

PROOF OF EVIDENCE

LOCAL HIGHWAY AUTHORITY NOTTINGHAMSHIRE COUNTY COUNCIL

Prepared on behalf of the Council by:

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1. Introduction

Appeal Reference: 6006412

1.1 The appeal relates to land west of Stapleford Lane, Stapleford, Nottinghamshire and concerns an outline planning application for the construction of up to 420 dwellings together with associated open space and infrastructure, with some matters reserved.

Nottinghamshire County Council's Role

1.2 Nottinghamshire County Council is the Local Highway Authority (“the Highway Authority”) for the County Road Network and is participating in this Inquiry as a Rule 6 Party. In its role as Local Highway Authority, the Council is a statutory consultee in the planning process and is responsible for providing technical advice to the Local Planning Authority on the transport and highway implications of development proposals.

The determination of planning applications rests with the Local Planning Authority, having regard to all material planning considerations, whereas the Highway Authority's role is limited to matters relating to highway safety, accessibility, sustainable transport and the impact of development on the operation of the transport network.

The Highway Authority's participation in this Inquiry, and the evidence presented within this Proof of Evidence, therefore relates solely to transportation and highway matters arising from the appeal proposal.

Purpose of this Evidence

1.3 This Proof of Evidence sets out the Highway Authority's assessment of the transport implications of the proposed development, the adequacy of the supporting transport evidence,

2. Qualifications and Experience

Educational Qualifications

2.1 BSc (Hons) Civil Engineering.

Professional Memberships

2.2 Fellow of the Institute of Highways Engineers (FIHE).

Experience and Current Role

2.3 I hold a BSc (Hons) degree in Civil Engineering and am a Fellow of the Institute of Highways Engineers. I have over 27 years' professional experience in highway and infrastructure engineering. For the past 13 years I have worked within the Highways Development Management Team at Nottinghamshire County Council, advising on the transport and highway implications of development proposals.

2.4 Since 2020 I have been the Service Manager for Development Management and lead officer for Highways Development Management matters at the County Council. I am therefore well qualified to provide evidence on behalf of the Highway Authority in respect of the highway and transport issues arising from this appeal.

Duty to the Inquiry

2.5 I understand that my duty is to assist the Inquiry by providing independent and objective professional evidence within my area of expertise.

3. Scope of Evidence

3.1 I intend to provide evidence that addresses:

- highway capacity;
- cumulative highway impacts;
- transport assessment methodology;
- strategic transport modelling;
- infrastructure requirements;
- infrastructure delivery mechanisms;
- compliance with relevant transport policies.

3.2 I do not provide evidence regarding:

- housing need;
- housing land supply;
- planning balance;
- landscape;
- ecology;
- any other non-transport matters.

4. Site History and Planning Background

4.1 Appeal Context and Proposed Development

4.1.1 The appeal relates to a proposed development of up to 420 dwellings together with associated infrastructure and open space on land west of Stapleford Lane. The application has been submitted in outline form with access to be considered and all other matters reserved. The appeal is being considered on the basis of non-determination.

4.2 Site History and Wider Strategic Context

4.2.1 The appeal site is located within the Toton Strategic Location for Growth ("SLG"). It forms part of an allocation that has been a key component of Broxtowe Borough Council's growth strategy for over a decade. Over this time there have been significant changes to both regional and national policy. A brief history of the allocation is outlined below.

4.2.2 The allocation site was first identified through the Greater Nottingham Aligned Core Strategy, adopted on 17 September 2014. This allocated Toton as a Strategic Location for Growth associated with the proposed HS2 East Midlands Hub Station(ref: CD6 6.01) . The allocation was supported by the expectation of substantial transport investment, including the HS2 station, NET tram connectivity, strategic highway improvements, enhanced public transport provision and extensive walking and cycling infrastructure.

4.2.3 The strategic allocation was subsequently refined through the Broxtowe Part 2 Local Plan, adopted on 16 October 2019. Policy 3.1 allocated Chetwynd Barracks for approximately 2,000 dwellings and Policy 3.2 allocated the Toton Strategic Location for Growth for approximately 3,000 dwellings (ref: CD6 6.02). These allocations were supported by transport evidence assessing impacts on the wider strategic highway network. However, as is commonly the case with strategic allocations, further assessment would be required as detailed applications came forward to consider impacts at a local level.

4.2.4 In 2020, Broxtowe Borough Council and Nottinghamshire County Council commenced preparation of the Toton and Chetwynd Strategic Masterplan (SPD) (ref: CD7 7.01) to guide development across both sites. The transport strategy at that stage remained centred on the delivery of HS2 and associated infrastructure improvements, including enhanced public transport connectivity, highway mitigation and active travel measures. The fact that both allocations were considered within a single Strategic Masterplan illustrates how intrinsically linked they are.

4.2.5 A significant change occurred in November 2021 when the Government published the Integrated Rail Plan (IRP), which recommended the relocation of the proposed HS2 station from Toton to East Midlands Parkway. Whilst aspirations for some form of train station on site were voiced at the time, no firm commitment to this was made by Government. Whilst this removed a key transport assumption

underpinning the original allocation, neither the allocation itself nor the associated Green Belt release were reversed.

4.2.6 A revised approach was formalised through the adoption of the Toton and Chetwynd Barracks Strategic Masterplan SPD in February 2023. The SPD was prepared and adopted following publication of the IRP and therefore should have reflected a post-HS2 scenario. However, no further transport work was undertaken at the time of the document's publication to assess the transport implications of the loss of the HS2 station and assumed supporting infrastructure.

4.2.7 The SPD supports substantial growth at Toton and Chetwynd and promotes development focused on sustainable travel, reduced car dependency, new walking and cycling links, integration with existing public transport networks and improved connectivity between surrounding communities.

4.2.8 A further announcement in October 2023 confirmed cancellation of the remainder of the HS2 network north of Birmingham. At this point, any ambiguity over the wider role HS2 would play in the allocation's development was removed.

4.2.9 By this stage, the delivery strategy for Toton and Chetwynd had already been confirmed through the adopted SPD. However, without the proposed rail connectivity assumed at the time of the original allocation, it is uncertain whether the document's aspirations regarding sustainable transport and reduced single-occupancy car use would be fully realised. Consequently, the Highway Authority asked the Planning Authority whether there was a need to update the SPD to reflect this. To date, no further update to the SPD has been undertaken.

4.2.10 Most recently, the emerging Greater Nottingham Strategic Plan (GNSP) has identified Toton and Chetwynd as a strategic allocation under Policy 21 (ref: CD8 8.01). Importantly, the emerging Plan combines Toton and Chetwynd into a single allocation. This approach highlights how closely linked the two allocations are in planning terms and reinforces the need for their transport impacts to be considered together.

4.2.11 A plan showing the Appeal site in the wider context of the Toton allocation and adjoining Chetwynd allocation is shown on the following page. The appeal site is edged in blue.



Figure 4.2 – Wider site context, Source: Toton & Chetwynd Barracks Strategic Masterplan SPD (ref: CD7 7.01)

4.3 Highway Authority Engagement and Assessment History

Pre-Application Discussions

4.3.1 The Highway Authority's involvement with the site pre-dates submission of the planning application. On 27 April 2022, a pre-application enquiry was received from Jamie Cassie of ADC Infrastructure seeking advice regarding the scope of a Transport Assessment and Travel Plan for development proposals on both sides of Stapleford Lane.

4.3.2 A response was issued on 4 May 2022 advising that the Toton and Chetwynd Barracks Strategic Masterplan SPD was still being progressed and, consequently, it was not considered appropriate to provide detailed advice on individual development parcels in advance of understanding the strategic framework that would ultimately guide development across the wider allocation.

4.3.3 From the outset, the Highway Authority's advice was that development proposals should be considered within the wider strategic context rather than on an individual site basis.

First Consultation Response

4.3.4 The application was submitted on 19-05-2025 and was supported by the following transport and highways work:

- Transport Assessment prepared by ADC Infrastructure dated 23-04-2025 including associated appendices (ref: CD2 2.10.1)
- Travel Plan prepared by ADC Infrastructure dated 23-04-2025 (ref: CD2 2.10.2)

4.3.5 The first consultation on application 25/00371/OUT was received from Broxtowe Borough Council on 3 June 2025 and a response was issued on 24 June 2025 (ref: CD5 5.04). The response noted that the site forms part of an allocated strategic development area and that the existing SPD had been prepared within the context of the HS2 proposals that subsequently did not proceed.

4.3.6 The Highway Authority therefore identified the need for the allocation to be reconsidered in a holistic manner reflecting the changed strategic circumstances.

4.3.7 The Highway Authority also noted that the proposal was closely related to application reference 25/00255/FUL and advised that access arrangements should be considered comprehensively rather than through piecemeal junction provision.

4.3.8 At that stage, no detailed review of the submitted Transport Assessment (ADC Infrastructure, dated 23 April 2025) was undertaken. This was primarily because the Transport Assessment itself acknowledged that further East Midlands Gateway Model (EMGM) modelling was required to reflect changes to the development proposals and

provide a more complete understanding of the transport implications of development across the wider allocation.

4.3.9 Paragraph 4.6 states:

'It is acknowledged that the work undertaken using EMGM is likely to be required to be updated to include the wider Toton proposals being promoted by Bloor Homes and amend various assumptions made in the forecast year models on committed development and infrastructure works.' (ref: CD2 2.3)

The Highway Authority concurred with this view and therefore pause its detailed assessment pending submission of the additional modelling.

4.3.10 Furthermore, at that point no clarification had been received from the Local Planning Authority regarding the basis upon which the strategic allocation should be assessed in light of the changing planning context.

Strategic Modelling Discussions

4.3.11 On 20 November 2025, the Highway Authority received correspondence from Josh Norris of Mode Transport regarding the Area of Influence and the validation and calibration of the East Midlands Gateway Model. This was welcomed by the Highway Authority as it appeared to confirm that the requested strategic modelling was being undertaken by the Appellant's team. A response was issued on 26 November 2025 providing information regarding committed developments and relevant highway improvement schemes to assist with the strategic modelling exercise.

4.3.12 This demonstrates that the Highway Authority sought to work constructively with the Appellant's transport consultants in establishing an appropriate modelling framework. It also illustrates that, from the Highway Authority's perspective, work to demonstrate cumulative impacts was ongoing and being prepared by the Appellant's agents, but had yet to be completed.

Second Consultation and Response

4.3.13 A second consultation on application 25/00371/OUT was received on 13 January 2026. At this time, a revised Transport Assessment was submitted together with confirmation that a separate Transport Assessment Addendum was being prepared to consider the cumulative impacts of Toton West, Toton East and Toton North. (ref: CD4 4.01; CD4 4.06)

4.3.14 At Paragraph 1.4.2 it states:

'a wider assessment is currently being progressed by mode, in which developments at Toton West, Toton East and Toton North will be cumulatively assessed, using the NCC approved East Midlands Gateway Model (EMGM).'

4.3.15 Further supporting documentation was also submitted in support of the application, including an Environmental Statement (ES) with supporting appendices. Section 9 of the ES states at Paragraph 9.3.10 that,

‘The traffic impacts of the Proposed Development will be assessed using the strategic East Midlands Gateway Model (EMGM). The EMGM has been developed by consultants SYSTRA, on behalf of the East Midlands Council, and is used to provide a strategic assessment of development and/or infrastructure proposals on the highway network.’

4.3.16 It goes on to say,

‘The EMGM will be used to provide traffic data to consider the following future scenarios (based on a 2041 assessment year to coincide with the end of the Local Plan period):

- 2041 Reference Case scenario (future baseline including cumulative sites and allocated Local Plan growth).*
- 2041 Do-Something scenario (2041 Reference Case + Proposed Development and including the Toton and Chetwynd Link Road).’ (ref: CD4 4.06)*

4.3.17 This modelling was not provided at the time, nor had it been provided prior to submission of the appeal (I return to the appeal evidence later).

4.3.18 In its response, the Highway Authority again highlighted that the development should be assessed within the wider strategic context. The Authority therefore maintained its position that cumulative impacts should be assessed before conclusions were reached regarding the acceptability of the proposal.

4.3.19 Notwithstanding this, comments were provided regarding:

- the proposed junction arrangements;
- site access proposals;
- the submitted Framework Travel Plan.

4.3.20 The Highway Authority considered that these matters required further consideration irrespective of the wider cumulative assessment issues.

Submission of Appeal

4.3.21 An appeal was submitted against the non-determination of the planning application on 13-03-2026. This was unexpected from the Highway Authority's perspective, given the previous constructive engagement between the Highway Authority and the Appellant's agents, particularly in relation to the preparation of the cumulative assessment, where matters appeared to be progressing.

4.3.22 The appeal documentation submitted in the Appellant's Statement of Case indicated that a cumulative assessment was being prepared but had yet to be completed.

4.3.23 Paragraph 9.8 of the Statement of Case dated February 2023 states,

'The appellants can confirm that a separate Transport Assessment Addendum will be prepared by mode on behalf of Bloor, following receipt of the modelling outputs from the EMGM. This will consider the cumulative impact of the entire Toton area development (encapsulating development at Toton West, Toton North and Toton East) as per the Highways Consultee responses.' (ref: CD9 9.15)

Further review of the Transport Assessment

4.3.24 On 1 June 2026, a meeting was held between the Appellant, their agents, Broxtowe Borough Council, National Highways and Nottinghamshire County Council to discuss the transport aspects of the appeal. At this meeting it was agreed that, in order to help move matters forward and reduce areas of dispute, the Highway Authority would provide further comments on the Transport Assessment submitted as part of the second consultation.

4.3.25 Comments on the Transport Assessment were provided on 4 June 2026. The Highway Authority concluded that the methodology adopted within the assessment was not sufficiently robust, particularly in relation to the assessment of cumulative impacts, committed development and background traffic.

