



Sunderland Core Strategy and Development Plan 2018

Joint Position Statement

(In advance of Memorandum of Understanding)

The purpose of this Joint Position Statement (JPS) is to establish the position of Sunderland City Council (the Council) and Highways England regarding the evidence base supporting the Core Strategy and Development Plan (CSDP) and the infrastructure improvements required to mitigate the CSDP within its plan period.

The JPS demonstrates the continued co-operation between both parties and identifies that we are in agreement and share a common goal of ensuring the evidence base and proposed mitigating highways improvements are robust. These include putting in place 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 the Development Plan proposals; and support the continued operation and functionality of the SRN.

Background

The Council and Highways England have worked closely throughout the preparation of the CSDP.

In July 2018, the Council received representations from Highways England in response to the Pre-Submission Draft Core Strategy and Development Plan. Within the response, Highways England expressed concerns with the transport evidence base accompanying the plan and not the specific provisions set out in the policies, including the A19 junction improvements identified in Policy SP10 Connectivity and Transport Network and the accompanying Infrastructure Delivery Plan. Highways England highlighted their intention to continue to work with the Council, to ensure that the safe and efficient operation of the SRN is maintained and would be capable of supporting the CSDP's development and growth aspirations.

Following Highways England's response to the Local Plan there has been ongoing dialogue between both parties. A chronology of joint working between Highways England and the Council is available as part of the Council's Duty to Co-operate Statement (SD.11). This has included the provision of evidence and sharing of modelling data and proposed details of mitigation schemes for the SRN. Recommendations were received from Highways England regarding the Saturn modelling work prepared by Capita and incorporated to strengthen the

evidence base. Highways England has also conducted an assessment of new housing and development site numbers using figures provided by the Council. The impact of these numbers and associated development trips on the SRN has been assessed using the GraHAM trip distribution and Aimsun traffic modelling tool.

Further to the open dialogue identified above, Highways England submitted a letter to the Council in December 2018 (SD.8k pages 14-44) withdrawing their objection. Based on the Aimsun modelling work, three significant schemes have been identified as being required by 2028 (10 years from commencement date of the Development Plan) to address issues primarily identified in the AM peak hour period. These mitigation schemes are:

1. Wessington Way junction - A19 southbound lane gain, widen to 3 lanes in each direction on Wessington Way East, signalise Ferryboat Lane junction and change lane designations, change to lane designations on northbound off slip;
2. Chester Road to Doxford Park – A19 north and southbound lane gain / lane drop; and
3. Doxford Park junction – Segregated left turn from A690 west to A19 north.

Further schemes, which are yet to be identified in detail, are required to mitigate the full plan period to 2033. Highways England and the Council are continuing to work together to identify these schemes in partnership.

Sunderland Strategic Transport Corridor (Phase 4) is a major scheme being promoted by the Council, which incorporates measures to improve the junctions of A19 / A1231 Wessington Way and A1231 Ferryboat Lane. These significant junction improvements are required in order to control and manage traffic flow on the LRN in the vicinity of the Wessington Way junction, with the intention of helping to better manage traffic flows on the SRN. The Council and Highways England are currently working in partnership to identify the most effective layout for the scheme at the A19 / A1231 junction.

In advance of the full delivery of the above-named schemes, the need for interim measures has been identified as required by 2023. Changes to lane designations on the northbound off slip to Wessington Way are required and considered to be easily deliverable. The A19 / A690 Durham Road junction at Doxford requires the delivery of an interim scheme. Funding for this scheme has already been secured by the Growth and Housing Fund through collaboration and support from Highways England. This scheme will be delivered prior to 2023. The volume of traffic accessing the A19 at the Doxford Park and Chester Road junctions is a problem which requires the full 2028 mitigation package, however this would be difficult to fund and deliver by 2023. To address this requirement, improvements to key routes in Sunderland including the A690, A183, B1405 are proposed to help alleviate this issue by promoting these routes for local trips rather than utilising the A19 between the A183 and A690 junctions. When the impacts of these improvements are modelled as part of further partnership working, amendments to schemes at the Wessington Way and Doxford Park junctions may be required relative to those identified in December 2018 (outlined above).

