of national and regional planning policy.</p> <p>It is not supported by local planning policy at present, because the Emerging Preferred Route is not identified and protected in any current planning policy document.</p>	Neutral	<p>Local planning policy deals with specifics rather than general principles. The need for the scheme is addressed in planning policy at a regional level.</p> <p>Local plan policy therefore cannot support any new highway proposal until a specific route is available to be shown in a Local Plan document.</p>

**Table 7.1: Overall summary of environmental effects**

Notes

1. The terms shown in the summary of overall impact are a relative measure solely for the purposes of comparison within this table. They do not reflect specific terms used within individual approaches to assessment for each topic which are prescribed in national guidelines.

- 7.3 As can be seen the most negative effects are those on landscape and the visual impacts, particularly where the route cuts through the Lincoln Edge, at Station Road and in the valley bottom when viewed from above.
- 7.4 Mitigation includes careful landscaping to provide screening and consideration (in the future later design stages) of re-alignment of the western end of the Bypass to take the route further away from South Hykeham.
- 7.5 The most positive benefits of the bypass are an overall improvement in air quality particularly along the current southern routes into the City, and an overall reduction in traffic noise with a large number of properties experiencing reduced noise and a much smaller number experiencing noise increases.

## **8.0 Preferred Route Development – Junction Strategy**

- 8.1 The details of the emerging junction strategy are contained in Document References 11 and 12, LSB Emerging Preferred Route Strategic Junction Assessment Report October 2006 and LSB Emerging Preferred Route Development October 2006.
- 8.2 Various junction arrangements were considered and initial recommendations made for a preferred strategy. At this stage, as is standard practice, any assessment is provisional and more detailed assessment would be made prior to the submission of a planning application.
- 8.3 The preliminary assessment has been based principally on the outputs from the current Lincoln Traffic Model, in particular traffic flows, queues and delays at junctions. Environmental factors at each junction will have an influence on the ultimate design and they will be taken into account at the appropriate stage in the design process.
- 8.4 To date, the following junction strategy has been proposed:-
- At grade roundabouts at A46(T) Western Relief Road and A15 Sleaford Road
  - No junction at Somerton Gate Lane (severed) or at Boundary lane (this would remain as a through route)
  - An at grade roundabout at Brant Road
  - No junction at Station Road, this would continue as a through route over the bypass
  - A607 Grantham Road a compact grade – separation junction
- 8.5 The above proposals were taken forward to the second Public Consultation held in October 2006.
- 8.6 It should be noted that the level of detail to which the Emerging Preferred Route has been progressed goes beyond that normally undertaken at this stage of the scheme appraisal process. The adoption of a Preferred Route would protect a broad corridor of land from development but the design detail, particularly the junction details could be subject to change.

## 9.0 Public Consultation 2

- 9.1 A second public consultation was held in October 2006. This included a series of exhibitions at venues in the vicinity of the proposed route and also in Lincoln City Centre. The objectives of this consultation were to:-
- Gauge the level of public support for a LSB
  - Gauge the level of public support for the Emerging Preferred Route
  - Gauge the level of public agreement for the proposed junction strategy
  - Invite feedback via the questionnaire
- 9.2 As at the previous consultation, leaflets describing the new work were handed out together with a returnable questionnaire. Information on Blight was also available. Approximately 20,000 questionnaires and leaflets were sent out to homes in Greater Lincoln and surrounding villages in addition to those given out at the exhibitions. The information was also available on the County Council website.
- 9.3 The exhibitions comprised a series of staffed display boards, a physical, scale model showing the proposals and a video display showing the route, the expected traffic movements and associated junction strategy.
- 9.4 The consultation closed on 31 October 2006. Full details are contained within the Lincoln Southern Bypass, Public Consultation 2 – Consultation Report November 2006 (Document Reference 17)
- 9.5 The outcomes of this second public consultation are summarised below:-
- The consultation exercise has shown that there is overwhelming support for a Lincoln Southern Bypass throughout both the Lincoln area as a whole and the study area.
  - A significant majority of respondents support the line of the Emerging Preferred Route. However there is opposition to the route, particularly from respondents living in the Waddington and Waddington Low Fields areas.
  - The proposed junction strategy received significant support from users of a range of modes of transport and was commented upon by a considerable number of respondents. The most frequent comments received about junction strategy related to some respondents' opposition to the use of roundabouts and support for wider use of grade separated junctions. Although it should be noted that the majority of respondents supported the strategy as presented. Non motorised users were supportive of the route in general but also expressed the need for existing rights of way to be maintained
  - It is evident that many respondents within the study area are concerned about social and environmental issues, particularly in Waddington and Waddington Low Fields. Some members of the public continue to support Corridor 3.
  - One of the more frequent comments expressed by respondents is a feeling of frustration at the time being taken to progress the scheme

