

Land to the North of Junction 11, of M62,
Warrington

Transport Statement of Common Ground with National Highways

“Erection of a Motorway Service Area including Facilities Building, up to 100 bedroom Hotel, service yard, Fuel Filling Station, Electric Charging Station, parking facilities for each category of vehicle, access and internal circulation roads, structured and natural landscaping with outside amenity space/picnic space and dog walking zone, pedestrian and cycle links, boundary fencing, surface water drainage areas, ecological mitigation, pumping station(s), substation(s), retaining structures and associated infrastructure and earthworks.”

Application Ref: 2019/35726

i-Transport Ref: GJ/dc/ITM12377-016 R

Date: 15 November 2021

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SECTION 1 Introduction

1.1 This Document

- 1.1.1 This document is a Transport Statement of Common Ground (TSoCG) agreed between the Appellant (Extra MSA Group) and National Highways (formerly Highways England) which is the body responsible for the Strategic Road Network (SRN) including the M62 mainline and the on- and off-slips at M62 Junction 11¹.
- 1.1.2 It relates to an appeal against refusal of planning permission by Warrington Borough Council (WBC) (in its capacity as the Local Planning Authority) in respect of planning application ref: 2019/35726. Extra MSA Group is appealing this decision.
- 1.1.3 A Public Inquiry is to be held in Spring 2022.

1.2 Appeal Proposal

- 1.2.1 The site address is:

Land North of Junction 11, M62, Warrington.

- 1.2.2 The description of development is:

'Erection of a Motorway Service Area including Facilities Building, up to 100 bedroom Hotel, service yard, Fuel Filling Station, Electric Charging Station, parking facilities for each category of vehicle, access and internal circulation roads, structured and natural landscaping with outside amenity space/picnic space and dog walking zone, pedestrian and cycle links, boundary fencing, surface water drainage areas, ecological mitigation, pumping station(s), substation(s), retaining structures and associated infrastructure and earthworks.'

- 1.2.3 The Decision Notice confirming refusal of the application was issued on 17th June 2021.

1.3 Technical Submissions

- 1.3.1 A Transport Assessment (TA) (ref: ITM12377-002B R, dated 7 August 2019) and Staff Travel Plan (ref: ITM12377-004C R, dated 16 August 2020) were prepared by i-Transport LLP, on behalf of the Appellant, to accompany the planning application that is the subject of the current appeal process.

1.4 Structure

- 1.5 The remainder of this TSoCG sets out:

- Section 2.0 – Matters of Agreement between National Highways and the Appellant;
- Section 3.0 - A signed declaration between National Highways and i-Transport.

¹ The roundabout and overbridge parts of M6 J11 are controlled and maintained by WBC as the Local Highway Authority.

SECTION 2 Matters of Agreement

- 2.1 Agreement has been reached between the Appellant and National Highways in respect of the following transport and highways matters.
- 2.2 There are no matters still to be resolved, nor are there any matters of disagreement.

Item	Appellant	National Highways
Identification of Gaps in MSA provision	<p>The need for an MSA in this area of the motorway network was identified by National Highways in its' (then Highways Agency's) 2010 report titled, <i>'Spatial Planning Framework: Review of Strategic Road Network Service Areas'</i>.</p> <p>The four policy gaps relevant to the Appeal (please see below) were originally identified by National Highways (the Highways Agency at the time).</p>	Agreed.
Need for an MSA	<p>Need for a Motorway Service Area is defined in Department for Transport (DfT) Circular 02/2013 <i>'The Strategic Road Network and The Delivery of Sustainable Development'</i> (the Circular).</p> <p>Paragraph B6 of the Circular states that,</p> <p><i>'The Highways Agency therefore recommends that the maximum distance between motorway service areas should be no more than 28 miles (or 30 minutes). The distance between Services can be shorter, but to protect the safety and operation of the network, the access/egress arrangements of facilities must comply with the Design Manual for Roads and Bridges including its provisions in respect of junction separation.'</i></p> <p>Paragraph B8 of the Circular states that:</p> <p><i>'In determining applications for new and improved sites, local planning authorities should not need to consider the merits of spacing sites beyond the conformity with the maximum and minimum spacing criteria established for safety reasons.'</i></p> <p>The Circular does not include provision for traffic flows and/or route choice to form part of a weighting process to evaluate the importance of a gap.</p>	Agreed.

