

A19 Downhill Lane Junction Improvement

Scheme Number: TR010024

**7.18 Written Submission of Applicant's case
put orally at Issue Specific Hearing 2 on 16th
October 2019**

Rule 8(1)(k)
Planning Act 2008
Infrastructure Planning (Examination Procedure)
Rules 2010

Infrastructure Planning

Planning Act 2008

The Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009

A19 DOWNHILL LANE JUNCTION IMPROVEMENT

The A19 Downhill Lane Junction Development Consent Order 202[]

WRITTEN SUBMISSION OF APPLICANT'S CASE PUT ORALLY AT ISSUE SPECIFIC HEARING 2 ON 16TH OCTOBER 2019

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A19 DOWNHILL LANE JUNCTION SCHEME

WRITTEN SUMMARY OF APPLICANT'S ORAL SUBMISSIONS

ISSUE SPECIFIC HEARING TWO ON 16 OCTOBER 2019 AT THE MECURE NEWCASTLE GEORGE WASHINGTON HOTEL, NEWCASTLE UPON TYNE

1 Introduction

- 1.1 This document summarises the case put by Highways England (**the Applicant**) in relation to the A19 Downhill Lane junction scheme (**the Scheme**) at the Second Issue Specific Hearing (**ISH2**) which took place at the Mercure George Washington Hotel, Newcastle upon Tyne, NE37 1PH on 16 October 2019, at 10:00.
- 1.2 In what follows, the Applicant's submissions on the points raised follow the agenda for the ISH2 set out in the Examining Authority's (**ExA**) agenda published on the Planning Inspectorate website on the 8 October 2019.
- 1.3 Where, during the hearing, the Applicant committed to consider an issue further and provide a written update, these are either embedded at the relevant part of this document under the heading "post hearing note", or appended to this document.

2 Agenda Item 1 – Welcome, introduction and arrangements

- 2.1 Tom Henderson (**TH**) introduced himself as a solicitor from BDB Pitmans (**BDBP**) and lead advisor to the Applicant. TH was accompanied by the following members of the team for the Applicant who would make submissions at the ISH2:
 - 2.1.1 Phil Emison (**PE**), Senior DCO Lead and Project Manager, Costain;
 - 2.1.2 Thomas Howard, Senior Project Manager, Highways England;
 - 2.1.3 Jeremy Parr (**JP**), Landscape Architect, Jacobs
 - 2.1.4 Michael Robinson (**MR**), Delta Simons Environmental Consultants, EIA Lead; and
 - 2.1.5 Matthew Sinnett (**MS**), Transport Modelling Lead, Arup.
- 2.2 Representatives from South Tyneside Council (**STC**), Sunderland City Council (**SCC**) and IAMP LLP introduced themselves to the ExA.
- 2.3 The ExA stated that he wished to discuss transport matters before environmental effects. This document therefore deviates from the agenda as published on 8 October 2019.

- 2.4 The ExA noted the receipt of documents from the Applicant on 15 October 2019: a cover letter, a Statement of Common Ground (**SoCG**) with the Environment Agency (TR010024/APP/7.9) and a SoCG with Town End Farm Partnership (**TEFP**).
- 2.5 TH updated the ExA on two documents: the ES addendum would be withdrawn, and that the Applicant's intention is for an updated version of the Interrelationship with Testo's Junction, A1 Birtley to Coal House Schee and IAMP document (**IRD**) to be submitted at Deadline 3. TH provided an update on the SoCG with the various parties: the Environment Agency SoCG and the TEFPP SoCG had been received by the ExA; and the joint STC and SCC SoCG (TR010024/APP/7.12) and the IAMP SoCG (TR010024/APP/7.10) were progressing positively. The Applicant hoped that the STC and SCC SoCG will be completed for Deadline 3, and that the IAMP SoCG will be submitted shortly after Deadline 4 as IAMP must go through internal governance procedures to sign off the SoCG.
- 2.6 TH updated the ExA on discussions with local residents following the Open Floor Hearing (**OFH**) on 15 October 2019.
- 2.6.1 First, having spoken to the attendees of the OFH, there was no question of whether the individuals had been consulted as part of the statutory consultation, nor the section 56 notification process. The specific issue raised related to the notification of the hearings. Under Rule 13(6), the Applicant was required to publish the notice in at least one local newspaper, conspicuous locations around the site and post and maintain a notice of the hearing in one or more places where public notices are usually posted in the area. The Applicant complied with these requirements and would note that, in addition and above and beyond the statutory requirements, the hearings were contained in the Testo's newsletter circulated in the local area and three local newspapers (rather than the required minimum of one).
- 2.6.2 Second, the Applicant would note that no new issues were raised which relate to the Downhill Lane Scheme that are not already before the examination. TH noted that a number of the issues raised at the OFH arise in connection with the implementation of the A19 Testo's scheme rather than this scheme.
- 2.6.3 Third, the Applicant thought it would be helpful to comment on the nature of the meeting referred to by Mr Wylie at the OFH. The meeting was chaired by the Applicant's Community Liaison Officer for A19 Testo's, and was attended by members of the local community and STC. The purpose of that meeting was to discuss a number of matters, including the issue of HGV movements during the construction of A19 Testo's. TH clarified this meant HGV traffic not related with construction of Testo's. TH noted that STC has acknowledged that there is a need to address traffic issues on Downhill Lane and was considering Traffic Regulation Orders to address this, specifically weight restrictions on Downhill Lane. At the time of the ISH2, there was a sign in place stating that Downhill Lane was not suitable for HGVs, although the use was not legally restricted. The ExA confirmed that the sign on Downhill Lane had been observed at the Accompanied Site Inspection on 15th October 2019.
- 2.7 TH said that the Applicant will keep the ExA informed on these issues throughout the process and that the submissions above, as well as the wider speaking notes which form the basis of the Applicant's submissions at ISH2, will be provided to the ExA by Deadline 3.