## 9.6 Consultation with home owners directly affected

- 9.6.1 Route 2C cuts through Station Road area and will involve the demolition of several properties and the procurement of residential land.
- 9.6.2 From the time of the first public announcement of possible routes the County Council has endeavoured to provide information to those residents directly affected. This has been through letters, public meetings, individual visits on request, information on blight and consideration of specific cases as and when approached by individuals. It is obviously an emotive issue for those residents and inevitably from time to time the County Council has received criticism for its management and handling of the situation.
- 9.6.3 The County Council has now specifically considered its policy on providing guidelines for the use of its powers of discretionary purchase under Section 246(2) of the Highways Act. These powers relate to cases whereby legal Blight does not apply but severe effect can be shown. This policy was adopted by the Executive on 7 November 2006
- 9.6.4 It is expected, that at the time that a Preferred Route is adopted by the County Council that some Blight notices may be served by home owners and that application under the powers of discretionary purchase may also be made.
- 9.6.5 It is becoming clear that many "affected" residents are asking for the situation to be determined one way or another so as to alleviate their current uncertainty. Until a Preferred Route is adopted, any proposed alignment does not have any legal status.

## 10.0 Costs and Finance

- 10.1 It is likely that the delivery of the Lincoln Southern Bypass will rely heavily on Central Government funding. As such any major scheme business case (MSBC) submitted to Central Government will have to contain a robust cost estimate and also show the cost benefits that will be achieved by the scheme over a 60 year period. In addition, it will be necessary to demonstrate to the Government that the scheme being promoted represents the best value for money compared to the alternatives, in this case Corridor 1 and Corridor 3.
- 10.2 Part of the initial appraisal of alternative routes therefore considers these issues as far as is possible with the level of data available at this stage.
- 10.3 To adequately calculate likely construction costs for a particular route and to assess the benefits the proposed carriageway standards need to be determined. This has been based in each case on the predicted volumes of traffic and the junction strategy currently proposed.
- 10.4 The benefits measured (using standard government methodology) include accident savings, journey time reductions, environmental improvements, economy of fuel costs etc. All of which are projected over a 60 year period from year of opening.

10.5 For each route corridor 1, 2, and 3 this was carried out and repeated for both the lowest carriageway standard that would be acceptable for traffic flows and the highest (that may be aspirational from a County Council point of view). These appraisals were carried out for an opening year of 2023. The benefit/costs ratios are summarised below:-

Route Corridor 1	Lower Carriageway Standard BCR with tunnel =6.9 Lower Carriageway Standard BCR without tunnel=7.8
	Higher Carriageway Standard BCR with tunnel = 6.1 Higher Carriageway Standard BCR without tunnel =6.7
Route Corridor 2	Lower Carriageway Standard BCR = 11.7
	Higher Carriageway Standard BCR = 9.1
Route Corridor 3	Lower Carriageway Standard BCR = 4.8
	Higher Carriageway Standard BCR = 3.6

**Table 7.7 – BCR Comparison (Opening year 2023)**

Clearly Route Corridor 2 provides a significantly higher benefit to cost regardless of the carriageway standard.

10.6 The indicative cost for a route along Corridor 2 including land, construction, fees to dual carriageway standard throughout is approximately £67m at current costs.

#### 10.7 Blight Payments

10.7.1 Once a Preferred Route is adopted by the County Council, legal Blight will apply for the land and property sited under the Preferred Route. Adoption of Route 2C would, in time, involve land purchase and the demolition of at least seven properties. In addition, other nearby properties may not trigger Blight but may be accepted for purchase under the Council's discretionary powers held under Section 246(2) of the Highways Act 1980.

10.7.2 It is unlikely that the road will be constructed within the near future and therefore it is improbable that the County Council would take the scheme to Orders stage at present. (Compulsory Purchase and Side Road Orders). However private land and property owners could, from the time of the adoption of a Preferred Route, serve Blight notices on the County Council. If these notices are upheld, then the County Council may have to purchase properties or land in advance of the scheme's construction. At current values this could, excluding any discretionary purchases agreed, amount to approximately £6.5 million



10.7.3 Reserves and contingencies are held to cover this type of expenditure, the use of which will be considered as and when Blight notices are served or the Council applies its' powers of discretionary purchase.

