Technical Memorandum

Land to the Western Boundary of Eggborough

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Prepared for:	[redacted]	Prepared by:	[redacted]	Reviewed / approved by:	[redacted]

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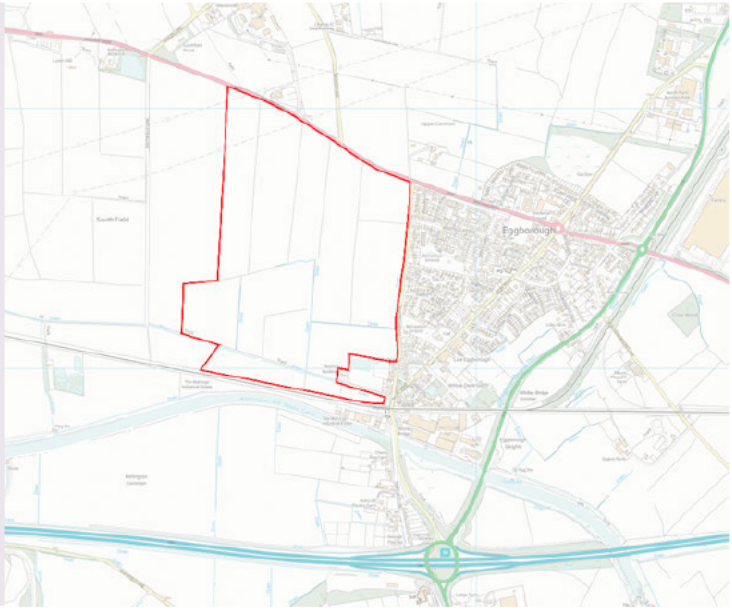
Headline summary

Planning outcome

*The recommendation to National Highways is **Holding recommendation**. Further information is required (as identified below).*

Site location



Technical summary

- The modal share targets for car driver are overly ambitious and inconsistent with mode share targets used to derive the Business as Usual and Vision-Based trip generation;
- While we recognise that the Applicant is proposing a range of measures within the Travel Plan [TP], National Highways would suggest that a revised baseline and targeted modal share is presented that is representative of the scale and location of the Site, rather than Selby District as a whole. We would expect this to be accompanied by a clear methodology for how the modal share figures have been derived;
- Written evidence needs to be submitted to demonstrate that both NYC and Wakefield District Council [WDC] have accepted the list of committed development;
- Once a revised modal split is agreed between the Applicant and National Highways, the baseline modal split should be used to derive the Business-as-Usual trip rates, using the agreed person trip rates; and,
- Once a revised target split is agreed between the Applicant and National Highways, the baseline modal split should be used to derive the Business-as-Usual trip rates, using the agreed person trip rates.
- No major issues detected with the modelling work undertaken.

1 Overview

1.1 On behalf of National Highways, the Jacobs Systra Joint Venture [JSJV] has undertaken a review of planning application reference ZG2023/1037/EIA. The following information has been provided and is the subject of this review:

- Response to National Highways Comments;
- Notes of Meeting; and,
- Residential travel Plan.

1.2 On the basis of this review, this JSJV Technical Memorandum [TM] comments on the suitability of the information with discussion provided in relation to the details relevant to understanding the impacts of the proposals at the Strategic Road Network [SRN].

2 Development proposals and site location

2.1 The development proposal comprises of the following:

- 1,500 new residential units to be delivered in phases by 2048, with approximately 945 within the Local Plan Period to 2040, with a minimum of 20% affordable units and inclusive of 14 independent living units for older people or those with learning disabilities and 70 extra care units;
- A two-form entry (2FE) primary school plus nursery (although the option also exists for a three-form entry (3FE primary school on an existing site);
- A local centre to include community and local shopping facilities, comprising:
- 4,000 sqft (c.370 sqm) food shop;
- 4,000 sqft (c.370 sqm) non-food retail likely to be split into 2 or 3 separate units;
- Accessible green space; and
- Enhancement to the Whitley Bridge Railway Station, including a new station gateway.