3 Agenda item 2 - Relationship between the Proposed Development and Other Major Proposals

- 3.1 TH updated the ExA on the IRD and stated that MR would address any questions on the assessment of cumulative effects, whilst PE would lead on any page-turn of the IRD.
- 3.2 PE provided a general update: the timing of Downhill Lane runs from the start of the examination until the preliminary meeting, and that the timing for Testo's confirms the start of the Scheme. The latest delivery plan has been published by Highways England. There has been a slight tweak to the timings and some amendments have been agreed with the IAMP team which will come forward in due course. PE reiterated that these were minor matters. The outcome of the current and future hearings will be considered and the Applicant will provide further information should the ExA require. Substantively, the detail on the IRD overlaps have not changed, and this is a live matter that depends on when the Scheme starts on site and the need for continued collaboration with the local authorities, including construction phasing and traffic management. PE explained that flexibility secures the requirements and that the Applicant has an established practice through a monthly traffic management forum with wider stakeholders. PE offered to walk through the IRD, but noted that there are minimal amendments to date. With respect to Section 2 of the IRD, PE confirmed that IAMP will speak to their revised delivery timings, and that there are no further amendments from the Applicant.
- 3.3 With respect to paragraph 1.1.1 of the IRD, TH addressed the interrelation between the statement that Highways England's application must be deliverable in their own right and the justification for the Scheme. TH referred to the Planning Statement [TR010024/APP/7.1], The Road Investment Strategy 2015 (RIS), local planning policy, the Statement of Reasons [TR010024/APP/4.1], and the table of compliance with the RIS in the Planning Statement. TH referred to the Transport Assessment (TA) [TR010024/APP/7.4] for traffic matters. TH said this is part of the ISH2 agenda and will be discussed in due course. The underlying theme is that there is strong policy support for the scheme, and it will facilitate regional and local development, including the IAMP scheme. TH emphasised that the Scheme is not just to facilitate IAMP TWO. The Scheme currently supports IAMP ONE, which is already consented, and is needed for IAMP TWO. It has supported by the RIS, and is needed to unlock economic growth in this part of the United Kingdom.
- 3.4 With respect to paragraph 1.1.3 of the IRD, MS referred the ExA to the Traffic Assessment and the traffic modelling to break down the growth-led justification for the Scheme. These define a number of scenarios, and within each one there are a number of assumptions: the opening year being 2021; that all of IAMP ONE is in operation; and that at the design year, IAMP TWO is in operation.
- 3.5 MS stated that there is no precise way of breaking down the need for the Scheme into the existing problems or problems arising out of IAMP ONE or TWO in any direct way, as the scenarios have 'background traffic growth' built in. There is no like-for-like assessment available. Broadly speaking, the Scheme would ease the current traffic congestion during the Nissan shift times and it would remove safety issue for cars on the A19 mainline without IAMP. The Scheme would allow IAMP ONE to operate, and without the Scheme IAMP ONE could not operate on the same shift pattern as Nissan. Shift alignment is vital to allow IAMP to work in accordance with Nissan's just-in-time delivery requirements.
- 3.6 Thomas Howard reassured the ExA that, despite the economic and political changes since the RIS's publication, such factors have been considered as there is a delivery plan that was updated in July 2019 which provides for the Scheme's construction to begin. It remains a Highways England and

Department for Transport commitment. TH stated that this document can be made available to the ExA. Thomas Howard said that the delivery plan is updated on an annual basis. The RIS refers to IAMP, and at the point of drafting IAMP was not split into IAMP ONE and TWO. The Scheme is still relevant to the RIS description.

[Post hearing note: the 2019 Delivery Plan can be viewed at the following link, see pages 24 and 55 in particular:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/818656/Delivery_Plan_2019-20.pdf

- 3.7 TH noted that the ExA may not have been aware that the Scheme application had been delayed in order to update the traffic modelling in line with the IAMP project.
- 3.8 With respect to paragraph 1.2.2 of the IRD, TH stated that that the prospect of Nissan shift pattern changes does not affect the Scheme, but TH offered to explore the effect on the traffic assessment if requested.
- 3.9 Regarding broader considerations on changes to Nissan's model production in Sunderland, TH informed the ExA that the Applicant has acknowledged this at paragraph 1.2.2 of the IRD. TH further stated that the lost model production will be in part offset by recent growth in electric vehicle production, and that the other two vehicle models will remain.
- 3.10 MS said that the Nissan announcement last week refers to shift pattern changes, and that the night time shift is being withdrawn with workers placed on the two day time shifts. The case of the Scheme is predicated on the 7 o'clock arrival day-time shift, and that is the 'peak hour' that has caused the most problems at the junction.
- 3.11 TH stated that the Applicant will prepare a written submission for deadline 3 to address the high level questions that the ExA raised regarding the traffic assessments for the scheme, in the context of Nissan and the IAMP development.

[Post hearing note: this document is appended to this document at Appendix 1].