4.3.26 The principal concern was that development traffic associated with adjoining strategic allocations had not been sufficiently modelled to allow a robust understanding of cumulative network impacts, future infrastructure requirements or mitigation needs. This position ultimately formed the basis of the Highway Authority's Statement of Case.

Review of Strategic Modelling

4.3.27 On 12 June 2026, Mode Transport issued a draft Toton Strategic Modelling Report to the Highway Authority for review (ref: CD9 9.05). The draft report represented a significant step forward in the evidence base because it sought to assess the wider strategic allocation using the East Midlands Gateway Model and was the first time that part of the wider modelling promised since April 2025 had been made available.

4.3.28 A meeting subsequently took place on 18 June 2026 involving the Appellant, their agents, the Highway Authority, National Highways and the Local Planning Authority.

4.3.29 At that meeting, the Highway Authority advised that the strategic modelling outputs appeared promising and represented a material improvement on the previous

evidence base. However, the Highway Authority also noted that, of the four scenarios presented in the report, detailed modelling results were only presented for Scenario 3. That scenario did not include a direct road connection between the allocation and the Chetwynd site, but instead treated Chetwynd traffic as background traffic.

4.3.30 It was also highlighted at the meeting that further assessment work remained necessary to understand the implications of the presented scenario modelling, particularly at those locations where congestion and capacity issues had been identified. The Highway Authority asserted that until the results of the scenario including a direct link from the Chetwynd site were presented, it would not be possible to fully determine the overall acceptability of the proposals. The appellants transport consultant agreed that this scenario was being considered and updated modelling in the regard would be provided prior to the inquiry.

Follow-Up Technical Review

4.3.31 On 19 June 2026, the Highway Authority provided a summary review of the draft modelling report.

4.3.32 The review identified several matters requiring further clarification and assessment, including:

- reconsideration of impacts at Hickings Lane
- further consideration of impacts at Swiney Way;
- clarification regarding junction operation and capacity in future year scenarios;
- further assessment of locations where the model identified operational concerns in the 2041 scenario.

The Authority considered that these matters were necessary to establish a fuller understanding of cumulative impacts and any associated mitigation requirements.

4.3.33 On 1 July 2026, the above points were expanded upon by way of a formal submission to Broxtowe Borough Council's Planning Committee and a separate addendum (ref: CD9 9.21) to the formal Statement of Case submitted to the Planning Inspectorate on the same day.

Inquiry Position

4.3.34 On 1 July 2026, Nottinghamshire County Council submitted its Statement of Case and Statement of Case Addendum to the Planning Inspectorate.

4.3.35 Those documents reflect the consistent position maintained throughout the application and appeal process, namely that:

- development should be assessed as part of the wider strategic allocation;
- cumulative impacts require robust assessment;
- the strategic modelling work is welcomed and represents a material improvement in the evidence base;

- outstanding information remains necessary to fully understand cumulative impacts, infrastructure requirements and methodology for mitigation delivery.

4.3.36 The above chronology demonstrates that the Highway Authority has engaged proactively throughout both the application and appeal processes and has consistently sought to work with the Appellant, the Local Planning Authority and National Highways to improve the evidence base and secure a comprehensive understanding of the transport implications of the proposed development.

5. Policy Context

5.1 Introduction

5.1.1 Detailed evidence regarding the planning policy context, the Development Plan and other material considerations is provided by Alyn Nicholls in his Proof of Evidence. The purpose of this section is not to provide a comprehensive planning policy analysis but rather to identify those aspects of the policy framework which are relevant to understanding the Highway Authority's technical concerns regarding cumulative transport impacts, infrastructure requirements and mitigation delivery.

5.1.2 My evidence should therefore be read alongside the planning evidence of Mr Nicholls. References to planning policy within this Proof are intended solely to explain the context within which the Highway Authority has assessed the transport implications of the appeal proposal and should not be interpreted as expressing a view on the overall planning balance.

5.2 National Planning Policy Framework

5.2.1 Paragraph 116 of the National Planning Policy Framework ("NPPF") is of particular relevance to my evidence. It states that:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.” (ref: NPPF para 116)

This provides the principal policy basis for the Highway Authority's concerns regarding cumulative assessment and the consideration of reasonably foreseeable development within the wider Toton and Chetwynd growth area.

5.2.2 The Highway Authority's evidence is principally directed towards the cumulative impact element of Paragraph 116. In particular, my evidence considers whether sufficient information has been provided to understand the interaction between the appeal proposal and other reasonably foreseeable development within the wider Toton and Chetwynd growth area, and whether the resulting highway impacts, infrastructure requirements and mitigation measures are adequately understood.

5.2.3 My evidence does not seek to conclude whether the residual cumulative impacts would be severe. Rather, it considers whether the information currently available provides a sufficiently robust basis upon which that judgement can properly be reached. The principal concern identified by the Highway Authority is not simply the existence of impact, but whether the cumulative impacts of development and the mitigation required to address those impacts have been fully assessed and understood.

5.2.4 The Highway Authority also notes that the Government's Planning Practice Guidance relating to Travel Plans, Transport Assessments and Statements recognises the role of Transport Assessments in providing a proportionate and robust evidence base to support decision-making and understand the transport implications of development. In the context of this appeal, the Highway Authority's concerns are principally directed towards whether the Transport Assessment and supporting evidence provide a sufficiently robust understanding of cumulative transport impacts, existing and foreseeable development, and the mitigation measures that may be required to address those impacts. (ref: Planning Practice Guidance - Travel Plans, Transport Assessments and Statements March 21014 .gov.uk)

5.3 Strategic Planning Context

5.3.1 As explained by Mr Nicholls, the appeal site forms part of the Toton Strategic Location for Growth and lies adjacent to the Chetwynd Barracks Strategic Allocation. The adopted Development Plan, the Toton and Chetwynd Barracks Strategic Masterplan SPD and the emerging Greater Nottingham Strategic Plan all recognise the strategic relationship between these locations and the need for a coordinated approach to development and infrastructure delivery. The Strategic Masterplan SPD confirms that:

“The funding and delivery of the movement framework ... needs to be considered jointly across Toton and Chetwynd Barracks.” (ref: CD7 7.01)

This reflects the wider strategic context within which the Highway Authority has considered the transport implications of the appeal proposal.

5.3.2 From a transport perspective, the significance of this wider planning context is that the highway network, strategic transport infrastructure and proposed mitigation measures are intended to serve a broader growth area than the appeal site alone. The transport implications of development are therefore not confined solely to the movement generated by the appeal proposal itself, but also include the interaction of that proposal with adjoining development parcels, shared infrastructure and the wider highway network.

5.3.3 The Highway Authority's concerns throughout this Proof should therefore be understood in the context of a wider strategic growth area where multiple sites are expected to utilise common transport corridors, common infrastructure and, potentially, common mitigation measures. In such circumstances, understanding cumulative impacts and infrastructure requirements becomes particularly important.

5.3.4 The Highway Authority acknowledges that strategic transport modelling has been undertaken in support of the wider planning framework for Toton and Chetwynd, including work undertaken to inform the emerging Greater Nottingham Strategic Plan (ref: CD8 8.01). Such modelling serves an important plan-making function by informing decisions regarding the broad distribution of growth, infrastructure requirements and

strategic transport interventions across a wide geographical area. It provides a valuable strategic understanding of how growth may affect transport networks and assists in identifying infrastructure that may be required to support planned development.

5.3.5 However, strategic plan-making evidence is not generally intended to determine the detailed transport impacts of individual planning applications, nor does it necessarily establish the precise infrastructure, mitigation measures, delivery mechanisms or phasing arrangements that may ultimately be required as development proposals come forward. Consequently, whilst the strategic modelling undertaken for the emerging Greater Nottingham Strategic Plan is relevant and helpful background information, its existence does not remove the need to understand the cumulative transport impacts of development at a more detailed level where necessary, nor the need to identify and secure any mitigation required to support individual development proposals.

5.3.6 The emerging Greater Nottingham Strategic Plan (ref: CD8 8.01) recognises that additional transport infrastructure will be required to support growth across the allocation. Proposed Policy 21 includes a requirement for:

“Improvements to road infrastructure necessary to mitigate adverse traffic impacts and serve new development.”

In the Highway Authority's view, this reinforces the wider strategic principle that growth and infrastructure delivery should be considered together and that the transport impacts arising from development should be understood alongside the infrastructure, mitigation measures and delivery mechanisms necessary to support that growth.

5.3.7 The Highway Authority's evidence should not be interpreted as suggesting that no strategic assessment has been undertaken. Rather, the concern is whether sufficient information is currently available to establish, with an appropriate degree of certainty, how development across the wider allocation will interact with the transport network, whether all reasonable future scenarios have been adequately considered, what mitigation may be required, when such mitigation would be required and how it would be delivered. Those matters are addressed in more detail within Section 6 of this Proof.

6. Highway Impacts

6.1 Overview

6.1.1 The Highway Authority does not contend that the appeal proposal is incapable of being accommodated on the highway network. The Authority's position is more focused and relates to whether the Appellant has provided sufficient, robust and proportionate evidence to demonstrate that the development can be accommodated without giving rise to unacceptable highway impacts, or severe residual cumulative impacts on the road network, following mitigation.

6.1.2 The appeal proposal is not a freestanding development in transport planning terms. It forms part of the wider Toton Strategic Location for Growth and is closely related to other planned and emerging development parcels, including Toton East, Toton North and Chetwynd Barracks. These sites are not remote or unrelated developments. They are part of the same wider strategic growth area, share common transport corridors and are expected to rely upon a coordinated movement framework and strategic infrastructure package, including the proposed Toton Link Road.

6.1.3 The principal highway issue is therefore not simply whether the appeal site, considered in isolation, can be provided with a safe access or whether individual junctions can be shown to operate acceptably on the basis of a limited local assessment. The central issue is whether the cumulative transport effects of the appeal proposal, when considered alongside the wider strategic allocation and associated infrastructure, have been properly understood, assessed, are capable of being mitigated through a viable and deliverable strategy and that the delivery of any necessary mitigation is appropriately secured.

6.1.4 In the Highway Authority's view, the evidence submitted to date has improved during the application and appeal process. In particular, the later strategic modelling undertaken using the East Midlands Gateway Model (provided via TN04 on 12/06/2026, circa 3 months after the appeal was submitted) represents a material improvement upon the original Transport Assessment, which considered the appeal site in a more limited context. Nonetheless, important technical matters remain outstanding. Until those matters are resolved, the Authority is unable to conclude that the residual cumulative impacts of the proposal have been fully identified, or that any necessary mitigation is deliverable, proportionate and capable of being secured at the appropriate stage.

6.2 Transport Assessment History and Methodology

6.2.1 A brief summary of the transport assessment undertaken to date is outlined below.

6.3 Initial Transport Assessment submitted with application dated 24 April 2025

6.3.1 The original Transport Assessment was prepared by ADC Infrastructure to support the outline application for up to 420 dwellings at Toton West (ref: CD2 2.10.1). The emphasis of this document was primarily on demonstrating that the application proposal could be accommodated on the local highway network through an assessment of site access arrangements, local junction operation, accessibility by sustainable modes and local highway impacts.

6.3.2 Whilst the assessment acknowledged the wider Toton Strategic Location for Growth and referred to other planned developments, it did not undertake a comprehensive strategic assessment of the wider allocation as an integrated transport system. The assessment is heavily dependent upon historic transport evidence prepared for earlier development proposals such as Toton East, dating back as far as 2014.

6.3.3 As noted above, this document acknowledges that further assessment would need to be undertaken using the East Midlands Gateway Model, updated to include the wider Toton proposals being promoted by Bloor Homes and to amend various assumptions made in the forecast year models on committed development and infrastructure works.

6.4 Revised Assessment Position

6.4.1 Subsequent assessment work was provided by way of a second Transport Assessment prepared by Mode Transport Planning, dated December 2025 (ref: CD4 4.06) .

6.4.2 As stated in Paragraph 1.2.7, the purpose of the document was to:

“Assess the merits of the proposed development at Toton West independently to the wider Toton development parcels located on land to the east of the B6003 Stapleford Lane.”

6.4.3 Whilst increasing reference was made to cumulative growth and wider strategic development, the underlying emphasis of the document remained the acceptability of the application as a standalone scheme rather than a thorough examination of the transport consequences of the full strategic allocation or current live planning applications on adjacent sites.

Revised Assessment Methodology.

6.4.4 The submitted Transport Assessment adopts a largely conventional junction-based assessment methodology. Existing traffic conditions were established through Manual Classified Counts and Automatic Traffic Counts undertaken in November 2025, with future year background traffic growth derived from TEMPro growth factors for the relevant Broxtowe MSOA.

6.4.5 Development trips were generated using agreed trip rates and then distributed and assigned to the local highway network based primarily upon Census journey-to-work data and journey routing assumptions taken from Google.

6.4.6 The resulting traffic flows were subsequently added to the baseline and forecast traffic conditions and assessed using industry-standard junction modelling software, including Junctions 11 and LinSig, at a series of selected junctions surrounding the site.

6.4.7 Generally, this methodology is consistent with a traditional Transport Assessment approach for a small to medium-sized single development site. However, there are a number of limitations to this methodology when applied to a location forming part of a significantly larger strategic growth area.

6.4.8 The Highway Authority's concerns arise regarding the exclusion of direct trip assignment from known developments locally, the reliance placed upon TEMPro growth assumptions, the manual assignment of development traffic to the highway network, and the absence within this assessment of strategic network modelling capable of testing the interaction between Toton West and adjacent development parcels under a range of future growth scenarios and across the wider area.