## 11. Legal Considerations

11.1 When considering whether or not to adopt a preferred route for the LSB the Council should be mindful of the Human Rights Act 1998. The substantive rights which might be relevant are those contained in Article 8 and those contained in Article 1 of the First Protocol (referred to below as “the Convention Rights”).

11.2 The wording of Article 8 is as follows

“1 Everyone has a right to respect for private and family life, his home and his correspondence.

2 There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals or for the protection of the rights and freedoms of others.”

11.3 The wording of Article 1 of the First Protocol is as follows

“Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No-one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principle of international law.

The preceding provisions shall not, however, in any way impair the right of a state to enforce such laws as it deems necessary to control the use of property in accordance with the general interest or to secure the payment of taxes or other contributions or penalties.”

The word “possessions” had been held by the courts to include land and goods, including leases.

11.4 The identification of a preferred route, as opposed to the making of orders for compulsory acquisition or the implementation of the scheme does not deprive owners of their property nor does it limit what they may do with their property. The Convention Rights would only be affected where difficulty in disposing of a property caused something more than a loss of value as loss of value in itself is not protected. It would therefore be a very extreme case for adoption of a preferred route to interfere with the Convention Rights.

11.5 Even if there is a remote possibility of interference with the Convention Rights the Council is entitled to proceed under Article 8 if it considers that the

adoption of the preferred route is necessary for any of the matters referred to in the Article set out at 11.2 above and is able to proceed under Article 1 of the First Protocol if it is in the public interest to safeguard the route. In all cases the Executive must consider whether the adoption of the preferred route is proportionate to the ends being pursued.

- 11.6 In deciding these issues, the Executive will need to balance the remoteness of the possibility of the interference against the benefits of adoption of the preferred route and will be mindful that land on the line of the proposed route or very close to it and seriously affected by the scheme may be purchased by the Council under provisions in the Highways Act and Town and Country Planning Act.
- 11.7 The Executive must consider whether to adopt a preferred route now even though the road may not be constructed for some time. The adoption of a preferred route may be seen to be preferable in that it creates certainty compared with further considerations of options or the existence of a general proposal for a bypass without any clear route. Blight remedies or discretionary purchase remedies become available and persons on or near other proposed routes will also know where they stand. The adoption of the preferred route also protects the line of the route from alternative development.
- 11.8 Therefore while the Executive must give consideration to these issues the preferred route can lawfully be adopted by the Executive.

## OPTIONS

<b>Option A –</b>	To adopt the emerging Preferred Route shown in Figure 6.1 known as Route 2C
<b>Advantages</b>	<ol style="list-style-type: none"> <li>1. This route is the most likely to be deliverable both on technical and economic grounds.</li> <li>2. It is the route currently most likely to attract central government funding.</li> <li>3. Adoption of a Preferred Route will end the uncertainty felt by many land and property owners under and adjacent to the proposed route.</li> <li>4. Adoption of the route adds strength to the case for the Lincoln Eastern Bypass in that the completion of the ring road around Lincoln can be shown to be deliverable.</li> <li>5. Adoption of the route protects the land from future development.</li> <li>6. Adoption of a Preferred Route builds toward the national, regional and local aspirations for the future of the City of Lincoln.</li> </ol>
<b>Disadvantages</b>	<ol style="list-style-type: none"> <li>1. Legal Blight will be established and therefore Blight notices could be served on the county Council from this time.</li> <li>2. Property owners currently adjacent to the route may pursue claims for discretionary purchase under Section 246(2) of the Highways Act.</li> <li>3. Both of the above scenarios would require capital financial input from the County Council.</li> </ol>
<b>Option B –</b>	Do not adopt a Preferred Route and stop the process of adoption of any route ie cancel plans for a Lincoln Southern Bypass.
<b>Advantages</b>	<ol style="list-style-type: none"> <li>1. Some Members of the community particularly in the Waddington area may welcome this as all blight issues would be removed.</li> </ol>
<b>Disadvantages</b>	<ol style="list-style-type: none"> <li>1. The abandonment of the completion of the ring road around Lincoln would be to the long term detriment of the development of the Greater Lincoln Area and the delivery of the Lincoln Transport Study would be compromised.</li> <li>2. The case for the Lincoln Eastern Bypass would be weakened.</li> <li>3. Should a route be considered at any stage in the future, then land may no longer be available.</li> <li>4. The public and the District Councils overwhelmingly support the need for a Lincoln Southern Bypass therefore this would be contrary their desires.</li> </ol>
<b>Option C –</b>	Do not adopt the proposed Route 2C at present but pursue other alternatives or amendments to the current proposed route.
<b>Advantages</b>	<ol style="list-style-type: none"> <li>1. The LSB route would still be pursued and this would be of benefit to the Greater Lincoln area.</li> <li>2. It would give time to consider in more detail particular points raised by the public at the latest consultation.</li> </ol>
<b>Disadvantages</b>	<ol style="list-style-type: none"> <li>1. The period of uncertainty would be prolonged.</li> <li>2. There will always be outstanding queries and alternatives can be considered at later design stages, delay to consider these now may not bring overall benefits.</li> <li>3. The safeguarding of any land required would be delayed.</li> </ol>