- 3.12 It was emphasised that the Applicant has not had official communication from Nissan concerning the shift changes, meaning the Applicant is reacting to media reports just as the ExA is.
- 3.13 TH clarified the land references at paragraph 3.2.3 of the IRD by stating that the plans were appended. The ExA sought further explanation of the cross hatching on the plans at Appendix D as he wanted to understand what is required for IAMP TWO.
- 3.14 PE stated that the Applicant sought to use the most recent IAMP TWO consultation plan, and IAMP LLP have collaborated in the production of the IRD plan. The geometry of the highway has been designed so the two schemes can dovetail, and there are other overlaps at Washington Road. It is clear in the IAMP SoCG that the overlaps are understood and that the two parties are working together to address them. PE clarified that the pink area within the proposed IAMP TWO permanent land area bounded by the orange line is where the highways tie in. The green is temporary land.

3.15 TH emphasised that the next revision of the IAMP SoCG will address the Scheme overlaps and interface of the land, but that the ongoing discussions with IAMP LLP concern only minor residual matters. TH confirmed that paragraphs 3.2.5, 3.4.5 and 3.5.6 of the IRD address the same points with respect to land assembly.

3.16 TH stated that the Applicant does not believe any other projects need to be considered

4 Agenda item 3 – Transport Assessment

4.1 TH directed the ExA's questions to MS. MS summarised the transport arguments, and he referred to section 1.5 of the TA which describes the existing junction. Nissan operates on shift patterns, and the changeover of shifts there results in severe traffic congestion at the junction. The proposed IAMP developments will also require access to the junction, and will exacerbate the existing problems at shift changes. MS directed the ExA to paragraph 1.8 of the TA which concerns traffic flows. It shows there is significant queuing at the shift change over, which can be up to 30 minutes each before 7 o'clock. MS turned to section 2.7 of PS which represents the scheme objectives, namely to: improve journey times, improve network reliance and time reliability, improve safety, maintain local access and provide for strategic traffic, future economic growth and improve provision for non-motorised road users. The objective for future growth is key, which is required in the RIS, which was published by the DfT in 2015. The RIS referenced A19 Downhill Lane improvements to facilitate local economic growth, including IAMP. The RIS also included the Testo's scheme and considered the two schemes physically connected, as the Testo's scheme includes new link roads to Downhill Lane. MS said that the two need to be assessed alongside one another, including transport and environmental statement matters.

4.2 MS explained that six options were taken through an environmental assessment and technical appraisal. The Applicant conducted a non-statutory consultation in order to present the emerging preferred Option (Option A), obtain feedback and also provide details of the discounted options (Options B to F). The Applicant looked at a variety of topics including: environmental features, traffic forecasts, traffic movements, how the Scheme could be constructed, value for money, cost and budget, required land take and the effect on communities. MS stated that full details of the transport modelling methodology were contained within Chapter 3 of the TA; specifically, the ExA was directed towards Section 3.1 of the TA.

4.3 Section 3.1 of the TA describes that the modelling for the Scheme, which is a 2-stage process:

4.3.1 The impact of the Scheme on traffic flows and journey times is informed by an extensive strategic modelling exercise undertaken in support of the traffic, economic and environmental assessment of the Scheme;

4.3.2 This strategic model informs an operational model of the Scheme which details the anticipated junction performance.

4.4 MS stated that the strategic model is informed by Transport Analysis Guidance (**webTAG**), which is used to compare the 'With Scheme' or 'Do Something' case to a 'Without Scheme' or 'Do Minimum' situation. IAMP is also taken into account in these models. MS referred to paragraphs 3.6 and 3.7 of the TA which detail how IAMP have been included in the assessment. MS explained that IAMP will be delivered in two phases: IAMP ONE is assumed to be developed before 2021; and IAMP TWO is assumed to be developed after 2022, and to be operational after 2026. MS said that IAMP ONE was

granted planning permission in Summer 2018 [***Post hearing note: it was subsequently clarified in the hearing that planning permission was granted in May 2018***], as such it is classified as 'Near Certain' for the purpose of the traffic model. An application for IAMP TWO to the Planning Inspectorate is now expected in 2020. This development has therefore been classified as 'More than Likely' for the purposes of the traffic model and is included within the scheme modelling.

- 4.5 MS returned to the option developing process, where he referred the ExA to paragraph 3.2 of PS, particularly 3.2.4. MS then briefly described the option assessment. Paragraph 3.3 of PS sets out the holistic reasons for rejecting the other options. Options A to E were all found to provide sufficient capacity within the assessment scenarios. The 'left turn lanes' provided in Options B, C and D represented over provision as the roundabout provided in Option A was shown to provide sufficient capacity for the anticipated traffic flows. Option F did not meet Scheme objectives, as it does not provide sufficient additional highway capacity.
- 4.6 MS referred the ExA to paragraph 3.4 of the PS. Option A was announced as the Preferred Route in June 2017. The outline layout is shown at Figure 3.7 of the PS. This option was chosen as assessments which informed the Preferred Route Announcement concluded that the proposed design (Option A) performed best of the overall options as it provided the greatest improvement for road users, significantly eases congestion and provides the best value for money. Nearly 70% of respondents to the Preferred Option agreed with it. MS directed the ExA to section 4.7 of the TA which summarises the performance of the proposed Scheme in traffic terms. The forecast assignments show that there is an increase in demand at the junction, due to the opening of the IAMP and traffic growth. In the morning peak period between 06:00 and 07:00, total junction traffic grows by 60% with the Scheme in place in the design year compared to existing flow levels. Without the Scheme the growth in traffic cannot be accommodated, and causes significant extra delay at the Downhill Lane junction. Moreover, it will maintain access for local traffic, improve the safe operation of the A19, provide additional capacity and allow for anticipating growth in key employment sites. MS referred the ExA to paragraph 2.7 of the PS.
- 4.7 With respect to paragraph 1.5.1 of the TA and the need for the junction being driven by the Nissan shift change, MS said that the results of the traffic assessment show that the total at the peak hour (06:00 – 07:00), there is a flow rate of approximately 1,500 vehicles. Congestion at this time leads to safety concerns on the A19 mainline. With IAMP ONE in place, the flow rate would increase to 2,200, and IAMP TWO would take that total to 2,500 vehicles. Without the Scheme, the existing problems would remain, and congestion would appear elsewhere on the network, and the likelihood of accidents on the A19 increase.
- 4.8 Whilst acknowledging again that Applicant will put forward a written submission to answer the address the different high level questions put forward by the ExA (**see Appendix 1**) TH set out some high level preliminary observations:
- 4.8.1 it was correct to observe that the Scheme is planning to address a peak in congestion, but in that respect it is no different to many other road schemes;
- 4.8.2 Figure 2 from the TA was shown on the screen to demonstrate that there was more than one daily peak in traffic that were sought to be addressed;

