



**Statement of Common Ground
in relation to the Strategic Road Network**

1st Phase of Hearings

**As agreed between City of York Council and
Highways England**

06 December 2019

Introduction

1. This Statement of Common Ground (SoCG) has been prepared jointly between City of York Council and Highways England.
2. Highways England is the government company charged with operating, maintaining and improving England's motorways and major 'A' roads. Formerly the Highways Agency, they became a government company in April 2015.
3. This SoCG demonstrates the continued co-operation between the Council and Highways England and the areas we agree. The SoCG confirms that we share a common goal of ensuring the evidence base and proposed mitigating highways improvements as a result of the Local Plan are robust. This includes the identification and management of improvements to the Strategic Road Network (SRN) and the Local Road Network (LRN) to assist with addressing issues associated with traffic growth as a result of the Development Plan proposals and support the continued safe operation and functionality of the SRN.

Background

4. The Council and HE/HA have engaged throughout the preparation of the Local Plan through numerous Duty to Co-operate meetings individually and as part of the Leeds City Region LEP and York, North Yorkshire and East Riding LEP. The Council have also consulted HE at each stage of consultation to which HE has submitted representations at all stages that have taken place, including:
 - Preferred Options (2013)
 - Further Sites Consultation (2014)
 - Preferred Sites consultation (2016)
 - Pre- Publication (Regulation 18) consultation (2017)
 - Publication Consultation (Regulation 19) (2018)
 - Proposed Modifications Consultation (2019).
5. Summaries of the Highways Agency's /Highways England's representations to the Preferred Options Consultation, Preferred Sites Consultation (2016), Pre-Publication Consultation (2017) and Publication draft (Regulation 19) consultation are contained at **Annex A**. A summary of the ongoing engagement and cooperation since the issue of the Local Plan Publication Draft February 2018 (Regulation 19 Consultation) is contained in Table 1 and Table 2 at **Annex B**.

6. Highways England's representation to the Publication draft Local Plan (2018) acknowledged that the Council had yet to revise its Infrastructure Delivery Plan and the Transport Topic Paper which will include a review of SATURN traffic model results regarding the future traffic impact on the local highway network. As part of this HE also expressed concern that there was some underestimation of the trip rates from strategic site allocation ST15 in the Council's modelling, which is to the South east of the A64 (and which is proposed to have a direct access onto the A64 via new grade separated junction). It was considered that this underestimation could exacerbate queued traffic that its model forecast.
7. The Council submitted its Local Plan on 25th May 2018. As part of this, the Council submitted its Transport Topic Paper [SD076] setting out the implications for the transport network as a result of the plan and an Infrastructure Delivery Plan [SD128].
8. The Council continued to engage with Highways England post Submission to seek to resolve outstanding concerns in relation to modelling and the strategic road network.
9. City of York Council shared the transport modelling with HE on 3rd August 2018. Following a review of the outputs of the future year York traffic model results provided by and due to potential issues on the A64, HE wrote to the Council (28th August 2018) [EX/CYC/5 & EX/CYC/5a] requesting that they test the following junctions using appropriate local junction models to confirm whether mitigation was required and the scale and nature thereof:
 - A1237 Hopgrove
 - A1079 Grimston Bar
 - A19 Fulford RoadHE also requested that the Council undertake merge/diverge assessments (in accordance with DMRB) for the majority of the merges and diverges on the SRN (A64).
10. The Council consequently responded [EC/CYC/6] and has presented several technical notes / commissioned further work, including the Local Plan modelling review undertaken by WSP (**Annex C**) to address any discrepancies in the trip rate matrices identified by HE. In addition, these outputs from further work have been used to update the Transport Topic Paper evidence base. An updated Transport Topic Paper (2019) is included at **Annex D**.
11. The Council and HE have each commissioned the construction of discrete but coordinated elements of a new Mesoscopic '2018 base model' of the A64 to provide a single model that both parties can use for the purposes of producing future year traffic forecasts on the A64 and thereby determine the impacts of

the Local Plan on the A64. The Council has provided HE's transport consultant, Systra with future year traffic assignments from its SATURN model for the years 2019, 2023/24, 2028/29 and 2032/33 for a 'without GSJ' situation and for a 'with GSJ' situation. These assignments have informed the inputs into Systra's new Mesoscopic model to try and determine the impact of the Local Plan on the SRN and the mitigation that may be required.