Trip assignment and sites considered

6.4.9 Figures 1.2, 1.3 and 1.4 of the Transport Assessment, extracted below, show the areas covered by historic and live planning applications currently being considered by Broxtowe Borough Council, as well as Local Plan allocations.

6.4.10 As stated above, the primary focus of the assessment is to consider the impact of the Toton West site only. With regard to the remainder of the Toton allocation, it states:

“A separate TA Addendum is currently being prepared by Mode Transport on behalf of Bloor, which considers the cumulative impact of the entire Toton area development (encapsulating development at Toton West, Toton North and Toton East).” (Paragraph 1.2.8)

“A wider assessment is currently being progressed by Mode Transport, in which developments at Toton West, Toton East and Toton North will be cumulatively assessed, using the NCC approved East Midlands Gateway Model (EMGM).” (Paragraph 1.4.2)

Figure 1.2 Historic Planning Applications

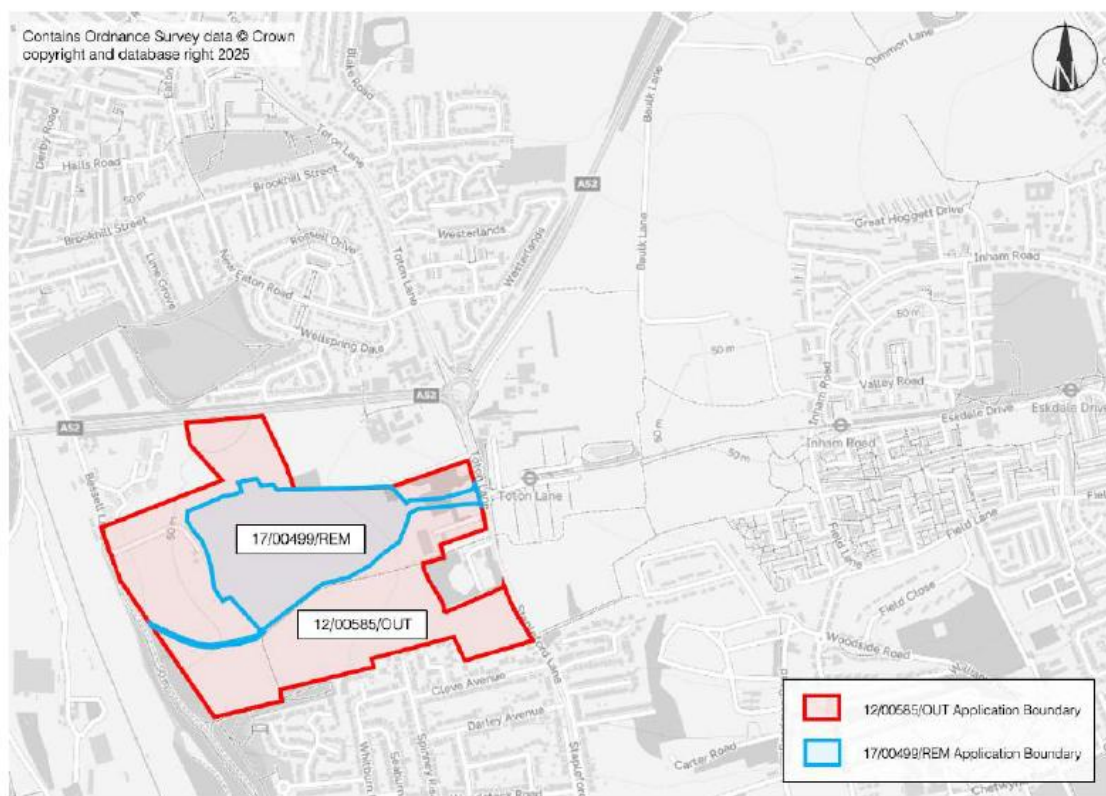


Figure 1.3 Live Planning Applications

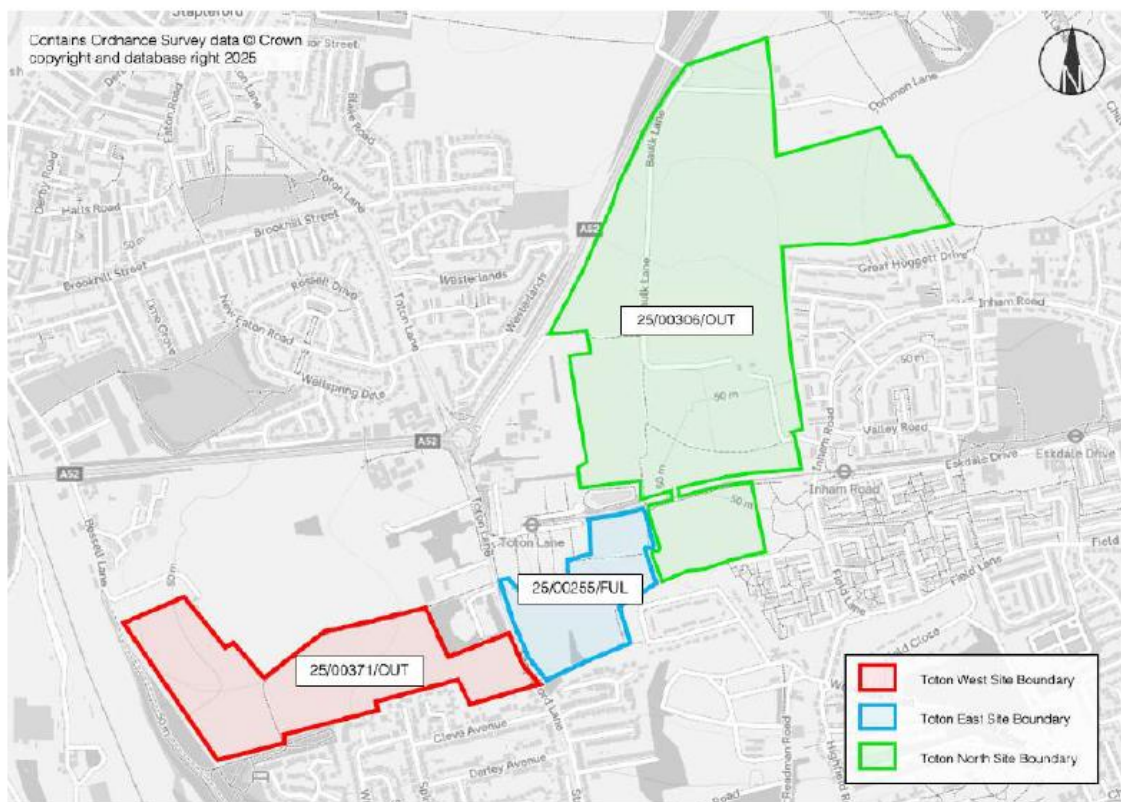
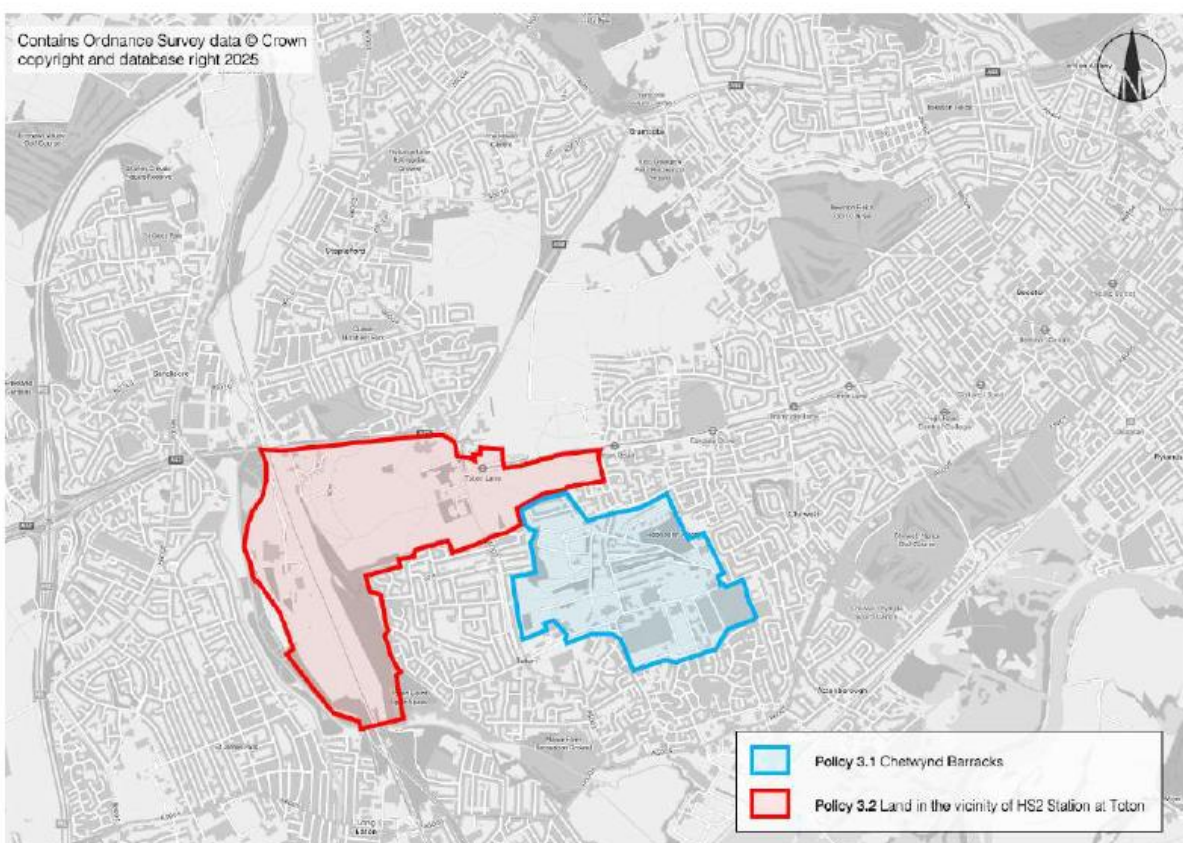


Figure 1.4 Broxtowe Local Plan Site Allocation



6.4.11 With regard to the Toton East application reference 25/00255/FUL, Paragraph 7.3.6 states:

“Development at Toton East is allocated within the local plan and therefore traffic associated with this scheme will also be accounted for within the TEMPro growth factors.”

6.4.12 Furthermore, when considering the proposed access junction, the Transport Assessment states:

“Development flows have not been considered from the Toton East access arm of the junction in this section of the TA.” (Paragraph 7.6.7)

6.4.13 As regards the Toton North application reference 25/00306/OUT, the assessment states at Paragraph 7.3.6:

“Toton North is not allocated in its entirety; however, given the application is currently in the process of determination, it cannot be considered a committed development by definition and as such is not considered further within this TA.”

6.4.14 The only development explicitly included as a sensitivity scenario is the extant permission for land west of Toton Lane (17/00499/REM). The Transport Assessment states at Paragraph 7.3.7:

“Consideration has been made to the consented application to the north of the site at land west of Toton Lane (Ref: 17/00499/REM) for the erection of 282 dwellings. At the time of writing, it is understood that NCC now own land relating to this permission, but construction is yet to commence. As there is ongoing uncertainty pertaining to the delivery of this development, the scheme has been considered as a sensitivity scenario only. The trip generation and subsequent trip distribution associated with this scheme has been transcribed onto the local highway network deriving the same methodology as that used to forecast and distribute traffic associated with the development proposals.”

6.4.15 The summary table below outlines the various adjacent sites and allocations and how the Highway Authority considers the traffic they generate has been assigned within the transport assessment..

Site / Development	Dwellings	Explicitly Considered?	Treatment within Assessment
Appeal Site – Toton West	420	Yes	Direct trip assignment to the highway network.
Land West of Toton Lane (17/00499/REM)	282	Yes	Included as a sensitivity scenario only.
Toton East (25/00255/FUL)	155	No	Assumed within TEMPro background growth.
Toton North (25/00306/OUT)	880	No	Treatment unclear. Portion of site contained within allocated portion may be represented through TEMPro growth, although the TA states application as a whole it is excluded.

Remaining Toton Strategic Allocation	–	No	Possibly partially included within TEMPro growth. Extent of representation cannot be verified as modelling outputs were not provided within.
Chetwynd Allocation	Up to 1,500	No	Excluded from the assessment and deferred to separate EMGM work.

Legend

Explicitly modelled	Uncertain / partially represented	Not modelled
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Table 6.4 -Summary of traffic assignments (prepared by NCC)

6.4.16 It is apparent from the above table that only a limited number of development scenarios have been explicitly modelled. The appeal proposal itself, comprising 420 dwellings, is included throughout the assessment, whilst the consented 282-dwelling development at Land West of Toton Lane (Ref. 17/00499/REM) is considered solely as a sensitivity test.

6.4.17 By contrast, the two live planning applications promoted by the Appellant within the wider Toton Strategic Location for Growth, Toton East (155 dwellings) and Toton North (up to 880 dwellings), have not been directly represented within the junction modelling. Furthermore, little, if any, consideration is given to the wider Chetwynd Barracks allocation despite its close proximity to the appeal site and the likelihood that traffic generated by that allocation would utilise the same highway network and key junctions assessed within the Transport Assessment, particularly the proposed site access junction.

6.4.18 The Transport Assessment confirms that “*development flows have not been considered*” from the Toton East arm of the proposed access junction and further states that Toton North “*is not considered further within this TA*”. Instead, the assessment relies upon the assertion that allocated development is inherently represented through TEMPro growth factors (I address the consequences of this approach further below under the sub-heading “Use of TEMPro for allocation of background traffic and committed development”).

