



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

Phase 2 of Hearings

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

12 May 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 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 transport benefits from behaviour change during 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.

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.

7. 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.
8. 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.
9. Given the outputs of earlier modelling work, the Council anticipates Local Plan impacts at the Fulford Road, Grimston Bar, and Hopgrove junctions and VISSIM microsimulation models have been developed at the Fulford Road and Grimston Bar junctions so far, with a base year of 2019.

10. Junction upgrades are included in the latest version of the Local Plan Infrastructure Delivery Plan (IDP)[SD128], which includes:
- 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.
11. 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. This costing work is appended to the updated IDP to be issued in advance of Phase 3 hearings.

Areas of Agreement

- 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 junction 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 the 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 Tempo.

- 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 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.
- 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.
- 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.
- Mitigation measures are likely to be required at A1237 Hopgrove, A1079 Grimston Bar and A19 Fulford Road junctions.

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


- The impact of the Local Plan on the SRN, including the full extent of mitigation that may be required (to be informed by scheme testing by the Council in their microsimulation models, with effectiveness in dealing with SRN impacts to be checked in the mesoscopic model of the A64). CYC and NH are working together through their duty to cooperate to identify impacts and mitigation strategies.
- Whether schemes to mitigate significant impacts of Local Plan development on the A64 can be developed and delivered within the required timescales. CYC and NH are working together through their duty to cooperate to identify impacts and mitigation strategies.
- The cost of a DMRB compliant grade separated junction off the A64 to serve site ST15. CYC are working together with the developers of Site ST15, to identify an accurate cost estimate for this junction.


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 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.
- 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		12 th May 2022

National Highways		
Name and Position	Signature	Date
Simon D Jones Regional Spatial Planning Manager (West Yorkshire, North Yorkshire, South Yorkshire & Lincolnshire) National Highways		12 th May 2022