Statement of Common Ground
in relation to the Strategic Road Network

Phase 3 of Hearings

As agreed between City of York Council and National Highways

6th July 2022

Introduction

1. This Statement of Common Ground (SoCG) has been prepared jointly between City of York Council and National Highways.

2. National Highways is the government company charged with operating, maintaining and improving England's motorways and major 'A' roads. Formerly Highways England, they became a government company in April 2015.

3. This SoCG demonstrates the continued co-operation between the Council and National Highways (NH) 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 Local Plan development proposals and support the continued safe operation and functionality of the SRN.

Background

4. The Council and NH 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 has also consulted NH at each stage of consultation to which NH 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).
   - Ongoing discussions as the Plan has developed between 2019 and the present.

5. 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, using a SATURN traffic model, as a result of the plan and an Infrastructure Delivery Plan [SD128].

6. NH previously raised concerns with the limitations of the SATURN model in satisfactorily representing Local Plan development impacts on the SRN. As a result, the council and NH jointly commissioned the development of the 2018 base year Aimsun mesoscopic model of the A64 around York and the A1237 slightly to the east of Wigginton Road. NH commissioned a York Impact Study to understand the impacts of Local Plan development on the SRN. Outputs from the study were initially provided to the Council in April 2020 and highlighted the need for the Council to identify how significant impacts at the SRN could be mitigated in the Plan period. In December 2020 NH provided the 'York Local Plan Impact Study: Identifying Significant Impacts Report' to the Council which reiterated the need to identify mitigation for the Fulford junction and suggested that measures to support sustainable travel and future mobility solutions, travelling outside of peak periods and working from home (locking in the benefits from the Covid-19 pandemic) along the Fulford Road corridor were identified and prioritised, given the constraints around providing a physical solution along the Fulford Road (A19) corridor.

7. In April 2021, NH provided two reports to the Council detailing how the traffic levels had changed around the key areas of concern on the SRN due to the Covid-19 pandemic, and the low carbon measures which may be considered to improve the operation of the SRN around the key areas of concern. More recently, CYC and the NH Improvements Team have been exploring potential measures which may improve conditions on the A64 eastbound off-slip at Fulford, where there have been issues around extant queuing.

8. The Council has continued to engage with NH post Submission to seek to resolve outstanding concerns in relation to modelling and the strategic road network.

9. City of York Council took the decision in 2018 to develop a new strategic model for the city, in the VISUM software, to test forthcoming Local Transport Plan schemes. To ensure compatibility with the Local Plan, City of York Council is in the process of updating the Local Plan evidence base in the new VISUM model.

10. The Council submitted the 2019 VISUM base model and supporting documentation to NH on 4 December 2021. NH concluded that the model is considered fit for purpose for Local Plan forecasting, subject to the recommendations outlined in the NH response to the Council on the model.

11. The Council has provided future year flows for 2025, 2033 and 2040 from the VISUM model and NH has run these in the Aimsun model. By 2025, the following queuing impacts are expected if no mitigations are developed:
    - on the A64 eastbound from the diverges at the Fulford and Grimston Bar junctions which results in blocking back to the mainline in the morning peak
    - on the A1237 approach to the little Hopgrove junction (A1237 / Malton Road) in the morning and evening peaks

By 2033, the following impacts are expected:
- A worsening of the queuing at the Fulford junction in the morning peak which results in queuing on both the eastbound and westbound diverges, leading to very significant queuing on the A64 in both directions
- A worsening of the queuing on the A1237 approach to the little Hopgrove junction (A1237 / Malton Road) in the morning peak and evening peaks

By 2040, the following impacts are expected:
- A worsening of the queuing at the Fulford junction in the morning peak which would result (if not mitigated) in queuing on both the eastbound and westbound diverges, leading to very significant queuing on the A64 in both directions
- Should a solution to issues at Fulford junction be identified, similar queuing at the Grimston Bar eastbound diverge is expected (i.e. significant queuing blocking back to the mainline) in the morning peak (again, unless mitigated)
- Significant queuing on the eastbound diverge at Grimston Bar junction which results in blocking back to the mainline in the evening peak
- Similar queuing on the A1237 approach to the little Hopgrove junction (A1237 / Malton Road) to 2033 in the morning peak
- Significant queuing on both the Malton Road and A1237 approaches to the little Hopgrove junction (A1237 / Malton Road) in the evening peak

