

Your ref: NEA2049

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10<sup>th</sup> February 2011

Dear Sirs

### **Selby Core Strategy and Infrastructure Study**

The Highways Agency's key concern is to protect the primary role of the Strategic Road Network (SRN) and to ensure its safe and efficient operation. The Highways Agency would therefore have concerns over any development proposals or plans which could have a material impact on this. Circular 02/2007, Planning and the Strategic Road Network, sets out the Highways Agency's role in the LDF process.

#### **CORE STRATEGY**

With reference to CP1, CP2 and CP9 the Highways Agency has assessed the impact of the housing and employment distribution on the Strategic Road Network, which in the case of Selby comprises the A64 and M62, using the Network Analysis Tool. The detail of this analysis should be included in the Infrastructure Study with specific reference to where development can be expected to significantly impact on the network and where capacity of the network is unable to cater for future predicted demand as a result of development.

Part (v) of Policy CP2a relating to Olympia Park Strategic Development Site sets out that the impact of new development on the existing transport network should be minimised. The Highways Agency would like to clarify that this includes the Strategic Road Network and that any improvement, should it be required, will be at the expense of the developer and ensure that conditions on the Strategic Road Network are no worse off than if development did not take place.

Part (xi) of Policy CP2 relating to Olympia Park Strategic Development Site relates to the need to maximise opportunities for sustainable travel. It is requested that this policy is amended to make reference to a requirement for a travel plan for the site. Travel Plans are an integral part of the planning process and an essential measure to mitigate the impact of traffic generated by new development. A Travel Plan will be used as the foundation for a Transport Assessment prepared in accordance with the Department for Communities and Local Government / Department for Transport guidance and it should be in conformity with prevailing guidance.

Travel Plans should demonstrate a firm commitment by developers and occupiers to reduce the number of single occupancy car trips generated by, or attracted to, their site. They should set out mode options available to travellers, identify interventions to enhance the availability and capacity of sustainable transport modes (such as walking, cycling and public transport), set mode share targets based on those

modes, identify a system for monitoring the effectiveness of the plan and a programme for reviewing and modifying it to ensure agreed outcomes are achieved.

Working with Selby District Council and North Yorkshire County Council, the Highways Agency will advise developers how to prepare, implement, monitor, review and update Travel Plans to support their development and will consider tri-partite agreements with the Council and developers where appropriate.

The following amendment to the text is suggested:

*(xi) Development should maximise opportunities for sustainable travel including reducing dependency on the car, **through development of a travel plan and by providing suitable access to existing local facilities.***

The importance of travel planning in terms of managing development trips has been highlighted above. It is therefore requested that Policy CO11B Strategic Development Management section d should make reference to travel plans. The following wording is suggested:

*(d) Ensuring new development facilities improve accessibility to the centre for all users including cyclists, pedestrians, those with mobility needs and by public transport **through a travel plan.***

The Core Strategy is clear that its approach aims to change the situation where a large proportion of residents in Selby leave the authority to work in Leeds and that Selby wishes to become more sustainable in employment terms. The Highways Agency supports this aim. However, it is clear that if this aim is not achieved there will be a different impact upon the local network, with stress on different parts of the SRN. The Highways Agency therefore request the inclusion of a number of indicators into Figure 13 in order to monitor the extent to which Selby is achieving its aspiration of reducing dependence on surrounding towns and cities throughout the plan period. Should the ongoing monitoring of these indicators demonstrate that the aspiration is not being met, a revision of the infrastructure requirements may be necessary. The following indicators are provided:

Core Policy	Core Strategy	Core Strategy Objective	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
CP2	Scale and Distribution of Housing/Olympia Park Strategic Development Site		Minimising the impact on the existing network and maximising opportunities for sustainable travel	Mode Split of those accessing site	Target to be agreed through travel plan	SDC Developers
CP8	Access to services, community facilities and infrastructure		To ensure the appropriate services, facilities and infrastructure is provided to meet the needs of new development  Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Number of travel plans secured through the planning process		SDC

## INFRASTRUCTURE STUDY

To be sound the Core Strategy must be justified, that is based on a robust and credible evidence base. The Infrastructure Study is a critical part of this evidence base. In transport terms the Infrastructure Study is awaiting input from the Highways Agency and North Yorkshire County Council.

The Highways Agency has been working with Selby and providing feedback on the potential impact of sites throughout 2009 and 2010. Following a series of meetings and correspondence in Autumn 2010 the Highways Agency has assessed Selby's emerging future development scenario (as outlined in attachment 1) using the Network Analysis Tool (NAT). The Highways Agency has reviewed this assessment and would wish to comment on issues that are relevant to the interests of the Agency.

The analysis gives an indication of the cumulative impact of Selby's development aspirations on the SRN some sections of which are beyond the district boundary. The outputs of this analysis are attached to this response (Attachment 2) including base year vehicle flows and stress, development traffic and future year flows and stress.

The following sections of SRN are affected:

Route	Location	Direction	Capacity	Comment
A64	A1237 – A1036 (Askham)	Both directions	Approaching capacity in peak periods	It is requested that the Infrastructure Study highlight that Selby development impacts upon this link.
	A1036 – A19 (Bishopthorpe)	Both directions	Approaching capacity/ overcapacity in peak periods	It is requested that the Infrastructure Study highlight that Selby development impacts upon this link.  Further investigation work is required to resolve the capacity issues on the A64.  Selby need to agree with the Highways Agency and City of York Council their role in addressing these capacity issues.
	A19 – A1079 (Heslington)	Eastbound	Approaching capacity in the AM peak	It is requested that the Infrastructure Study highlight that Selby development impacts upon this link.  Further investigation work is required to resolve the capacity issues on the A64.  Selby need to agree with the Highways Agency and City of

				York Council their role in addressing these capacity issues.
	A659 – A1237 (Tadcaster)	East bound	Approaching capacity in the PM peak	It is requested that the Infrastructure Study highlight that Selby development impacts upon this link.  Further investigation work is required to resolve the capacity issues on the A64.
	A659 – A1 J45	West bound	Speed stressed in the AM peak	It is requested that the Infrastructure Study highlight that Selby development impacts upon this link.

Although NAT does not consider junction capacities it can be used to provide an indication of where junctions may come under pressure in future years, through an examination of changes in flow between adjacent links. A review of the development flows has indicated a number of junctions that may become stressed in future years due to the level of movements they will experience. The following junctions may experience capacity issues in future years:

Junction	Comment
A64 junction with	
A1079	The analysis suggests that Selby development impacts on this junction. However, it is felt that movements to York from East Riding will have a more significant impact upon this link. Therefore no further action is required from Selby at this stage.
A19	Further investigation is required to establish capacity of the junction and likely available capacity
A162	Further investigation is required to establish capacity of the junction and likely available capacity
M62	
Junction 34	The analysis suggests that Selby development impacts on this junction. However it is suggested that junction capacity will not be a major issue here, therefore no further action from Selby is required at this stage.

This analysis highlights a number of areas where further analysis is required to identify the scale and nature of mitigation which may be required, it is acknowledged that due to the nature of the SRN around Selby that links on the SRN will also be impacted by Selby's neighbouring authorities and visa versa. In addition Selby currently experiences a high level of out commuting. For these reasons it is important that Selby works in partnership with neighbouring authorities to manage down traffic generated by new developments and identify the scale and nature of improvements and demand management measures that will be considered to facilitate development.

It is not possible at this stage to identify the nature and scale of possible physical or management measures which might provide possible mitigation for adverse traffic impact on the SRN and its junctions with the local highway network. Therefore it will be incumbent on developers to demonstrate the likely level of traffic impact and to indicate what, if any, mitigation will be required over and above travel plan initiatives.

The analysis also shows issues which are relatively remote to Selby, for example around Leeds where out commuting trips to Leeds exit the network. Selby should consider policies to minimise this impact but it is acknowledged that these issues, which are geographically remote from Selby district, are likely to experience greater influence from more localised sources.

The Local Development Framework through the Infrastructure Study must be clear what infrastructure is critical to the delivery of the Plan. In terms of improvements to the Strategic Road Network, the Highways Agency will only consider improving the Strategic Road Network to meet traffic generated by new development as a last resort, even if the extra capacity is to be funded by the private sector. Instead the Highways Agency will encourage developers to provide a range of sustainable travel options for people using their development through the use of Travel Plans. The Highways Agency is committed to working in partnership with Selby District Council to progress the areas of further investigation highlighted in this response.

Our LDF consultants, JMP Consultants Ltd supported by Aecom have a team of transport planners and engineers available to work with you to support a sustainable development framework. The contact at JMP is Amy Denton on 0113 2444 347 (amy.denton@jmp.co.uk). **Please contact Amy to arrange a meeting to discuss this response. The Highways Agency request that a written response to their comments is provided.**

I hope that the above comments are helpful. Should you require further information or clarification, please do not hesitate to contact me.

Yours sincerely

Simon Jones  
NO Yorkshire and the Humber Planning  
Email: Simon.Jones@highways.gsi.gov.uk

## Attachment 1

### Selby Core Strategy –Housing Distribution Figures (September 2010)

Settlement / Settlement Group	Requirement from New Allocations (Dwellings)	Contribution from Existing Commitments at 31.3.10*
<b>Selby**</b> Distribution based on test 2 of Jacobs study Site D 1000 dwellings (increased to reflect Terry Hesselton e-mail 11.10.10) Remaining 1336 equally distributed throughout Selby town	2336	1240
Sherburn-in-Elmet	498	152
Tadcaster	457	193
Brayton, Barlby/Osgodby and Thorpe Willoughby	500	65
<b>Designated Service Villages</b> Equal distribution between service villages. (treat them as 15)  Appleton Roebuck Byrm/Brotherton Cawood Ulleskelf Kellington Monk Fryston/Hillam* Carlton North Duffield Church Fenton Riccall Eggborough/Whitley South Milford Fairburn Hambleton Wistow Hemingbrough	1073	292

<b>Secondary Villages***</b>	0	235
<b>Totals</b>	4864	2176

Employment (from Terry Hesselton e mail 11.10.10)

Site G (Olympia Park)

Size (Ha)	Landuse
3.2	B1
10	B2/B8 ( <i>we would assume 5ha B2 and 5ha B8</i> )
2.2	B8
6.1	Higher value users ( <i>we would assume this to be B1</i> )
0.9	Public house
0.5	Retail facility