- 4.8.3 as for options other than making an intervention in the road network, the Applicant was not familiar with any controls on Nissan's planning permission in terms of traffic management. For IAMP ONE, there is a highways operational management plan (HOMP) in place. This is a matter controlled by SCC, but does not affect the need for the Scheme;
- 4.8.4 the Scheme represents the best option in terms of the interventions available.
- 4.9 The ExA asked, with respect to the shift offset for IAMP ONE, whether the HOMP gives the highways authority control over traffic, and whether this would be secured in the DCO. TH stated that the HOMP is secured through the IAMP ONE planning permission and does not need to be dealt with in the DCO. The Applicant clarified, with reference to paragraph 3.11 of the TA, that the provisions in the current HOMP are temporary but, as the sections sets out, some form of HOMP will carry forward depending on the characteristics of the network at that time.
- 4.10 MS stated that the reference to "15 minute intensive bursts" at paragraph 4.2.12 of the TA is a modelling reference. The strategic model covers hourly periods. To accurately model the detail of the delay, one needs to look at the detailed 15 minutes period to model the true impact in terms of the delay.
- 4.11 MS stated that table 20 of the TA tries to look at typical journeys to and from Nissan and IAMP. This best illustrates the impact of the Scheme, so the table does not reflect all journeys through the junction but those to and from Nissan and IAMP. SCC confirmed they were happy with the methodology.
- 4.12 MS said that queries regarding the journey numbering at Table 22 of the TA will be clarified, as he believed it was a mistake. They should all be 1-4. The applicant confirmed that this will be reviewed and clarified at Deadline 3.
- [Post hearing note: this has been corrected in an amended version of the TA. This has been submitted by the Applicant with the suite of documents under the covering letter dated 29 October 2019 for Deadline 3]***
- 4.13 MR said that he would discuss Chapter 13 of the Environmental Statement (ES) [TR010024/APP/6.1] and the issue of journey times during his statement under Agenda Item 4, but, for now, the current junction allows people to leave the junction heading south down the A1290, and then turn off on to Downhill Lane (west). The proposed Scheme provides for widening of the approach lane and at the roundabout junction, which requires a layout that physically prevents a right hand turn. This will involve a journey down the A1290 and to turn back. MR stated the ES assumed the safest point, as per the highway code, is about a 1km to the nearest roundabout. MR said it is not for the Applicant to assume any drivers will complete a u-turn at a nearer point. As such, those extra journeys for those getting into Downhill Lane (west) were modelled.
- 4.14 PE said that this is principally a matter of highway safety, as the judgement was that the right turn is a hazard to a large number of users exiting the junction and the stationary right turning traffic. PE emphasised that safety is the priority, and that it is a design matter that is causing that impact. The number of those who are at risk from a vehicle turning right is far greater than the volume of traffic taking the right turn.
- 4.15 With respect to the table at 13.24 of the ES, which shows predicted changes in journey times, MR discussed the large changes predicted in the right hand columns as a percentage for some of those

journeys. MR said that those journeys, if IAMP TWO did not come along, are correctly reported, but those effects are on the few vehicles users who access between Downhill Lane (east) and Downhill Lane (west). MR confirmed that the same point applied to paragraph 13.6.87 of the ES. With respect to ES Table 13.27, the ExA noted that in the paragraphs following the number of journeys table, there is no reference to journeys 4, 6 and 9 when the stress level is identified as high. MR said this is because the baseline and do minimum stays high, so there is not considered to be a change. MR would come back with written confirmation of this point.

[Post hearing note: The Examining Authority is directed to paragraph 13.6.117, in Volume 1 of the ES (TR10024/APP/6.1 / APP-020), which states: "Other journeys within the study area would not be affected by the predicted increases in traffic associated with the Scheme. As a result, driver stress conditions would be the same as those experienced in the 2036 do-minimum scenario, which represents no change." It is on this basis that only Routes 2 and 7 are explained.]

5 Agenda Item 5 – Environmental Effects

- 5.1 With respect to air quality, MR said that he would take away the question regarding the distribution of the blue and purple 10 receptors at Appendix F to the Applicant's Response to ExA's Written Questions at Deadline 2.

[Post hearing note: The receptors are spread out as the assessment results relate to the changes in pollutant concentrations as a result of the traffic emissions as a result of the scheme, which are not limited to just the Scheme itself but to the wider road network. The pollutant concentrations at receptors consist of scheme contribution together with background pollutant concentrations, which are higher in some locations than others due to existing sources (e.g. the Nissan factory to the south). This is reflected in the below line from paragraph 6.6.8 in Volume 1 of the ES.: "The highest concentrations were predicted at receptors to the south of the Scheme, but concentrations levels relate to a higher background concentration, rather than an effect from the Scheme in place."]