6.4.19 In effect, the assessment undertakes detailed cumulative testing of the 420 dwellings which form the appeal site and a 282-dwelling sensitivity scenario, whilst relying primarily on generic growth assumptions and data presented in support of separate live planning applications to account for more than 1,000 dwellings.

6.4.20 The Highway Authority considers this approach to be particularly surprising given that Toton East and Toton North are not speculative future developments but live planning applications submitted by the Appellant and actively under consideration by the Local Planning Authority at the time the Transport Assessment was prepared. Both applications are supported by their own Transport Assessments and associated modelling work. It is therefore reasonable to conclude that the Appellant possesses detailed information regarding the scale of development, trip generation, traffic

distribution and likely transport impacts associated with each proposal. In such circumstances, it is difficult to understand why those developments are not directly tested as part of the cumulative assessment process, particularly when the relevant transport evidence had already been prepared on behalf of the Appellant.

6.4.21 The Appellant may contend that Toton West, Toton East and Toton North are separate planning applications and should therefore be considered independently. Whilst it is accepted that each application must ultimately be determined on its own planning merits, this does not remove the requirement under Paragraph 116 of the National Planning Policy Framework to consider the residual cumulative impacts of development having regard to “***all reasonable future scenarios***”. In transport planning terms, the key question is not whether the developments form separate planning applications, but whether they represent reasonably foreseeable sources of traffic capable of affecting the operation of the highway network during the assessment period.

6.4.22 This approach is also difficult to reconcile with the Planning Practice Guidance on Travel Plans, Transport Assessments and Statements, which advises that Transport Assessments should consider committed development and cumulative impacts arising from development proposals. Whilst the Guidance does not prescribe precisely which developments must be represented within a particular assessment, it is clearly directed towards understanding the transport implications of known and foreseeable development. In the Highway Authority's opinion, live planning applications actively promoted by the Appellant and supported by detailed transport evidence fall squarely within that category

6.4.23 In this regard, Toton East and Toton North cannot properly be characterised as aspirational allocations or unidentified future growth. At the time the Transport Assessment was prepared, both schemes had been submitted as live planning applications and were being actively promoted by the Appellant. Moreover, the Appellant had already undertaken separate Transport Assessments and modelling exercises in support of those proposals and therefore possessed detailed information regarding the scale, trip generation, distribution and likely transport impacts associated with each development. In these circumstances, the schemes were plainly known, quantified and foreseeable.

6.4.24 It is therefore difficult to reconcile the Appellant's position that the applications should be considered separately with the simultaneous requirement to assess cumulative transport impacts. If the existence of separate planning applications is treated as sufficient justification for excluding known developments from modelling, the requirement for cumulative assessment envisaged by Paragraph 116 of the NPPF would be substantially undermined. The purpose of cumulative assessment is specifically to understand how multiple developments may interact on the transport network, irrespective of whether they are brought forward through a single planning application or through several related applications. In the Highway Authority's opinion, the fact that Toton East and Toton North are separate applications does not diminish their relevance as reasonable future scenarios. Rather, their advanced status,

together with the availability of detailed supporting transport evidence, strengthens the case for their explicit consideration within the cumulative assessment.

6.4.25 Furthermore, this appeal proposal represents one of three substantial residential-led developments being promoted by the Appellant within the wider Toton Strategic Location for Growth. Whilst the Appellant refers to a separate cumulative assessment being prepared using the East Midlands Gateway Model (EMGM), that work had not been completed at the time the Transport Assessment was submitted, nor was it completed prior to submission of the appeal.

6.4.26 Additionally, the outcome of the Toton East and Toton North applications remains uncertain. They are separate applications being determined independently, and there can be no certainty regarding whether they will be approved, amended, refused, delayed or ultimately implemented. Equally, there can be no certainty regarding any future mitigation which may be secured through those separate applications.

6.4.27 In the Highway Authority's opinion, it would therefore be inappropriate to rely on the future outcome of other, as yet undetermined, planning applications to demonstrate that the appeal proposal complies with Paragraph 116 of the NPPF. The appeal proposal must be capable of demonstrating, on the basis of the evidence before the Inquiry, that its transport impacts have been assessed against realistic and reasonable future scenarios. The absence of direct testing of Toton East and Toton North means that the cumulative effects, any required mitigation, their viability and associated mechanism for delivery through the three related development proposals remain uncertain.

6.4.28 This position is reinforced by the fact that the appeal site does not exist in isolation but forms part of the wider Toton and Chetwynd Strategic Location for Growth. The Transport Assessment itself acknowledges that a separate cumulative assessment is being undertaken for Toton West, Toton East and Toton North collectively using the EMGM. This is, in effect, an acceptance by the Appellant that the transport effects of the three sites are interrelated and that consideration of their combined impacts is necessary. Against that background, it is difficult to understand why the same developments are treated as sufficiently relevant to warrant a separate cumulative assessment but are not considered sufficiently material to represent reasonable future scenarios within the assessment itself.

6.4.29 The Highway Authority also notes that this approach is consistent with the principles set out within DfT Circular 01/2022 (ref: CD9 9.24), paragraphs 48 and 49, which emphasises the need to understand infrastructure requirements arising from planned growth and to ensure that transport interventions are considered within the context of wider development proposals rather than in isolation.

6.4.30 Whilst the Appellant indicates that further cumulative work is being undertaken, the evidence submitted in support of the application and at the time of the appeal submission does not directly test the combined effects of Toton West, Toton East and Toton North, nor does it provide sufficient evidence to establish how the wider Toton and Chetwynd allocations have been represented within the growth assumptions

applied. The Highway Authority considers this materially limits the extent to which the submitted Transport Assessment can demonstrate that the residual cumulative impacts of development have been robustly assessed against all reasonable future scenarios, as required by Paragraph 116 of the NPPF.

Use of TEMPro for allocation of background traffic and committed development

6.4.31 **TEMPro (Trip End Model Presentation Program)** is the Department for Transport's forecasting tool used to analyse and present data from the National Trip End Model (NTEM). It provides forecasts of future travel demand by estimating the number of trips that are likely to originate and terminate within defined geographic areas over time, taking account of projected population growth, housing delivery, employment change and demographic trends.

6.4.32 The outputs are typically expressed as growth factors that indicate how travel demand is expected to change between a base year and a future assessment year. These growth factors are derived from national forecasting assumptions calibrated to local planning and demographic data and are commonly applied to observed traffic flows, matrix demand data and transport models to estimate future background traffic conditions.

6.4.33 Within the planning process, TEMPro outputs are frequently used to forecast future-year traffic flows for junction capacity assessments, develop future assessment scenarios for Transport Assessments, estimate background traffic growth between survey years and assessment years, and provide growth assumptions for strategic and regional transport models. It is also commonly used to inform Local Plan evidence bases, infrastructure planning and the assessment of cumulative growth across wider geographic areas.

6.4.34 TEMPro is therefore widely recognised as an appropriate and established tool for forecasting general background traffic growth and forms an important component of the transport evidence base supporting planning and infrastructure decisions.

6.4.35 However, whilst TEMPro is appropriate for forecasting general background growth, it has important limitations when applied to the assessment of specific development proposals or strategic growth areas. TEMPro forecasts the overall level of future travel demand but does not identify where traffic from individual developments enters the network, how it distributes across routes, how drivers may reassign in response to changing congestion conditions, or how multiple developments interact cumulatively.

6.4.36 Instead, it applies generalised growth factors to existing traffic patterns. Consequently, whilst TEMPro can provide a reasonable estimate of how much traffic growth may occur overall, it cannot replicate the operational effects of specific development proposals or test the cumulative impact of strategic-scale growth across a transport network. These matters are typically more robustly examined through

strategic transport models that explicitly represent development sites, trip distribution, route choice, network reassignment and congestion effects.

6.4.37 In simple terms, TEMPro is designed to forecast how much travel demand is likely to grow. It is not designed to determine where development traffic will travel, how it will interact with the network, or what effect it will have on individual junctions and corridors. Those questions require explicit modelling of development-generated trips within an appropriate strategic transport model.

6.4.38 Whilst the Appellant contends that a large proportion of the allocated development is reflected within the TEMPro growth assumptions, the submitted evidence does not include the underlying TEMPro outputs, NTEM assumptions or forecast housing data upon which that conclusion is based. Consequently, the Highway Authority has been unable to verify whether the developments identified by the Appellant are in fact represented within the growth forecasts or whether the magnitude of growth attributed to those developments is sufficient to justify the conclusions reached in the assessment.

6.4.39 Notwithstanding that omission, the Highway Authority is also concerned by the reliance placed on TEMPro growth factors as a substitute for the direct assessment of known development proposals.

6.4.40 To illustrate this limitation, if an existing junction currently accommodates 1,000 vehicles in the peak hour and a TEMPro growth factor of 1.1172 is applied, as suggested by Table 7.1 of the Transport Assessment, the assessment simply increases background flows to 1,117 vehicles, resulting in an increase of 117 vehicles overall.

6.4.41 These additional trips are effectively distributed across the network in broadly the same proportions as the existing traffic pattern. This is fundamentally different from assessing a real development proposal.

6.4.42 Using the agreed two-way trip rate in Table 6.1 of the Transport Assessment, a development of 1,000 dwellings would generate 544 peak-hour trips, all of which would enter the network through a specific access point before routing through a defined series of junctions and turning movements.

6.4.43 Whilst both approaches result in an increase in traffic across the network, the effects on individual junctions may be markedly different. The use of a generalised growth factor may dilute the effects of development traffic by spreading it across the wider network, whereas a development-led assessment identifies precisely where traffic is added and how it affects particular junction movements.

6.4.44 This issue is particularly relevant in the present case. The appeal proposal, Toton East, Toton North and the wider Chetwynd Barracks allocation are all located within the same strategic growth area and share substantial sections of highway infrastructure. The developments are not geographically separate sites whose effects

are dispersed widely across different parts of the highway network. Rather, they are closely related components of a wider allocation that are expected to utilise many of the same routes, junctions and transport corridors. As a consequence, traffic generated by each development has the potential to concentrate at key locations, creating cumulative effects that may be materially different from those arising from any individual development assessed in isolation.

6.4.45 The Appellant's own evidence demonstrates that traffic from these developments is likely to utilise many of the same junctions, including the proposed site access junction, Bardills Roundabout, the Toton Lane corridor and other junctions assessed within the Transport Assessment. By relying upon TEMPro growth assumptions rather than directly assigning traffic from known development proposals, the assessment does not demonstrate how traffic from those developments would actually enter, distribute through and affect the network.

6.4.46 This limitation is perhaps best illustrated by the treatment of Toton East. The Transport Assessment expressly confirms that "development flows have not been considered" from the Toton East arm of the proposed access junction and instead relies on the proposition that traffic associated with Toton East is inherently represented within TEMPro growth factors.

6.4.47 The principal weakness of this approach is that the Toton East arm forms one of only two proposed access points onto the Toton Link Road and is therefore likely to accommodate a substantial proportion of movements associated with both Toton East and traffic from the wider Chetwynd Barracks allocation travelling northwards. As a consequence, significant volumes of development traffic would be expected to converge on and pass through this specific arm of the junction.

6.4.48 By representing this traffic through generalised TEMPro growth factors rather than directly assigning development-generated trips to the network, the assessment risks diluting the concentration of traffic that may occur at this location. Whilst the overall quantum of growth may be reflected within the forecast traffic totals, the methodology does not demonstrate whether the resulting turning movements, queue lengths, signal staging requirements or capacity impacts associated with traffic using the Toton East arm have been accurately represented.

6.4.49 In the Highway Authority's opinion, this is a particularly important distinction because the performance of the proposed access junction will be influenced not simply by the amount of future traffic generated across the wider area, but by how that traffic enters and distributes through the junction itself. A generalised increase in background traffic cannot readily replicate the operational effects of substantial volumes of development traffic accessing the highway network through a single, clearly defined point of entry.

6.4.50 This concern is intensified by the scale of development involved. The only development explicitly tested within the cumulative assessment is the 282-dwelling

Land West of Toton Lane scheme. By comparison, Toton East and Toton North alone comprise up to 1,035 dwellings, before any consideration is given to the potential 1,500 additional dwellings associated with the wider Chetwynd Barracks allocation.

6.4.51 The additional developments omitted from direct modelling represent almost four times the scale of the development specifically assessed within the cumulative scenario. Yet rather than testing how that traffic would access and interact with the network, the assessment assumes that its effects are adequately represented through generic background growth factors. In the Highway Authority's opinion, this risks masking localised impacts at key junctions, particularly where multiple developments share common routes and access points.

6.4.52 The concerns identified above are not simply matters of development scope or forecasting methodology. They have direct implications for the reliability of the traffic flows used throughout the assessment and, consequently, the conclusions drawn from the junction modelling that relies upon those flows.

6.4.53 Where significant development proposals are omitted from direct assessment and their effects are instead assumed to be represented through TEMPro growth factors, questions inevitably arise as to whether the resulting traffic flows accurately reflect how future development will interact with the highway network.

6.4.54 These concerns are further compounded by the methodology used to distribute and assign traffic, which relies upon historic Census journey-to-work data and manually assigned routing assumptions. It is therefore necessary to consider whether the assessment methodology is sufficiently robust to capture the cumulative effects of strategic growth and whether reliance upon localised junction modelling, which is ultimately based upon those data inputs, provides an adequate understanding of future network performance.

Manual Traffic Assignment Limitations

6.4.55 The Transport Assessment distributes and assigns development traffic to the highway network using a combination of Census journey-to-work data and manually derived routing assumptions informed by Google Maps journey planning outputs. Whilst this is a recognised approach for smaller or less complex development proposals, its applicability is more limited in the context of a strategic growth location such as Toton where multiple developments are proposed to come forward across a shared transport network.