12. As per the August 2018 letter, HE also identified that there may be potential issues at the majority of the merges and diverges on the A64 at several junctions. HE subsequently commissioned a Local Plan Impact Study to identify the impact of Local Plan development on the SRN and the scale of improvement needed to mitigate the plan, using the 2018 mesoscopic base model. The Local Plan Impact Study will help to confirm the scale of improvements needed on the A64 around York, to mitigate the impact of Local Plan development and it is envisaged that improvements are likely to be required at the junctions by the end of the plan period. The outcome of the study is currently awaited.
13. Junction upgrades are included in the latest version of the Local Plan Infrastructure Delivery Plan (IDP)[SD128], which includes:
 - Level 1 Infrastructure – Strategic Infrastructure *'Upgrade A64 Junction with A1237 Outer Ring Road 'comprising options [for] improving A64/A1237 junction at Hopgrove and / or dualling of the A64 east of the junction to improve journey time reliability along the A64. This is a scheme being worked up by HE for construction early in HE's Route Implementation Strategy Period 2 (RIS2). However, its delivery within RIS 2 is yet to be confirmed by Government.*
 - Level 2 Infrastructure - Community/ Neighbourhood Infrastructure *'Junction upgrade A64 / A1079 / A166 at Grimston Bar.'* This scheme is expected to be funded, to varying degrees, by developers of several sites on the east side of York, the Council, East Riding of Yorkshire Council and the York North Yorkshire and East Riding Local Enterprise Partnership.
14. To inform infrastructure costs and provide confidence in deliverability of a new junction for allocation ST15, the Council and HE are in the process of preparing a benchmark cost for the A64 junction.

Areas of Agreement

- The matrices from the transport modelling Scenario 6 are considered suitable for Local Plan testing.
- The new Mesoscopic model will be used to determine the impact of the Local Plan on the SRN and the mitigation that may be required
- A new A64 GSJ can provide direct access to Site ST15 on the provision that a satisfactory design in terms of DMRB standards and operational effectiveness can be delivered;
- Mitigation measures are likely to be required at A1237 Hopgrove, A1079 Grimston Bar and A19 Fulford Road junctions.

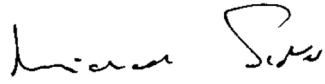
Areas on which the Council and HE are yet to reach agreement

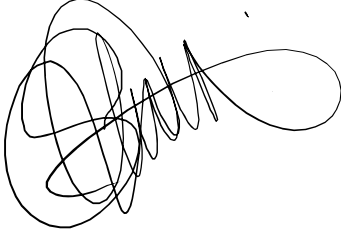
- HE impact of the Local Plan on the SRN, and the full extent of mitigation that may be required (to be informed as part of Impact Study)
- Whether a DMRB-compliant junction design for site ST15 on the A64 is possible
- Whether a DMRB-compliant junction design for site ST15 on the A64 is deliverable

Ongoing and anticipated future work to resolve areas on which agreement is yet to be reached

- HE and the Council will undertake future year scenario testing of LP traffic growth using its joint Mesoscopic model to identify the impacts on the SRN, assess whether the development proposed in the Plan can be accommodated on the SRN without any severe residual impacts, and, where necessary, test potential mitigation measures.
- HE will provide a benchmark cost for constructing a new A64 grade separated junction to provide direct access for site ST15
- The Council will use the benchmark cost provided by HE to evaluate the deliverability (i.e. viability) of the A64 junction
- Following the outcome of the York Local Plan Impact Study, City of York Council and Highways England will agree a Memorandum of Understanding, setting out the schemes required to mitigate the impacts of the York Local Plan and the timescales for the delivery of the Local Plan, within the plan period.