The following employment breakdown is taken from Core Strategy page 82 - 84

Tadcaster - 5 ha B1/B2

Sherburn in Elmet – 5 ha B8

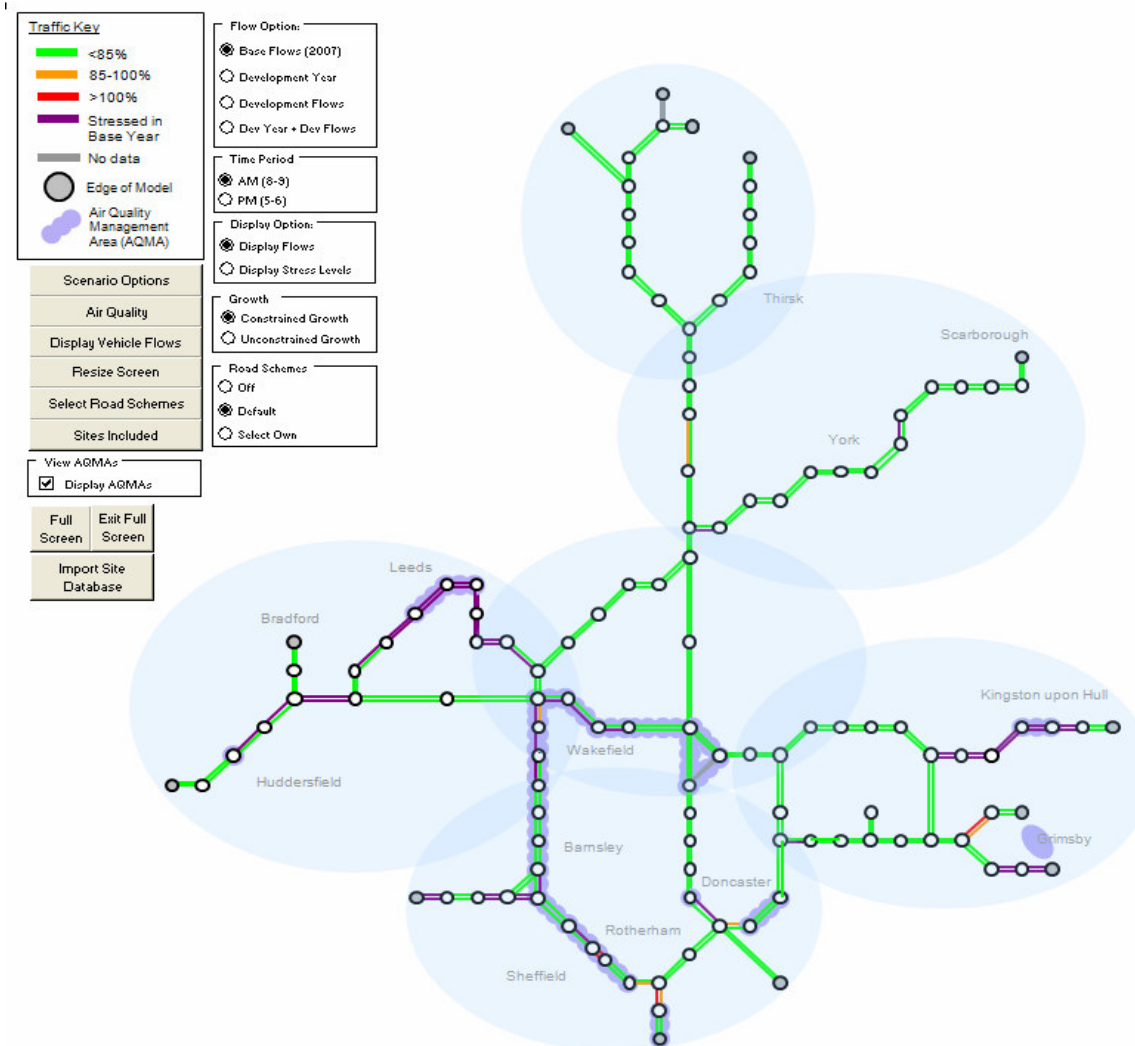
Eggborough – 2.5 ha B8

A19 corridor – 2.5 ha B1/B2

# Network Analysis Tool

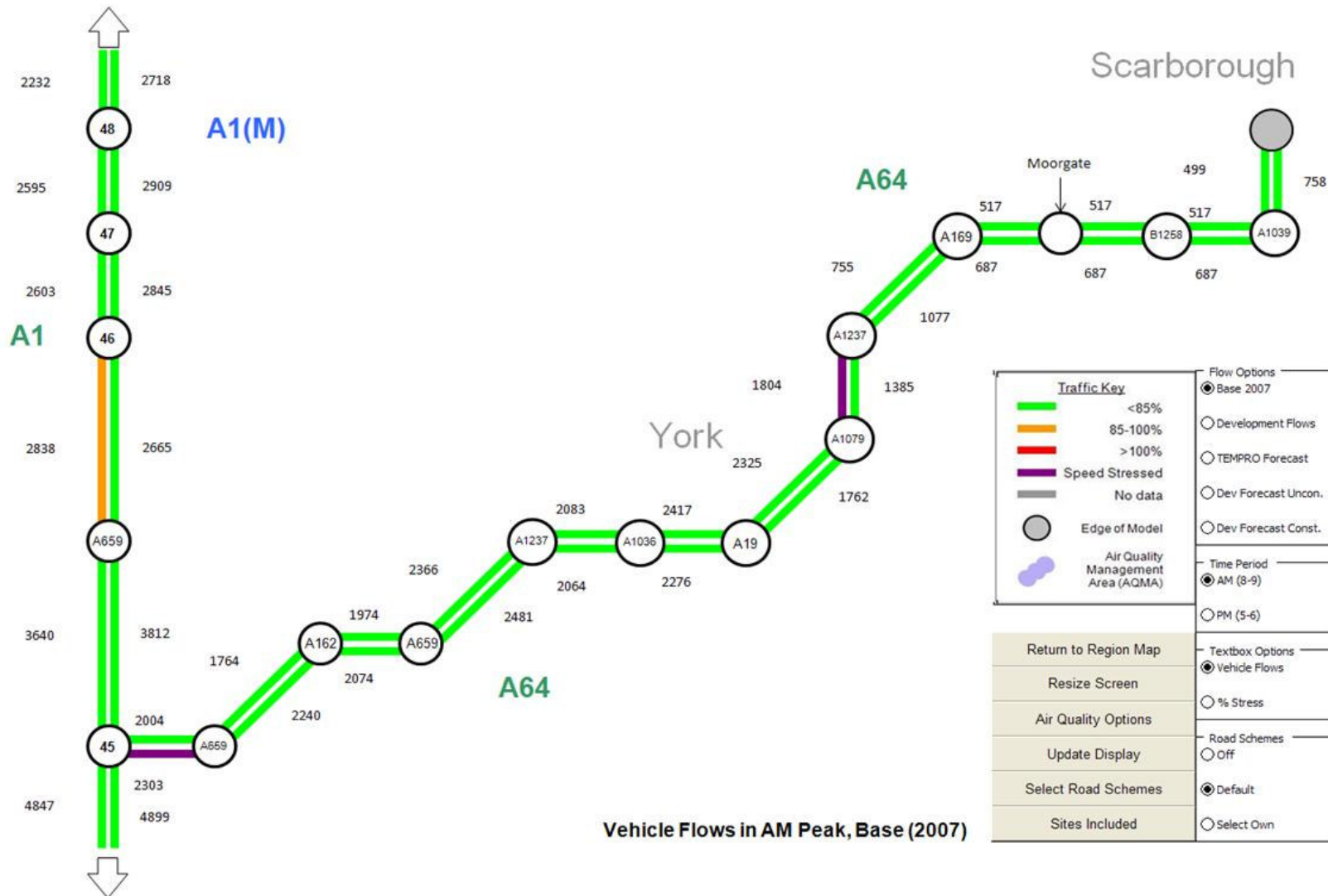
## Selby 2026 Results

February 2011



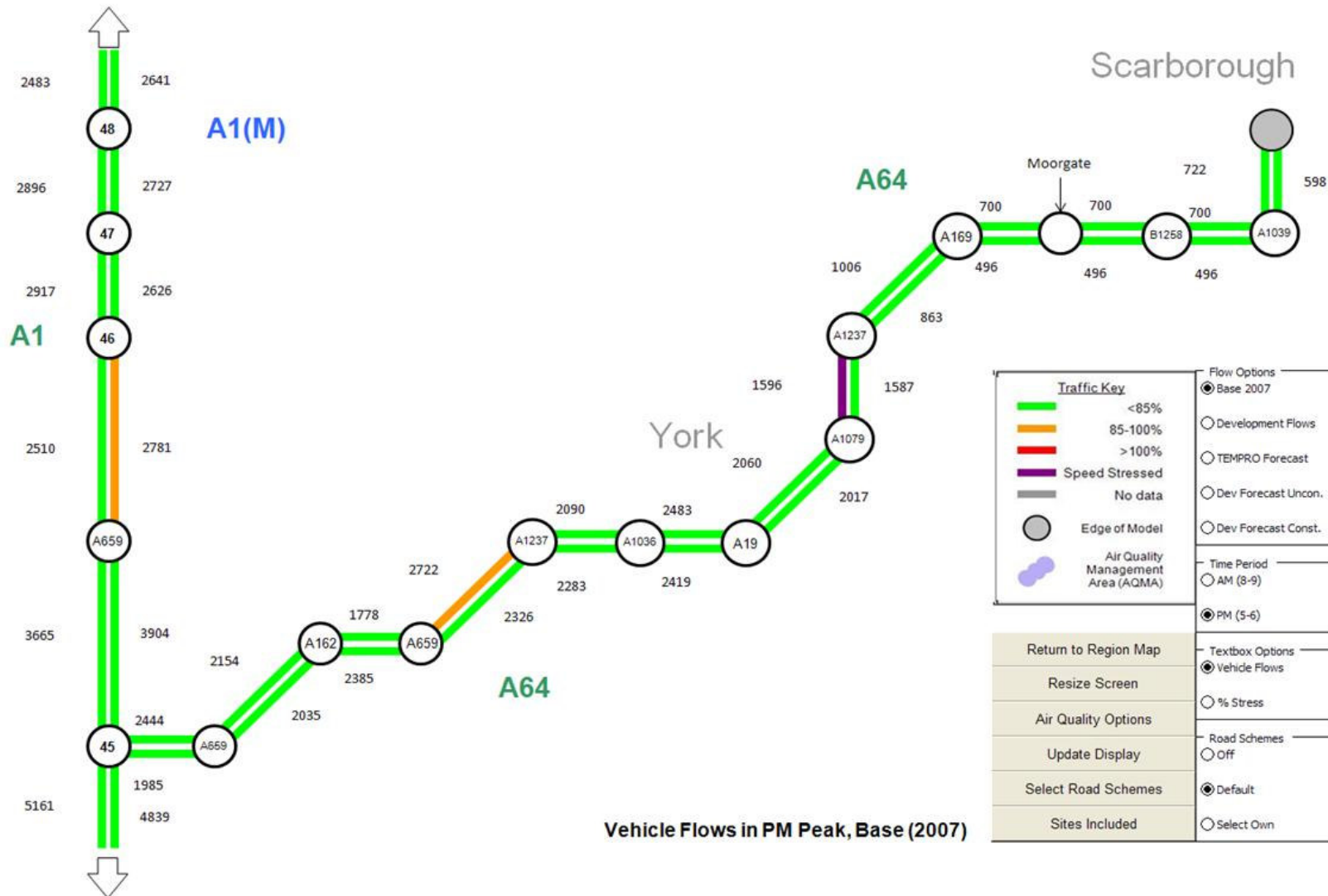


# Base Year, 2007, AM Peak



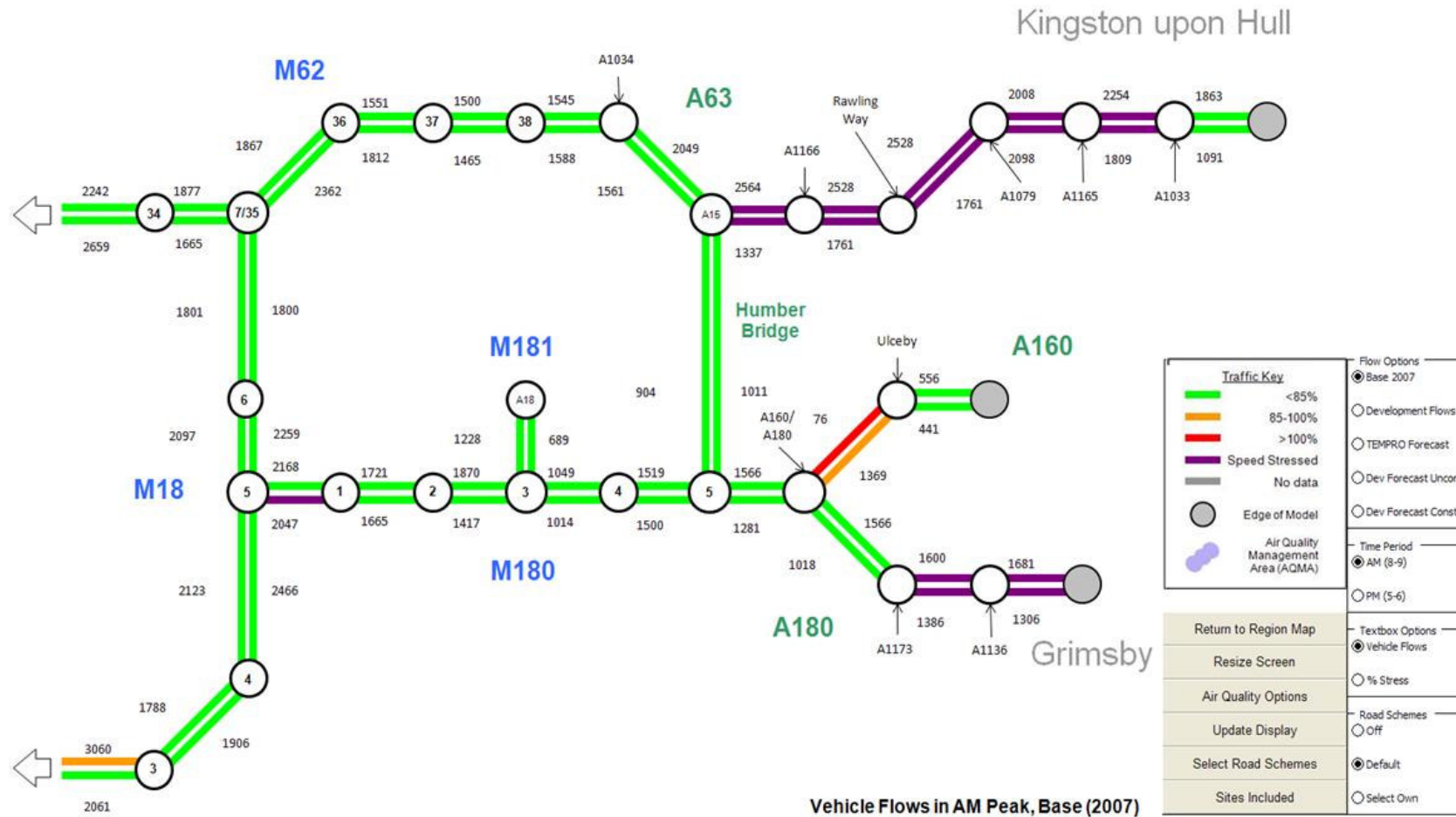
Vehicle Flows in AM Peak, Base (2007)