6.4.56 The methodology effectively assumes where future development traffic will travel based on existing traffic conditions and allocates trips accordingly. However, unlike strategic transport models, it is unable to dynamically represent how drivers may respond to changing traffic conditions, congestion, delays and competing route choices. As a result, the assessment provides a simplified representation of network operation based upon predetermined routing assumptions rather than modelling the complex interactions that occur across a real transport network.

6.4.57 A further consideration is the age of the underlying travel pattern data used to inform the traffic assignment process. The assessment relies upon journey-to-work information derived from the 2011 Census. It is acknowledged that the most recent 2021 Census may not provide a wholly representative picture of long-term travel behaviour due to the impacts of the Covid-19 pandemic; however, continued reliance upon 2011 Census data nevertheless introduces its own uncertainty.

6.4.58 The Census data is now over 15 years old and predates significant changes in travel behaviour, levels of home and hybrid working, the extension of the Nottingham Express Transit network to Toton Lane, changing patterns of commuting and the emergence of major strategic development proposals across the wider Toton and Chetwynd area.

6.4.59 The issue is not necessarily that the 2011 Census data is incorrect, nor that the 2021 Census should automatically be preferred. Rather, it is that both datasets present limitations, creating uncertainty as to whether historic travel patterns remain representative of future conditions throughout the assessment period. In these circumstances, the assignment of future development traffic becomes increasingly reliant upon professional judgement and manually derived routeing assumptions.

6.4.60 This issue is compounded by the use of Google Maps journey planning information as part of the traffic assignment methodology. Google Maps is primarily designed as a real-time navigation tool and identifies routes based upon prevailing travel conditions at a particular point in time.

6.4.61 Whilst such information may provide a useful indication of likely route choice, it does not necessarily provide a robust basis for forecasting future travel behaviour over a multi-year assessment period. Route choices observed under current network conditions may differ materially once strategic development is built out, traffic levels increase, mitigation measures are implemented or congestion patterns change. Moreover, Google Maps generally identifies the most efficient route under existing conditions and does not necessarily reflect the full range of routeing choices that may be adopted by different drivers.

6.4.62 Unlike strategic transport models, the methodology does not test how route choice may change in response to congestion, queue formation, journey time variability or network disruption. It therefore cannot readily capture the reassignment effects that frequently occur when multiple developments place additional demands upon a constrained highway network. This is particularly relevant where traffic generated by Toton West, Toton East, Toton North and the wider Chetwynd Barracks allocation is likely to interact on the same corridors and through the same key junctions.

6.4.63 The consequence is that the traffic flows used throughout the assessment are derived from a combination of historic Census travel patterns, manually assigned routeing assumptions and Google Maps-derived routing information, rather than being generated through strategic network assignment.

6.4.64 Whilst this may provide a reasonable indication of likely traffic movements for a standalone development proposal, it provides less confidence that the cumulative traffic effects associated with multiple strategic allocations have been fully captured. In the Highway Authority's opinion, these limitations reinforce the need for strategic transport modelling capable of directly testing future route choice, network interaction and cumulative development impacts.

Localised Junction Assessment versus Strategic Modelling

6.4.65 The limitations identified above regarding the omission of known development proposals, the reliance upon TEMPro growth assumptions, the use of historic Census-derived travel patterns and the application of Google Maps-derived routing assumptions are particularly important because they form the fundamental inputs to the subsequent junction capacity assessments.

6.4.66 The outputs of the Junctions 11 and LinSig models are inherently dependent upon the accuracy of the traffic flows assigned to them. Consequently, where there is uncertainty regarding how future traffic will be distributed across the network, the extent to which committed and reasonably foreseeable development has been represented, and the route choices future users may adopt, there is corresponding uncertainty regarding the reliability of the resulting operational assessments.

6.4.67 This issue is not limited to the overall number of trips included within the assessment. The performance of detailed junction models is also heavily dependent upon how those trips enter each junction, how they are distributed between individual arms, and which turning movements they undertake. In LinSig and Junctions 11 assessments, relatively small changes in the balance of flows between junction approaches can materially affect queue lengths, delays, degree of saturation, reserve capacity, signal staging and the overall operational performance of the junction. A junction may therefore appear to operate satisfactorily under one set of traffic distribution assumptions but perform materially differently if the same broad volume of traffic enters the junction from different arms or undertakes different turning movements.

6.4.68 This is particularly important when considering the suitability and future operation of the proposed site access junction. The submitted assessment confirms that development flows from the Toton East arm of the proposed access junction have not been considered. However, the wider strategic context indicates that this arm has the potential to be fed by a significant amount of traffic associated with the Toton Link Road, Toton East, Toton North and the wider Chetwynd Barracks allocation.

6.4.69 As those developments come forward, traffic entering the site access junction from the link road/eastern arm could increase significantly and the overall balance of flows through the junction would change. That change would not simply increase traffic volume in a general sense; it could alter the operational character of the junction by changing approach flows, turning proportions, queue interaction, signal stage demand and capacity utilisation. This may potentially result in the need to alter the overall layout of the junction from that suggested in the Transport Assessment.

6.4.70 Accordingly, the omission of traffic associated with Toton East, Toton North and the wider Chetwynd Barracks allocation is not simply a question of whether enough traffic has been included in the assessment overall. The more important issue is whether the traffic has been assigned to the correct arms, turning movements and parts of the network.

6.4.71 A generic increase in background traffic through TEMPro cannot replicate the operational effect of vehicles physically entering the access junction from the link road and then distributing through the junction in specific directions. It cannot assess whether additional movements from the eastern arm would require different signal staging, generate longer queues, affect capacity on other arms, or alter the suitability of the proposed junction arrangement.

6.4.72 Whilst Junctions 11 and LinSig are established and widely accepted tools for assessing the operational performance of individual junctions, they are not strategic transport models. Their purpose is to evaluate the capacity and operation of specific junctions under a prescribed set of traffic conditions rather than to replicate how traffic interacts across a wider transport network. As such, they do not model changes in travel behaviour, route reassignment, congestion responses or the interaction between multiple development sites competing for capacity on the same corridors. The models therefore provide an understanding of how individual junctions and layouts may perform under the assigned traffic flows, but they do not independently verify whether those traffic flows themselves are representative of future network conditions.

6.4.73 This distinction is particularly relevant in the present case. As discussed previously, the assessment relies upon TEMPro growth factors to account for a significant proportion of future development whilst directly modelling only a limited number of development scenarios. The Transport Assessment also relies on traffic assignment derived from 2011 Census journey-to-work data and Google Maps journey planning information. Whilst these approaches may provide a broad indication of likely traffic movements, they cannot fully account for how traffic patterns may evolve in response to strategic growth, changing congestion levels, network conditions, future mitigation measures or the cumulative interaction of multiple development sites.

6.4.74 The limitations associated with the use of Google Maps routing assumptions are also relevant in this context. Google Maps is primarily a real-time journey planning tool and identifies routes based upon existing prevailing traffic conditions at a particular point in time. Whilst it may provide a useful indication of likely route choice under those particular circumstances, it does not forecast how routing behaviour may alter over the longer assessment period as development is built out, traffic patterns change and additional pressures emerge elsewhere on the network. Nor does it replicate the reassignment effects that may occur when congestion causes drivers to seek alternative routes. Consequently, route choices derived from current conditions may not accurately reflect how future residents and network users would utilise the transport network once the cumulative effects of growth are realised.

6.4.75 These concerns are amplified by the scale and nature of the development proposals being promoted within the wider Toton Strategic Location for Growth. Toton

West, Toton East, Toton North and the wider Chetwynd Barracks allocation are all likely to share significant elements of the local highway infrastructure.

6.4.76 Traffic generated by these developments is likely to interact at a number of common locations, including the proposed site access junction, Bardills Roundabout, the Toton Lane corridor and other key junctions assessed within the Transport Assessment. In these circumstances, the principal transport planning question is not simply whether individual junctions can accommodate traffic associated with the appeal proposal in isolation, but whether the wider network, and in particular the proposed access arrangements, can accommodate the cumulative effects of strategic growth when all reasonable future scenarios are taken into account.

6.4.77 Unlike localised junction modelling based on manually assigned flows, strategic transport models are specifically designed to assess these wider network effects. Strategic models can explicitly represent individual development sites, forecast trip generation, route choice behaviour, congestion impacts, journey time changes and traffic reassignment across the network. Importantly, they can also test how traffic from specific developments enters the network and how that traffic is distributed through individual junctions and corridors. This is particularly important at locations such as the proposed site access junction, where future performance is likely to be influenced not only by the total volume of traffic, but by the changing balance of traffic approaching from Toton West, Toton East, Toton North and the wider Chetwynd Barracks allocation.

6.4.78 The principal weakness of the assessment is not the junction modelling itself, but the extent to which the traffic flows supplied to those models are derived from broad growth assumptions, historic Census travel patterns and manually assigned routing assumptions rather than from direct strategic modelling of known development proposals.

6.4.79 This is particularly relevant given the omission of direct modelling for Toton East, Toton North and the wider Chetwynd growth area, all of which represent reasonably foreseeable sources of traffic during the assessment period. The issue is therefore not only whether the assessment has included an appropriate quantum of traffic, but whether it has accurately represented where that traffic would enter the network, how it would route through key junctions, and how it would affect the operational performance of the proposed access arrangement and wider highway network.

6.4.80 Accordingly, the Highway Authority considers that the findings of the standalone Transport Assessment should be treated with an appropriate degree of caution. The combination of TEMPro-derived growth, reliance upon 2011 Census travel patterns, Google Maps-based routing assumptions and localised junction modelling may be proportionate for a relatively discrete development proposal. However, in the context of a strategic growth location comprising multiple interconnected development sites, these assumptions introduce uncertainty that is more appropriately addressed through strategic transport modelling capable of directly testing cumulative development

impacts, junction turning movements, route reassignment and reasonable future growth scenarios.

Conclusion on Revised Assessment

6.4.81 The Highway Authority's concerns do not arise from any single aspect of the submitted Transport Assessment when viewed in isolation. Rather, they arise from the cumulative effect of a number of methodological assumptions which, when taken together, limit the extent to which the assessment can demonstrate that the residual cumulative impacts of development have been fully assessed against all reasonable future scenarios.

6.4.82 The assessment adopts a methodology which may be appropriate for a relatively discrete development proposal. However, the appeal site is not an isolated development parcel. It forms part of the wider Toton Strategic Location for Growth and is closely related to other significant development proposals, including Toton East, Toton North and the wider Chetwynd Barracks allocation. These developments are expected to interact on the same transport corridors and utilise many of the same junctions and highway links. Consequently, the principal issue is not simply whether Toton West can operate in isolation, but whether the cumulative effects of growth across the wider allocation have been sufficiently understood and assessed.

6.4.83 As discussed previously, significant elements of the wider growth area have not been directly represented within the Transport Assessment and are instead assumed to be reflected through background growth forecasts. Whilst the Highway Authority accepts the use of TEMPro as a recognised tool for forecasting general traffic growth, it does not provide the same level of understanding as the direct assessment of known development proposals. In particular, it does not demonstrate how traffic from specific developments enters, distributes through and interacts with the highway network.

6.4.84 This distinction is important because the performance of the Junctions 11 and LinSig models depends not only upon the overall volume of traffic assigned to the network, but also upon where that traffic enters individual junctions and the turning movements it performs. The Highway Authority's concern is therefore not simply whether sufficient traffic has been included within the assessment overall, but whether future traffic associated with the wider allocation has been assigned to the correct locations and movements. This issue is particularly relevant in relation to the proposed site access junction, where future operation will inevitably be influenced by traffic associated with the wider allocation, including development connected by the proposed Toton Link Road.

6.4.85 The same considerations apply to the mitigation identified within the Transport Assessment. Any mitigation strategy derived from localised junction modelling is inherently dependent upon the traffic assumptions that underpin those assessments. Where uncertainty remains regarding future traffic distribution, route choice and turning movements, there is corresponding uncertainty regarding the long-term effectiveness of the proposed mitigation package.

6.4.86 For these reasons, the Highway Authority has consistently maintained that a cumulative assessment is required. This reflects not only transport planning judgement but also the wider policy framework. The adopted Development Plan identifies Toton and Chetwynd as a coordinated Strategic Location for Growth, whilst Paragraph 116 of the National Planning Policy Framework requires decision-makers to consider the residual cumulative impacts of development having regard to all reasonable future scenarios.

6.4.87 In the Highway Authority's opinion, the Toton East and Toton North planning applications, together with the wider Chetwynd Barracks allocation, clearly constitute reasonable future scenarios. They represent known and foreseeable sources of growth within the same strategic location and have the potential to materially influence the operation of the highway network assessed within the Transport Assessment.

6.4.88 Accordingly, whilst the submitted Transport Assessment provides useful evidence regarding the operation of the appeal proposal itself, the Highway Authority remains of the view that additional strategic assessment is necessary to provide confidence that the cumulative impacts of development across the wider Toton and Chetwynd Strategic Location for Growth have been fully identified, understood and appropriately mitigated.

6.4.89 Until such assessment is completed, the Highway Authority considers that there remains insufficient evidence to conclude with confidence that the residual cumulative impacts of the proposal, either alone or in combination with other reasonably foreseeable development, have been fully assessed in accordance with the Development Plan and the requirements of Paragraph 116 of the National Planning Policy Framework.

6.5 Strategic Modelling Update dated 12 June 2026

6.5.1 Since the preparation of the earlier transport evidence and the submission of the appeal, the Appellant has submitted additional strategic modelling prepared by SYSTRA using the East Midlands Gateway Model (EMGM) , as documented within the Toton Strategic Modelling Report and accompanying correspondence from David Frisby dated 12 June 2026 (ref: CD9 9.03; CD9 9.05).

