

# (Interim) Statement of Common Ground between Ryedale District Council (RDC) and Highways England (HE)

## Ryedale Plan: Local Plan Sites Document

### **Background and Purpose**

The Local Plan Sites Document has been prepared to identify the sites required to meet planned levels of growth established by the adopted Local Plan Strategy.

Highways England have been involved in the plan-making process in Ryedale. The agency contributed to the preparation of the Local Plan Strategy and as part of the examination of that document, confirmed that the level and distribution of growth would not result in an unacceptable impact on the capacity/flow of the A64 trunk road. This position was informed by strategic modelling work prepared by the agency itself and which took into account growth arising in neighbouring areas. At this time, the agency also made it clear that the capacity /impact on the A64 junctions at Malton and Norton would need to be undertaken as part of the preparation of the sites document.

Highways England made a number of representations following the publication of the Sites Document which raise a number of issues with some of the proposed policies and the evidence base. In response, the District Council has sought to explain and clarify a number of the issues raised and has produced an assessment of the effect of the plan's proposals on the 3 A64 junctions at Malton and Norton. In response to this, Highways England raised a number of queries.

A meeting of both parties was held on 11/9/2018 which provided the opportunity for both parties to discuss the issues raised, to resolve issues and to confirm any outstanding actions. In summary, the meeting has ensured that agreement has been reached on a number of issues raised by Highways England when the plan was published. The meeting enabled a detailed discussion of issues raised by the HE in response to the junction modelling work. These issues primary related to the absence of flow information which HE could verify and the absence of information to demonstrate that junctions would operate within capacity in the pm peak. To progress these matters, RDC had arranged for flow information to be provided/extracted from the Malton and Norton Transport model. In addition, HE had considered how information/data that it holds could be used (in conjunction with RDC's flow data) to test whether am peak data can be reliably tested/used to inform flows/capacity in the pm peak.

This interim statement has been prepared to clarify the respective position of both parties and has been compiled/agreed by both organisations. It documents points of fact and areas of agreement and identifies the issues which are the subject of outstanding actions.

For clarity, the SOCG is framed against the representations made by Highways England when the plan was published and the comments made by Highways England in response to A64 junction modelling undertaken by Jacobs (March 2018). These are summarised overleaf:

## Publication representations:

Issue 1 – SD1, SD12 and SD14. Highways England does not support the approach which states that existing permissions will continue to be supported in principle as there may have been a material change in the operation of the SRN since the point at which permission was granted. It is expected that Highways England would be consulted on individual applications in order to re-assess the impact on the SRN.

### Summary of position:

Clarification to the text required to confirm that such sites would be treated as allocations in future and will be subject to future planning applications and assessments if necessary.

Issue 2 – Highways England is unclear as to the residential figures presented in the document and how these contribute to the total figures quoted. Clarity is sought on how the figures tie together.

### Summary of position:

Both parties have discussed the position relating to housing completions, permissions and allocations. The matter has been clarified and HE understand the position and no further actions are required in respect of the plan.

Issue 3 – The cumulative effects of allocated sites within Policies SD2, SD12 and SD15 should be assessed in terms of their impact on the SRN.( Musley Bank Junction; Old Malton/Eden Camp junction and Brambling Fields Junction).

Summary of position: Both parties agree that the cumulative effects of local plan growth on the three junctions with the A64 have now been assessed by Jacobs (2018)

Issue 4- Policy SD13. It is possible that the expansion of existing business could have an impact on the SRN. Highways England would require that an assessment is undertaken prior to any expansion that suitable details the impacts of the development.

Summary of position: RDC has confirmed that the expansion of an existing business under this policy would require a planning application which would be supported by a transport assessment. Both parties agree that this would be considered/ addressed at a planning application stage. No further action required in respect of the Plan.

Issue 5 – Highways England require further information prior to confirming the acceptability of potential expansion at Flamingo land and NAFIC.

Summary of position; Both parties have discussed the nature of the potential expansion of these sites. The parties agree that the effects of any future expansion will be considered at a planning application stage. No further action is required in respect of the plan.

Issue 6 – Since the publication of the IDP there have been material changes in terms of a large number of development sites which are now constructed or committed, the sites proposed and to the A64 Brambling Fields junction. The document is therefore less relevant than it was.