2.2 The site lies approximately 0.6km north of M62 Junction 34 and this can be seen in the figure on page 1.

3 Previous Reviews

3.1 A meeting took place between i-Transport [iTP], JSJV, National Highways and Banks Group [the Applicant] in August 2024 to re-establish discussions regarding the live planning application (ref: ZG2023/1037/EIA), and discuss matters raised in JSJV's previous review [TM02], issued to the Applicant and i-Transport on 24 July 2024. The subsequent 'Response to National Highways' submitted by iTP and the Applicant will form the basis of this review.

4 Vision

4.1 JSJV previously suggested that it should be clarified whether data contained with the Vision Development Note is from the 2011 or 2021 Census. iTP state that the various data included within the development vision is drawn from 2011 census including the journey purpose, modal split and age profile of the existing resident population within the Selby 010 MSOA.

4.2 <u>As was agreed at the meeting in August 2024, the use of 2011 Census data is an appropriate approach for this case.</u>

4.3 <u>Furthermore, based on the evidence that has been submitted JSJV would consider point 13 of the response to National Highways, regarding the inclusion of the local centre within the vision for the proposed development to be agreed.</u>

5 Travel Plan

5.1 Within JSJV's previous review, a number of matters were highlighted within the Travel Plan [TP] that required further information. iTP has since submitted an updated TP and Public Transport Strategy [PTS], which JSJV would note has been accepted by North Yorkshire Council [NYC].

5.2 JSJV previously suggested that further Local Plan [LP] evidence should be submitted to illustrate how the Site is or can be made sustainable, how the proposed development is likely to follow the preferred housing mix set out in the LP and illustrating how Whitley Bridge Train Station can be made more sustainable.

5.3 iTP state that as the live planning application for the proposed development is in Outline, the housing mix need not have any bearing on the trip generation for the proposed development, however, the Applicant will provide a LP policy compliant housing mix. JSJV would suggest this approach is appropriate.

5.4 iTP state that the Applicant is in conversation with NYC's rail delivery team regarding the *'emerging business case to introduce enhances passenger transport services at Whitley Bridge Station".* As part of the development proposals, the Applicant proposes to support the future enhancement of Whitley Bridge Station through the *"dedication of land that will enable Network Rail to provide an enhanced gateway to the station, envisaged in the Local Plan site requirements".*

5.5 National Highways are supportive of this approach although acknowledging iTP state that the TP and Transport Assessment [TA] do not rely on enhanced rail services.

6 Measures

6.1 JSJV previously suggested that the measures proposed within the TP, that focussed on improving footway / cycleways within the site's boundaries and 'in filling' bus timetables, did not sufficiently address concerns regarding the accessibility of the Site.

6.2 The revised TP details a number of off-site active travel and public transport improvements in order to address this:

- Dedicate land to Network Rail in order to support the future enhancement of Whitley Bridge Station (as above);
- Development of a public transport strategy;
- Footway / Cycleway improvements to Whitley Bridge Station;
- Footway / Cycleway improvements along A645 Weeland Road;
- Footway improvements to Kellington Lane / Westfield Avenue bus stops; and
- Pedestrian/cycle crossing improvements at Kellington Lane, including zebra crossing south of the Kellington Lane access and a raised table crossing immediately south of A645 Weeland Road.

6.3 In addition to the above and in light of recent discussions with NYC, potential pedestrian improvements are also being considered at the A645 Weeland Road / Selby Road roundabout on the northern arm.

6.4 JSJV welcomes the measures proposed, however, we would suggest that these are not likely to be sufficient to achieve the significant shift in modal share from the 2011 Census data for Selby MSOA 010 (as has been proposed).

7 Monitoring

7.1 JSJV previously suggested that monitoring requirements should only cease when there is sufficient evidence for all parties to be sure that the travel patterns of the development are in line with the objectives of the TP.

7.2 The monitoring strategy within the revised TP has been updated as follows:

"Additional travel surveys will then be undertaken by the TPC every second year from the anniversary of the baseline survey (i.e. Years 3, 5 and 7 etc.) to assess the success of the Travel Plan measures…

The Residential Travel Plan is a continuous process requiring monitoring, review and revision to ensure that it remains relevant. This section sets out the strategy for monitoring and review over a seven-year period."