12. As an independent exercise, NH has undertaken Design Manual for Roads and Bridges (DMRB) “CD 122: Geometric design of grade separated junctions” assessments of the merge and diverge requirements due to the Local Plan in 2025, 2033 and 2040 using the flows from the Aimsun model. Based on current data, this shows the following requirements for upgrade between the Askham Bar and Grimston Bar junctions:

2025

- A parallel merge at the westbound merge at Fulford

2033

- An additional lane eastbound between the Askham Bar and Fulford junctions
- A parallel merge at the eastbound merge at Fulford
- An additional lane eastbound between the proposed Elvington and Grimston Bar junctions, including a ghost island diverge at the Grimston Bar eastbound diverge
- A ghost island merge at the Grimston Bar westbound diverge

2040

- An additional lane eastbound between the Fulford and proposed Elvington junctions
- An additional lane westbound between the Fulford and Askham Bar junctions
- A possible need for an additional lane westbound between the Grimston Bar and proposed Elvington junctions.

13. These requirements are broadly concurrent with the outcomes of the Aimsun modelling outlined above and show the need for extensive mitigation to the A64. This is in response to forecast background trip growth on the A64, a subset of which is a result of the developments in the Local Plan. .

14. NH is aware of an improvement scheme provided by the ST15 developer which may be implemented at the Grimston Bar junction in 2025 and 2033. Whether these schemes adequately mitigate significant Local Plan impacts is being tested.

15. NH is aware of schemes being developed by the Council to encourage the use of sustainable modes on the Fulford Road corridor. Given that these will reallocate road space to sustainable modes, it is unclear whether they will mitigate the car based impacts of the Local Plan at the Fulford junction and this is yet to be tested. CYC are developing a scheme to signalise the A19/ A64 junction. Initial indications are that CYC believe this is a cost-effective way to reduce the queuing on the A64 eastbound off-slip, such as there is no blocking onto the main carriageway at peak times. Further work is required from CYC before the costs and implications of their proposals are understood. NH has also undertaken preliminary investigations into potential solutions for

this area, on which it has engaged with the Council to improve the eastbound off-slip and reduce queuing back onto the A64 mainline.

16. Strategic road network upgrades included in the latest version of the Local Plan Infrastructure Delivery Plan (IDP)[SD128] are:

- Level 1 Infrastructure – An Upgrade of 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' is planned by National Highways for a future RIS period. Currently there is however no financial commitment for delivery of the scheme by government, and the planned scheme is not being designed to mitigate the York Local Plan aspirations. There will remain a requirement in the IDP for the Local Plan to make provision to mitigate its impact at this junction.

- Level 2 Infrastructure - Community/ Neighbourhood Infrastructure *'Junction upgrade A64 / A1079 / A166 at Grimston Bar.'* This scheme is expected to be funded, 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. A draft design for improvements at this junction has been presented to National Highways and is being assessed.

17. To inform possible infrastructure costs and provide confidence in deliverability of a new junction for allocation ST15, NH has provided the Council and site promoter with a benchmark cost estimate for the A64 junction. The cost given in the Infrastructure Delivery Plan is based on an independent costing exercise by WSP in 2019, uplifted to the common cost base for the other measures in the IDP.

Areas of Agreement

- National Highways and City of York Council agree that the development of a Local Plan for York will provide a platform for assessing the cumulative impacts of development in York and introducing policies and schemes to mitigate it. This includes identifying where funding is needed to deliver the schemes that are identified. In the past, City of York Council and National Highways (and its predecessors) have worked together to deliver a number of schemes to improve safety and journey time reliability on the A64.