Item	Appellant	National Highways
	<p>On application of the Circular there are four defined policy gaps in MSA provision in the North West of England which exceed the 28 mile maximum spacing threshold as set out in the Circular. These are:</p> <ul style="list-style-type: none"> • Charnock Richard Services to Birch Services (via M6 / M62 / M60 / M62) being 35 miles. • Charnock Richard Services to M67 Terminus (via M6 / M62 / M60 / M67) being 47 miles. • M58 Terminus to Birch Services (via M58 / M6 / M62 / M60 / M62) being 40 miles. • M58 Terminus to M67 Terminus (via M58 / M6 / M62 / M60) being 52 miles. <p>National Highways is supportive of a new MSA and acknowledges these gaps as being consistent with those it originally identified in the 2010 <i>'Spatial Planning Framework: Review of Strategic Road Network Service Areas'</i>.</p> <p>A letter from National Highways (Highways England at the time) dated 11 June 2019 (that was submitted with the planning application for the Appellant's Proposed Development) again acknowledges the same gaps as being genuine gaps on the SRN.</p> <p>No new MSAs have been provided in the area since the 2010 report that would meet any of the gaps identified by National Highways.</p> <p>National Highways acknowledges that the identified gaps would be met by the appeal proposals.</p> <p>National Highways therefore invites the decision maker to afford very significant weight to the need for and resultant highway safety benefits of the Proposed Development.</p>	
Existing MSAs	Similarly, National Highways agrees that no existing MSAs meet the need identified by these service provision gaps.	Agreed.
Agreement that the Extra scheme meets the requirements to be signed as an MSA	<p>The minimum requirements for a Motorway Service Area are set out in the Circular at Table B1. These include:</p> <ul style="list-style-type: none"> • The facility will be open 24 hours a day and 365 days per year; • Free parking for up to two hours for all vehicles permitted to use the motorway network; • Free toilets and hand washing facilities with no need to make a purchase; • Showers and washing facilities for HGV drivers, including secure lockers in the shower/washing area; • Fuel filling facilities; • Hot drinks and hot food available at all opening hours for consumption on the premises; and 	Agreed.

Item	Appellant	National Highways
	<ul style="list-style-type: none"> Access to telephone facilities. <p>The proposed development at Warrington Services (M62 J11) will provide all these facilities.</p> <p>The provision of a hotel is a recognised and permitted part of MSA provision serving the safety and welfare needs of road users.</p> <p>Extra will enter into a Traffic Signs Agreement for the development with National Highways prior to opening to the public.</p>	
Parking Space Numbers	<p>The Extra development at Warrington Services (M62 J11) includes parking provision based on the calculation set out in the Circular and as recorded in the submitted Transport Assessment report (ref: <i>ITM12377-002B R, dated 7 August 2020</i>).</p> <p>The proposed parking provision is as follows:</p> <ul style="list-style-type: none"> 536 no. spaces for cars and light vehicles; 105 no. spaces for HGVs; no. space for abnormal loads; 16 no. spaces for coaches; 15 no. spaces for caravans/motorhomes/vehicles plus trailer; 15 no. spaces for motorcycles. 	Agreed.
Need for additional HGV parking in the North West of England	<p>The number of HGV parking spaces proposed (at 105 no.) is 23 no. greater than that required by the Circular.</p> <p>The DfT Road Haulage Update of 21 May 2018 identified a strategic national need for more lorry parking. The National Survey of Lorry Parking (2017) found that a total of 61 additional lorry spaces are required within the North West² and highlights that lorry parking at existing MSAs are all above critical levels (>85%). The same survey identified HGV parking utilisations at Charnock Richard, Chester and Birch Services as all being over 100%.</p>	Agreed.

² National Survey of Lorry Parking (2017) – Table E8: Immediate response estimation of additional parking requirements from considering lorry parks currently equal to or above >85% capacity. Column titled 'Practical number of additional spaces needed' identifies 61 no. spaces in the North West.

Item	Appellant	National Highways
	<p>Based on the parking space numbers calculation set out in the Circular, the minimum number of HGV parking spaces at Warrington Services (the Appeal scheme) is 82 no. spaces.</p> <p>National Highways is supportive of the proposed provision of up to 105 no. HGV parking spaces at Warrington Services (the Appeal scheme) to increase availability of appropriate HGV parking on the SRN in the North West region.</p>	
Need for additional EV charging capacity in the North West	<p>There is a need for additional Electric Vehicle (EV) charging capacity along the SRN in the North West region of England to support the growing proportion of EVs among the UK's vehicle fleet.</p> <p>The UK Government has set a deadline of 1st January 2030 for a ban on the sale of new Internal Combustion Engine vehicles and from 1st January 2035 all new vehicles sold in the UK will be zero emission.</p> <p>The Warrington Services (Appeal scheme) proposals include a commitment to provide a minimum of 6 no. active high-powered EV charging points within the proposed parking areas with the intention to put in place the infrastructure (future proofing works) to allow for the phased installation of 50 no. mixed charging points to follow the take up in demand of electric vehicles. Further EV charging spaces would be allocated to ensure that they can be delivered when more power can be delivered to site to meet any future demand.</p> <p>In addition, provision would be included in the final design and layout to allow for the potential introduction of a hydrogen refuelling station once there is sufficient demand.</p>	Agreed.
Site Access Arrangements	<p>The agreed site access arrangement is as shown on i-Transport Drawing No. ITM12377-SK-024 Rev E.</p> <p>The feasibility design (suitable for the purposes of Planning) shown on this drawing has been agreed with National Highways and is referenced in the agreed planning conditions pertaining to site access. Insofar as the northern arm of M62 J11 has been designed as part of the scheme to accommodate HGV traffic, it is agreed the arrangement will not preclude construction traffic associated with the development of HS2.</p> <p>The Appellant has also submitted the following supporting documents to National Highways, which have informed its final decision that the site access arrangements are suitable for all users and fit-for-purpose:</p> <ul style="list-style-type: none"> • Stage 1 Road Safety Audit Brief (<i>report ref: ITM12377-005 TN, dated 15 May 2019 at TA Appendix 7.D</i>). 	Agreed.

