

# STATEMENT OF COMMON GROUND

<b>TO</b>	Sally Parish – Highways England	<b>FROM</b>	Ben Smith-Laing - WSP
<b>DATE</b>	12 October 2017	<b>CONFIDENTIALITY</b>	Public
<b>SUBJECT</b>	Cornwall Site Allocations Development Plan Document		

## Introduction

Highways England (HE) and Cornwall Council (CC) recognise that the Cornwall Local Plan Development Plan Document (DPD) is important for the future growth and prosperity of Cornwall. As Highway Authorities for the area covered by the DPD, HE and CC have worked together towards an agreed transport evidence base which sets out likely future transport network needs arising from the DPD allocations and identifies the measures necessary to satisfy those needs.

Meetings between HE and CC (and their respective consultants) have taken place throughout the duration of the development of the most recent Transport Evidence August 2015 – September 2017. Furthermore, HE and CC have been engaged on the general development of the Allocations DPD since 2011.

In brief, the DPD transport evidence has followed a process of assessing the transport impacts of existing and planned development with the objective of developing an appropriate and cost effective transport mitigation strategy. From this, various enhancement options to transport infrastructure have been identified through a series of cumulative scenario tests as the plan has progressed towards a package of mitigation.

This Statement of Common Ground sets out the agreed position of both CC and HE in relation to the assessment of the impact of Local Plan related traffic on the Strategic Road Network (SRN) within Cornwall and the transport related content within the Allocations DPD. The assessment work carried out to support the Local Plan is proportionate and has been agreed to be appropriate at this stage. *It should be noted that both parties accept that more detailed modelling and assessment may be required as and when individual planning applications come forward.*

NOTE: This statement of common ground has been drafted and agreed subsequent to a meeting between CC and Highways England (and their respective consultants) on 11/09/17. The purpose of the meeting was to discuss Highways England's Regulation 19 representation to the DPD. Therefore this statement provides an updated position from the Regulation 19 representation.

## Traffic Modelling to Date

The transport evidence developed to date to support the wider Local Plan consists of the following:

### 1. Cornwall Town Models - covering 13 towns in Cornwall

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| <ul style="list-style-type: none"> <li>■ Penzance</li> <li>■ Helston</li> <li>■ Hayle</li> <li>■ Camborne, Pool, Illogan, Redruth (CPIR)</li> <li>■ Falmouth</li> <li>■ Truro*</li> <li>■ Newquay</li> </ul> | <ul style="list-style-type: none"> <li>■ St Austell</li> <li>■ Liskeard*</li> <li>■ Bodmin*</li> <li>■ Bude*</li> <li>■ Launceston</li> <li>■ Saltash</li> </ul> |
|--|--|

*Some of these towns have developed their own Neighbourhood Plans or are covered by separate DPDs and are therefore not included in the wider allocations DPD. These are marked with an asterisks in the above list. It is*

agreed that the models for Helston, Falmouth, Newquay and Bude are of no relevance to HE due to the distances of the towns from the strategic highway network. With the exceptions of Hayle and Launceston, it is further agreed that the impact of development traffic on the strategic highway network, in terms of the traffic flow uplifts forecast to arise on key links, can be examined adequately through the county-wide strategic model and through individual junction models. As a result HE has no further interest in the models for the remaining towns for the purposes of the DPD.

2. County-wide Strategic Model – SATURN strategic model focussing on the Strategic Road Network (SRN). The base model has been re-validated to 2015, and the forecast models include the latest Local Plan allocations (as adopted in November 2016).