Summary of position: Both parties agreed that this matter would be addressed as part of the forthcoming review of the Ryedale Plan which RDC will begin in 2019 and that the Infrastructure Delivery Plan reflects the growth commitments included in the adopted Local Plan Strategy.

Issue 7- The impact on the SRN has not been considered by Jacobs as part of the 2016 report on transport impacts.

Summary of position: Both parties agreed that the impact on the SRN (Junctions) has been considered by Jacobs in the 2018 report.

#### **Jacobs 2018 A64 Junction Modelling – Summary of HE findings:**

With the exception of the Edenhouse Road development, the magnitude of the Local Plan development flows assessed (A169/B1257/A64 and Brambling Fields junctions) appears appropriate

Despite the potential underestimation of Edenhouse development flows, the site will be required to provide a traffic impact assessment as part of any planning application that comes forward and any capacity issues which may arise at the A169/A64 (Eden Camp) junction are likely to be of a scale that can be feasibly mitigated. Satisfied that the capacity of the A169/B1257/A64 (Eden Camp) will not compromise the viability of the local plan development assumptions

The junction models provided only include assessments of the AM peak periods. Further information should be provided to demonstrate that the junctions operate within capacity during the PM peak periods of the future years flow scenarios

Although the report states that the addition of the local plan development flows to the A64 network will not change the type of merge and diverge arrangements required at any of the assessed junctions, no flow information has been provided to allow this assessment to be verified. Flow information relating to the AM and PM peak periods should be provided to demonstrate how the flows have been derived and confirm that the assessments have been based on the busiest peak period movements in each assessment scenario

Jacobs should ensure that the flows used in the merge/diverge assessments accurately reflect the likely land uses of the Eden house road development and that this is demonstrated within information provided by HE. Any improvements to the A64 merges/diverges at this location are unlikely to be affordable in respect of contributions from a single development and would need to be accounted for within the wider local plan funding

#### **Areas of Common Ground:**

- The quantum and distribution of development in the Ryedale Plan are established in the adopted Local Plan Strategy
- Highways England confirmed that the strategic policies in the Local Plan Strategy would not have an unacceptable impact on the SRN as part of the examination of that document.
- The allocations proposed in the Sites Document to meet development requirements are aligned with the quantum and broad distribution of development in the adopted development plan.
- Both parties agree that a modification to the text of policy SD1 could be made to make it clear that if current permissions expire, such sites will be treated as allocations and that they would need to be the subject of future applications for planning permission which would assess the impacts of development at that point in time.
- Both parties agree that in terms of policies SD13 and SD15, the potential effects of expansion of these sites will be considered at the planning application stage
- Both parties agree that the effects on the SRN (junctions) has been considered by Jacobs in 2018.
- The general methodology for the (Jacobs) junction modelling (utilising SATURN model matrices) is considered appropriate for the purpose of assigning the Local Plan traffic to the highway network.
- The work has not underestimated trips from the Eden Camp development and any future development in the vicinity of this junction would be the subject of a planning application which would assess impact and identify any necessary mitigation measures
- Additional modelling is not required to demonstrate that the junctions will operate within capacity during the pm peak. HE will assess RDC flow data, HE's TRIS data to allow comparison with am peak data (for all but the eastbound diverge slip at the Brambling Fields junction)
- Subject to clarification/verification of RDC's flow data, the Musley Bank and Eden Camp junctions will operate within capacity with Local Plan growth.

#### **Areas Outstanding/ action points:**

- Verification of flow data before HE can confirm that the Musley Bank and Eden Camp junctions will operate within capacity in the pm as well as am peak.
- Verification of flow data and requirement for pm peak counts on the Brambling Fields diverge slip to confirm that the Brambling Fields junction will operate within capacity in the pm peak. Count data to be collected by RDC on 12/9/18 and provided to HE on 13/9/18

## **Ryedale Plan – Local Plan Sites Document**

### **Addendum to interim Statement of Common Ground regarding SRN**

#### **Highways England and Ryedale District Council**

- This document is read in combination with the Interim Statement of Common Ground and the technical statement produced 25.09.2018
- Please note that there are now no revisions are proposed to the wording of SD15
- Agreed form of words for SD1:  
Residential development sites shown on the Policies Map as existing Residential Commitments will be treated as allocations for residential development which is consistent with the site's existing permission, if the current permission expires.
- Agreed form of words for SD12:  
Sites currently have planning permission for employment uses will be treated as allocations for employment development which is consistent with the site's existing permission, if the current permission expires.