# Base Year, 2007, PM Peak

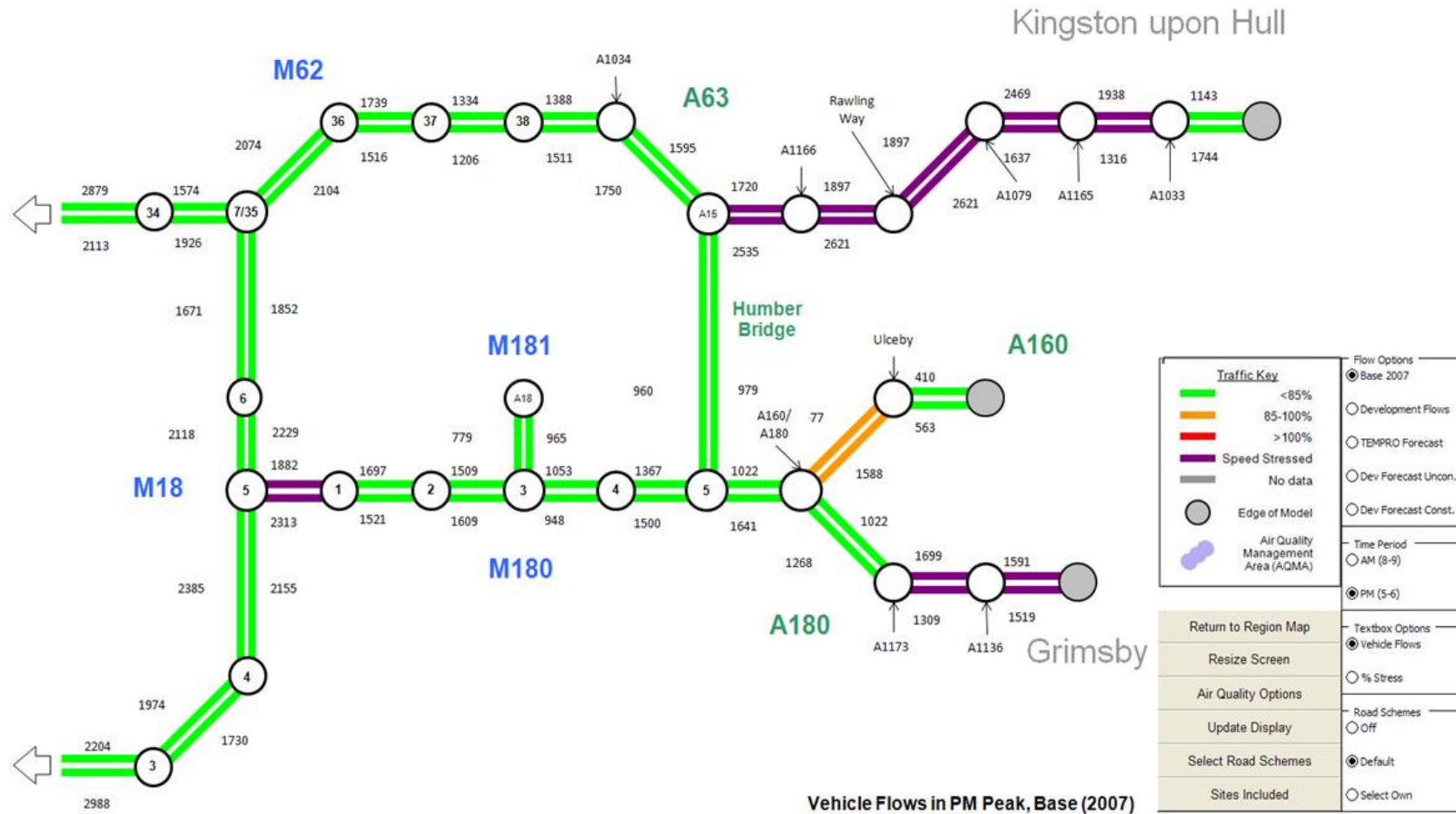


<p><b>Traffic Key</b></p> <ul style="list-style-type: none"> <li><span style="color: green;">█</span> &lt; 85%</li> <li><span style="color: orange;">█</span> 85-100%</li> <li><span style="color: red;">█</span> &gt; 100%</li> <li><span style="color: purple;">█</span> Speed Stressed</li> <li><span style="color: grey;">█</span> No data</li> <li>● Edge of Model</li> <li>☁ Air Quality Management Area (AQMA)</li> </ul>	<p><b>Flow Options</b></p> <ul style="list-style-type: none"> <li><input checked="" type="radio"/> Base 2007</li> <li><input type="radio"/> Development Flows</li> <li><input type="radio"/> TEMPRO Forecast</li> <li><input type="radio"/> Dev Forecast Uncon.</li> <li><input type="radio"/> Dev Forecast Const.</li> </ul>
<p>Return to Region Map</p> <p>Resize Screen</p> <p>Air Quality Options</p> <p>Update Display</p> <p>Select Road Schemes</p> <p>Sites Included</p>	<p><b>Time Period</b></p> <ul style="list-style-type: none"> <li><input type="radio"/> AM (8-9)</li> <li><input checked="" type="radio"/> PM (5-6)</li> </ul> <p><b>Textbox Options</b></p> <ul style="list-style-type: none"> <li><input checked="" type="radio"/> Vehicle Flows</li> <li><input type="radio"/> % Stress</li> </ul> <p><b>Road Schemes</b></p> <ul style="list-style-type: none"> <li><input type="radio"/> Off</li> <li><input checked="" type="radio"/> Default</li> <li><input type="radio"/> Select Own</li> </ul>