With regards the spread of the top 10 receptors along Washington Road, these were due to:

- 5.1.1 **Likely local air quality pollutant increases associated due to traffic queuing or slow movements around key junctions (Washington Road and Ferryboat Lane) and on the A19 slip roads.**
- 5.1.2 **Multiple receptors with the same value, so a sample were selected for the short-list top ten to represent the spread of these properties along Washington Road.**

In this context the ExA is referred to the Applicant's response to ExQ1.2.1 in the Applicant's Responses to ExA Written Questions (TR10024/APP/7.13) where the approach to the identification of air quality receptors is further explained. That response makes clear the basis for the identification of receptors is compliant with DMRB HA207/07.]

- 5.2 At figure 6.1 of the ES and the Applicant's Response to the ExA's written question 1.2.1 [TR010024/APP/7.13], MR clarified to the ExA that the red and green colours reflecting the road networks are within the yellow area. MR said he would provide a plan with greater detail.

[Post hearing note: the more detailed version of the plan is included as Appendix 2 to this document]

- 5.3 TH confirmed that the SoCG and the related Side Agreement with STC and SCC are close to completion and the Applicant hopes to have them both concluded by deadline 3. With respect to construction noise, PE confirmed that mitigation is secured in the CEMP which also sets out the commitment to record a baseline prior to the commencement of construction, and if a complaint does come forward, HE will manage it in accordance with the HE's complaints procedure in consultation with the relevant local authority as required.
- 5.4 TH stated that the low noise road surfacing commitments made in the ES would be secured in the DCO via the requirement to tie the detailed design to the preliminary design through the engineering drawings. He committed that the Applicant would check the relevant documents to understand if this was clearly reflected in the documents and would report back during ISH3.
- 5.5 PE clarified that, with respect to noise disturbance during construction, it is the understanding of the Applicant that The Chalet was assessed as part of the ES but will not be occupied during construction. In addition, Usworth Cottages have been acquired by IAMP. The ExA acknowledged that IAMP LLP had confirmed this to be the case on the Accompanied Site Inspection.
- 5.6 TH stated that, as far as he is aware, the Environment Agency has not been asked question 1.12.3 of the ExA's written questions because the SoCG has now been signed. TH would follow up on this. TH confirmed that the Environment Agency was content with the Applicant's response to its relevant representations (9), and the SoCG has been signed.

[Post hearing note: the Applicant can confirm there have not been any WFD status assessment since the 2016 version. The Environment Agency's Catchment Data Explorer is the industry accepted web-based data sharing system for sharing WFD status information and still presents data only up to and including 2016. For completeness, at the ExA's request, the Applicant contacted the EA to ask whether an update has been provided. On 28th October 2019, the EA confirmed that no further WFD assessments for the River Don have been undertaken since 2016. The draft WFD classifications for cycle 3 (2021 -2027) will be published in December 2019.

A Water Framework Directive Assessment of the River Don was published in March 2019 for IAMP Ltd to inform the Preliminary Environmental Information Report as part of the IAMP TWO DCO application consultation. We have reviewed a copy of this assessment, kindly provided by IAMP LLP, and confirmed it cites the same WFD status assessment for the River Don. In this context, the Applicant would refer to the final Statement of Common Ground with the EA which states "it is agreed that the flood risk assessment (FRA) and Water Framework Directive compliance assessment have been carried out using a methodology appropriate to the scale and nature of the Scheme. The assessments take account of recent reports issued by the Environment Agency with respect to the River Don catchment and clarifications on new flood risk mapping by IAMP LLP..."

6 Agenda item 6 – review of issues and actions arising

- 6.1 The ExA and TH confirmed the actions arising for HE:

- 6.1.1 updating the IRD;
- 6.1.2 additional submissions on high level questions regarding traffic assessments;
- 6.1.3 address the ExA's ES queries regarding journey times, Water Framework Assessment and air quality receptors;
- 6.1.4 provide clarifications to tables in the TA; and
- 6.1.5 consider the securing of low noise road surfacing in the dDCO.

7 Next steps

- 7.1 No comments were made on this point.

8 Close of hearing

- 8.1 No comments were made on this point.

APPENDIX 1

ADDITIONAL SUBMISSIONS ON TRANSPORT ASSESSMENT

1 Introduction

- 1.1 This note is produced by Highways England (**the Applicant**) in response to the transport related questions raised by the Examining Authority (**ExA**) during Issue Specific Hearing Two (**ISH2**) held on 16 October 2019.
- 1.2 The ExA asked the Applicant to consider how a series of high level questions and policy considerations, relating to the Transport Assessment (**TA**) and how surrounding proposals, might impact the A19 Downhill Lane junction improvement (**the Scheme**).
- 1.3 The questions asked by the ExA form the bold headed sections of this note.

2 How does the junction perform under current traffic conditions?

- 2.1 The operation of the existing junction is discussed in detail in section 1.8 of the Transport Assessment (**Application Document Reference: TR010024/APP/7.4**). The most notable problems at the Downhill Lane junction are caused by the arrival of traffic for the daytime shift at Nissan. This shift change occurs at 07:00 resulting in significant queuing on the A19 slip roads between 06:15 and 06:45. As the queue extends beyond 250m, it causes traffic to become stationary on the nearside lane of the A19 northbound mainline resulting in a significant road safety issue.
- 2.2 Queueing occurs at other times of the day, such as on the A1290 west approach as traffic exits the Nissan Plant at different times throughout the afternoon and early evening. The ExA is referred to Figure 2 in the Transport Assessment (page 5) which shows the flow rate throughout the day.