7.3 Considering previous discussions with the Applicant and NYC, JSJV would suggest that the revised monitoring strategy is appropriate.

8 Mode Share

8.1 JSJV previously requested that a revised baseline and target modal share should be presented that is reflective of the proposed measures alongside a clear methodological explanation.

8.2 A revised baseline and target modal share have been proposed within the TP's revision and is presented below.

Table 1 – Proposed Baseline and Target Modal Share

Mode of Travel	Multi Modal Split (%)		
	Baseline	Target	Difference
Walk	13%	16%	+3%
Cycle	2%	3%	+1%
Car Driver	54%	39%	-15%
Car Passenger	25%	26%	+1%
Bus	5%	8%	+3%
Rail	1%	1%	0%
Work from Home	-	5%	+5%
Internal to Site	-	2%	+2%
Total	100%	100%	0%

8.3 JSJV would reiterate their previous concerns regarding the significant variance between the proposed baseline modal share compared with the 2011 Census data for Selby MSOA 010.

Table 2 – Baseline and Target Modal Share

Mode of Travel	Multi Modal Split (%)		
	Baseline	MSOA Selby 010	Difference
Rail	1%	2%	-1%
Bus	5%	2%	+3%
Car Driver	54%	84%	-30%

Car Passenger	25%	6%	+19%
Cycle	2%	2%	0%
Walk	13%	4%	+9%
Work from home	0%	0%	0%
Internal to Site	0%	0%	0%
Total	100%	100%	0%

8.4 Having analysed the journey to work data, JSJV would suggest that there are significant material differences between the Census 2011 Journey to work data and the proposed baseline modal shift. JSJV would suggest that the large shift in modal split for car drivers is not reflected within the proposed measures. JSJV would note that private car trips will only reduce if suitable and practical sustainable travel measures are provided as part of the development. JSJV would also note that DfT Circular 01/2022 requires that:

- Developments in the right places and served by the right sustainable infrastructure delivered alongside or ahead of occupancy must be a key consideration when planning for growth in all local authority areas; and
- The company expects development promoters to enable a reduction in the need to travel by private car and prioritise sustainable transport opportunities ahead of capacity enhancements and new connections on the SRN. For residential-led developments, due consideration should be given to home and street layouts, broadband infrastructure, safe and secure cycle parking, and access to local amenities and open space in support of these aims, while mobility or micromobility hubs should be provided in larger schemes. In addition, high-powered and open-access EV chargepoints should be installed where developments include on-street or communal parking to support the government's objective to end the sale of new conventional petrol and diesel cars/vans by 2030 and HGVs by 2040, and its commitment to decarbonise transport by 2050.

8.5 Consequently, JSJV would reiterate that a revised baseline and target modal share is required, that is reflective of the scale and location of the development in addition to the measures proposed and is accompanied by a clear explanation of the methodology used.

9 Committed Developments

9.1 JSJV previously suggested that the committed development list should be agreed with NYC and Wakefield District Council [WDC].

9.2 iTP state that both WDC and NYC have been consulted regarding the planning application and neither council has queried the list provided and hence, iTP and the Applicant consider that they consequently understand the list to be accepted.

9.3 During the meeting in August 2024, National Highways advised three further sites that may need to be considered and provided information on these planning applications for iTP to review in consideration with M62 Junction 34:

- The former coal yard at Ferrybridge (23/00100/HYB);
- An updated consent at Knottingley Power Station – previous consent (13/03079/DCO) currently included; and,
- The Axiom development at M62 J32 (22/02485/HYB).

9.4 JSJV would suggest that written evidence needs to be submitted to National Highways to demonstrate that both LPA's have accepted the list of committed development.