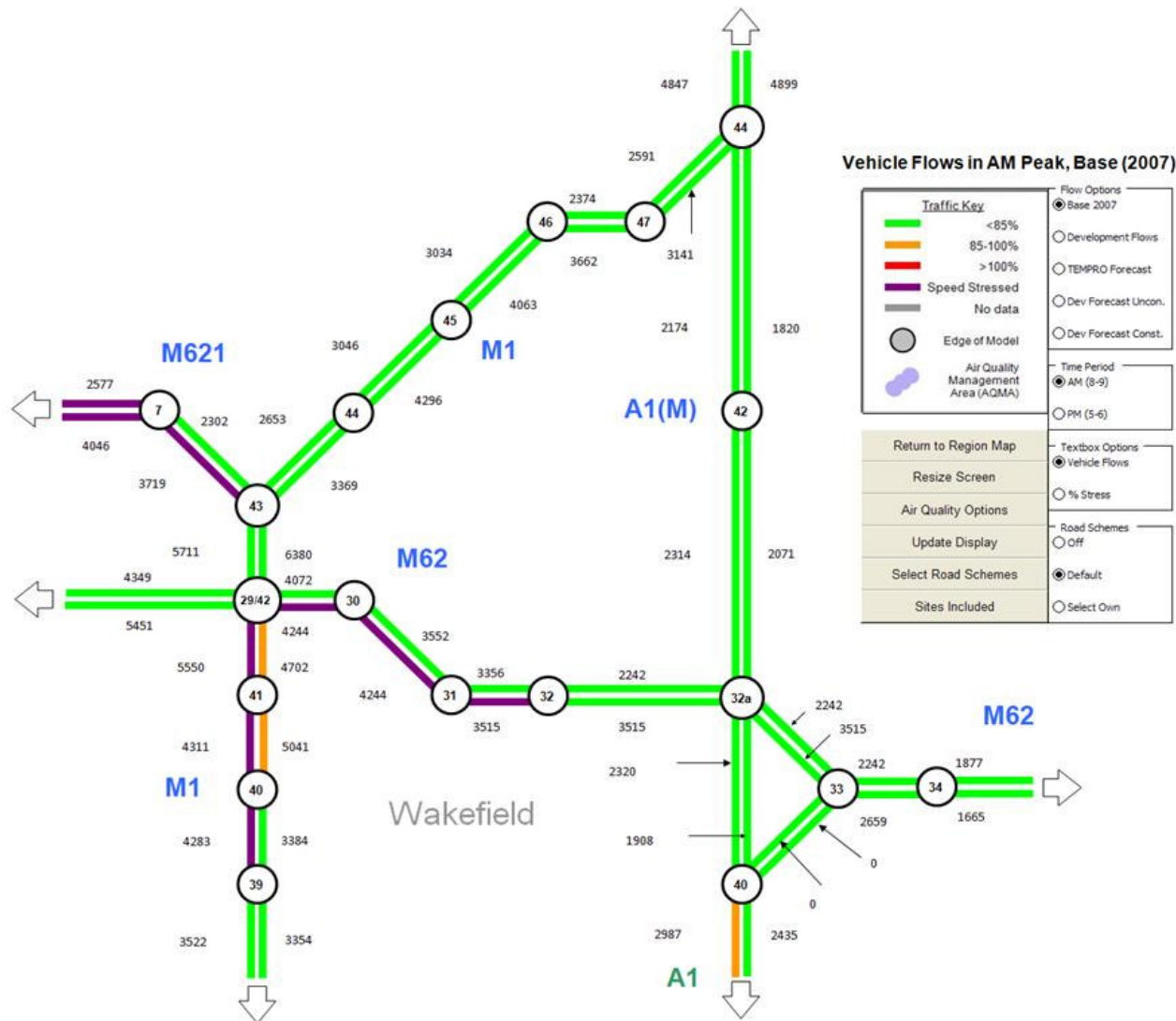
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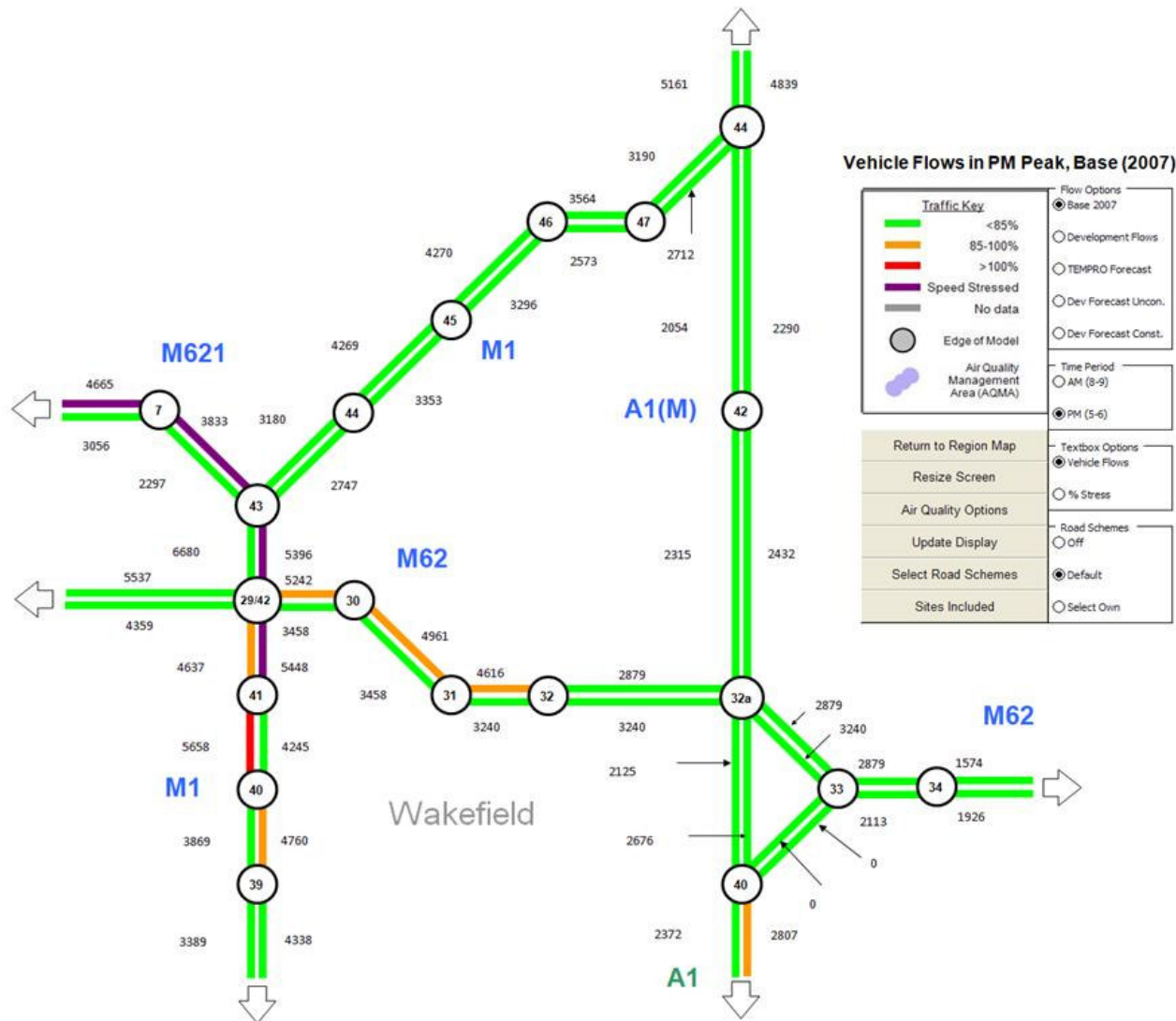
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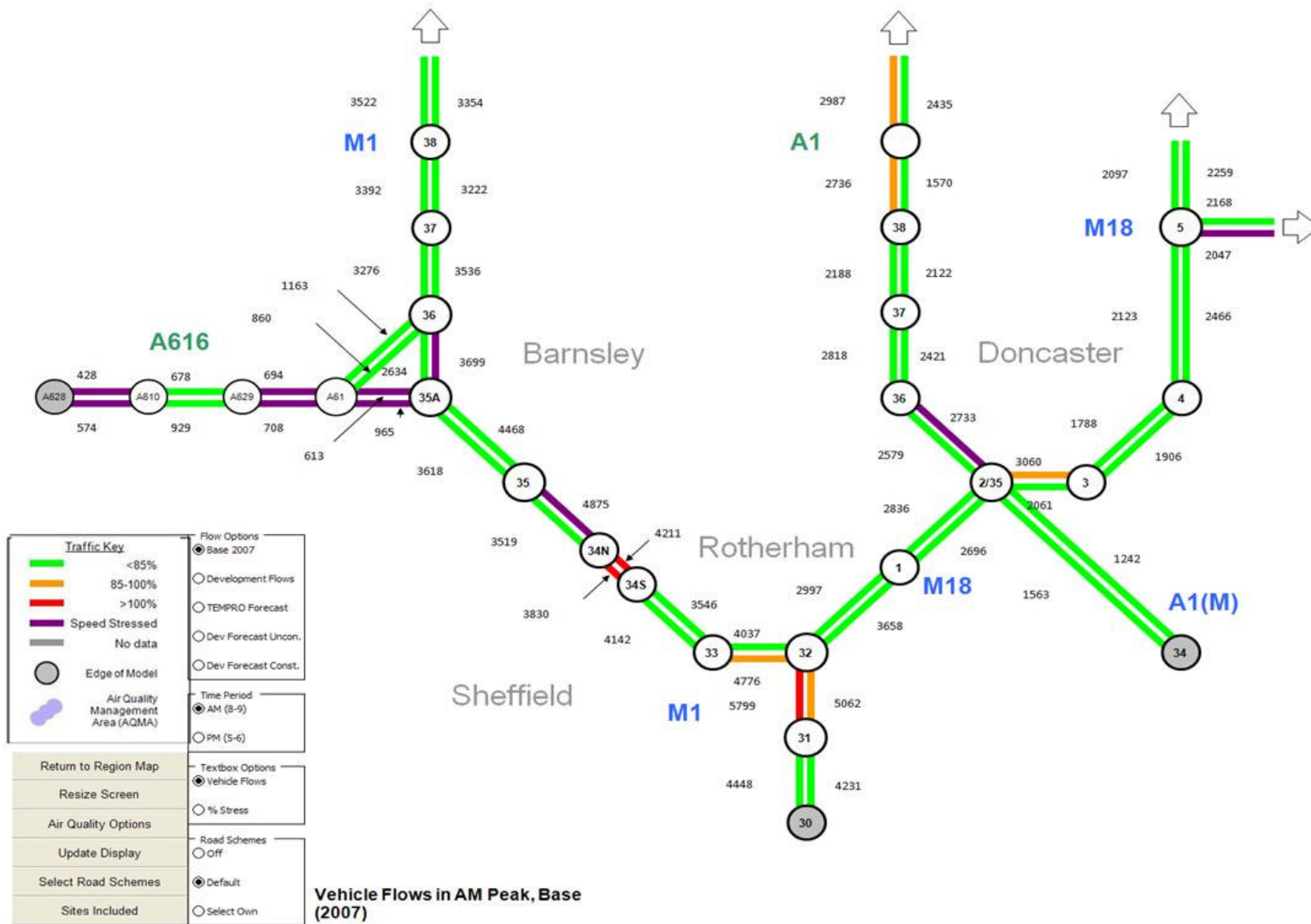
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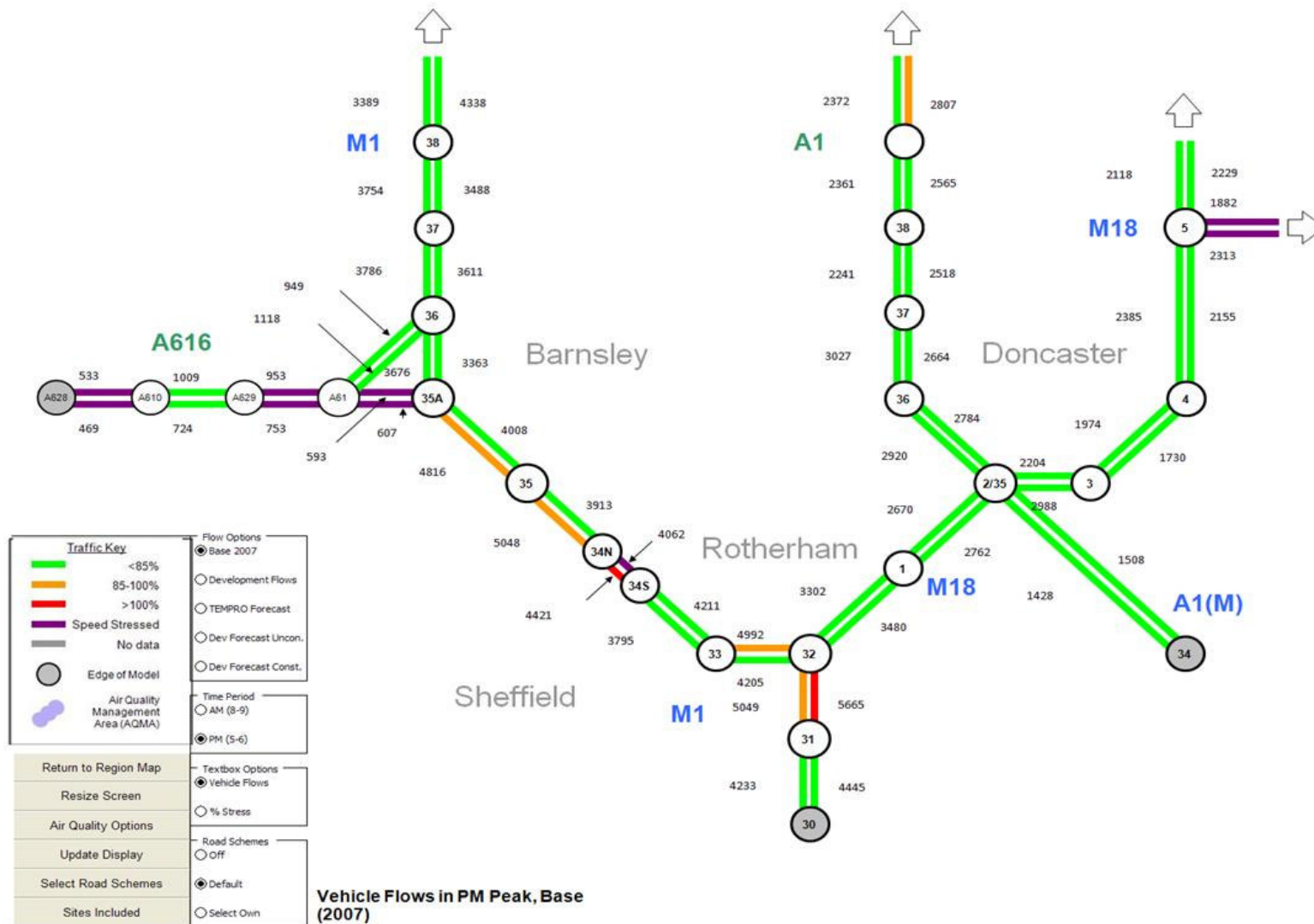
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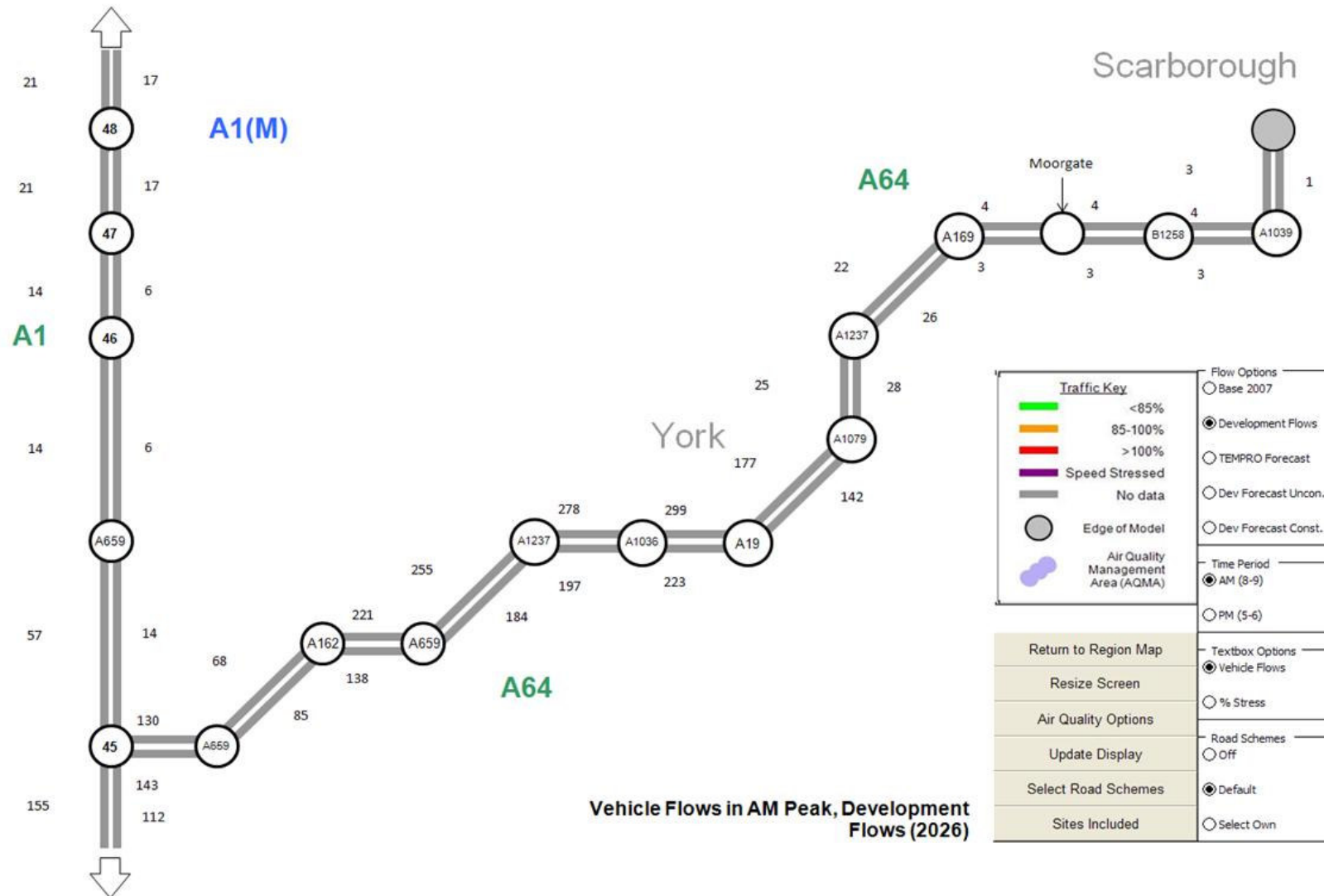


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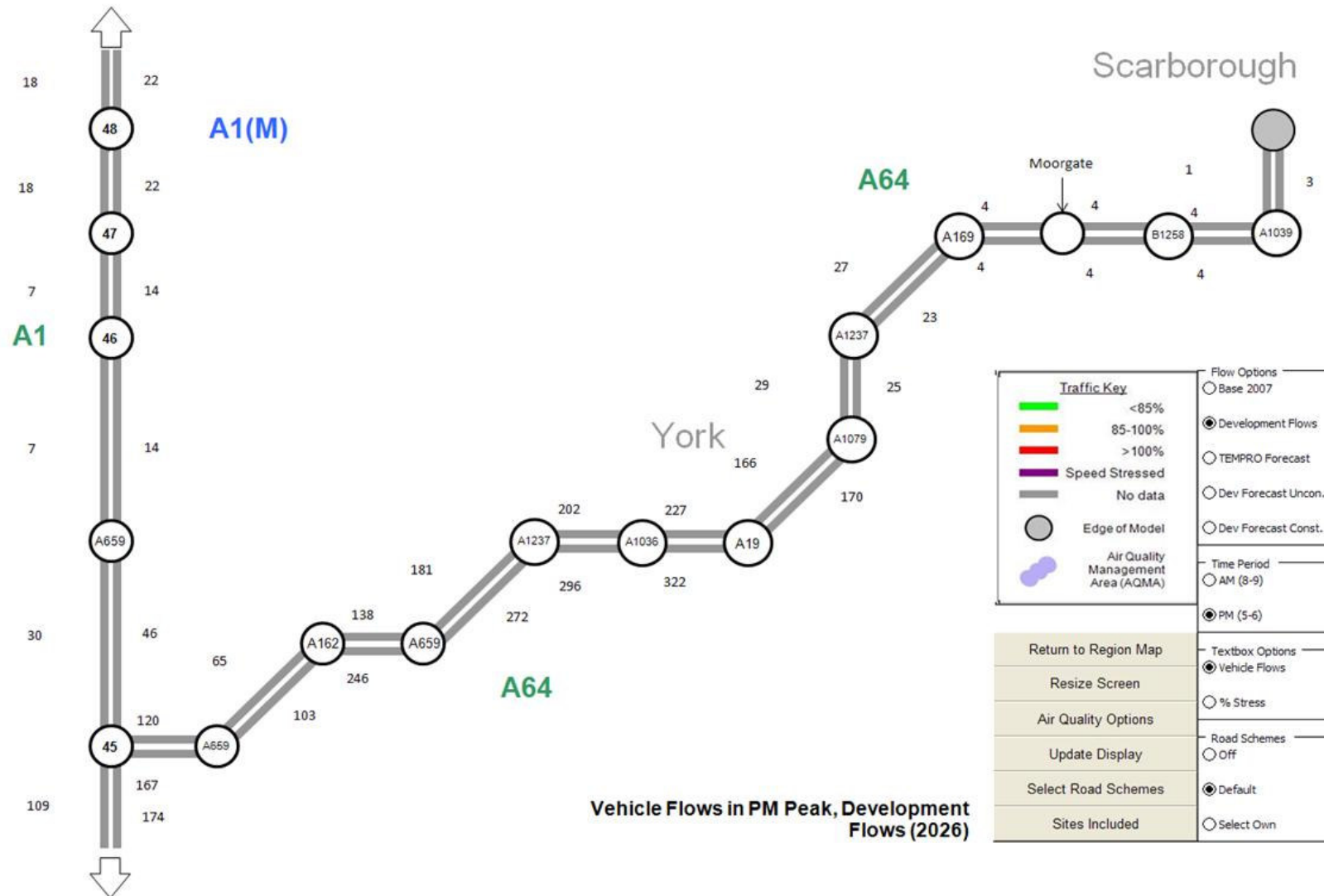