Current Position

Highways England recognises the role of the Saturn strategic transport model informing the Capita Sunderland Local Plan: Assessment of Transport Impacts evidence base, underpinning the CSDP (SD.51, SD.52 & SD.53). As stated previously, to provide a detailed and robust assessment of future growth along the A19 corridor through Sunderland, Highways England has utilised housing and development site numbers provided by the Council in February 2018, to establish the scale of intervention needed to mitigate the plan.

From the evidence available and the assessments carried out to date, it is agreed that there is a package of junction improvement schemes which already have funding allocated that will help reduce the impact of the CSDP on the SRN that are acceptable to both Highways England and the Council. These measures are identified in Table 1 below. The first two schemes are to be funded through the Roads Investment Strategy, however the A19 Downhill Lane scheme will be subject to the granting of a Development Consent Order by PINS. The third interim scheme has funding through Highways England's Growth and Housing Fund.

Table 1: Junction Improvement Schemes (Committed Schemes tested in all modelling scenarios)

1	A19 Testo's junction in South Tyneside
2	A19 Downhill Lane junction near the boundary with Sunderland
3	A19 / A690 Doxford Park junction interim scheme

In addition, Highways England is continuing to model the impacts of the development identified in the CSDP with the above committed junction improvement schemes in place and has established that the mitigation schemes presented in Table 2 will be required by 2028, in order to adequately mitigate the impact of the increase in traffic on the SRN.

Table 2: Additional SRN scheme improvements to mitigate traffic on the SRN

	Mitigation Scheme	Status/ Delivery	Lead Org	Infrastructure costs/funding
1	Changes to lane designations on the northbound off slip to Wessington Way	Feasibility	Highways England/ SCC	Available funding source to be determined, though low cost
2	Improvement to A19 Wessington Way junction, including upgrade to off slip roads, widening of A1231 to east of junction and upgrade to Ferryboat Lane junction	Feasibility	Highways England / SCC	Major Road Network Fund / Available source of funding to be determined

3	Improvement to Chester Road junction	Feasibility	Highways England / SCC	Available source of funding to be determined
4	North and southbound widening of A19 between Chester Road and Doxford Park	Feasibility	Highways England/ SCC	Available source of funding to be determined
5	Major scheme at Doxford Park junction	Feasibility	Highways England/ SCC	Available source of funding to be determined

In addition to these schemes, further partnership working between the Council and Highways England is currently underway to identify and model the additional schemes needed to mitigate the plan to 2033. This focuses on those measures which account for the interaction between the SRN and the LRN in Sunderland, including:

- LRN improvements that seek to enhance the benefits of the New Wear Crossing and provide an alternative to the A19 bridge over the River Wear
- A new road bridge over the A19 in North Sunderland to be delivered through the IAMP TWO Development Consent Order

The outcome of this work will be to establish a delivery plan of short, medium and long-term measures to be implemented within the plan period which will be agreed between the Council and Highways England and outlined in a Memorandum of Understanding.

In addition to the SRN junction and highway mitigation schemes identified in Tables 1 and 2, and with reference to the need to consider the interaction between strategic and local trips in and around Sunderland, a series of LRN highways mitigation schemes have been identified, to encourage the relocation of local trips onto the LRN to minimise use of the A19 corridor between the A19/A1231 and the A19/A690 junctions (Table 3). LRN improvements will improve the flow of journeys and travel times and will be delivered by the Council's Highways function. These are identified on a separate plan showing mitigation measures and the funding strategy for the planned SRN / LRN schemes.