3 Is the purpose of the Scheme needed to alleviate current congestion or create capacity to allow for future economic growth, or both?

- 3.1 The purpose of the Scheme, as specified within the RIS1 for the 2015/16-2019/20 Road Period is to support local plans for an International Advanced Manufacturing Park (IAMP) to the north of the existing Nissan Plant. These proposals are set out in the adopted Joint IAMP Area Action Plan (AAP). To be able to do so successfully, the current congestion needs firstly to be alleviated, and secondly additional capacity needs to be provided.
- 3.2 The Applicant also refers to section 5 of the Planning Statement (document reference: TR010024/APP/7.1) which sets out how the Scheme is supported and required in line with national, regional and local policy. Appendix A of that document sets out how the Scheme is compliant with the National Networks National Policy Statement. In this context, the Applicant would refer to its response to ExQ1.4.9 in the Applicant's Responses to ExA Written Questions (document reference: TR010024/APP/7.13).

3.3 Whilst the scheme is being brought forward to support local plans for an IAMP, the scheme also significantly improves access from the A19 to the A1290 corridor and therefore supports wider policy relating to economic growth within the local authorities Local Plans. The corridor provides access to three primary employment areas within Sunderland, namely Nissan, Turbine Park and Hilthorn Farm¹. Without the Scheme, any further local growth in this area would be constrained. The suitability of this corridor as a location for regionally significant employment growth is highlighted by the decision to develop the IAMP in its proposed location. The reasons for this are discussed further below in response to question 8.

4 Is the Scheme designed to address 'peak' times?

4.1 Yes, the Scheme is designed to address the peak times as it is during these times that the congestion and safety issues noted above occur. It is also at these times that the demand for additional trip making associated with the future economic growth is anticipated to occur. This is standard practice for highway improvement schemes which are designed to accommodate peak traffic flows in a design year (typically 15 years after scheme opening). In most cases the peak flows occur in the traditional morning (08:00-09:00) and evening (17:00-18:00) peak hours, although in instances where substantial leisure traffic is on the network during other periods then schemes may be designed to provide sufficient capacity for these flows.

4.2 As noted within paragraph 3.11.12 of the Transport Assessment (**Application Document Reference: TR010024/APP/7.4**) IAMP intend to impose a Framework Travel Plan which will be supplemented by detailed travel plans for each unit occupier. The travel plan for each unit will need to include measures for modal shift to reduce single car occupancy. Measures will incentivise travel by walking, cycling and public transport. The traffic modelling undertaken is based upon trip rates from the IAMP ONE transport assessment which themselves were measured from an existing development in the area, namely Unipres. Unipres was identified as an operation associated with, and a supplier to, Nissan. As Nissan and the other businesses that are presently accessed from the Downhill Lane junction, such as Unipres, all have travel plans currently in place then the trip rates used within the modelling account for the effect of travel plans.

4.3 Travel plans reduce the impact of car travel through encouraging people to consider changes to one of a number of elements: their need to travel, their mode of travel, their time of travel, or the route that they use. In this instance their need to travel and time of travel is fixed by the nature of the shift working that is typical of manufacturing plants. The ability of employees to change route in this instance is limited to either the A19 Downhill Lane Junction, or the A1231 / Nissan Way junction to the south. This alternative route also suffers from congestion at peak times, and the resultant congestion on both routes is the result of all drivers distributing themselves on the network such that the congestion at each access is balanced. Successfully encouraging trips by modes other than private car requires a mixture of facilities to encourage the use of other modes, or punitive measures that make car travel less attractive.

4.4 In any event, the local highway authorities will consider appropriate conditions for forthcoming development, but it is also worth bearing in mind that there is limited ability to apply additional travel

¹ Sunderland City Council Core Strategy and Development Plan 2015-2033 - Policy EG1

plan restrictions to developments once they have been consented. In relation to background growth, and known developments, these travel plans have already been accounted for in the traffic model.

5 How will the junction perform during the opening year?

5.1 Two scenarios have been considered within the Transport Assessment (**Application Document Reference: TR010024/APP/7.4**) for the opening year. In both opening year scenarios, it is assumed that IAMP ONE will be operational. This is in accordance with WebTAG which states that projects under construction are "near certain" and therefore must be considered in the traffic assessments.

5.2 The two scenarios considered for opening year are as follows:

5.2.1 Scenario TA1 assumes that the dualling of the A1290 has not been completed, and therefore the IAMP ONE operates with a one-hour shift offset.

5.2.2 Scenario TA2 assumes completion of the A1290 dualling, and the removal of the one-hour shift offset.

5.3 In Scenario TA1 the flows with and without the Scheme are similar as the demand is constrained by the one-hour shift pattern offset (refer to Table 18 of the TA). Delays at the junction would be anticipated to be similar in both cases (see Table 19 of the TA), at a level which is equivalent to that currently experienced. However, the operational assessment discussed in section 4.3 of the TA shows that whilst the delays are mostly associated with the two-to-one lane merge on the A1290 exit, the resultant queues at the junction are contained within the slip roads (para 4.3.11 of the TA) due to the additional storage capacity provided by the scheme. As the queues would not be anticipated to extend onto the A19 mainline, it would address the current road safety issue at this location. In effect, the Scheme delivers benefits assuming IAMP ONE and Nissan are operational.