# Development Flows, 2026, AM Peak

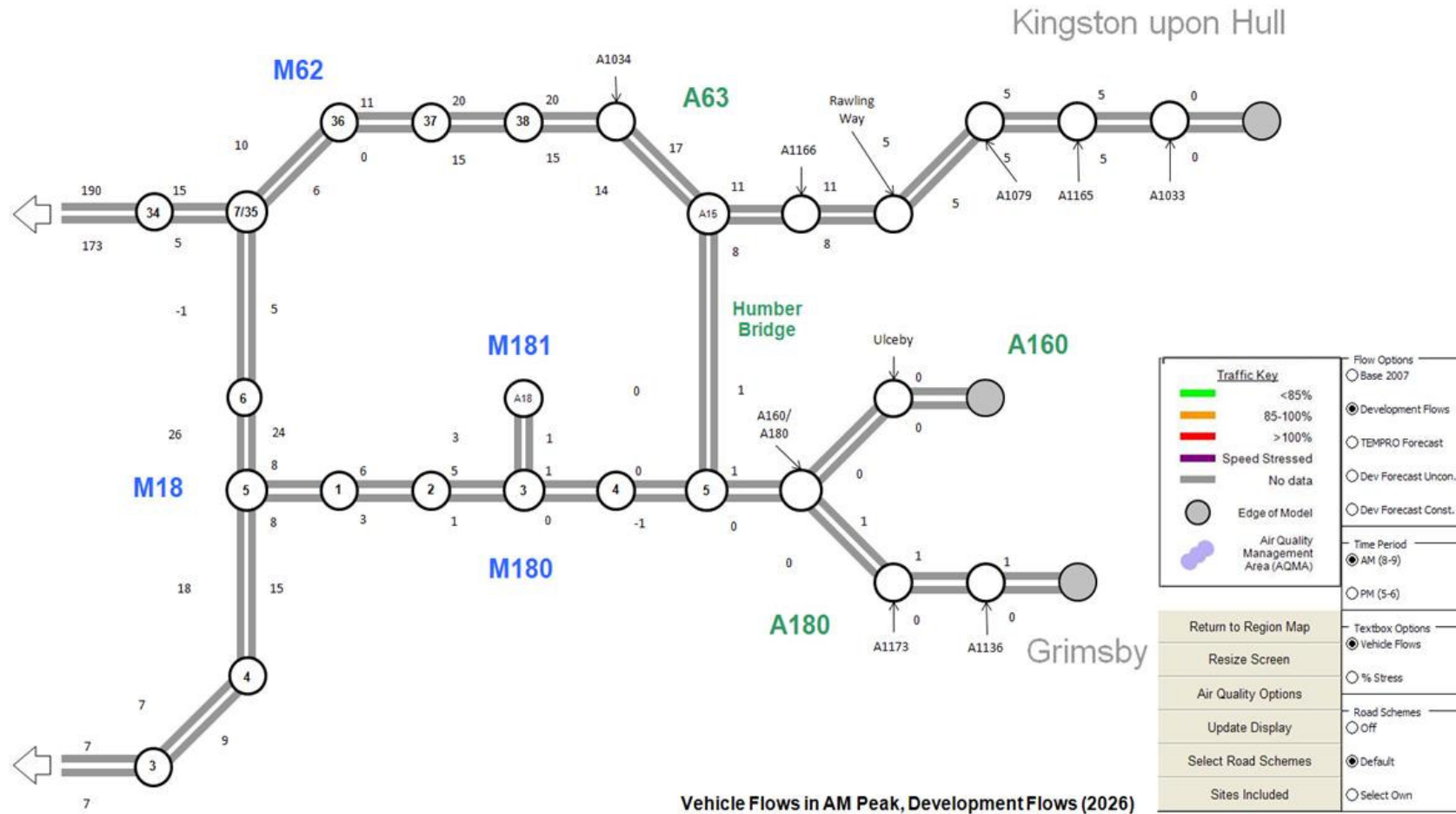


# Development Flows, 2026, PM Peak

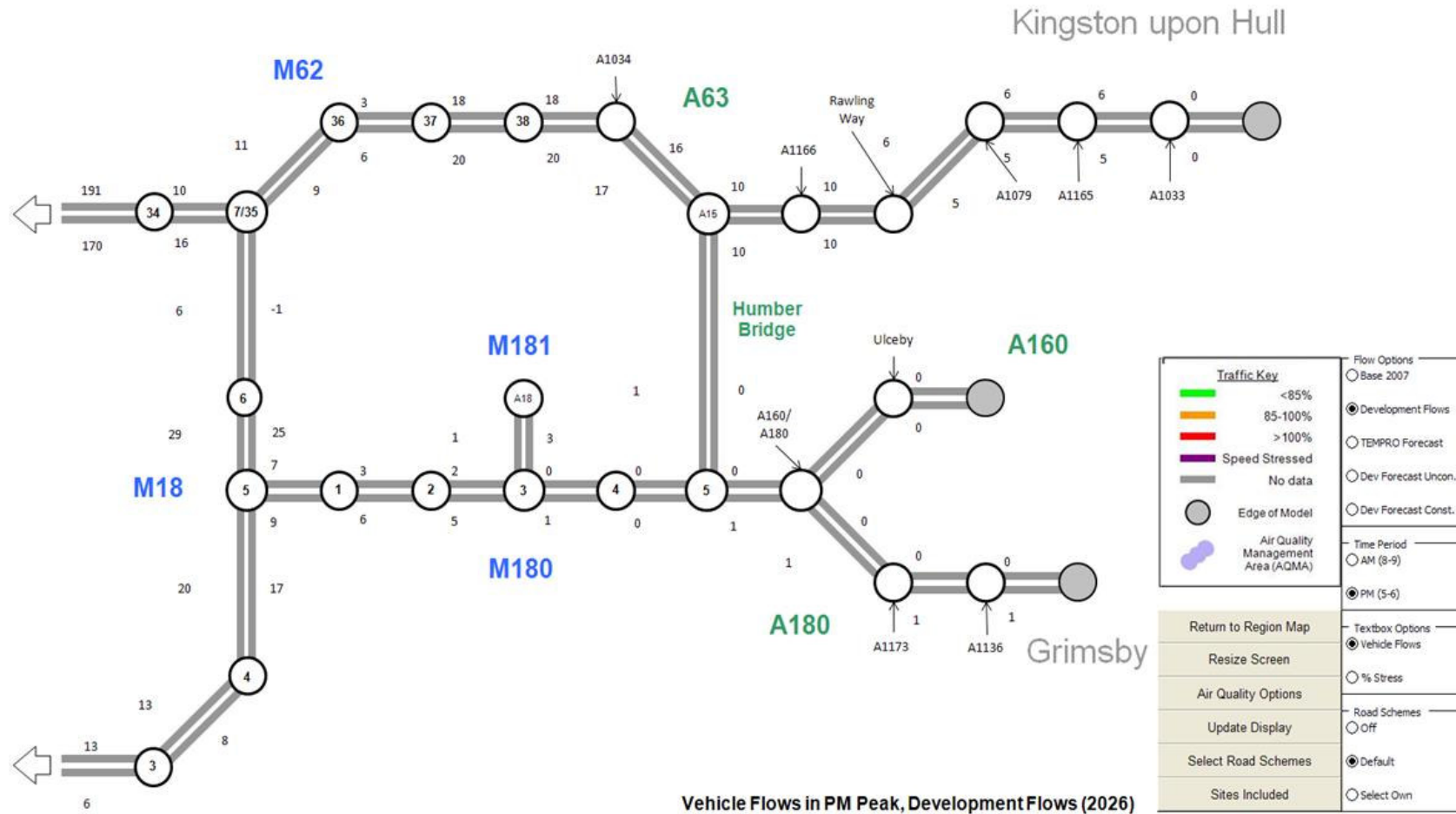


<p><b>Traffic Key</b></p> <ul style="list-style-type: none"> <li>&lt; 85%</li> <li>85-100%</li> <li>&gt; 100%</li> <li>Speed Stressed</li> <li>No data</li> <li>Edge of Model</li> <li>Air Quality Management Area (AQMA)</li> </ul>	<p><b>Flow Options</b></p> <ul style="list-style-type: none"> <li>Base 2007</li> <li>Development Flows</li> <li>TEMPRO Forecast</li> <li>Dev Forecast Uncon.