## **WHAT CONSULTATION UNDERTAKEN ON THE MATTERS FOR DECISION**

Two public consultations on the Emerging Preferred Route in October 2005 and October 2006.

Formal consultations with the District Partners

- West Lindsey District Council
- North Kesteven District Council
- Lincoln City Council

Highways Policy Development Group on 4 December 2006 (Any views from this meeting will be taken into consideration at the Executive meeting of 5 December 2006.)

Reports to LASPJAC meetings

Specific consultation with statutory bodies.

Consultation with Ministry of Defence (RAF Waddington)

Indirect consultation through Draft Local Plans and LTP2 consultations

Details of comments received from the public and from statutory bodies are contained in Report Reference 18 Public Comments Report and Report Reference 19 Responses received from Statutory Bodies.

## **MONITORING OFFICER COMMENTS**

This report follows on from the authorising by the Executive Councillor for Highways in April to the Director for Development to undertake the next stage of assessment for the LSB using Route 2C as the Emerging Preferred Route. The Council has the power to adopt any of the options contained in the Report. This decision is within the remit of the Executive. In exercising its powers, the Executive must consider the matters referred to in section 11 of the Report.

## **DIRECTOR OF RESOURCES COMMENTS**

This report seeks approval to adopt the route known as 2C as the Preferred Route for the Lincoln Southern Bypass. At current costs, it is estimated that the total cost of the Bypass will be approximately £67m.

It is expected that government funding for major road schemes will provide for the majority of these costs, however, the County Council will be expected to use its own funds for some of this expenditure. It is currently expected that Local Authorities put in 10% of their own funds and take on the risk of any overspending.

This scheme is unlikely to start within the Council's existing capital programme and will need including once a start date is agreed.

There is a potential for the Council to incur costs relating to Blight. Once a Preferred Route is adopted then land and buildings directly affected may be required to be purchased should the current owner wish for this to happen. It is unknown when this situation will be invoked, if at all, but potentially could cost the Council up to £6.5m at current costs and could occur at any time between the date of adoption and the start of construction.

The Council holds reserves and contingencies to cover such expenditure and the use of these will be considered as and when the situation arises. It should be noted that this figure excludes any expenditure that might be incurred should the Council apply its powers of discretionary purchase.

<b>SCRUTINY OPINION</b>
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<b>RECOMMENDATIONS</b>
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The recommendations are, that the Executive

- a. Note all the technical reports carried out which inform the line of the proposed Preferred Route.
- b. Note the results of all the consultations, in particular those with the public, with statutory bodies and with the partnering District Councils.
- c. Adopt the Preferred Route shown on the attached plan Figure 6.1 for the Lincoln Southern Bypass i.e. adopt Option A.

<b>REASONS FOR RECOMMENDATIONS</b>
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- 1. To protect the land required for the scheme from other development.
- 2. To establish a legal status for the route.
- 3. To end the uncertainty in the public domain.