*Whilst this model is not fully WebTAG compliant, the modelling methodology has followed DCLG guidance set out in 'Transport Evidence Bases in Plan Making and Decision Taking'. This states that assessments should 'adopt the principles of WebTAG' and that 'for most Local Plan assessments the full methodology recommended will not be appropriate'. A proportionate approach has therefore been adopted which is aligned to WebTAG principles.*

*The methodology used to develop the updated 2015 strategic model and to produce future year traffic forecasts was agreed in advance. The levels of development traffic and background traffic growth included within the model are agreed to be reasonable. It is agreed that the updated 2015 model is suitable for the use of assessing traffic flow uplifts likely to arise from cumulative development allocations. The model is however at a strategic level and there may be additional, updated or more local evidence that highlights additional improvement needs associated with individual developments. These would be examined as part of the normal development planning process and are not considered relevant for the purposes of the DPD.*

3. Based on evidence from the Strategic Model or other sources (e.g. Transport Assessments for local developments), detailed modelling using either LinSig or ARCADY/PICADY has been carried out for the following key SRN junctions. It is agreed that the modelling carried out is adequate to assess development impacts at the following junctions

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|---|--|
| ■ Chy-An-Mor Roundabout (A30, Penzance) | ■ Pennygillam (A30, Launceston)        |
| ■ Newtown Roundabout (A30, Penzance)    | ■ A30/A388 Tavistock (A30, Launceston) |
| ■ Station Road, St Erth (A30, St Erth)  | ■ Dobwalls (A38, Dobwalls)             |
| ■ St Erth Roundabout (A30, St Erth)     | ■ Island Shop (A38, Liskeard)          |
| ■ Treswithian (A30, Camborne)           | ■ Stoketon Cross (A38, Saltash)        |
| ■ Highgate Hill (A30, Newquay)          |  |

4. Further detailed modelling has been carried out at Carkeel (A39, Saltash – existing LinSig model, with HE preparing microsimulation model to examine current improvement scheme, with traffic flows checked against County-wide Strategic SATURN Model) and at Loggans Moor (A30, Hayle - CC microsimulation model).

The following reports summarise the results from each of the modelling workstreams listed above.

- Cornwall Town Models – Town Strategy Notes (various dates)
- Strategic Model Design Report (March 2016)
- Local Model Validation Report (March 2016)
- Strategic Model Forecasting Report (April 2016)
- County Wide Strategic Model – Models and assignment result maps dated November 2016. Supplementary V/C Figures and model updates in November 2016.
- Hayle Town Model – Memo: Cornwall Local Plan Modelling (January 2017)
- Cornwall Local Plan Model Update (April 2017)

In addition, HE has prepared its own, internal junction modelling in order to confirm the work carried out by CC. Based on this, HE agrees with the conclusions set out below.

## Transport Impact on the SRN

HE Regulation 19 representation stated: *“To date it has been established that the quality and capacity of infrastructure is not sufficient to meet traffic forecast demands and work is currently underway to establish necessary infrastructure requirements of the plan. Plans are therefore not in place to provide land and infrastructure necessary to support current and future levels of development as required by the NPPF”.*

As an update on the 11/09/17 and in subsequent correspondence, it was agreed that the traffic modelling undertaken to date indicates that, with mitigation, the transport impact of the allocations set out within the DPD can be successfully accommodated on the SRN within Cornwall. In order to achieve this, mitigation schemes have been identified at the following junctions

- Chy-An-Mor Roundabout (A30, Penzance)
- Newtown Roundabout (A30, Penzance)
- Station Road, St Erth (A30, St Erth)
- St Erth Roundabout (A30, St Erth)
- Loggans Moor (A30, Hayle)\*
- Pennygillam (A30, Launceston)
- Island Shop (A38, Liskeard)\*
- Stoketon Cross (A38, Saltash)\*
- Carkeel (A38, Saltash)\*

These junctions have been identified based on either the work outlined in points 1-4 above, or from additional information, such as Transport Assessments, etc.. Those junctions identified through additional information are highlighted with asterisks. Outline designs have been developed and agreed in principal for each of the above junctions.

HE Regulation 19 representation stated: *“Until the evidence base is complete Highways England is not in a position to confirm the scale of cost of the necessary highways interventions in all cases or if all parts of the SRN likely to be impacted have been identified”.*

On the 11/09/17 the following was agreed:

*Whilst detailed design work will be required prior to any implementation, these schemes are agreed in principle as being of a scale suitable to mitigate the impact of development traffic at these junctions. These junctions are considered to be those with the greatest potential for impact from the allocations included within the DPD. These were agreed at the meeting held on 13/01/2016 on the basis of proximity of junctions to allocations and the anticipated effects of planned major schemes, i.e. Temple to Higher Carblake and Chiverton to Carland. It is possible that additional funding will be required in order to implement these improvements, but CC has a strong track record of securing funding, either through developer contributions or through opportunities such as the Growth Deal, etc..*