</li> <li>Dev Forecast Const.</li> </ul> <p><b>Time Period</b></p> <ul style="list-style-type: none"> <li>AM (8-9)</li> <li>PM (5-6)</li> </ul>
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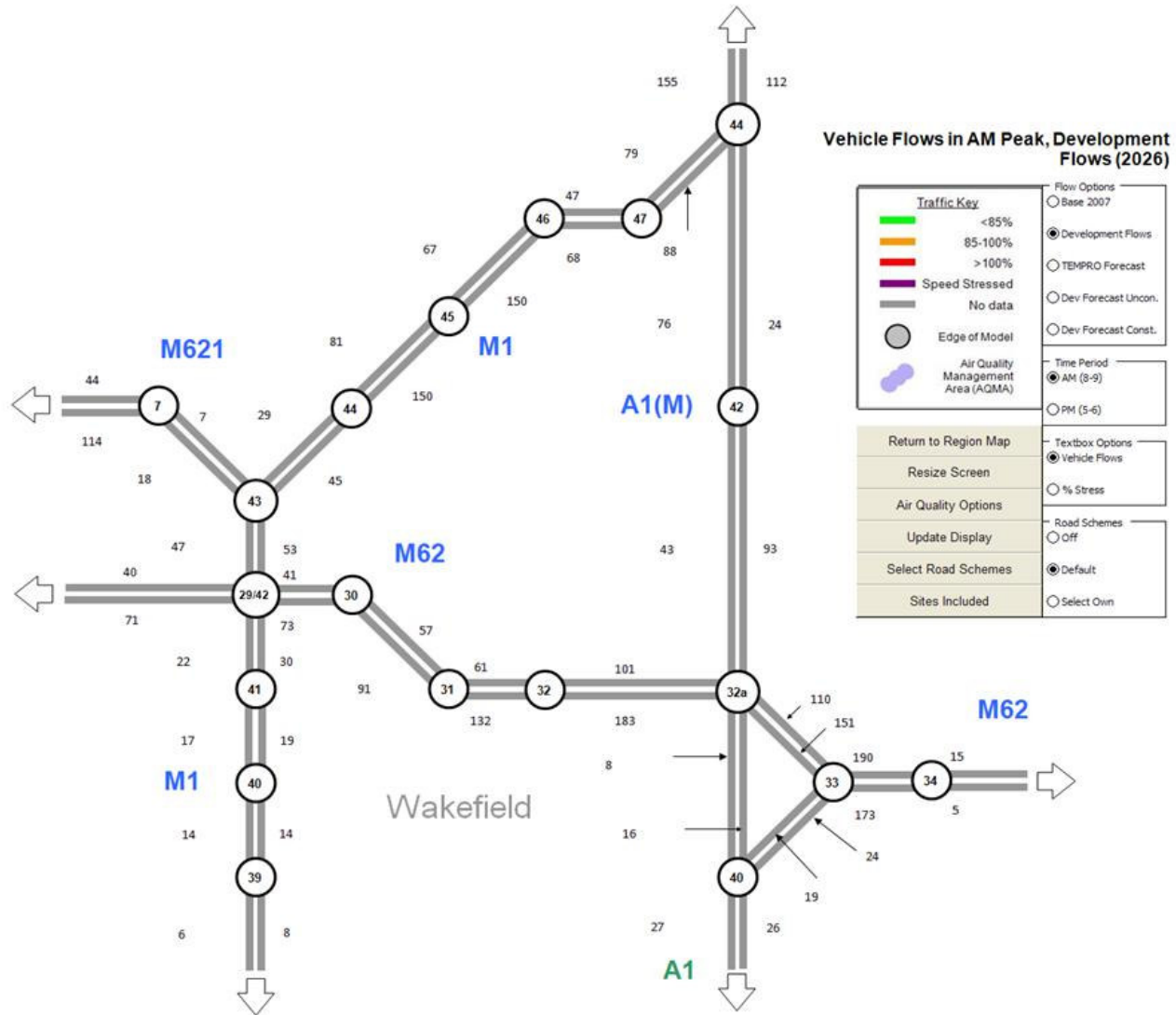
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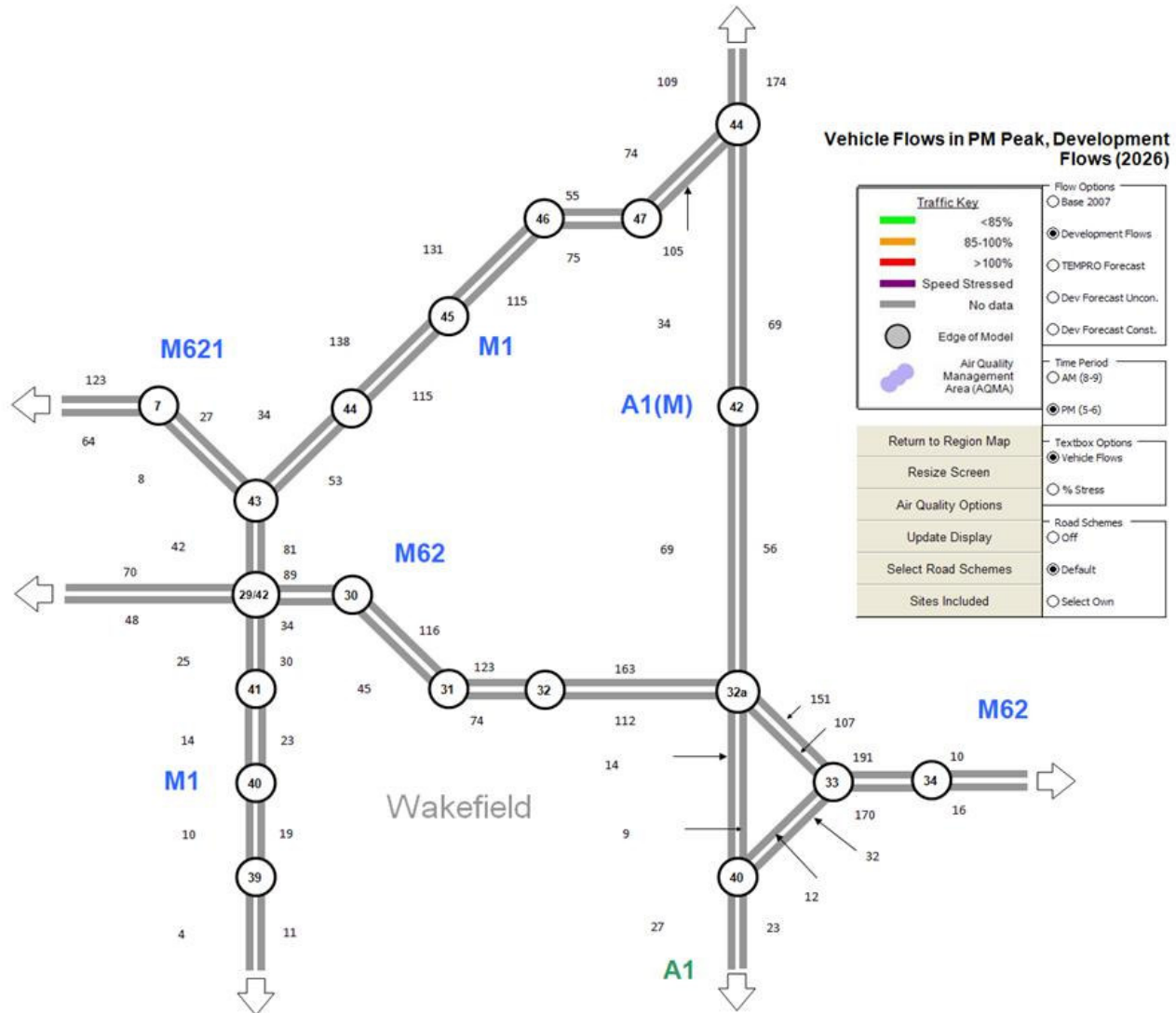
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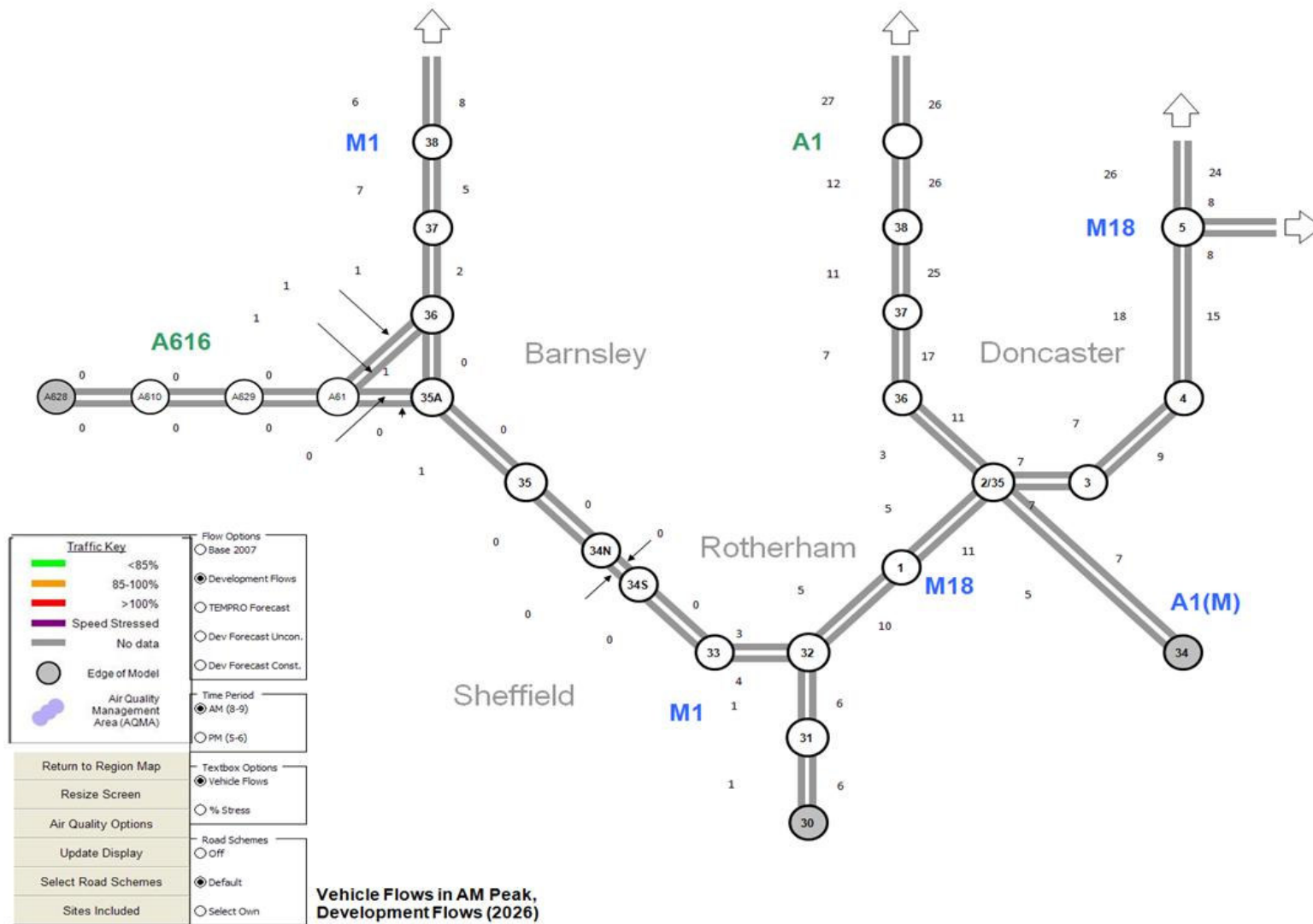
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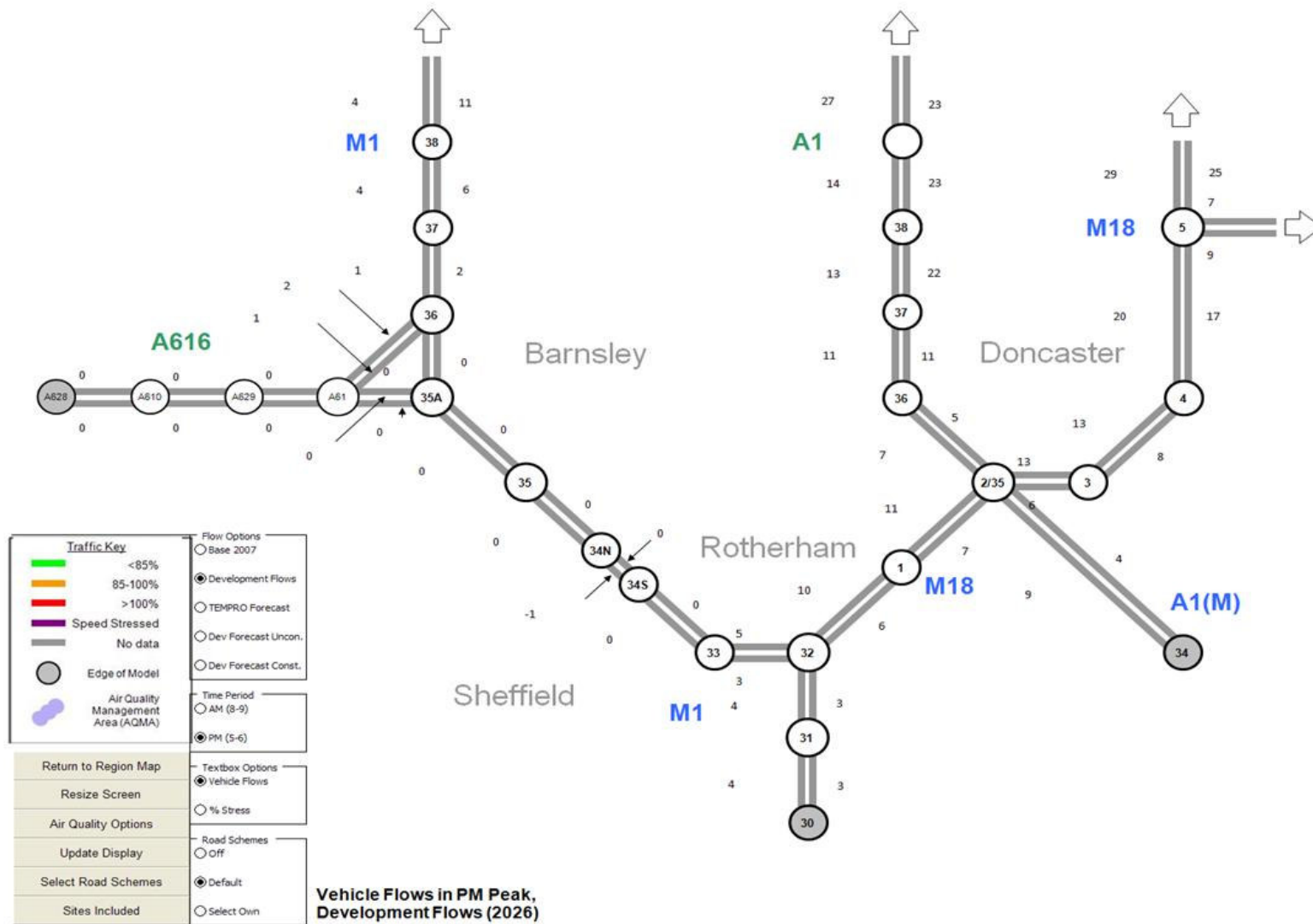
# Development Flows, 2026, PM Peak