Endorsement

City of York Council		
Name and Position	Signature	Date
Mike Slater Assistant Director for Planning and Public Protection		09.12.2019

Environment Agency		
Name and Position	Signature	Date
Simon Jones Regional Spatial Planning Manager – West Yorkshire & North Yorkshire, Highways England		09.12.2019

Annex A: Consultation Summaries

Summary of Highways Agency's Representation to the Local Plan Preferred Options Consultation (2013)

- Its key concern is to protect the primary role of the Strategic Road Network (SRN) and to ensure its safe and efficient operation so it would have concerns over any development proposals or plans which could have a material impact on this.
- It fully supports the Vision in relation to the intention to deliver a fundamental shift in travel patterns and the focus of promoting sustainable development through the location of development in areas of good accessibility.
- It is not yet in a position to be able to consider if the Spatial Distribution outlined in Policy SS3 is acceptable as adequate analysis has not been provided on the impact of policy. The Agency's overall position is reserved but **it proposes to work in partnership with the Council (and neighbouring local authorities where appropriate)**, including assessing the results of further analysis, following this consultation in order to establish the implications of the Local Plan on the SRN to determine if and where physical mitigation measures might be needed to provide additional capacity on the SRN or whether there are any situations where it is not possible to provide additional capacity.
- It believes that spatial distribution and particularly the development of land opportunities in the south and western part of York including Strategic Sites, Urban Extensions and the New Settlement should be dependent upon agreement of a Management Strategy for the A64 and its junctions with the local primary road network by the Agency and the Council
- Stated that any infrastructure essential to the delivery of a Strategic Site should primarily be identified within the Local Plan document and Infrastructure Delivery Plan, because this is fundamental to the soundness of the Local Plan to the Agency and the ability of the authority to deliver the Local Plan.
- Although on the whole the plan contains strong policy direction on sustainable transport, this is not enough, and both demand management and additional highway improvements will be required.
- **It will work with the Council** to determine whether it would be possible to implement traffic management measures on the local road network that would regulate overall traffic flows in line with the available capacity on the SRN.
- It supports the principle that new development will not be permitted unless *'the necessary infrastructure to meet local and wider (strategic) demand generated by development can be provided and coordinated.'* However, it is concerned that any physical measures which are identified on the SRN or at its junctions with the local primary road network in order to mitigate the impact of development traffic can be funded through CIL or other appropriate mechanisms and considers it essential that it is party to future discussions on CIL and, in particular, on the criteria and priorities to be applied in the allocation of CIL funds.

Summary of Highways England's Representation to the Local Plan Preferred Sites Consultation (2016)

- Its comments are in the context of Department for Transport Circular 02/2013
- It requires that the capacity enhancements and infrastructure needed to deliver strategic growth is identified at the plan making stage to allow it the time to assess the suitability, viability and deliverability of such proposals on the strategic road network (SRN) as soon as possible.
- It is not yet in apposition to be able to consider if the Spatial Distribution of the preferred sites is acceptable as adequate analysis has not been provided on the impact of the sites. It proposes to continue to work in partnership with the Council (and neighbouring local authorities where appropriate) following this consultation to establish the implications of the preferred sites on the SRN to determine if and where physical mitigation measures might be needed to provide additional capacity on the SRN or whether there are any situations where it is not possible to provide additional capacity
- It believes that spatial distribution and particularly the development of land opportunities in the south and western part of York including Strategic Sites, Urban Extensions and the New Settlement should be dependent upon agreement of a Management Strategy for the A64 and its junctions with the local primary road network by the Agency and the Council
- It offered comment on specific strategic sites in the various areas set out in the Preferred Sites Consultation that may have an impact on the SRN and which may need further investigation.
- Its position regarding site ST15 is that a new access [off the A64] has been agreed in principle on the proviso that there is no through route into York.

Summary of Highways England's Representation to the Local Plan Pre Publication (Regulation 18) Consultation (2017)

- builds upon comments made at earlier consultation stages;
- identified there is no link to a contemporary infrastructure delivery plan and sought involvement in its update;
- commented that the Plan lacks a recognition that the scale of the forecast traffic growth on the A64 trunk road and its junctions with local primary roads will require physical mitigation in the form of investment in highway infrastructure;
- commented on policies relating to strategic sites and requested changes be made to some policies, particularly in regard to demonstrating that transport issues have been addressed in conjunction with HE;
- noted that Policy T4 includes several schemes (upgrading the Grimston Bar junction and upgrading the A1237 to dual-carriageway) that impact on the A64, and added that the policy should include a reference to the new junction on the A64 to provide the main access into site ST15; and
- re-iterated that it will continue to work in partnership with CYC to understand the impact of the Local Plan proposals on the operation of the A64 and its junctions with the primary road network because this is essential to enable it to be able to reach a position where we can find the proposals in the Local Plan to be sound at Publication Draft stage.