5.4 Within Scenario TA2, with the A1290 dualling in place and the one-hour shift pattern offset removed flows increase due to the additional demand. Without the Scheme flows increase by an additional 84 vehicles, whilst significant delays are experienced on both A19 slip roads and on Washington Road due to the limited capacity of the existing junction. With the Scheme in place flows increase by an additional 644 vehicles, whilst delays are reduced to negligible levels. It is concluded that Scheme successfully accommodates the demand associated with the existing and proposed (IAMP ONE) traffic and would allow the one-hour shift offset to be removed (subject to / based on the assumptions at paragraph 3.11.12-13 in the Transport Assessment).

6 What is the interrelationship between the Scheme and other scenarios/developments in traffic terms?

Scenario / Development	Certainty ² of development in traffic terms	Relationship between Downhill Lane Junction Scheme and the scenario / development	Any other measures other than junction upgrade which would improve scenario / allow the development to come forward?
Current situation	N/A	There is existing congestion and are existing safety issues at the junction. Refer to question 2 above.	The dualling of the A1290 would be expected to partially relieve the current congestion but would not obviate the need for the Scheme. The Applicant's position on travel plans is set out in response to question 4 above.
IAMP ONE	Near Certain - (Project under construction)	The Scheme is required to provide capacity for IAMP ONE. Refer to question 5.	The dualling on the A1290 is included within Scenario TA2, but does not obviate the need for the Scheme. The Applicant's position on travel plans is set out in response to question 4 above.
IAMP TWO	More than Likely – (Development application within the consent process)	The junction is required to provide capacity for IAMP TWO.	The dualling on the A1290, and the Washington Road Bridge is included within Scenario TA3, both of which complement the Scheme but do not obviate the need for it.
Nissan shift changes announced in the press in October 2019	Near Certain (Intent announced by proponent to regulatory agencies. In this case based on the developer's press release). ³	Nissan has historically made changes to shifts as and when it needs to – to address market demand. The Applicant's qualitative judgment based on the press release discussed at ISH2 is that we would anticipate the need for the Scheme increases as a result of the shift changes as announced because the staff that are currently working on the withdrawn night time shift are being consolidated into the day time shift. This would increase congestion during the critical pre 7am arrival period, compared to the situation modelled.	None – see column 2.
Economic	The Core Scenario of the	The scheme and the linked	N/A

² Uncertainty Classification from TAG unit M4 Forecasting and Uncertainty, DfT May 2019

³ No official confirmation has been provided by Nissan to Highways England.

Scenario / Development	Certainty ² of development in traffic terms	Relationship between Downhill Lane Junction Scheme and the scenario / development	Any other measures other than junction upgrade which would improve scenario / allow the development to come forward?
Growth	traffic model is constrained by growth assumptions set out by Transport Analysis Guidance. The modelling anticipates growth within the adopted AAP, and the STC and SCC emerging Local Plans in line with WebTAG guidance.	road improvements nearby are needed to unlock the growth assumed in the Core Scenario.	

7 What is the Scheme's relationship with the A1290 dualling?

- 7.1 The DLJ scheme ties into the existing A1290 layout. The A1290 is proposed to be dualled as part of IAMP TWO's DCO application. In that circumstance, IAMP LLP would dual the A1290 and connect the new dualled scheme into the new DLJ layout.
- 7.2 As noted in question 5 above, the dualling of the A1290 is complementary to the Scheme. The dualling of the A1290 is necessary to allow sufficient local highway capacity and queue storage space to allow vehicles to access the Nissan and IAMP car parks. The Scheme is designed to provide the highway capacity to allow vehicles to exit the strategic road network and gain access to the A1290. In the absence of the A1290 dualling, the Scheme would still provide sufficient queue storage space to minimise the risk of fatal and serious accidents on the A19 mainline within the operation of the IAMP ONE HOMP.
- 7.3 It is important to emphasise that the Scheme is being brought forward in conjunction with planned improvements to the A1290 which, when taken together, will provide a step-change in capacity in this part of the road network.