Item	Appellant	National Highways
	<ul style="list-style-type: none"> • Stage 1 Road Safety Audit Report prepared by WYG (<i>report ref: A11TBC/RSA1, dated June 2019 at TA Appendix 7.D</i>). • Stage 1 Road Safety Audit Report Design Response (<i>report ref: ITM12377-009 TN, dated 25 July 2019 at TA Appendix 7.D</i>). • Walking, Cycling and Horse-Rider Assessment Report (WCHAR) Brief (<i>report ref: ITM12377-007 TN, dated 15 May 2019 at TA Appendix 7.C</i>). • Walking, Cycling and Horse-Rider Assessment Report – prepared by WYG (<i>report ref: A114088/WC&HRA, dated June 2019 at TA Appendix 7.C</i>). 	
<p>Agreement on the appraisal and assessment of the development proposals</p>	<p>The following assessment parameters are agreed between the Appellant and National Highways:</p> <ul style="list-style-type: none"> • Transport Assessment approach and methodology. • Transport Policy review. • Accessibility of the Site. • Description of the surrounding highway networks (SRN and local road network). • Committed and proposed infrastructure relevant to the development proposals. • Baseline data (which remains suitable to inform the forthcoming appeal). • The various traffic scenarios considered and the rationale for these. • The consideration of traffic growth (including Sensitivity Tests). • Traffic flows associated with Committed Developments. • Turn-in rates and traffic generations. • Staff travel movements. • Delivery and Servicing movements. • Scheme design. • Assessment of impacts. <p>National Highways has confirmed its agreement to the submitted TA (and subsequent Sensitivity Testing of the operational performance of M62 J11 with the proposed MSA in place) and there are no outstanding matters in this regard.</p>	<p>Agreed.</p>
<p>Agreement on the Extra scheme traffic impact</p>	<p>The traffic impacts of the Appeal scheme were assessed in detail in the submitted i-Transport TA (<i>ITM12377-002B R, dated 7 August 2019</i>) and through the exchange of technical correspondence between i-Transport and National Highways.</p> <p>This includes:</p>	<p>Agreed.</p>

Item	Appellant	National Highways
	<ul style="list-style-type: none"> • Operational assessments (junction capacity testing) of M62 J11. • Merge/diverge assessments at M62 J11. • Weaving assessment of the M62 mainline. <p>The traffic impacts are agreed with National Highways as confirmed its' HEPR 16-01 Notice dated 20th December 2019.</p>	
Staff Travel Plan	<p>It is agreed that a Final Staff Travel will be prepared and implemented by Warrington Borough Council, using the framework established by the submitted Staff Travel Plan (report ref: <i>ITM12377-004C R, dated 16 August 2020</i>).</p> <p>Implementation of the Final Staff Travel Plan will be funded through a developer contribution.</p>	Agreed.
Construction Traffic	<p>Preliminary estimates of construction traffic movements to/from the Appeal scheme are set out in the submitted TA.</p> <p>It is agreed that a Construction Environmental Management Plan (CEMP) can be conditioned.</p>	Agreed.
Planning Conditions	<p>Agreed planning conditions were set out in the Planning Case Officer's report to Warrington Borough Council's Planning Committee meeting held on 9 June 2021. Proposed Planning Condition 43 specifically deals with the interface between the Appellant's proposals and HS2's safeguarded area vis-à-vis HS2 construction traffic access and effects at M62 J11. National Highways had sight of this planning condition prior to the Council determining to refuse the planning application and does not have any objection to its imposition.</p>	Agreed.

SECTION 3 Declaration

3.1 This Transport Statement of Common Ground is agreed by:

Signed on behalf National Highways by:

Name: Julie Prince

Position: Senior Policy Advisor, National Highways

Date: 22 November 2021

Signature: *Julie Prince*

Name: Ben Laverick

Position: Assistant Asset Manager, National Highways

Date: 22nd November 2021

Signature: *BL*

Signed on behalf of the Appellant by:

Name: Greg Jones MSc BA (Hons) CIHT

Position: Associate Partner, i-Transport LLP

Date:15 November 2021

Signature: *Greg Jones*