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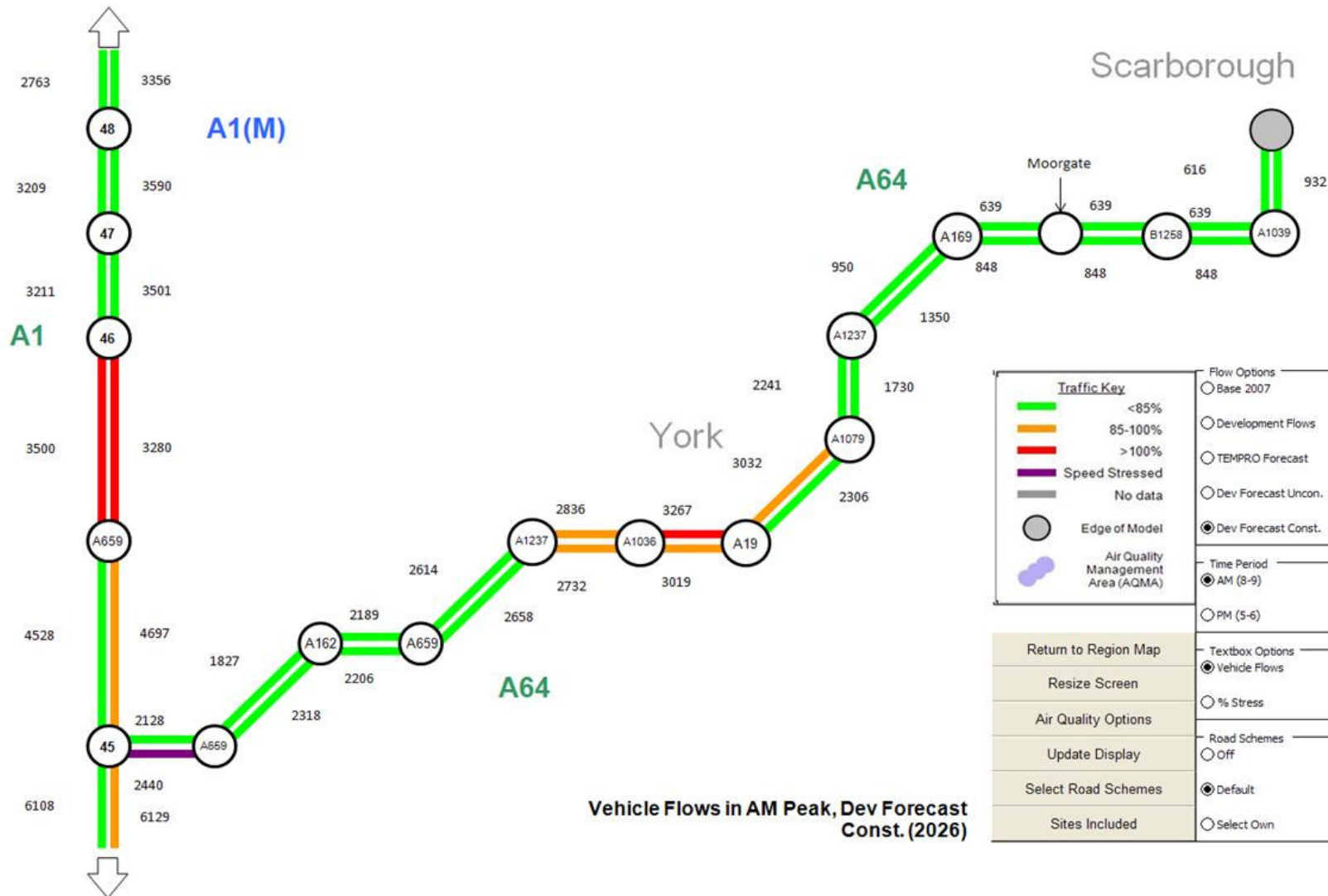


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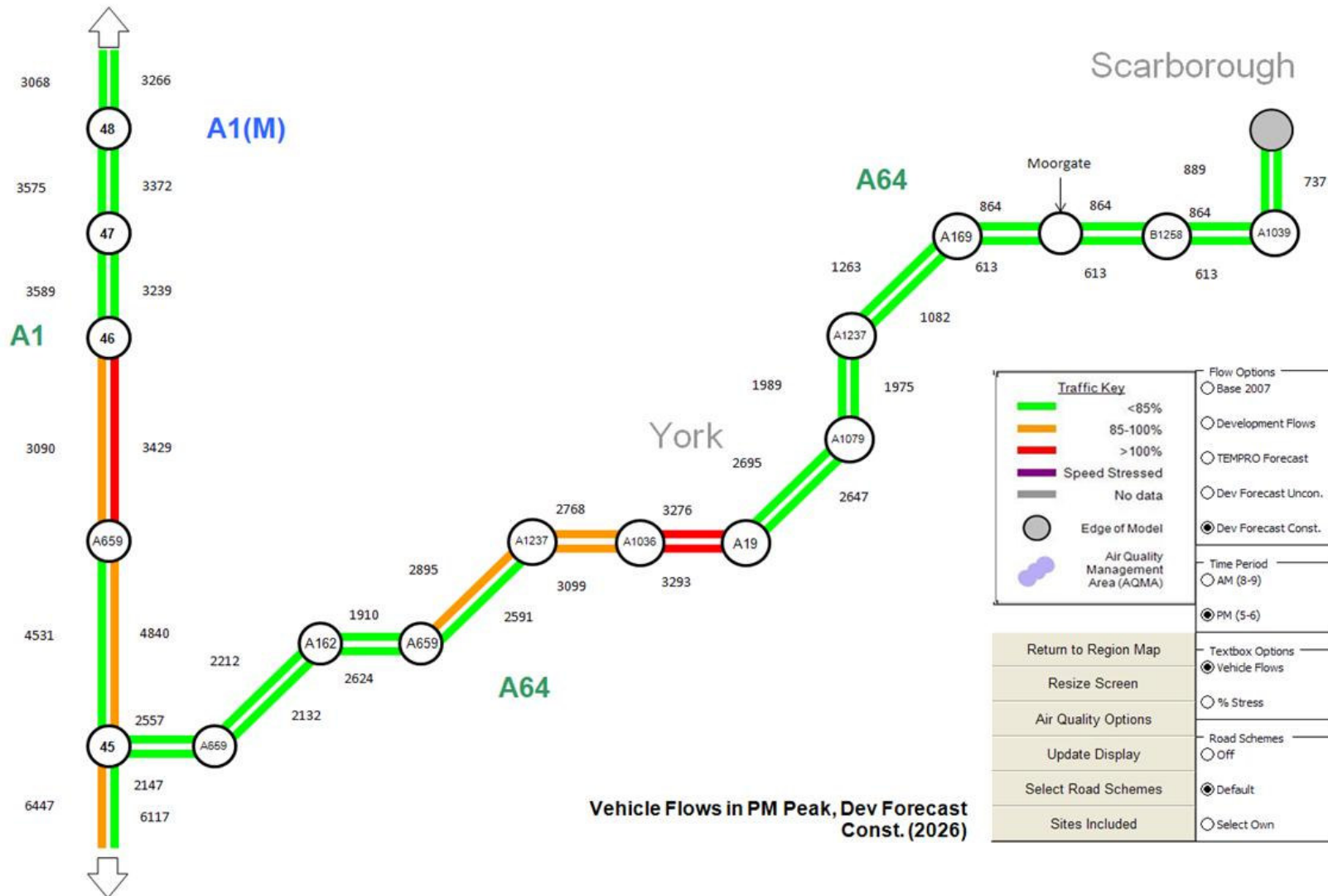




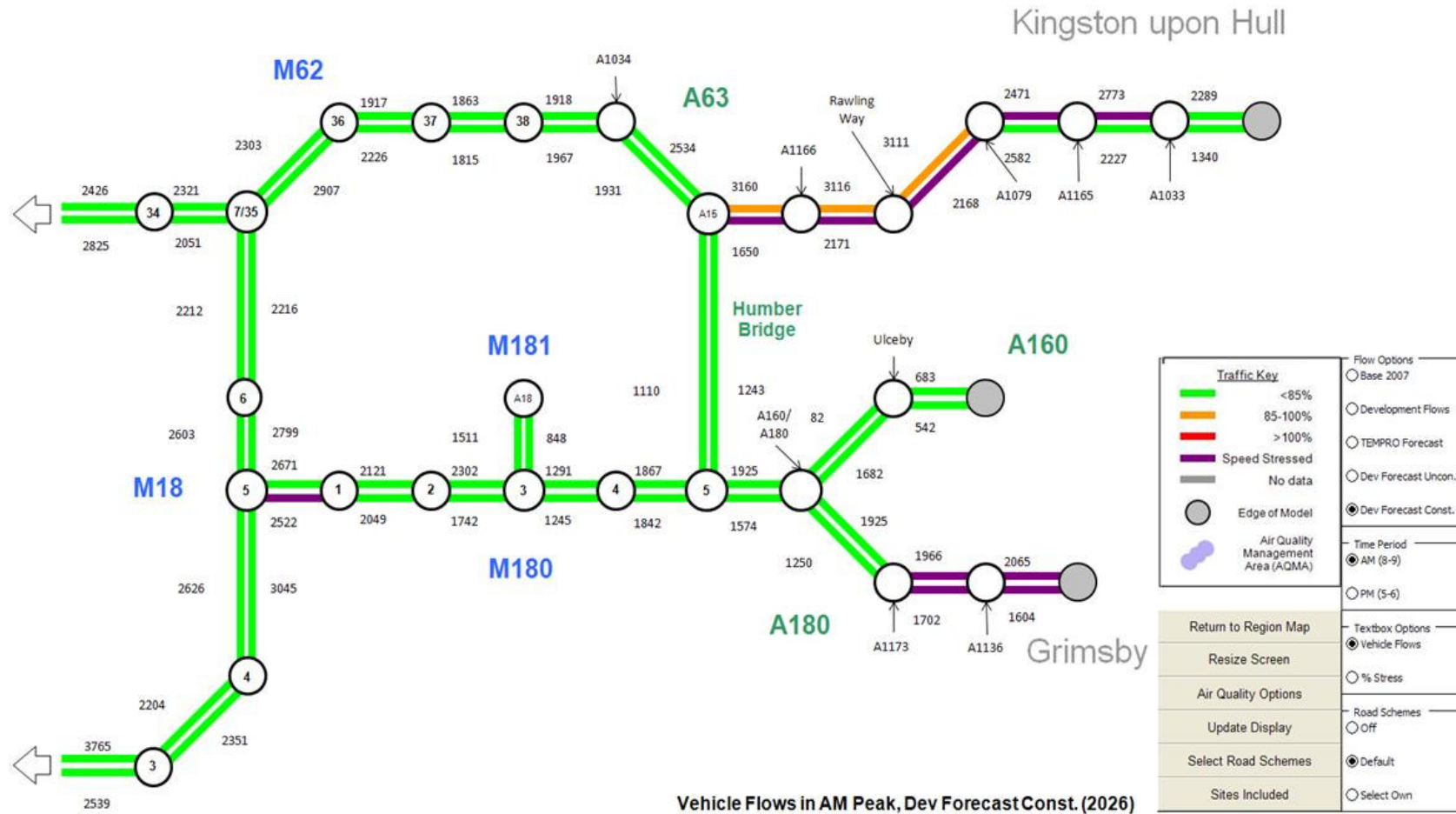
# Development Forecast Flows, 2026, AM Peak