Table 3: LRN Scheme Improvements

	Mitigation Scheme		Status/ Delivery	Lead Org	Infrastructure costs/_funding
1	A690 Durham Road	A690 Improvement Corridor MOVA/UTMC Bus Strategy	2028	SCC	Transforming Cities Fund

		A690/B1286 Board Inn Junction (TCF) Traffic Signal Scheme with MOVA/UTMC	2028	SCC	Transforming Cities Fund
		A690 North Moor Lane Junction Bus Priority Junction with additional capacity. (Potential signalisation)	2028	SCC	Transforming Cities Fund
		A690 Grindon Lane Junction and Bus Gate Traffic Signal Upgrade with MOVA/UTMC	2028	SCC	Transforming Cities Fund
		A690 Prospect Junction Traffic Signal Upgrade with MOVA/UTMC	2028	SCC	Transforming Cities Fund
2	B1405 Springwell Road / Holborn Road / European Way	A183 / Springwell Road / Holborn Road Junction Signalisation with MOVA/UTMC and widening scheme	2023	SCC	Transforming Cities Fund
3	A183 Chester Road	A183 Greenwood Road Replace roundabout with Traffic Signals with UTMC/MOVA	2028	SCC	Developer / SCC
		A183 Grindon Lane	2028	SCC	SCC / LTP
4	Washington Road / North Hylton Road	Washington Road / Hylton Lane	2023	SCC	SCC/ LTP
		Washington Road / Craigavon Road	2023	SCC	SCC / LTP
5	Sunderland Strategic Transport Corridor (SSTC) Phase 4	A1231 Ferryboat Lane Junction Improvements	2028	SCC / Highways England	Major Road Network Funding

The proposed schemes outlined in Tables 2 and 3, are those which have currently been identified to mitigate the cumulative impacts of housing growth and economic development in Sunderland to 2028. As stated previously, further work is ongoing to identify the schemes which will be required to mitigate the impacts of the plan on the SRN to 2033. Further work is also required to specifically identify the phasing of improvements and the quantum of development that can be accommodated on the SRN prior to the improvements being required.

To ensure the deliverability of SRN and LRN mitigation schemes within the plan period, several funding sources will be accessed by the Council and Highways England where available, including future Road Investment Strategies, North East Local Enterprise Partnership Local Growth Fund, Local Transport Fund, Housing Infrastructure Fund, Sunderland City Council Capital funding and developer S106 contributions. Whilst this list is not exhaustive, other funding streams made available during the lifetime of the CSDP, will be explored and accessed by both parties to deliver the necessary mitigation schemes.

Future Work

The JPS reaffirms the ongoing cooperation and joint working between the Council and Highways England and identifies an agreed way forward regarding the management and delivery of mitigation scheme improvements to the SRN and the LRN and future development over the plan period of the CSDP.

Further work between the Council and Highways England is currently being undertaken to identify the schemes needed to mitigate the plan to 2033, the phasing of the highways mitigation schemes and quantum of development that can be accommodated on the SRN within the plan period. On completion of this work, a delivery plan of short, medium and long term measures to be implemented within the plan period will be agreed between the Council and Highways England, and outlined in a Memorandum of Understanding between the two parties.

Both parties will continue to work together to determine the priority and timescales for delivery of the highways mitigation schemes to ensure they fully support the development aspirations of the CSDP and that the phasing of strategic and local highways schemes is linked with the quantum of development delivered by the Plan. Traffic flows on the A19 in Sunderland will be monitored periodically against the delivery of development in the plan to ensure that the Infrastructure Delivery Plan remains relevant to changing conditions within the lifetime of the plan.

Whilst the phasing of highways mitigation schemes is still to be finalised, we consider that this JPS should provide the necessary reassurance to the Planning Inspector that based on the approach to delivery of transport measures outlined above, the development proposed within the Plan can be accommodated on the SRN without resulting in any severe residual impact to the road networks.

Signature:



Date:

17/5/19

Sunderland City Council

Signature:



Date:

17/5/19

Highways England