- National Highways agree that the 2019 base VISUM (strategic network) model is considered fit for purpose for Local Plan forecasting, subject to the recommendations outlined in the NH response to the Council on the model.
- The 2019 base VISSIM (junction/ corridor microsimulation) models for the Fulford Interchange and the Fulford Road corridor, and Grimston Bar junctions are considered fit for purpose for the identification of Local Plan mitigation, subject to the recommendations outlined in the NH response to the Council on each respective model.
- Future year transport demand arising from Local Plan Developments have been forecast for 2025, 2033 and 2040. The forecasts include all forecast trips from development sites. The matrix totals have been constrained to Tempro.
- Currently assessed future forecasts for ST15 assume a 70/30 split between the proposed grade separated junction and Elvington Lane by the developer, and the council is aware of the need to restrict movements at the site to 70% using the grade separated junction.
- Future year VISUM models have been created for 2025, 2033 and 2040. The models include local plan sites and committed transport schemes.
- An update of the 2018 Aimsun mesoscopic model of the A64 is being used to determine the impact of the Local Plan on the SRN and to test the mitigation (identified by the Council) that may be required.
- There is need for an overall access strategy for site ST15, to review accesses both from Elvington Lane, and any new grade separated junction on the A64. This will be developed in due course.
- The importance of an effective sustainable modes access strategy being provided and agreed in the future for site ST15 to deliver the bus and sustainable mode modal share targets in the planning policy for the site. This should reflect CYC's previous successful experience in developing sustainable mode schemes and be a part of the work the city is currently taking forward through its Bus Service Improvement Plan, emerging Local Transport Strategy and Local Cycling and Walking Infrastructure Plan.
- A new A64 GSJ can be designed to provide direct access to Site ST15, on the provision that a safe layout in terms of DMRB standards and operational effectiveness can be delivered by the site promoter.
- NH has identified via Aimsun modelling and DMRB CD 122 assessments that mitigation measures will be required at the A1079 Grimston Bar and A19 Fulford Road junctions as well as on several mainline sections of the A64 by 2033 should the Plan be delivered as envisaged within the plan period.
- That it is possible to mitigate the current problems at Fulford Interchange, with alternative schemes being developed by National Highways and City of York Council under development.
- There is considerable uncertainty in growth of traffic volumes in the face of global cost increases in fuel prices, changes to travel habits since the

covid pandemic and a range of other social and demographic changes. These will be considered in the five year reviews of the Local Plan and will be reflected in regular updates to the Infrastructure Delivery Plan.

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

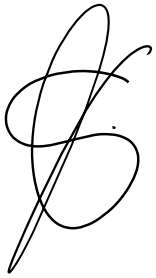
- Both CYC and National Highways accept that there will be a need to mitigate the growth of trips on the A64 and the locations where mitigation will be required. A modelling framework for assessing the impacts has also been agreed. However, due to uncertainty about future traffic patterns, the parties will continue to work together through their duty to cooperate to identify the required mitigations, their delivery horizons, and costs.
- The nature of the scheme at the A1237 Hopgrove junction to mitigate impacts on the local road network, which may then release traffic on to the A64.

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

- The Council will undertake future year scenario testing of Local Plan traffic growth using their VISUM model, which will then feed the mesoscopic model to identify the impacts on the SRN.
- The Council will agree with NH where mitigation is required on the SRN to support trip growth in York, including as a result of Local Plan development, and will develop mitigation which will then be tested in the mesoscopic model and once agreed updated in the IDP.
- The Council, NH and the developers of site ST15 will continue to work to define the specifications of the grade separated junction off the A64, including the optimal layout for the junction.
- Following the outcome of the future year scenario testing and mitigation development, City of York Council and National Highways will agree a Memorandum of Understanding. This will set out the schemes required to mitigate the impacts of the York Local Plan, and the associated responsibilities and timescales for the delivery of the Local Plan mitigation, within the plan period.

Endorsement

City of York Council		
Name and Position	Signature	Date
Neil Ferris Corporate Director of Place		06/07/2022

National Highways		
Name and Position	Signature	Date
Simon D Jones Regional Spatial Planning Manager (West Yorkshire, North Yorkshire, South Yorkshire & Lincolnshire) National Highways		06/07/2022