Annex B

Summary of the ongoing engagement and cooperation between the Council and Highways England since the submission of the Local Plan Publication Draft February 2018 (Regulation 19 Consultation) (PDRC)

Table 1 Summary of engagement of cooperation with HE pertaining to the Local Plan and traffic modelling

Date	Summary of engagement and cooperation
Feb. 2018	<ul style="list-style-type: none"> • The Council revised the relevant policies, as requested by HE, in the Local Plan Publication Draft February 2018 (Regulation 19 Consultation) (PDRC). • The Council met with HE during the PDRC consultation period discuss the impacts of the PDRC on the Strategic Road Network In this meeting the Council advised HE that <ul style="list-style-type: none"> ○ Further work was ongoing to update the Transport Topic Paper 2017 ○ Improvements to the A64/A1079/A166 Grimston Bar junction is still in the plan as a scheme to be delivered in the medium term 2022/23-2027/29 and that further modelling of this junction and potential improvements to it will be necessary
Apr. 2018	<p>HE Representation to PDRC stated at the time of writing [its representation], the Council had yet to revise its Infrastructure Delivery Plan and the Transport Topic Paper which will include a review of SATURN traffic model results regarding the future traffic impact on the local highway network. Therefore, HE expected that these reports would be issued when the Local Plan is issued in May 2018 and HE will need to see both these.</p>
Jun. 2016	<ul style="list-style-type: none"> • The Council met with HE and its transport consultant, Systra to discuss the documents listed below, submitted for Examination on 25 May 2018, and discuss the impacts of the PDRC on the strategic road network (SRN). <ul style="list-style-type: none"> ○ Publication Draft (Regulation 19 Consultation) (PDRC) ○ Infrastructure Delivery Plan May 2018 (IDP) ○ Transport Topic Paper 2018 (TTP) • HE/Systra stated that some technical issues arising from the Council's modelling outputs need further ongoing discussion with and consideration by HE to assess the impacts on the SRN
Aug. 2018	<ul style="list-style-type: none"> • The Council sent a technical note to Systra, explaining how the Council's transport model processes development trips rates to produce highway assignment output. The technical note also described five scenarios the Council ran in the modelling to adjust these trip rates by using TEMPro growth factors. • HE submitted a letter stating it had considered the latest model forecasts, and sent Systra's supporting technical memorandum TM001. HE's analysis of the technical note showed there is some

Date	Summary of engagement and cooperation
	<p>underestimation of the trip rates from strategic Site ST15, which is to the South east of the A64 (and which is proposed to have a direct access onto the A64 via new grade separated junction) and this underestimation could exacerbate queued traffic that its model forecast.</p> <ul style="list-style-type: none"> • In view of these discrepancies and HE's acceptance that there was insufficient time to recalibrate and revalidate the Council's transport model, HE requested that the Council test the junctions listed below using appropriate local junction models to confirm whether mitigation is required, and the scale and nature thereof. HE also requested that the Council undertake merge/diverge assessments (in accordance with DMRB) for the majority of the merges and diverges on the SRN (A64). <ul style="list-style-type: none"> ○ A1237 Hopgrove ○ A1079 Grimston Bar ○ A19 Fulford Road
Sep. 2018	<p>The Council sent a letter to HE advising it that the Council had done further work in relation to the forecasting methodologies and enclosed a further note explaining this. In response to the request for junction modelling and merge/diverge assessments the Council agreed to</p> <ul style="list-style-type: none"> • undertake further detailed modelling for the A1079 Grimston Bar and A19 Fulford Road junctions, because HE was working-up an 'A64 Hopgrove Junction scheme'; and • undertake the merge/diverge assessments on the A64 junctions except for the new Junction on A64 to access Site ST15 Land West of Elvington Lane, and the A64 / A1237 Junction at Askham Bryan
Oct 2018	<p>The Council Met with HE and Systra</p> <ul style="list-style-type: none"> • it was noted that the Council had submitted a technical note 'Systra Note 2' that presented six tested scenarios that which aimed to represent the cumulative impact of Local Plan development trips on the highway network around York to 2033. • HE expressed its view that further MESOscopic modelling of the A64 from the A64/A19 junction to the A64/A1237 Junction at Hopgrove will be required • HE advised that it was seeking funding to commission the construction of part of a new Mesoscopic model for the A64 around York
Nov. 2018	<ul style="list-style-type: none"> • Systra informed the Council that, subject to written confirmation, HE had commissioned it to construct a Mesocpoic 'baseline' model of the A64 from the A64/A19 junction to the A64/A1237 Junction at Hopgrove and beyond, and requested a meeting with the Council to explore expanding the model to incorporate the A64/A1237 junction at Copmanthorpe to properly assess the impacts of the Local Plan on the SRN, in lieu of detailed junction modelling.