10 Trip Rates and Trip Generation

10.1 iTP has proposed three separate trip rates within their assessment considering different scenarios:

- Business as Usual – taken directly from TRICS and accepted by NYC;
- Projected – calculated based on TRICS Guidance Note *'On the Practical Implementation of the Decide & Provide Approach'*, setting out a methodology for projecting potential future trip rates, based on historical data within TRICS;
- Vision Based – based on the effectiveness of the interventions and assess what their expected impacts would be on achieving the vision

Residential - Business as Usual (BAU)

10.2 JSJV previously suggested within the scoping review that iTP should combine the NYC person trip rates with Selby MOSA 010 mode share data to derive the multi-modal trip generation of the residential element of the proposed development.

10.3 In order to derive the BAU trip rates, iTP have applied multi modal split that has been estimated as a total of all journey purposes within the Selby District, obtained from TEMPro, to the agreed person trip rates proposed by NYC.

Table 3: NYC agreed person trip rates

	AM Peak Period (08:00 – 09:00)			PM Peak Period (17:00-18:00)		
	Arr.	Dep.	Two-way	Dep.	Arr.	Two-way
Business as Usual (agreed)	0.183	0.754	0.937	0.635	0.260	0.895

10.4 iTP has applied multimodal splits that have been estimated of all journey purposes within the Selby District obtained from TEMPro.

Table 3: NYC agreed person trip rates

Mode	Selby Local Authority (Base)	
	AM Peak	PM Peak
Walk	14.6%	11.8%
Cycle	1.6%	1.9%
Car Driver	50.9%	56.7%
Car Passenger	25.9%	25.0%
Bus / Coach	5.6%	3.4%
Rail	1.4%	1.3%
Total	100.0%	100.0%

10.5 The above modal split figures don't appear to be supported by sufficient evidence to demonstrate how they could be achieved in reality, compared to the modal split figures for the MSOA in which the site is located.

Residential - Projected Trend Trip Rates

10.6 JSJV would reiterate our previous analysis regarding the proposed projected trend trip-rates, although we acknowledge the analysis of projected trend trip rates and the evidence provided, JSJV would suggest that this approach does not consider multi-modal trip generation. Therefore, JSJV would consider this approach to be backward-looking rather than forward-thinking, and not consistent with the required vision-based approach to transport assessments set out in paragraph 48 of Circular 01/2022. The approach makes it difficult to incorporate sustainable travel targets as required within an accompanying Travel Plan.

10.7 JSJV would suggest that this scenario is not appropriate for the assessment and the two scenarios of business as usual and vision based.

Residential – Vision-Based Trip Generation

10.8 Paragraph 9.7.24 of the TA states that

> *"Based on the content of the strategy articulated in Section 7.0 it is considered reasonable to assume that it will be possible to achieve further reductions in the number of trips generated by the site by c.5%, compared to the current trends in trip rates, as well as reducing the modal split by c.5-7% in the peak hours for single occupancy car drivers…*
>
> *The predicted development generated car trips in 2040 have been determined using all journey purposes within TEMPro for Selby 010 MSOA, which results in 62% car trips in the AM peak and 65% in the PM peak. An analysis of the vision-based trip rates therefore considers a car trip proportion of 55% in the AM Peak and 60% in the PM peak".*

10.9 JSJV would query the material differences between the 'vision-based' modal share predictions for car drivers being 55% in the AM and 60% in the PM, in comparison to the proposed modal share targets discussed above (Table 2).

10.10 A vision based assessment is supported in principle but the Applicant must ensure that sufficient evidence is submitted to demonstrate that the vision can be realistically achieved.

10.11 <u>JSJV would subsequently reiterate their request that the modal share targets are revised and made consistent with the trip generation assessment. We would then expect the revised modal shift targets to be applied to the total person trip rates forecasted to derive the 'vision-based' trip rates.</u>

Primary School Trip Generation

10.12 JSJV suggested that a decision concerning the potential for the existing Whitley and Eggborough Community Primary School to be expanded should be confirmed before any trip rates and trip generation for the primary school can be agreed upon.

10.13 Following the meeting in August, it was agreed by all parties that alternative assessment of on-site school provision is not warranted at this stage and that therefore JSJV considers the primary school trip rates presented in Table 4 below to be appropriate.