# The Ryedale Plan – A64 Junctions Assessment

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## Task Overview and Background

The Interim Statement of Common Ground between Ryedale District Council [RDC] and Highways England on the Ryedale Local Plan: Local Plan Sites Document set out the current position in relation to assessment work on the highways impact of the proposed site allocations on the Strategic Road Network [SRN]

This identified the areas where there are outstanding issues. These issues are set out below.

### Brambling Fields – Junction Assessments

Morning peak hour capacity assessment of the Brambling Fields junction has been agreed. This showed that capacity was available to accommodate the local plan during the morning. However, no assessment of the evening peak was undertaken.

### Old Malton / Eden Camp – Junction Assessments

Morning peak hour assessments were not considered to be validated although it was accepted that should a junction improvement be required to this would be possible to achieve and this could be secured on planning applications in the future. No evening peak hour assessment was undertaken.

### Brambling Fields – Merge / Diverge Assessments

Assessments of the merge / diverge facilities to understand whether they are appropriate to accommodate the proposed allocated sites in the local plan is required. These assessments will require both morning and evening peak hours to be considered.

### Old Malton / Eden Camp – Merge / Diverge Assessments

Assessments of the merge / diverge facilities to understand whether they are appropriate to accommodate the proposed allocated sites in the local plan is required. These assessments will require both morning and evening peak hours to be considered.

### Musley Bank – Merge / Diverge Assessments

Assessments of the merge / diverge facilities to understand whether they are appropriate to accommodate the proposed allocated sites in the local plan is required. These assessments will require both morning and evening peak hours to be considered.

In order to address the above remaining outstanding issues CH2M have been instructed by Highways England to undertake an assessment of each issue using available data. The remainder of the note below goes through the assessment of each issue identifying data sources and the calculation undertaken and therefore whether the issue can be considered addressed.

# Assessments of outstanding issues

## Brambling Fields – Junction Assessments

A CH2M assessment of the 2027 with Ryedale Local Plan PM peak scenario was derived using the following data sources:

- 1) September 2018 RDC 1-hour spot count of the A64 eastbound off-slip and A64 overbridge towards A64 East (17:00 to 18:00).
- 2) The values were then factored by TEMPro v7.2 NTM AF15 growth rates for 'Ryedale Rural Trunk' roads to factor the flows to 2027. TEMPro development assumptions relating to employment and housing were not artificially constrained, so as to obtain a robust growth scenario. The growth rate is 10.6% in the evening peak.
- 3) Webtris 2017 ATC data for the A64 westbound off-slip, factored to 2027 levels by TEMPro v7.2 NTM AF15 growth rates for 'Ryedale Rural Trunk' roads. Again, TEMPro growth assumptions were not altered and the rate of 10.6% was used.
- 4) Addition of Local Plan flows. CH2M undertook a trip generation and distribution exercise to determine the likely increase in vehicle movements through the junction as a result of the Local Plan growth assumptions. Trip rates from the TRICS online database and development assumptions within the Ryedale Local Plan document were utilised in determining a trip generation for each of the key developments. 2011 Census Journey to Work Data was sought for 'Car Drivers' that were resident and working in the Middle Layer Super Output Areas (MSOAs) relevant to each assessed development. The routes between the sites and the MSOAs were identified using Google directions and the likely percentage of traffic using the junction derived and applied to the appropriate trip generation for the development. This is 61 vehicles using the dumbbell and 34 vehicles using the eastern dumbbell in the evening peak.

The resulting 2027 with Ryedale Local Plan PM peak scenario flows, although higher than the Jacobs modelled AM assessment flows, are not significantly so and still relatively modest in magnitude compared the size of the junction. Given the significant spare capacity presented within the Jacobs 2027 Local Plan modelling assessment for the morning peak, it is concluded that the A64 approach arms to the junction will operate within capacity during the 2027 with Ryedale Local Plan PM peak flow scenario. In terms of the Scarborough Road approach, it should be noted that due to the junction configuration, only A64 u-turning traffic will oppose this flow. As such it is very unlikely that this will operate in excess of capacity.