East Midlands Gateway Model (EMGM) Background

6.5.2 Before discussing outputs from the model, it is useful to provide background context regarding the EMGM and SYSTRA.

6.5.3 The EMGM is a strategic multi-modal transport model covering the wider East Midlands transport network. Developed in accordance with Department for Transport Transport Analysis Guidance (TAG), the model is designed to assess the cumulative impacts of major development across both the strategic highway and public transport networks. The model comprises a SATURN highway model, public transport model, variable demand model and trip-end forecasting elements, enabling the assessment of network-wide travel demand, route choice and traffic redistribution.

6.5.4 The EMGM is not owned by Nottinghamshire County Council. Rather, it is a regional model owned by the East Midlands local authority partnership and made available for use by constituent authorities and developers. The model is administered, maintained and applied on behalf of the partnership by SYSTRA, who act as the model custodians and provide specialist technical support in relation to its operation and development. In the case of the Toton proposals, SYSTRA were commissioned directly by the Appellant to undertake strategic modelling using the EMGM to assess the cumulative transport impacts of the Toton North, Toton East and Toton West developments.

6.5.5 It is unclear at the time of writing as to when exactly Systra were commissioned to undertake this modelling, ordinarily the Highway Authority would expect modelling to be undertaken prior to submission of a formal planning application. There was no technical constraint preventing such modelling being undertaken prior to submission

6.5.6 However, as stated at paragraph 4.3.8 above, the original transport assessment provided in support of the application acknowledged that the modelling had not been undertaken at the time of submission, there was a need for additional modelling to be undertaken using the EMGM. A further e-mail was received from Mode on 20th November 2025 (6 months after the application was initially submitted) enquiring about modelling specifics such areas of influence and calibration, thus implying the work was being under taken, and indeed the appellants own statement of case acknowledge further modelling is to be provided. At the time of writing limited additional modelling information other than that acknowledged above (for Scenario 3) has been provide.

6.5.7 Whilst Nottinghamshire County Council does not own or control the EMGM, it is the Highway Authority's preferred strategic modelling tool due to the breadth of its coverage across Nottinghamshire and the wider East Midlands transport network.

6.5.8 The model has been used extensively across the County and developed in its detail and coverage over a period of many years. It was used to assess the cumulative impacts of strategic growth and previously formed part of the evidence base supporting the original allocation of the Toton strategic site. It has also been utilised as part of the wider evidence base informing strategic growth assessments across the area, including work associated with the Greater Nottingham Strategic Plan (GNSP).

6.5.9 For these reasons, the Highway Authority considers the EMGM to provide the most appropriate framework for assessing the cumulative effects of large-scale developments which extend beyond the immediate vicinity of individual junctions or corridors.

6.5.10 When reference is made to the use of the “*NCC approved East Midlands Gateway Model*”, this should not be interpreted as meaning that Nottinghamshire County Council owns, controls or directs the operation of the model. Rather, NCC recognises the EMGM as the most appropriate available strategic modelling platform for assessing cumulative transport impacts across the wider area.

6.5.11 Notwithstanding this, NCC does not require applicants to use the EMGM exclusively. Where an applicant can demonstrate that an alternative modelling approach provides an equivalent standard of technical robustness, geographic coverage and analytical capability, the Highway Authority would be willing to consider its use. The preference for the EMGM therefore reflects its suitability and established acceptance for strategic assessment purposes, rather than any mandatory requirement to utilise that specific model.

6.5.12 Furthermore, it should be noted that there is no contractual arrangement between Nottinghamshire County Council and SYSTRA in relation to the operation of the model. As a result, the Highway Authority cannot instruct SYSTRA to prioritise modelling work for a particular development site or planning application.

6.5.13 Decisions regarding the programming and delivery of modelling commissions remain a matter for those commissioning the work, namely the Appellant and SYSTRA working on their behalf. This is an important distinction when considering the timing and delivery of strategic modelling outputs associated with the current appeals.

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6.5.14 The Highway Authority considers this note to represent a significant advancement in the evidence base supporting the application. It represents the first time that the strategic modelling work promised in the various pieces of supporting documentation has been provided and responds positively to earlier requests from Nottinghamshire County Council and National Highways for consideration of the wider Toton Strategic Allocation rather than assessment of the appeal proposal in isolation.

6.5.15 The modelling considers a series of development scenarios and, importantly, assesses the interaction between Toton West, Toton East, Toton North and the proposed Toton Link Road. This provides a more strategic understanding of future travel patterns and highway network performance than was previously available. The work also assists in demonstrating the important strategic role that the Toton Link Road is expected to perform in connecting the allocation to the A52 corridor and Strategic Road Network.

6.5.16 The outputs from the note indicate that a significant proportion of development traffic would be attracted towards the Strategic Road Network and that the Toton Link Road has the potential to influence traffic distribution across the wider area. The modelling suggests reductions in traffic flow on parts of Toton Lane and around Bardills Roundabout, while providing an alternative route between Stapleford Lane and the A52. These findings are helpful in developing an understanding of how the wider allocation may function as development comes forward.

6.5.17 The work moves beyond the earlier Transport Assessment, which largely considers the appeal proposal in isolation, and instead seeks to understand the interaction between multiple development parcels and the wider highway network. It therefore provides a valuable contribution towards understanding the potential transport consequences of growth across the allocation and the strategic role of the proposed Toton Link Road.

6.5.18 The EMGM report identifies four development scenarios:

- Scenario 1 – Toton West only;
- Scenario 2 – Toton West and Toton East;
- Scenario 3 – Toton West, Toton East and Toton North together with the Toton Link Road; and
- Scenario 4 – the full development scenario together with the Chetwynd Barracks sensitivity test.

6.5.19 The inclusion of these scenarios is welcomed as it establishes a framework capable of assessing both the standalone effects of the appeal proposal and the cumulative impacts associated with the wider strategic allocation. In the Highway Authority's view, the two scenarios of greatest relevance to the Inquiry are Scenario 1 and Scenario 4. Scenario 1 provides the clearest assessment of the direct impact arising from the appeal proposal itself, whilst Scenario 4 is intended to provide the fullest cumulative assessment by considering the interaction between the Toton Strategic Allocation and the neighbouring Chetwynd Barracks allocation.

6.5.20 However, notwithstanding the four scenarios identified within the report, the detailed analysis currently presented relates primarily to Scenario 3. The report itself states that initial reporting has been undertaken for Scenario 3 as this was considered the priority test. Consequently, whilst the modelling provides useful evidence regarding the interaction between Toton West, Toton East, Toton North and the proposed Toton Link Road, it does not yet provide equivalent detail regarding either the standalone effects of Toton West or the full cumulative interaction with Chetwynd Barracks.

6.5.21 This distinction is important. Whilst the appeal proposal itself relates solely to Toton West, the policy framework requires consideration of cumulative impacts and a coordinated approach to delivery across the wider allocation. In that regard, Scenario 1 and Scenario 4 represent the two ends of the assessment spectrum and are arguably the most informative scenarios in determining whether the proposal is acceptable both individually and cumulatively. At present, neither has been reported in the same level of detail as Scenario 3.

6.5.22 The absence of the Scenario 4 outputs is particularly significant. The report identifies Scenario 4 as the specific mechanism through which the cumulative interaction between the Toton Strategic Allocation and the Chetwynd Barracks allocation would be assessed. Whilst the report explains that Chetwynd traffic would access the network via both the Toton Link Road and Swiney Way, the detailed outputs from this assessment have not yet been provided. As a consequence, the cumulative effects of the full growth scenario identified by the Appellant's own modelling framework remain to be reported and reviewed. There therefore remains an insufficiency of evidence to consider the cumulative impacts on the highways network and the necessary mitigation.

Issues Identified from the Current Modelling Report

6.5.23 Whilst the Highway Authority welcomes the strategic modelling and accepts that it materially improves understanding of the cumulative effects of the wider allocation, it is notable that Scenario 3 itself identifies a number of matters requiring further assessment and clarification before robust conclusions can be drawn regarding the transport impacts of development.

6.5.24 It should also be recognised that, in its current form, the modelling report is primarily diagnostic in nature. It demonstrates the likely consequences of assigning traffic associated with the various development scenarios to the highway network and highlights locations where capacity and performance issues may arise. However, it does not set out any corresponding mitigation strategy or package of highway interventions to address those identified impacts.

6.5.25 Consequently, whilst the modelling provides a valuable indication of where transport-related issues may occur, it does not establish whether those impacts can be satisfactorily mitigated, nor does it demonstrate that an appropriate or deliverable mitigation solution exists. As such, further work is required before the cumulative transport effects of the development can be fully understood and their acceptability properly assessed.

6.5.26 These matters arise from the outputs of the modelling exercise itself and were highlighted to the Appellant and their transport consultant at a highways meeting organised by the Planning Authority on 18 June 2026. At the meeting, representatives from Mode Transport agreed to review the issues raised. At the time of writing, no further update has been received from Mode Transport and these matters therefore form part of the continuing assessment process.

i. Chetwynd Barracks and the Absence of Scenario 4 Outputs

6.5.27 The most significant outstanding matter remains the absence of the detailed Scenario 4 outputs. Scenario 4 was specifically identified within the modelling framework as the scenario intended to assess the cumulative interaction between the Toton Strategic Allocation and the adjacent Chetwynd Barracks allocation.

6.5.28 The report states that Chetwynd traffic would be able to access both the Toton Link Road and Swiney Way, thereby creating a materially different pattern of traffic movement from that assessed within Scenario 3. However, whilst the scenario is described, the detailed outputs and supporting analysis have not been made available. Consequently, the strategic assessment remains incomplete in relation to the full cumulative growth scenario which the Appellant's own modelling framework identifies as requiring consideration.

ii. Operation of the Toton Link Road Terminal Junctions

6.5.29 The strategic modelling identifies that, by 2041, both junctions at either end of the Toton Link Road are forecast to operate above the generally accepted 85% Volume-to-Capacity threshold. The report notes that these junctions become

increasingly congested as traffic levels rise and that this is associated with increased use of the Link Road by through traffic. Whilst this does not necessarily indicate that the junctions cannot operate satisfactorily, it does indicate that additional assessment is required to understand operational performance, potential mitigation measures and long-term deliverability.

6.5.30 The significance of this issue is heightened by the fact that the Toton Link Road performs a central role within the wider allocation strategy. The strategic modelling itself concludes that much of the redistribution of traffic and many of the forecast network benefits are dependent upon the Link Road functioning as intended. It is therefore important that the operation of these junctions is fully understood before reliance can be placed upon the broader conclusions drawn from the modelling.

iii. Swiney Way and Interaction with Future Growth

6.5.31 The strategic modelling identifies increased pressure on Swiney Way within future year scenarios. The report specifically records an increase in volume-to-capacity ratio on Swiney Way arising from traffic interactions associated with the B6003 junction. Whilst further work is required to understand the precise implications, the issue becomes particularly relevant in the context of Scenario 4 where Chetwynd Barracks traffic would have direct access via Swiney Way. This further reinforces the importance of understanding the results of the full cumulative assessment before final conclusions can be reached.

iv. A6002 Coventry Lane / A6007 Ilkeston Road Junction

6.5.32 The modelling identifies increased congestion at the A6002 Coventry Lane / A6007 Ilkeston Road junction as a result of changes in traffic patterns associated with future development. The junction is specifically identified within the strategic modelling as experiencing increased congestion in future year scenarios. Further assessment is therefore required to understand the extent of these impacts, any consequential operational effects and whether mitigation measures may be required.

v. High Road / Nottingham Road Corridor

6.5.33 The Highway Authority has also identified the High Road / Nottingham Road corridor as an area requiring further consideration as the evidence base progresses. Whilst the strategic modelling provides valuable insight into broad redistribution effects across the network, further interrogation of traffic movements along this corridor remains necessary to understand how cumulative growth may influence operation of the local highway network.

vi. Strategic Road Network and County Road Network Interaction

6.5.34 One of the principal conclusions of the strategic modelling is that a significant proportion of development traffic is attracted towards the Strategic Road Network, particularly the A52 and M1 corridors. The assessment also identifies substantial

reassignment of existing traffic across a wider geographical area as travel patterns adjust to the introduction of the Toton Link Road. These findings are helpful and support the strategic purpose of the Link Road. However, they also demonstrate the importance of fully understanding the interaction between the Strategic Road Network and the County Road Network, particularly where traffic is reassigned from one route to another. Further evidence remains beneficial in understanding these redistribution effects and any resulting mitigation requirements.

6.5.35 As previously highlighted, these matters have been raised with the Appellant and their consultant as matters which need to be addressed in order to allow the assessment to progress. The Appellant and their agent have indicated a willingness to review and address these issues. However, at the time of writing, no further information has been received.

Other Outstanding Matters

Identification of the Overall Mitigation Package and Delivery Mechanism

6.5.36 The Highway Authority considers that completion of the outstanding modelling work is only one stage in the overall assessment process. Whilst the additional strategic modelling provides a valuable framework for understanding the potential impacts of development, the ultimate objective of the assessment is not simply to identify impacts but to establish what infrastructure and mitigation measures are required to address those impacts and how those measures will be delivered. As matters stand, no mitigation package has yet been identified by the appellant.

6.5.37 Once the outstanding modelling scenarios have been completed, including the detailed assessment of Scenario 4, and the remaining technical matters have been resolved, the results will need to be translated into a comprehensive package of transport infrastructure and mitigation measures. This will include consideration of any improvements required within both the County Road Network and the Strategic Road Network, together with any interventions necessary to address impacts identified through the cumulative assessment process.