<b>APPENDICES (If applicable) - these are listed below and attached at the back of the report.</b>
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Reference Documents referred to in this report are available on the County Council web site, in hard copy in the Members Lounge, County Offices or by contacting Technical Services Partnership, Witham Park, Waterside South Lincoln The reference documents are listed in Appendix A
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Appendix A	List of Reference Documents
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<b>BACKGROUND PAPERS</b>			
The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.			
PAPER TYPE	TITLE	DATE	ACCESSIBILITY
Highways and Planning	LEB Residential Development Land Owned by Shepherd Homes	24 January 2000	Committee Services, County Offices, Newland
Portfolio Holder Decision	Approval to Consult on Route Selection Lincoln Southern Bypass with the Public in October 2005	13 September 2005	Committee Services, County Offices, Newland
Executive Decision Notice	Authority to Carry Out Further Assessment as Part of the Process for the Determination of a Preferred Route for the Lincoln Southern Bypass	3 April 2006	Committee Services, County Offices, Newland
Policy and Scrutiny Report	Authority to Carry Out Further Assessment as Part of the Process for the Determination of a Preferred Route for the Lincoln Southern Bypass	13 April 2006	Committee Services, County Offices, Newland
Executive	Policy on the Use of Discretionary Powers for the Purchase of Land or Property Under Section 246(2) of the Highways Act 1980	7 November 2006	Committee Services, County Offices, Newland
Highways Policy Development Group	Adoption of Lincoln Southern Bypass Preferred Route	4 December 2006	Committee Services, County Offices, Newland

# **APPENDIX A**

## **LIST OF REFERENCE DOCUMENTS**

# LINCOLN SOUTHERN BYPASS SCHEME DOCUMENTS

1. **Lincoln Southern Bypass Option Assessment Report Revision 2 September 2003**  
*Reassessed original route options LSB and future alignment options. No option stands out. Report recommends Transport Study (LTS) to assess benefits of LSB.*
2. **Lincoln Traffic Model 2002 Addendum to the Local Validation Report September 2004**  
*Consideration of 2002 SATURN model and work calibrating to check model for LSB.*
3. **Lincoln Southern Bypass Economic Assessment Report March 2005**  
*Compares economic benefits of the 3 corridors (2012 only) and also Routes 2A-2C. Concludes look at Corridors 1 and 2.*
4. **Lincoln Southern Bypass Route Assessment Report Revision 1 DRAFT March 2005**  
*Considers various route alignments, rejects Corridors 1 and 3. Corridor 2 Preferred Route Corridor to take to PC1. Concludes work on options for PC1*
5. **Lincoln Southern Bypass Forecasting Report March 2005**  
*Looks at all corridors and flows and possible design standard*
6. **Lincoln Southern Bypass DMRB Stage 2 Assessment Environmental Report Revision 2 FINAL April 2005**  
*Identifies gaps that need to be closed prior to Preferred Route. Recommends all 3 of the Corridor 2 routes go to public consultation.*
7. **Lincoln Southern Bypass Public Consultation One Public Consultation Report Revision 4 FINAL October 2006**  
*General support for LSB. Locally Corridor 2 is not preferred/supported. Otherwise is support for Corridor 2. Route 2C has least opposition of the three opposed routes shown.*
8. **This Number not used.**
9. **Lincoln Southern Bypass Technical Note Corridor 2 – Tunnel Options**  
*Rejects tunnel options.*
10. **Lincoln Southern Bypass Emerging Preferred Route: Environmental Report August 2006**  
*Establishes environmental issues and mitigation.*



11. **Lincoln Southern Bypass: Emerging Preferred Route: Strategic Junction Assessment Report October 2006**  
*Gives conclusion on preferred junction strategy used at Public Consultation 2*
12. **Lincoln Southern Bypass: Emerging Preferred Route: Development October 2006**  
*Gives summary of Documents 10 and 11 above and supports Corridor 2*
13. **Lincoln Southern Bypass: Route Corridor Appraisal (2 & 3) September 2006 and Addendum No 1**  
*Compares Corridor 2 and Corridor 3 for opening years of 2012 and 2023.*
14. **Lincoln Southern Bypass: Report on Route Corridor Appraisal**  
*Report to the Leader of LCC on Document 13*
15. **Lincoln Southern Bypass: Route Corridors 1, 2, and 3 Appraisal Report**  
*Builds on Document 13 and then includes Corridor 1*
16. **Lincoln Transport Study**  
*Sets strategic vision for the future of transport in and around Lincoln*
17. **Lincoln Southern Bypass Public Consultation 2 – Consultation Report November 2006**  
*General support for LSB, general support for Route 2C with some exceptions, general support for junction strategy.*
18. **Lincoln Southern Bypass Report on Public Correspondence November 2006**  
*Summary document of comments from public.*
19. **Lincoln Southern Bypass Report on Responses From Statutory Bodies and Stakeholders November 2006**  
*Summary document of comments from statutory bodies and stakeholders.*
20. **Lincoln Southern Bypass Supplementary Paper to Public Consultation 2 Public Consultation Report**  
*Summary document of feedback received outside the consultation period*

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