It is concluded that the junction will continue to operate within capacity in 2027 with the additional of the proposed local plan allocations.

## Old Malton / Eden Camp – Junction Assessments

CH2M sourced 2013 evening peak hour survey data of the Old Malton/Eden Camp junction from the April 2014 Malton – Fitzwilliam Trust Corporation Sites Livestock Market, Agri Business Centre, Business Park and Residential Development Transport Assessment (herein referred to as Connect Consultants TA). These 2013 turning counts were growthed up to 2017 flows, utilising growth rates determined from historic ATC data for the A64 mainline immediately west of the junction, obtained from the Highways England Webtris database. These 2017 flows were used as a basis for calculating a '2027 with Ryedale Local Plan' PM peak flow scenario at the junction. The following incremental increases were made to the 2013 counts in turn:

1. Increased by 11.3% in line with growth on A64 between 2013 and 2017.
2. Factored by TEMPro v7.2 NTM AF15 growth rates for 'Ryedale Rural Trunk' roads covering the period 2017 to 2027. TEMPro development assumptions relating to employment and housing were not artificially constrained, so as to obtain a robust growth scenario. Growth rates are 11.1% in the morning peak and 10.6% in the evening peak.

3. Addition of Local Plan flows. CH2M undertook a trip generation and distribution exercise to determine the likely increase in vehicle movements through the junction as a result of the Local Plan growth assumptions. Trip rates from the TRICS online database and development assumptions within the Ryedale Local Plan document were utilised in determining a trip generation for each of the key developments. 2011 Census Journey to Work Data was sought for 'Car Drivers' that were resident and working in the Middle Layer Super Output Areas (MSOAs) relevant to each assessed development. The routes between the sites and the MSOAs were identified using Google directions and the likely percentage of traffic using the junction derived and applied to the appropriate trip generation for the development. This is 227 vehicles in the morning peak and 200 vehicles in the evening peak.
4. Addition of Eden Camp committed development flows, sourced from the 2014 Connect Consultants TA. This is 274 vehicles in the morning peak and 319 vehicles in the evening peak.

The resulting '2027 with Ryedale Local Plan' PM peak flows were then assessed using Junctions 8 software, utilising the AM (Junctions 9) model file provided by Jacobs as a basis for the junction geometry and layout. The Junctions 8 analysis of the '2027 with Local Plan' PM flow scenario indicates that all approach arms to the Old Malton / Eden Camp junction operate well within capacity.

The AM peak Eden Camp committed development flows, also sourced from the 2014 Connect Consultants TA, were added to the 2027 Local Plan scenario flows contained within the Jacobs Junctions 9 model, so as to undertake a sensitivity test of the AM peak results reported by Jacobs. All approaches to the junction were seen to operate within capacity in the sensitivity scenario.

CH2M analysis of the likely '2027 with Local Plan' traffic flow scenarios at the A64 Old Malton / Eden Camp junction has determined that the junction is expected to operate within capacity during both morning and evening peak periods. This modelling is based upon a high level assessment which may over estimate capacity. However, as already agreed, should any capacity issues arise in the future, mitigation would be possible within the junction which could be delivered as part of any future planning permissions and the impact could be mitigated. The evening peak modelling gives rise to the same conclusion.

It is concluded that although the modelling shows the impact of the local plan allocations can be accommodated at the junction, if necessary, appropriate mitigation could be conditioned on future planning permissions and therefore the impact of the local plan allocations can either be accommodated or can be mitigated.

## Brambling Fields – Merge / Diverge Assessments

The '2027 with Ryedale Local Plan' AM and PM peak flows, calculated as part of the previously discussed CH2M junction impact assessment of Brambling Fields roundabouts, have been used to derive the A64 slip road flows associated with the junction. In order to assess the westbound on slip for the evening peak it has been assumed that the left turning flow from Scarborough Road is the same as the morning peak hour. This is due to the lack of any data in this location. The impact of higher flows will be considered within the assessment below. Webtris ATC data was also obtained for the A64 mainline and factored up to 2027 values using TEMPro growth rates (as previously discussed above). Finally, CH2M derived Local Plan flows and Eden Camp committed development flows were added to these 2027 'baseline' A64 mainline movements, as per the proportions indicated by the CH2M distribution exercise.