8 Why is IAMP located where it is?

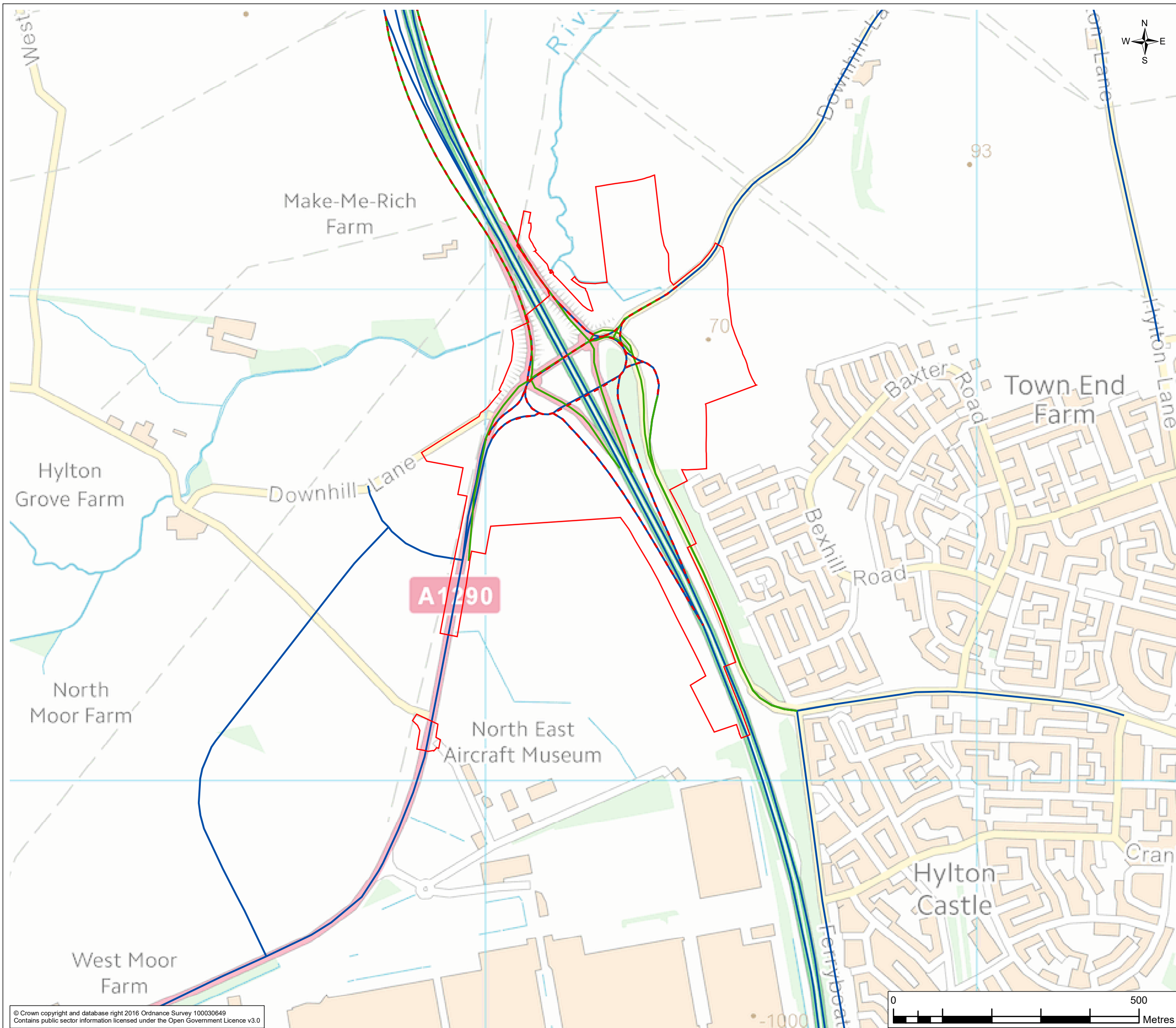
- 8.1 The North East Independent Economic Review concluded that the region has the potential to be an International Leader in Trade and a leading location for Investment. It highlighted a shortage of employment land and in particular 'market friendly sites'. Employment land reviews in Sunderland and South Tyneside have supported this position, highlighting that larger floorplate locations are a particular need - automotive and advanced manufacturing plants developed since 2010 in the area typically required sites between 5 and 12ha in size. The lack of large sites immediately available has meant that some projects have historically been turned away.
- 8.2 The locational criteria for an IAMP were identified as Site Size and Comprehensive Development, Adjacency, Strong Strategic Transport Links and Availability - a large site that can accommodate the large floorplates required by automotive, advanced manufacturing and offshore renewables sector

companies to maximise the proximity and agglomeration benefits which in turn attract International firms and build the 'local / UK based' supply chain.

- 8.3 Across the North East, whilst there are some large sites, there is a shortage of sites that fulfil all of the above locational criteria. This meant that to accommodate an International Advanced Manufacturing Park, then additional land would need to be found. The combination of size, adjacency to industry, in particular the Nissan plant and its supply chain, transport links – such as the A19 and links to the Ports of Tyne and Sunderland, access to skilled workforce and availability made the IAMP site identified within the IAMP Joint AAP the most suitable.
- 8.4 The IAMP Joint AAP was therefore brought forward on the land identified to north of the Nissan facility, to the east of the A19 with access to the strategic road network via the Downhill Lane junction. Following an Examination in Public, the Joint AAP was subsequently adopted by Sunderland and South Tyneside Councils in 2017.
- 8.5 The importance of the IAMP site for long term economic growth in the north east was reinforced by the Secretary of State's direction that it is a project of national significance.

APPENDIX 2

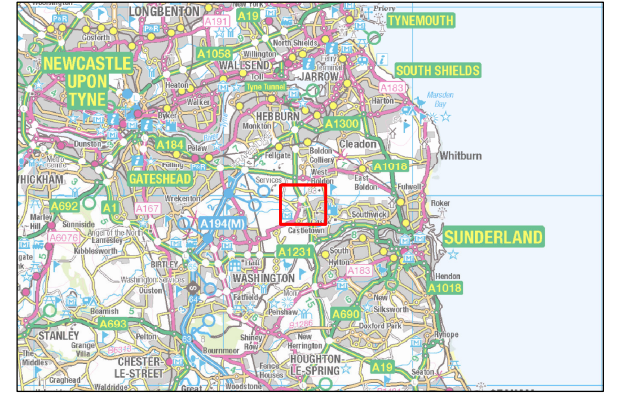
REVISED VERSION OF FIGURE 6.1 OF THE ES



ISH2 – Air Q

- Legend**
- DCO Boundary
 - Modelled Road Network
- Affected Road Links**
- Increase in traffic
 - Decrease in traffic

Note:
 1. See section 1.5 in document TR010024/APP/6.1 (Volume 6) and document TR010024/APP/7.5.



0	OCT 19	Application Issue	LT	AS	MR	GW
Rev.	Date	Purpose of revision	Drawn	Check'd	Rev'd	Appr'd



Client

Project
 A19 DOWNHILL LANE JUNCTION IMPROVEMENT

Drawing Title
 SUPPORTING DRAWING FOR ISH2 QUESTION AIR QUALITY AFFECTED ROADS

Drawing Status
 DCO SUBMISSION

Scale @ A3
 1:7,500 DO NOT SCALE

Jacobs No.
 B0140301

Drawing No.
 ISH2 – Air Q

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