National Highways Planning Response (NHPR 25-01)
Formal Recommendation to an Application for Planning Permission

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CC: transportplanning@dft.gov.uk
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Council's Reference: 25/00371/OUT

Location: Land West Of Stapleford Lane Stapleford Nottinghamshire

Proposal: Outline Planning Application for the construction of a residential development of up to 420 residential dwellings and associated open space and infrastructure (With some matters reserved).

National Highways Ref: NH/25/11451

Referring to the consultation on a planning application dated 03 June 2025 referenced above, in the vicinity of the A52 Trunk Road that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is that we:

~~a) offer no objection (see reasons at Annex A);~~

~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – National Highways recommended Planning Conditions & reasons);~~

c) recommend that planning permission not be granted for a specified period (see reasons at Annex A);

~~d) recommend that the application be refused (see reasons at Annex A)~~

Highways Act 1980 Section 175B is not relevant to this application.[1]

This represents National Highways' formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should the Local Planning Authority propose not to determine the application in accordance with this recommendation they are required to consult the Secretary of State for Transport, as set out in the Town and Country Planning (Development Affecting Trunk Roads) Direction 2018, via transportplanning@dft.gov.uk and may not determine the application until the consultation process is complete.

The Local Planning Authority must also copy any consultation under the 2018 Direction to PlanningM@nationalhighways.co.uk.

This response and all comments outlined herein are made in respect of planning matters only in National Highways' position as a statutory planning consultee, and does not confer any proprietary rights nor amount to the giving or refusal of consent, assent, approval, or awareness of or by National Highways in or of any other aspects or matters (including, but not limited to, the use of property belonging to National Highways). If anyone wishes for National Highways to consider any aspects which do not relate to planning submissions, they should call our contact centre on 0300 123 5000.

Signature: Brittany Grosvenor	**Date: 18 June 2025**
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[1] Where relevant, further information will be provided within Annex A.

Annex A National Highways' assessment of the proposed development

National Highways has been appointed by the Secretary of State for Transport as a strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

Development Proposal

The Outline Planning Application is for the construction of a residential development of up to 420 residential dwellings and associated open space and infrastructure.

The outline application is seeking approval for access only. All other matters are reserved until a later date.

The development site is located approximately 0.5km south of the A52/B6003 (Bardills Roundabout), which forms part of the SRN.

National Highways Considerations

Access and Boundary

The vehicular access point is proposed via a new signal-controlled junction on the B6003 Stapleford Lane 500m south of Bardills Roundabout. This road is owned and operated by Nottinghamshire County Council.

Upon review, the site does not share a common boundary with the A52 trunk road. Therefore, we do not have any boundary related comments to make.

Traffic and Transport

We have reviewed the Toton West Transport Assessment (TA) dated April 2025, produced by ADC Infrastructure on behalf of Bloor Homes for the proposed development of up to 420 dwellings on the land located to the north of Toton, (Application reference 25/00371/OUT).

General

As advised at the scoping stage and through consultation of Toton East and Toton North applications, one comprehensive traffic impact assessment to demonstrate the full impact of the combined site (Toton North, Toton East & Toton West parcels) should

be produced, such that we can understanding the cumulative impacts, and in turn ensure an efficient and effective infrastructure package is developed to accommodate the full site.

The three individual TAs prepared for the three applications focus on the impact of each application site individually. We require a TA to be agreed in a staged approach to avoid abortive work to include:

1. the key assumptions and approach of the traffic forecasts and assessment
2. cumulative impact assessment of the three developments as a combined development
3. proposed phasing of delivery of the three developments; and
4. trigger points for mitigation delivery, if any.

The impact assessment should include SRN junctions where there will be any potential impacts from the development traffic, including but not limited to:

- M1 Junction 25 Sandiacre Interchange
- A52 Bardills Roundabout
- A52 / Toton Link Road Signals (new site access junction)
- A52 Bramcote Island Roundabout

We also recommend that a list of assessment scenarios that includes the assessment year(s), opening years for the development parcels, with appropriate committed development traffic and infrastructure included, shall be clearly presented in the comprehensive TA.