The existing merge layouts on to the A64 are both Type A. The assessment shows that merges should be a Type E. A Type E merge is a lane gain. However, the merge assessment shows that the flow levels fall below the levels that require two downstream lanes. The provision of a lane gain in this location would provide three downstream lanes and therefore this would be an over provision. The existing Type A merges would be appropriate. This conclusion would not change unless the merging traffic on the westbound on slip in the evening peak was in excess of twice that which has been assumed.

The existing diverge layouts from the A64 are both Type A. The diverge assessments leave the flows in an area which does not specify the appropriate diverge layout. However, if higher levels of mainline

flow were present then a Type A diverge would be appropriate. The existing Type A diverges would be appropriate for the predicted flows with the proposed local plan allocations.

It is concluded that the existing Type A merge and diverge arrangements will provide sufficient capacity for the anticipated 2027 Local Plan flows.

## Old Malton / Eden Camp - Merge / Diverge Assessments

The '2027 with Ryedale Local Plan' AM and PM peak flows, calculated as part of the previously discussed CH2M junction impact assessment of the Old Malton / Eden Camp roundabout, have been used to derive the A64 slip road flows associated with the junction. Webtris ATC data was also obtained for the A64 mainline and factored up to 2027 values using TEMPro growth rates (as previously discussed within this analysis). Finally, CH2M derived Local Plan flows and Eden Camp committed development flows were added to these 2027 'baseline' A64 mainline movements, as per the proportions indicated by the CH2M distribution exercise.

The existing merge layouts are both Type A (the auxiliary lane lengths are too short for them to be considered Type B). The assessments show that that the merges should be Type E (lane gain). Again, the assessment shows that the flows fall below the level that would require two downstream lanes. If higher levels of mainline flows were predicted, then a Type A would be recommended. It is concluded that a Type A merges would be appropriate.

The existing diverge layouts from the A64 are both Type A. The diverge assessments show that the flows fall in an area which does not specify the appropriate diverge layout. However, if higher mainline flows were present then a Type A diverge would be appropriate. The existing Type A diverges would be appropriate for the predicted flows with the proposed local plan allocations.

It is concluded that the existing Type A merge and diverge arrangements will provide sufficient capacity for the anticipated 2027 Local Plan flows.

## Musley Bank Merge/Diverge Assessment

Webtris ATC data was obtained for the A64 mainline in the vicinity of Musley Bank (B1248) junction. As with the merge/diverge assessments at the other A64 junctions, the 2017 Webtris flow data was factored up to 2027 values using unconstrained TEMPro growth rates. Eden Camp committed development flows were then added to the 2027 Webtris flows, as per the proportions indicated by the CH2M distribution exercise, to give 2027 'baseline' A64 mainline movements. Finally, the CH2M derived Local Plan flows were added to the 'baseline' flows to give the 2027 Local Plan flows.

The existing westbound merge layout at the junction appears to be a Type B parallel merge, albeit that the auxiliary lane length, at approximately 150m, is shorter than the minimum of 190m as prescribed within Design Manual for Roads and Bridges TD 22/06 Layout of Grade Separated Junctions. The analysis indicates that the recommend layout should be a Type E lane gain. The flows fall below the level at which two downstream lanes are required. Therefore, the most appropriate layout is one which provides space for merging to take place safely. The existing Type B parallel merge provides for a single upstream and single downstream lane which the flows suggests is appropriate. The current level of merge provision is therefore appropriate for the anticipated 2027 Local Plan flows.

The existing diverge arrangement from the A64 is a Type A. The diverge assessments show the flows to be in an area which does not specify the appropriate layout. Higher levels of main line flow could occur within the flow ranges suitable for a Type A layout. The existing Type A diverge would be appropriate.

It is concluded that the existing Type B merge and Type A diverge arrangements will provide sufficient capacity for the anticipated 2027 Local Plan flows.