Table 4: Primary School trip generation

	AM Peak Period (08:00 – 09:00)			PM Peak Period (17:00-18:00)		
	Arr.	Dep.	Two-way	Dep.	Arr.	Two-way
Primary School	21	17	38	8	11	19

11 Trip Distribution

11.1 As per the previous review, both the residential and education trip distributions presented in the TA are considered appropriate.

12 Assessments

12.1 JSJV would withhold detailed commentary on the results of the assessment until the deficiencies regarding the vision based and business as usual trip generation are addressed.

13 Background Traffic Growth

13.1 JSJV previously suggested that the Applicant should confirm which version of TEMPro has been used to calculate the background traffic growth, with JSJV recommending that the latest TEMPro dataset 8.1 should be used to obtain the growth factor for the impact at the SRN.

13.2 Within the response to National Highways, iTP has completed an analysis comparing various TEMPro datasets, including version 8.1 scenarios in order to assess the appropriateness of the background traffic growth data used in the assessment.

Figure 2: Traffic Growth Comparisons

Dataset and Scenario	AM Peak Period	PM Peak Period
Dataset 72 – TEMPro Version 7.2c (Table 9.5 of TA)	**1.0096**	**1.0080**
Dataset 80 – TEMPro Version 8.1 – Core Scenario	0.9968	0.9956
Dataset 80 – TEMPro Version 8.1 – Behavioural Scenario	0.9440	0.9435
Dataset 80 – TEMPro Version 8.1 – High Economic Scenario	0.9988	0.9973
Dataset 80 – TEMPro Version 8.1 – Low Economic Scenario	0.9973	0.9896
Dataset 80 – TEMPro Version 8.1 – Regional Scenario	0.9952	0.9940
Dataset 80 – TEMPro Version 8.1 – Technology Scenario	0.9959	0.9947

13.3 JSJV would agree with iTP's analysis and subsequent conclusion that the use of the Dataset 72 – TEMPro version 7.2c (Table 9.5 of TA) presents a robust scenario for assessment.

13.4 Within the previous review, it was suggested that the NTM dataset for the NTM Traffic Growth Calculations should be stated. iTP have stated that the NTM dataset used within the TA is RTF 2018 Scenario 1 – Reference 2015 – 2050, which was the latest version when the TA was carried out. JSJV would suggest that this is appropriate.

13.5 JSJV also previously suggested that the Applicant should explicitly state how many jobs and households were subtracted form the Future Year assumptions. iTP has presented the land-use related growth that has been excluded from the assessment to account for committed developments at M62 Junction 34.

Figure 3: Land-Use Related Growth – Selby Local Authority (2022-2025)

	Base HH[1]	Future HH	HH Subtraction	Base Jobs	Future Jobs	Job Subtraction
2022-2025	38,533	39,482	-949	39,350	39,699	-349

[1] HH = Households

13.6 JSJV would withhold detailed commentary on the appropriateness of the reduction until the list of committed developments is confirmed by NYC and WDC.

14 Modelling Review

14.1 An audit has been carried out on the following model:

M62J34 - Mitigation EB Slip Signalised Rev A.lsg3x

14.2 This review follows on from a previous review completed on 7th Feb 2024.

14.3 The accompanying model checking sheet contains more detailed information on the technical components of the model, however, the review has highlighted no major concerns.

14.4 There is a slight issue in that the roundabout layout is a concentric layout and this means that it is difficult to represent lane changes within the roundabout, therefore while its ok at the moment, any change to the lane marking should be accompanied with a review of the connectors in any future modelling.

14.5 The results suggest that the lane utilisation through the roundabout for the A19 south to north is an issue, in that previously, this was in the inside lane of the NB circulatory, and because the signals don't change the concentric line marking layout, the exit to the A19 northbound becomes the outside lane.

14.6 The solution to this is to modify the exit for the A19 northbound to account for the introduction of the signals becoming a 2 lane to 1 exit merge. This is what the modelling results are suggesting is required to make the signals an effective capacity intervention.