LinSig

We will require the applicant to supply the following supporting information, for us to undertake a detailed reviewed of the junction assessment work:

- The actual LinSig models that have been used in the analysis.
- The Controller Specification documents for the existing signalised junctions so that we can confirm that the junctions have been coded into LinSig correctly.
- The Signal Layout Drawings (preferably in CAD format) for the existing signalised junctions so that we can confirm that distances have been measured correctly.
- A layout drawing (preferably in CAD format) of the new site access junctions so that we can confirm the LinSig input parameters have been measured correctly.
- Any observed signal data that has been collected to determine stage lengths and cycle times at the existing signalised junctions.
- The traffic flow analysis (preferably in Excel format) so that we can understand how the base and future year inputted traffic flows have been determined.
- A validation exercise to demonstrate that the model results for the Base Year scenarios accurately represents observed conditions on-site. This could be done by comparing Degree of Saturation and / or Queue values. We would

expect this analysis to be undertaken on a lane-by-lane basis. It is important this task is undertaken as an accurate base model will give us confidence in the results being predicted for the future year tests.

- An assessment of base and future year operation on a lane-by-lane basis, rather than on an overall junction performance basis. This assessment will highlight where, within the modelled junctions, the arms or lanes that are performing over capacity or not. It is important that this assessment includes the "internal" links on roundabouts as blocking back can have a significant effect on upstream links that wouldn't be otherwise captured within the LinSig modelling results.
- Any other supporting information that you feel will help us in our review and provide us with confidence in the accuracy of the models.

EMGM

Following a review of the methodology and results provided for the EMGM modelling within the TA, we have following comments:

Base Model Review

The model is a conventional 4-stage model incorporating highway (SATURN), Public Transport (CUBE Voyager), Variable Demand (CUBE), and Trip End (TRICS) elements.
The base year is 2022. No further information has been provided on:

- Model coverage
- Network
- Zoning
- Demand
- Validation

It is not possible to ascertain the suitability of this model for assessing the proposed Link Road, and therefore appropriate details on the above should be provided.

Specific information on the quality of model validation within the scheme area and any coding within the vicinity of the scheme should also be provided. This should be presented in the form of a Base Year Model Suitability Note, focusing on the validation and calibration of the local area model. This is achieved through analysis of counts, screenlines, cordons, and journey time routes, to demonstrate that the model is appropriate for testing the development scheme**.**

Forecasting

The model forecasting approach appears acceptable in principle using TRICS trip rates to derive trip generation and forecasts constrained to TEMPro8. The trip rates used are the same as those used in previous assessments. However, further information on the forecasting process (e.g. forecasting report providing further detail

on how growth is calculated and applied, as well as how constraints are included) should be provided. Network coding has been described within a previous technical note, but this cannot be fully verified against drawings as model networks have not been supplied. Based on the description, the modelled junctions in the EMGM may be inconsistent with the drawing supplied as it appears that there is an inconsistency in number of lanes on approaches. Therefore, this will need to be clarified. Based on the extract from the SPD Movement Framework Plan, it appears that 'within-site' connectivity within the proposed Barracks development site may not be included in the model. This may affect forecasted traffic levels on new Link Road and will therefore need to be clarified.

Trip Generation

We are content with the use of the EMGM for calculating the trip rates and we are content with the trip generation provided.

Junction Modelling

No information on the signal timings used in SATURN has been provided. It can be desirable to iterate between LinSig / SATURN models to allow LinSig output signal plans to be reflected in the SATURN model and revised input flows to be used to further refine LinSig outputs. Therefore, information on the signal timings and flows in the SATURN and LinSig models should be provided.