6.5.38 In particular, further work will be required to determine:

- the extent of any highway improvements required to accommodate cumulative growth;
- whether mitigation is required at locations identified through the modelling, including the operation of the Toton Link Road terminal junctions and other key junctions within the County Road Network;
- the interaction between local mitigation measures and any improvements that may be required within the Strategic Road Network;
- the cost, feasibility, timing and deliverability of any required infrastructure;
- the relationship between individual development parcels and the strategic infrastructure necessary to support the wider allocation; and
- the mechanisms through which infrastructure will be funded, secured and delivered.

6.5.39 The Highway Authority considers this stage to be particularly important given that the appeal proposal forms part of a wider strategic allocation. It is therefore necessary not only to understand the impacts arising from development, but also to identify how those impacts will be mitigated in a coordinated manner and how responsibility for delivery will be apportioned between the various development parcels that will ultimately contribute towards growth across the wider allocation area.

Summary and Conclusion

6.5.40 Overall, the Highway Authority considers the EMGM work to be a positive and valuable contribution to the Inquiry. The modelling represents a significant advancement in the evidence base and provides increasing confidence that the wider Toton allocation, including the appeal proposal, is capable of being accommodated within the transport network subject to appropriate infrastructure and mitigation being identified and delivered. The assessment also provides encouraging evidence regarding the strategic role of the Toton Link Road and the manner in which traffic may be distributed across the wider network.

6.5.41 However, the evidence currently available principally reflects Scenario 3, whereas the scenarios of greatest relevance to the current Inquiry are in my opinion Scenario 1, which assesses the appeal proposal in isolation, and Scenario 4, which assesses the full cumulative interaction between the Toton Strategic Allocation and the adjacent Chetwynd Barracks allocation. The detailed outputs from Scenario 4 have yet to be provided and a number of important technical matters identified through Scenario 3 remain subject to further investigation.

6.5.42 The Highway Authority's position is therefore not that the appeal proposal is incapable of being made acceptable in highway terms. Rather, the emerging evidence suggests that there is a reasonable prospect that the proposal can be accommodated and that an appropriate mitigation strategy can be identified. However, before such a conclusion can be reached with confidence, the remaining modelling work must be completed, the outstanding issues resolved, and the full package of infrastructure and mitigation measures required to support growth must be clearly identified, tested and demonstrated to be deliverable.

6.5.43 Only once the extent of any required mitigation is understood will it be possible to establish whether those measures are effective, whether they can be delivered within an appropriate timescale, how they will be funded, and whether suitable mechanisms exist to secure proportionate contributions from the various developments contained within the wider allocation. These matters are fundamental to demonstrating that the development accords with the coordinated, comprehensive and infrastructure-led approach envisaged by the Development Plan and Strategic Masterplan, and to demonstrating compliance with the requirements of Paragraph 116 of the National Planning Policy Framework.

6.5.44 Accordingly, whilst the strategic modelling has materially advanced the assessment and provides greater confidence that an acceptable solution may ultimately be achievable. However, that possibility does not alter the Highway Authority's present position that the evidence currently before the Inquiry is insufficient to demonstrate that the cumulative impacts of the proposal have been fully assessed or that the necessary mitigation has been identified and secured.

6.5.45 Further work remains before it can be conclusively demonstrated that the cumulative impacts of development have been appropriately assessed and that a deliverable package of mitigation exists capable of making the development acceptable in planning and highway terms.

Additional modelling received 03-08-2026 (ref: [new document to be added to core library])

6.5.46 Following repeated requests by the Highway Authority, the final strategic modelling report was received at 13:09 on 3 August 2026. The report was received less than two working days before the deadline for submission of Proofs of Evidence and considerably later than had been anticipated. Whilst the Authority welcomes receipt of the report and the additional information it contains, the timing of its issue has significantly constrained the opportunity available for a full technical review of the material.

6.5.47 The review of strategic transport modelling of this nature is not a straightforward exercise. It requires detailed consideration of the modelling assumptions, methodology, scenario testing, outputs and conclusions, together with consultation with specialist officers and technical advisers from across the Council. Given the timing of receipt, the Highway Authority has not had a reasonable opportunity to complete the level of assessment and internal consultation that would ordinarily be undertaken before evidence of this nature is relied upon within an Inquiry process.

6.5.48 This is particularly relevant because one of the principal reasons for the agreed extension to the Inquiry timetable was to allow sufficient time for the completion, circulation and review of the additional modelling work. The highway Authority supported that extension on the basis that all parties would have a reasonable opportunity to consider the completed modelling evidence before finalising their respective cases. Whilst the report has now been received, the limited time remaining before the submission of Proofs of Evidence has substantially reduced the practical benefit of that extension from the Highway Authority's perspective.

6.5.49 Consequently, the conclusions set out within this Proof should be read in the context of the timing of the information received. The Highway Authority has sought to take account of the information available at the time of preparing this Proof and welcomes the progress that has been made in developing the strategic evidence base. However, given the timing of receipt of the final report, it has not been possible to undertake a full technical review of the modelling evidence, nor to complete the wider

consultation that would ordinarily be undertaken with specialist officers and advisers prior to the submission of Proofs of Evidence.

6.5.50 Accordingly, the detailed consideration of the additional modelling work does not form part of this Proof of Evidence. The Highway Authority intends to review the material as quickly as reasonably practicable and, should that review identify matters requiring further comment, clarification or amendment, its position may be updated through an addendum proof, rebuttal evidence or other submissions to the Inquiry, as the Inspector may appropriate.

6.5.51 The observations set out within this Proof should therefore be read in the context that the Authority's review of the recently submitted modelling evidence remains ongoing. Whilst the material received appears to represent a further development of the evidence base, the Highway Authority is not currently in a position to express a concluded view on the modelling outputs or their implications for cumulative impacts, infrastructure requirements and any associated mitigation measures.

7. Overall Highway Conclusions and Position

7.1 What Has Been Demonstrated

7.1.1 A number of important matters have been demonstrated through the evidence submitted during both the application and appeal process.

7.1.2 Firstly, there is no substantive dispute that the appeal proposal forms part of the wider Toton Strategic Location for Growth and sits within a strategic growth area which has long been identified through the development plan framework. The proposal therefore needs to be considered within the context of the wider planned growth across Toton and the neighbouring Chetwynd Barracks allocation.

7.1.3 Secondly, the strategic modelling undertaken using the East Midlands Gateway Model represents a significant advancement in the evidence base. The modelling moves beyond the earlier site-specific Transport Assessment and provides a more appropriate framework for considering the interaction between Toton West, Toton East, Toton North and the wider transport network. The Highway Authority welcomes this work and considers it a positive and constructive step forward.

7.1.4 Thirdly, the strategic modelling provides increasing confidence that the wider allocation may ultimately be capable of being accommodated within the transport network and identifies the potentially important role of the Toton Link Road in facilitating movement between the allocation and the Strategic Road Network. It also demonstrates the value of assessing the allocation strategically rather than through consideration of individual sites in isolation.

7.1.5 Finally, the ongoing work undertaken by the Appellant and SYSTRA, recently provided to the Highway Authority, demonstrates that there remains a realistic prospect that a suitable transport strategy and mitigation package can ultimately be identified.

7.2 What Has Not Been Demonstrated

7.2.1 Whilst the evidence base has improved significantly since the start of the appeal, the Highway Authority considers that a number of important matters remain unresolved.

7.2.2 The original and revised Transport Assessments did not directly assess the cumulative impacts arising from Toton West, Toton East, Toton North and Chetwynd Barracks acting together as a single strategic growth area. Instead, significant elements of future growth were represented through TEMPro growth factors and background traffic assumptions rather than direct development assignment and cumulative testing.

7.2.3 The assessments also relied upon traffic assignment derived from 2011 Census journey-to-work data and manually derived routing assumptions informed by Google Maps. Whilst these approaches may be proportionate for a more discrete development proposal, they provide less confidence when applied to a strategic growth location where multiple development parcels are expected to interact across a shared highway network.

7.2.4 Although the later EMGM work represents a significant improvement, it remains incomplete. Detailed outputs have principally been provided for Scenario 3, whilst the full cumulative Scenario 4 assessment involving the interaction between the Toton allocation and Chetwynd Barracks has yet to be reported.

7.2.5 Furthermore, the strategic modelling itself has identified a number of issues requiring further assessment, including:

- i. operation of the Toton Link Road terminal junctions;
- ii. impacts at Swiney Way;
- iii. impacts at the A6002 Coventry Lane / A6007 Ilkeston Road junction;
- iv. impacts along the High Road / Nottingham Road corridor;
- v. the interaction between the County Road Network and Strategic Road Network; and
- vi. the wider implications of traffic reassignment across the network.

7.2.6 Most importantly, the evidence currently before the Inquiry does not establish the full package of transport infrastructure and mitigation required to support the cumulative development of Toton West, Toton East, Toton North and Chetwynd Barracks. Nor does it identify with certainty:

- what infrastructure is required;
- where that infrastructure is required;
- when it will be required;
- who will be responsible for delivery;
- how it will be funded; or
- whether the infrastructure package remains viable and deliverable across the allocation as a whole.

7.3 Why These Matters Are Important

7.3.1 The Highway Authority's concern is not simply that further technical work remains outstanding.

7.3.2 The outstanding matters go directly to the requirements of the policy framework.

7.3.3 Paragraph 116 of the National Planning Policy Framework requires decision makers to consider the residual cumulative impacts of development on the road network taking account of all reasonable future scenarios. In the Authority's opinion,

Toton East, Toton North and Chetwynd Barracks are clearly reasonable future scenarios. They are known developments, promoted through either live planning applications or adopted allocations, and will inevitably interact with the same transport corridors and infrastructure as the appeal proposal.

7.3.4 Similarly, Policies 3.1 and 3.2 of the Broxtowe Borough Local Plan, together with the Strategic Masterplan SPD, promote a coordinated and comprehensive approach to development across Toton and Chetwynd Barracks. The policy expectation is not simply that impacts are identified, but that the infrastructure necessary to support growth is properly understood, planned and delivered across the wider allocation.

7.3.5 The lack of clarity regarding the ultimate mitigation package has implications which extend beyond traffic modelling.

7.3.6 If the full cumulative impacts of the allocation have not yet been identified, it follows that the full infrastructure requirements are not yet known. In turn, if the infrastructure requirements are not yet known, it is difficult to establish the likely cost of that infrastructure, whether it remains viable, whether developer contributions will be sufficient, how responsibilities for delivery will be apportioned across the various development parcels, and whether infrastructure can be delivered at the appropriate point within the development programme.

7.3.7 This is particularly relevant because the various Toton developments are currently progressing as separate planning applications, whilst remaining dependent upon elements of shared infrastructure and a common movement framework. Without an understanding of the overall mitigation requirements at this stage, there is a risk that development parcels could progress independently ahead of a clear understanding of the cumulative infrastructure necessary to support the wider allocation.

7.3.8 Should subsequent assessment identify a need for more substantial mitigation than is currently anticipated, questions may arise regarding funding, delivery responsibilities, viability and implementation. There is therefore a risk that uncertainty regarding infrastructure requirements now could compromise the coordinated delivery of transport infrastructure later and potentially prejudice the comprehensive development of the wider allocation envisioned by the Development Plan and Strategic Masterplan SPD.

7.4 Conclusion

7.4.1 The key issue arising from this appeal is not whether development can ultimately be accommodated on the highway network. Rather, it is whether the Appellant has provided sufficient evidence to demonstrate how the cumulative impacts of the wider allocation will be addressed and how the infrastructure necessary to support that growth will be delivered.

7.4.2 The Highway Authority acknowledges and welcomes the substantial progress made through the strategic modelling work undertaken to date. The EMGM assessment represents a significant improvement upon the original Transport Assessment and provides increasing confidence that an appropriate transport solution may ultimately be achievable.

7.4.3 However, the evidence currently before the Inquiry does not yet provide a complete assessment of the full cumulative growth scenario. Important elements of the strategic modelling remain outstanding, several technical matters identified through the modelling require further consideration, and the overall mitigation package necessary to support the wider allocation has yet to be fully identified, tested and demonstrated to be deliverable.

7.4.4 Consequently, whilst the Authority recognises the positive progress that has been made, it remains unable to conclude that the cumulative transport implications of the wider Toton and Chetwynd allocation have been comprehensively assessed. Nor is the Authority presently satisfied that the coordinated approach to infrastructure planning, mitigation delivery and comprehensive development envisaged by Paragraph 116 of the National Planning Policy Framework, Policies 3.1 and 3.2 of the Broxtowe Borough Local Plan, the Strategic Masterplan SPD and emerging Policy 21 of the Greater Nottingham Strategic Plan has yet been fully demonstrated.

7.4.5 Until the remaining modelling, infrastructure planning and mitigation work has been completed, the Highway Authority remains of the view that the evidence currently before the Inquiry does not provide a sufficiently robust basis upon which to fully understand the cumulative transport consequences of the proposal or the wider allocation of which it forms part.

8. Potential Conditions and Mitigation

This section sets out the Highway Authority's position on the safeguards that would be necessary if, notwithstanding the outstanding matters identified in this Proof of Evidence, the Inspector were minded to allow the appeal. The evidence in this section is made without prejudice to the Highway Authority's primary position.

The Highway Authority does not consider that the conditions/obligations suggested below are capable of overcoming its concerns because what they are seeking to do is require further assessment to be undertaken to identify and then secure the necessary mitigation. Those are steps that should be taken prior to the grant of planning permission as planning permission should only be granted when the impacts of the appeal proposal are understood and any necessary mitigation is secured.

8.1 Highway Authority Primary Position

8.1.1 The Highway Authority's primary position is that the outstanding modelling, infrastructure planning and mitigation work should be completed before the appeal is determined. This would allow the cumulative transport impacts of the proposal and the wider allocation to be fully understood, and would enable the Inspector to reach a decision on the basis of a complete evidence base.