Date	Summary of engagement and cooperation
	<ul style="list-style-type: none"> • Systra forwarded its latest 'York Local Plan Review' technical memorandum (YLPR) that constituted the response to the Council's 'Systra Note 2'. In this technical memorandum Systra expressed concern that <i>'each of the scenarios constrained to TEMPro despite the fact that the proposed development is approximately 100% higher than TEMPro assumptions'</i>
Jan. 2019	<ul style="list-style-type: none"> • The Council commissioned WSP WSP to prepare a 'Local Plan Modelling Review' to review the transport forecasts that underpin the PDRC. The focus of the WSP review was to consider: <ul style="list-style-type: none"> ○ The appropriateness of the Council's model structure and the robustness of key inputs into the forecasting, such as trip rates and mode share; ○ The approach to developing the forecast scenarios and the way NTEM and local development data has been combined to derive forecast levels of traffic growth; ○ The conclusions made by SYSTRA, on behalf of Highway England, in their review of the forecast scenarios; and ○ The extent and mitigation of modelling risks going forward. • This review concluded that the trip rates and modal splits used in the Council's model were robust for modelling the Local Plan and recommended that the transport impacts of the Local Plan Developments are best modelled using Scenario 6 (iterative 'Furnessing').
May 2019	<ul style="list-style-type: none"> • Systra responded to this review in a revised Technical Memorandum TM001, stating <i>'SYSTRA can accept the matrices from Scenario 6 as representative of City of York Council's current Local Plan aspirations, and these are considered suitable for Local Plan testing.'</i> • The Council and HE commissioned Systra to to construct the baseline model for two discrete sections of the A64 for both parties to have access to a single combined model for the purposes of producing future year traffic forecasts on the A64.

Table 2 Summary of engagement of cooperation with HE pertaining Site ST15 and new A64 grade separated junction

Date	Summary of engagement and cooperation
	<p>The development of Land West of Elvington Lane (ST15) supports the Local Plan vision in delivering a new sustainable garden village for York. It will deliver approximately 3,339 dwellings, around 2,200 units of which will be delivered within the plan period.</p> <p>A separate, larger 'Langwith' site is being promoted by the Langwith Development Partnership (LDP). the LDP has requested that HE consider the impacts of this</p>

Date	Summary of engagement and cooperation
	larger development on the A64 and it has drafted a design for the new grade separated junction on the A64 to provide the main access into the site. The junction is expected to be suitable for both ST15 and the Langwith site, and the council is seeking to prepare a SoCG with the LDP in this regard. However, HE has expressed concerns in relation to the deliverability of this Junction.
Jul. 2019	<ul style="list-style-type: none"> • The Council commissioned Porter Planning Economics (PPE) to produce a commentary on the applicability of Local Plan Viability Assessment in relation to the site-specific assessment(s) for site ST15, including undertaking a review of the viability assessment provided by the LDP for the 'Langwith' development.
Sep. 2019	<ul style="list-style-type: none"> • The Council commissioned WSP to prepare a DMRB-compliant junction to forward to HE for HE to prepare a 'Benchmark' cost for its construction to assess its deliverability.