Assessment Year

We have observed that Toton West has a projected completion year of 2035, whereas the modelling undertaken as a sensitivity test within the Toton North TA indicates a forecast year of 2041.
We also note that Toton East assessment has a 2030 assessment year, whilst the Toton North assessment has a 2041 assessment year.
It is advised that all the assessments must be carried out for the following scenarios in line with the DfT Circular 01/2022.

- Opening Year (the year in which the development is expected to be opened) Reference Case Scenario: This scenario should include trips generated by the proposed development, forecasted growth and committed development (as agreed with the LHA) to establish the residual transport impacts of the proposed development. For multi-phase developments, additional assessments shall be provided based on the opening of each phase.
- Opening Year with Development Scenario – Opening Year Reference Case Scenario + Proposed development. This scenario will determine whether any mitigation is required for the SRN.

Therefore, please could the expected opening year of the site, alongside any phasing that is planned be provided.

Toton West Results

EMGM results are provided at high level to demonstrate the impacts of proposed Link Road and developments, including link flow changes and junction performance. Flows are expected to substantially increase along the B6003 towards Bardills Roundabout, with the largest increase in traffic along the A52 away from the site in the AM peak and to the site in the PM peak. In the PM peak, there is a decrease in flows along the A52 away from the site and on local roads, which suggests the site may be causing capacity issues on the network. In 2030, there are expected to be congestion issues along the A52 between M1 Junction 25 and Nottingham. However, based on the modelling, substantial changes are not expected except at Bardills in the AM peak and Bramcote in the PM peak. However, this may be affected by the decrease in flows along the A52 in the PM peak as mentioned above.

Uncertainty Log

For both assessments, there are congestion issues along the A52 between the M1 Junction 25 and Nottingham, and we note that the committed development should be confirmed with Nottinghamshire and Derbyshire County Council, with the uncertainty level included within the uncertainty log as per TAG unit M4 Table A2.

Cumulative assessment

While our comments above relate to the TA provided, we will need a cumulative traffic modelling assessment for the combined three sites (Toton North, East and West) within EMGM to understand the overall impact of the development on the Strategic Road Network.

Summary

The following provides a list of the additional information required to fully assess the suitability of both sets of modelling:

- Base Year model review note to show suitability of the traffic model used.
- Further information on the forecasting process (e.g. forecasting report providing further detail on how growth is calculated and applied, as well as how constraints are included) should be provided.
- Based on the description, the modelled junctions in the EMGM may be inconsistent with the drawing supplied as it appears that there is an inconsistency in numbers of lanes on approach. Therefore, this will need to be clarified.
- Update the modelling for Toton North to include the full quantum of development.

- It appears that within-site connectivity within the proposed development Barracks site may not be included in the model which may affect forecasted traffic levels on new Link Road and will therefore need to be clarified.
- Information on the signal timings and flows in the SATURN models should be provided.
- We will require a cumulative impact assessment for all three sites.

As a general note, as per the advice provided through previous scoping consultations, we recommend that the TA is agreed in a staged approach, that is the overall methodology and elements such as trip generation, trip distribution, assessment years, modelling software etc be agreed prior to further assessment work being carried out. This approach should avoid any abortive work.

Summary and Recommendation

Deferral

It is recommended that the application should not be approved for a period of 3 months from the date of this notification.

Standing advice to the local planning authority

The Climate Change Committee's 2022 Report to Parliament notes that for the UK to achieve net zero carbon status by 2050, action is needed to support a modal shift away from car travel. The NPPF supports this position, with paragraphs 77 and 110 prescribing that significant development should offer a genuine choice of transport modes, while paragraphs 109 and 115 advise that appropriate opportunities to promote walking, cycling and public transport should be taken up as part of a vision-led approach.

Moreover, the carbon reduction hierarchy (avoid-switch-improve) as set out in clause 4.3 of PAS2080:2023 promotes approaches and measures to minimise resource consumption and thereby reduce carbon emissions.

These considerations should be weighed alongside any relevant Local Plan policies to ensure that planning decisions are in line with the necessary transition to net zero carbon.