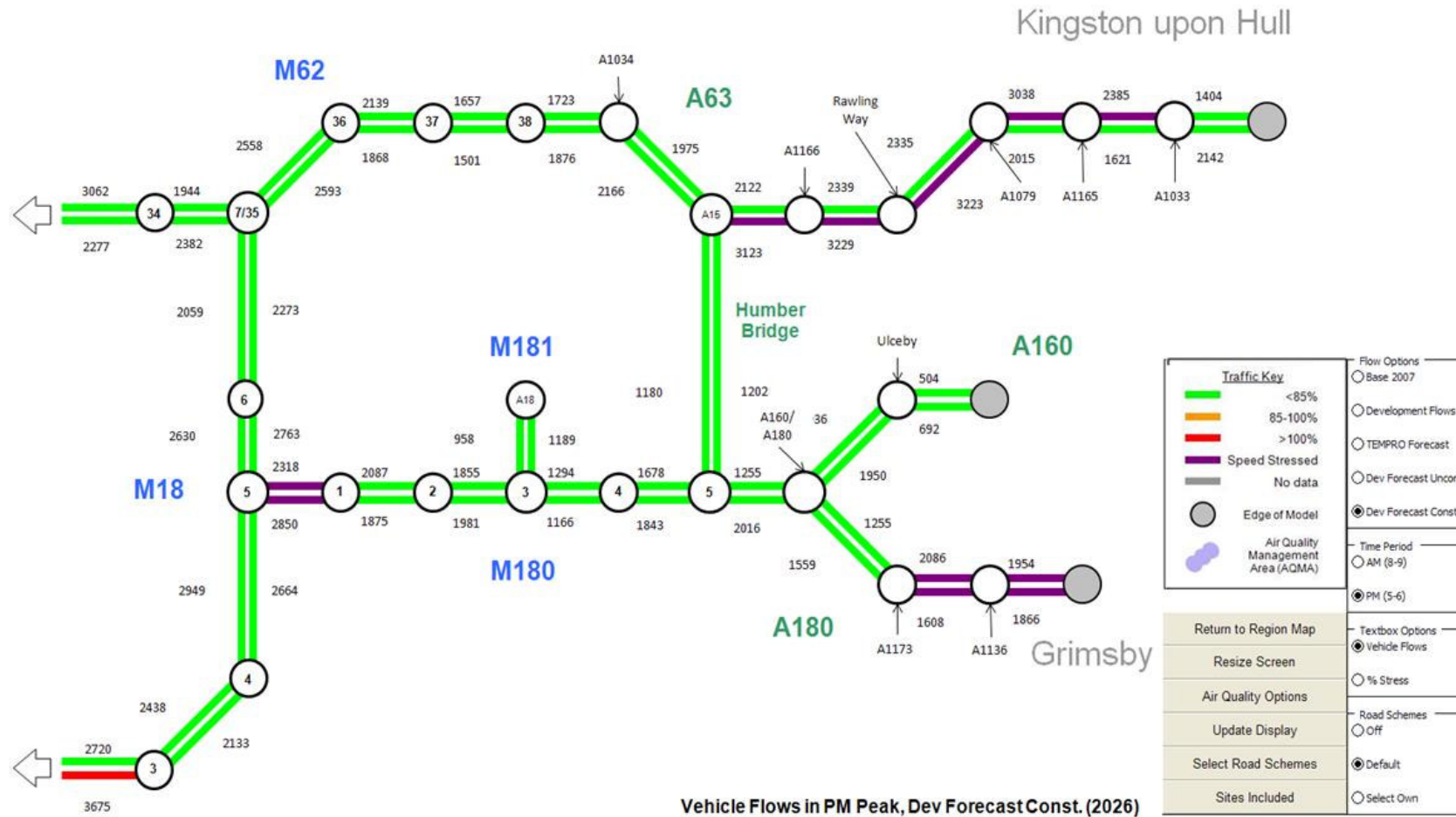
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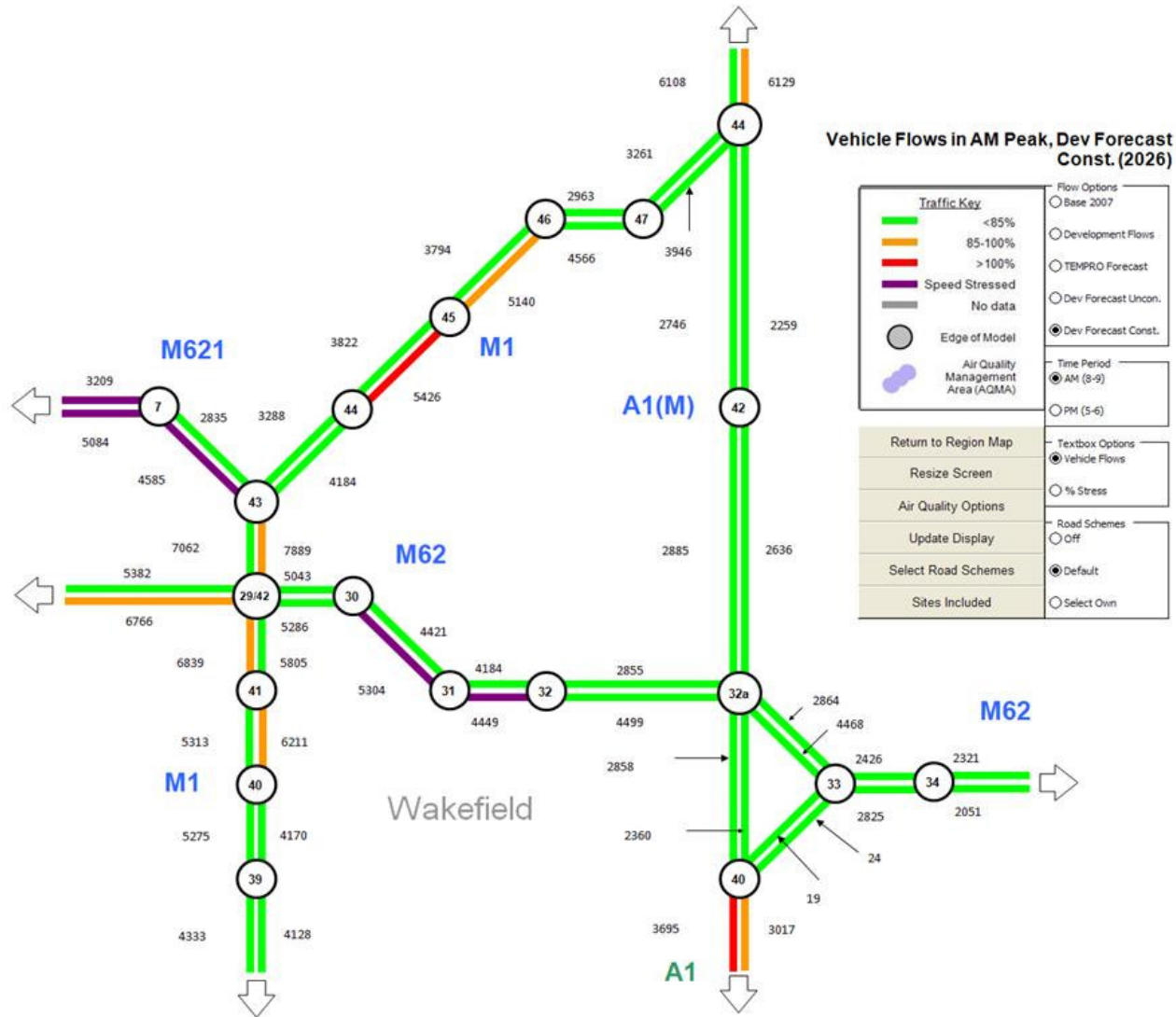
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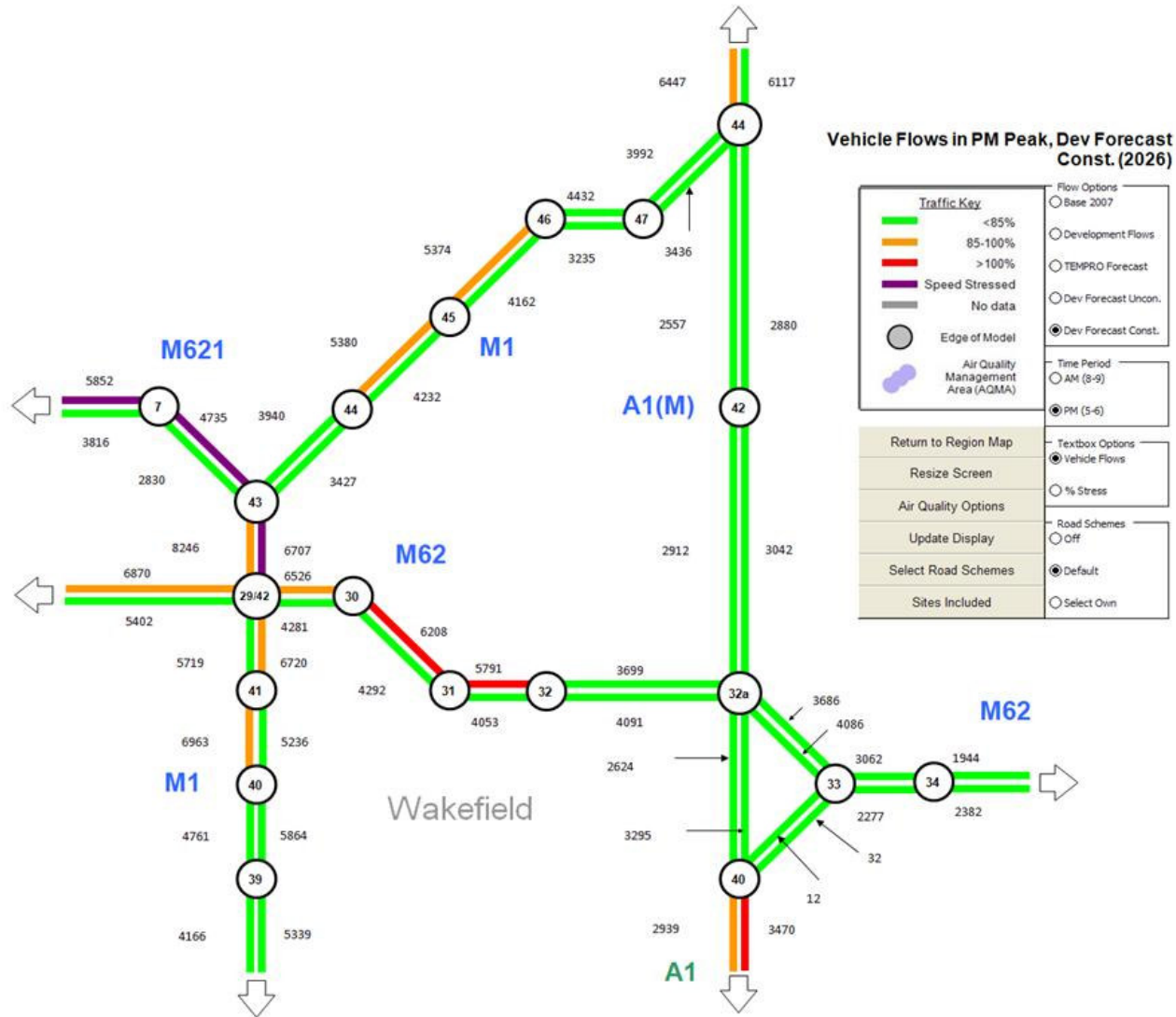
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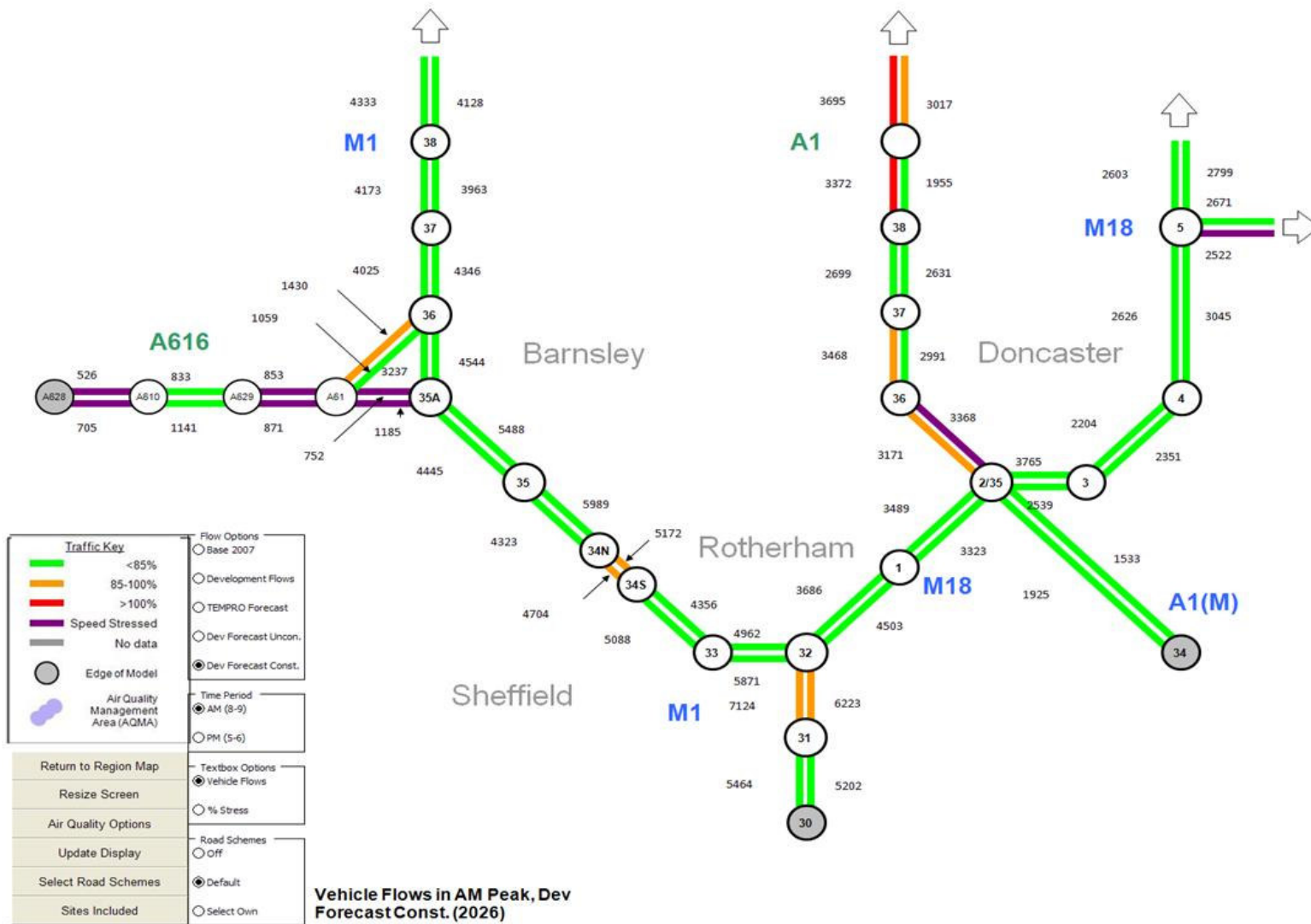
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