*No other junctions have been assessed so although it is not anticipated that development impacts will arise at other junctions that require mitigation, HE reserves the right to request improvements relating to individual planning applications and / or implement strategic level improvements to the SRN at other locations. CC will support such improvements as appropriate.*

## Transport Strategy for Hayle

Hayle is currently served by two accesses from the strategic road network (A30) at Loggans Moor Roundabout to the east of the town, and St. Erth Roundabout to the west. The Causeway currently provides a route into Hayle town centre from St. Erth Roundabout. Environmental assessment work has established that the Causeway is likely to experience flooding and resultant damage in future years due to predicted sea level rises. Modelling has demonstrated that temporary closures from flood events and possible repairs could start to become an issue around 2035. It is therefore unlikely that this will become an issue within the life of the DPD. However as we are almost half way though the current plan period, there is a need to ensure that this long-term eventuality is planned for and anticipated.

Traffic modelling has therefore been undertaken for Hayle to investigate a limited number of future scenarios without the Causeway, and with a possible new A30 junction at Tolroy or High Lanes to the south of Hayle.



*It is recognised that based on the modelling to date, the Council has concerns on the ability of the local road network to accommodate the level of growth with just one junction access to Hayle. Therefore it is agreed that further work is required in order to investigate the ability of the local and strategic road network to accommodate traffic movements in the event that the causeway is closed but without a replacement A30 access point. This work is necessary in order to establish the need for a new A30 junction. In the event that a permanent single access to Hayle from the A30 will not provide acceptable long term access to Hayle, a new access from the SRN will be required if flooding of the Causeway does become an issue. Initial feasibility work suggests that Tolroy or High Lanes would be the most likely locations for this new access in terms of connectivity to Hayle. Either of these would require alterations/improvements to both the Strategic and the local highway network. It is agreed that the need for or the exact location or detailed design of any new junction does not need to be determined at this stage. In the interim however, any new development must not stifle the ability to deliver an additional junction in either of these locations. Other options are to be investigated, but in the interim the proposals set out in the Allocations DPD represent an appropriate position to take, to safeguard the ability to deliver one of the options currently known to CC and HE. CC and HE agree to monitor the situation and work together to identify and develop long-term solutions.*

### **A30 Carland to Chiverton**

HE Regulation 19 representation raised concerns around traffic impacts on the A30 in relation to timescales for delivery. On 11/09/17 it was agreed that dualling of the A30 between the Carland Chiverton is important to maintain the performance of the A30 and facilitate development to the west of this section. Whilst it is likely to be undertaken within the period covered by the DPD, there is no fixed timescale for its delivery. Depending on how quickly the DPD housing levels are delivered, there may be a need for minor, interim improvements before full dualling is completed. This is being examined jointly by CC and HE under a separate process.

*It is agreed that CC and HE will continue to work together to monitor and address this situation as required. This issue does not affect HE's overall acceptance of the DPD.*

### **Crowlas, Newtown and St Erth**

HE Regulation 19 representation raised concerns around traffic impacts on the A30 through Crowlas which to date had not been analysed by Cornwall Council. On 11/09/17 the following was agreed that the Strategic Model and HE's own work have identified future traffic increases on the A30 west of the St. Erth Junction, through villages such as Crowlas, Newtown and St Erth. HE are currently examining the performance of this part of the A30 through the *A30 St. Erth to Newtown Study*. This is currently underway (Stage 2 of 4 at the time of writing). To date, this has identified a series of localised, small-scale improvements to address local concerns. It is agreed that the traffic impacts identified are not allocation specific and therefore, HE and CC will work together to identify long term solutions for this section of the A30.

Furthermore, it is recognised that capacity concerns at the Newtown roundabout relate to one arm of the junction relating to the local road network, but it is recognised that with proposed improvements to the junction there would be no issues within the Strategic Road Network at that location.

*It is agreed that this is not an issue that would affect the DPD process.*

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