8.1.2 In particular, the Highway Authority considers that the detailed Scenario 4 modelling outputs, further assessment of the locations identified through the EMGM work, and the resulting mitigation strategy should ideally be available before permission is granted. That would provide greater certainty regarding the scale, timing, cost, deliverability and funding mechanism for any transport infrastructure required to support the development.

8.1.3 The Highway Authority's position is that these matters should be resolved prior to the determination of the appeal. In the Authority's opinion, the outstanding cumulative assessment work, the identification of any necessary mitigation, and consideration of the mechanisms by which that mitigation would be secured and delivered, are matters that should ordinarily be addressed before planning permission is granted. This would enable the Inspector to reach a decision on the basis of a complete understanding of the cumulative transport impacts of the development and the wider allocation, together with the measures necessary to mitigate those impacts.

8.1.4 However, if the Inspector reaches a different conclusion and is nevertheless minded to allow the appeal, the Highway Authority considers that robust planning conditions and/or planning obligations would be required. The suggested safeguards set out below are therefore advanced on a without-prejudice basis and should not be interpreted as indicating that the Highway Authority considers the current evidence base sufficient to demonstrate that the cumulative transport impacts of the proposal have been fully assessed or that all necessary mitigation has been identified and secured.

8.2 Travel Plan Condition

8.2.1 The Highway Authority considers that the outstanding Travel Plan matters could be addressed through a suitably worded planning condition requiring the submission, approval, implementation, monitoring and review of a detailed Travel Plan. Such a condition should include clear modal shift targets, monitoring arrangements, remedial measures and reporting requirements.

8.2.2 The purpose of the Travel Plan condition would be to promote sustainable travel choices, reduce reliance on single-occupancy car travel and ensure that the development is supported by effective measures to manage travel demand over the lifetime of the development.

8.3 Strategic Highway Assessment and possible Mitigation Strategy Condition

8.3.1 The Highway Authority considers that, if the appeal is allowed, a further condition would be required to secure a Strategic Highway Assessment and Mitigation Strategy. This would need to provide a mechanism for completing the outstanding cumulative assessment work, identifying any required mitigation and ensuring that development does not proceed beyond an agreed threshold until the necessary safeguards are in place.

8.3.2 The condition should be framed so that it requires further assessment to be undertaken before occupation reaches a specified threshold, and so that any mitigation identified as necessary by that assessment is secured and delivered before the point at which it is required. The proposed thresholds are not specified and if accepted the Highway would welcome further discussion to mutually agree a threshold that both offers comfort to the Authority but also allow work to commence on site thus limiting further delay to the delivery of housing.

Suggested condition wording

8.3.3 *'No more than XXX dwellings shall be occupied until a Strategic Highway Assessment and Mitigation Strategy has been submitted to and approved in writing by the Local Planning Authority, following consultation with the Highway Authority and, where relevant, National Highways.'*

8.3.4 *The Strategy shall:*

(a) assess the cumulative transport impacts arising from the development in combination with the wider Toton East, Toton North and Chetwynd Barracks allocations;

(b) assess the interaction between the County Road Network, the Strategic Road Network and the proposed Toton Link Road;

(c) include an assessment of the operation and performance of:

(i) A6002 Coventry Lane / A6007 Ilkeston Road;

(ii) High Road / Nottingham Road;

(iii) Swiney Way and its interaction with Stapleford Lane;

(iv) the proposed Toton Link Road terminal junctions;

(d) identify any highway infrastructure, traffic management measures, public transport, walking and cycling measures, or other mitigation required as a consequence of the cumulative impacts identified;

(e) provide details of the timing, phasing and trigger points for the implementation of any identified mitigation measures;

(f) provide details of the proposed mechanism for securing, funding and delivering any identified mitigation measures, including where those measures require delivery through planning obligations or agreements under the Highways Act.

8.3.5 The approved Strategy shall thereafter be implemented in accordance with the approved details.

8.3.6 No more than YYY dwellings shall be occupied until all mitigation measures identified by the approved Strategy as being necessary prior to that occupation threshold have been completed and are operational.'

8.4 Planning Obligations and Delivery Mechanisms

8.4.1 The Highway Authority considers that some mitigation may not be capable of being secured by condition alone, equally the first is a potential argument that the above condition may be better delivered by way of planning obligation rather than by conditions. We are also mindful that mitigation such as, financial contributions, off-site highway works, strategic infrastructure delivery, monitoring arrangements and proportionate funding mechanisms across multiple development parcels may require planning obligations and/or agreements under the Highways Act.

8.4.2 Any such obligations would need to ensure that mitigation is delivered at the appropriate stage, that responsibilities between development parcels are clearly understood, and that the development does not proceed in a manner which prejudices the coordinated delivery of infrastructure across the wider Toton and Chetwynd allocation.

8.5 Reason for Suggested Safeguards

8.5.1 These safeguards are necessary to ensure that the cumulative transport impacts arising from the development, when considered alongside the wider Toton Strategic Allocation, the Chetwynd Barracks allocation and the proposed Toton Link Road, are properly assessed and that any necessary highway mitigation is identified, secured, funded and delivered in a timely manner. They are required in the interests of highway safety, network efficiency, sustainable transport delivery and coordinated infrastructure planning, and to ensure compliance with Paragraph 116 of the National Planning Policy Framework, Policies 3.1 and 3.2 of the Broxtowe Borough Local Plan Part 2 and the Toton and Chetwynd Barracks Strategic Masterplan SPD.

9. Statement of Truth

I confirm that I have made clear which facts and matters referred to in this proof of evidence are within my own knowledge and which are not. Those that are within my own knowledge I confirm to be true. The opinions I have expressed represent my true and complete professional opinion.

I understand my duty to the Inquiry and have complied with that duty.

A handwritten signature in black ink, appearing to read 'Jan Witko', written in a cursive style.

Jan Witko

04-08-2026

10. Appendices

Appendix A

Highway Authority Correspondence

- A1 - 27 April 2022 Pre-Application Enquiry

Matt Leek

From: Jan Witko
Sent: 04 May 2022 16:19
To: Jamie Cassie
Cc: Matt Leek; Ken Harrison
Subject: RE: Toton East, Nottingham

Hi Jamie,

You are correct insofar as the site in question forms part of a wider allocation. The policy which covers this is Policy 3.2 of the Broxtowe Local Plan described as, '*Land in the vicinity of the HS2 Station Toton (Strategic Location for Growth)*'. As you are no doubt aware the Government has announced that Toton is no longer the preferred location for the HS2 station. Whilst I have little doubt significant development will come forward on this site, there has been very little by way of a formal update from the LPA as to how this policy will be updated to reflect the fact that the HS2 station will now be located elsewhere. In view of this the status of the policy under which your clients site is allocated could at best be described as unclear.

Notwithstanding the above, you will also be no doubt be aware even if the policy was to be pursued in its current form Part D refers to the requirement for a Strategic Masterplan and Infrastructure Delivery Plan. It is my understanding the vehicle through which these are to be delivered is the SPD currently being prepared by Broxtowe BC and EmDevCo. The aim of these plans is to ensure the requirements of the allocation as a whole is considered, rather than individual sites coming forward on a piecemeal basis. This is highlighted again at para 3.26 of the local plan which states, '*The Council requires a joined-up, collaborative, cohesive and proactive approach to be taken to the planning and implementation of the significant development opportunity presented by Toton Strategic Location for Growth and Chetwynd Barracks*'. In view of these requirements, I would consider any site which comes forward individually prior to the masterplan being in place contrary to the requirements of the local plan and somewhat speculative.

As previously highlighted, our resources are currently very limited and consequently we don't have the time to allocate staff to deal with sites of which their status is unclear. In view of this I would reiterate my previous request that in order to save us both abortive time and resources being allocated to something that may well change at a later date or be superseded by policies in the emerging SPD, that if you require pre-application advice on this site it should be formally sought through the Planning Authority. They are best placed to advise position with regard to Policy 3.2 of the local plan, the status of the SPD and how they consider the allocation should be delivered. Should they consider looking at your clients site individually to be appropriate and are willing to enter into formal pre-app discussions on this basis then I'm happy for members of my Team to respond to a formal consultation from them as and when received.

Regards,

Jan

JAN WITKO TEAM MANAGER , HIGHWAYS DEVELOPMENT CONTROL
(t) 0115 9774364 | (e) <mailto:jan.witko@nottsc.gov.uk>

Nottinghamshire County Council, County Hall, Loughborough Road, West Bridgford, Nottingham, NG2 7QP

From: Jamie Cassie <Jamie.Cassie@ADCInfrastructure.com>
Sent: 04 May 2022 14:02
To: Jan Witko <jan.witko@nottsc.gov.uk>

Cc: Matt Leek <Matt.Leek@nottsc.gov.uk>; Ken Harrison <ken.harrison@emdevco.co.uk>
Subject: RE: Toton East, Nottingham

Hi Jan,

First of all, thank you for your response below and I appreciate difficulties with workloads and priorities within the LHA. However, it is important to note that this is not a simple speculative development, the site in question is allocated in an adopted plan and my client's aspirations are to submit a planning application later this year. In that respect it is critical that we liaise with the highway authority to seek to agree the design parameters for the proposed link road between the A52 and the B6003 Toton Lane that will not only serve this first phase of development but will ultimately serve the wider site, plus redevelopment of Chetwynd Barracks. My client is engaged in discussions with both the LPA and EMDDevCo, but we consider that the LHA are best placed to provide advice/agreement to the likely highway specifications of this route (something that is lacking in the SPD, which refers to a 'boulevard' design but does not provide details).

As my client controls all the land necessary to deliver this vital piece of infrastructure and is in the process of preparing a planning application for delivery of a large part of it, we consider that it is to the benefit of all parties to seek agreement to the design parameters of the route prior to any planning submission.

Regards

Jamie Cassie
Associate Director – **ADC Infrastructure Limited**
T: 0115 9414817 M: 07787697736

4th Floor, City Buildings, 34-36 Carrington Street, Nottingham NG1 7FG
Jamie.Cassie@ADCInfrastructure.com
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From: Jan Witko <jan.witko@nottsc.gov.uk>
Sent: 28 April 2022 10:07
To: Martin Green <martin.green@nottsc.gov.uk>; Freek, Steve <Steve.Freek@highwaysengland.co.uk>; Jamie Cassie <Jamie.Cassie@ADCInfrastructure.com>
Cc: steve.tough@nottinghamcity.gov.uk; Matt Leek <Matt.Leek@nottsc.gov.uk>; Ken Harrison <ken.harrison@emdevco.co.uk>
Subject: RE: Toton East, Nottingham

Morning Jamie,

I have been forwarded a copy of your e-mail by Martin Green as I am the Team Manager for Highways Development Control at Nottinghamshire County Council. Martin is correct insofar Matt is the Principal Officer who looks after the Broxtowe Area. However, I feel it is only fair to advise you that due to very heavy workloads within the Team we are currently prioritising our statutory planning duties and focusing on formal consultations from the relevant planning Authority's rather than providing ad hoc on advice on speculative planning applications.

I am also mindful that this site forms part of the wider Toton / Chetwynd allocation which is the subject of Supplementary Planning Document (SPD) being prepared by Broxtowe Borough Council and the Local Development Corporation. The aim of this document is to consider the delivery requirements and provide coherent planning strategy for the area as a whole. I would not wish my officers to comprise this process by offering ad hoc advice on individual developments in piecemeal fashion, which without knowing the final content of the SPD may turn out to be contrary to one or more of its policies.

In view of the above, I would recommend if you require advice on this development, that in the first instance it should be sought formally via the Local Planning Authority (Broxtowe Borough Council). They are working closely with the East Midlands Development Corporation (EM Dev Co) on the SPD and are best placed to advise on its

current status as well as how in planning policy terms they feel the wider allocation should be considered and delivered.

Should Broxtowe Borough Council and EM Dev Co consider it appropriate to consult NCC through a formal pre-app process I am more than happy for Team to provide advice at that point.

Regards,

Jan

JAN WITKO TEAM MANAGER , HIGHWAYS DEVELOPMENT CONTROL
(t) 0115 9774364 | (e) <mailto:jan.witko@nottscc.gov.uk>

Nottinghamshire County Council, County Hall, Loughborough Road, West Bridgford, Nottingham, NG2 7QP

From: Martin Green <martin.green@nottscc.gov.uk>
Sent: 28 April 2022 06:45
To: Freek, Steve <Steve.Freek@highwaysengland.co.uk>; Jamie Cassie <Jamie.Cassie@ADCInfrastructure.com>
Cc: steve.tough@nottinghamcity.gov.uk; Matt Leek <Matt.Leek@nottscc.gov.uk>
Subject: RE: Toton East, Nottingham

Morning Jamie

I believe you'll need Matt Leek for this one, copied in accordingly.

Kind regards

Martin Green
Principal Officer
Nottinghamshire County Council
Telephone 0115 9773963

The Nottinghamshire Highway Design Guide can be viewed here:
www.nottinghamshire.gov.uk/transport/roads/highway-design-guide

From: Freek, Steve <Steve.Freek@highwaysengland.co.uk>
Sent: 27 April 2022 17:11
To: Jamie Cassie <Jamie.Cassie@ADCInfrastructure.com>; Martin Green <martin.green@nottscc.gov.uk>
Cc: steve.tough@nottinghamcity.gov.uk
Subject: RE: Toton East, Nottingham

Hi Jamie,

I am the correct contact at National Highways.

Regards

Steve Freek
Assistant Spatial Planner
National Highways (Area 7), Stirling House, Lakeside Court, Osier Drive, Sherwood Business Park Nottingham NG15 0DS
Tel: 0300 470 4457
Mob: 07712 543047
Email: steve.freek@highwaysengland.co.uk

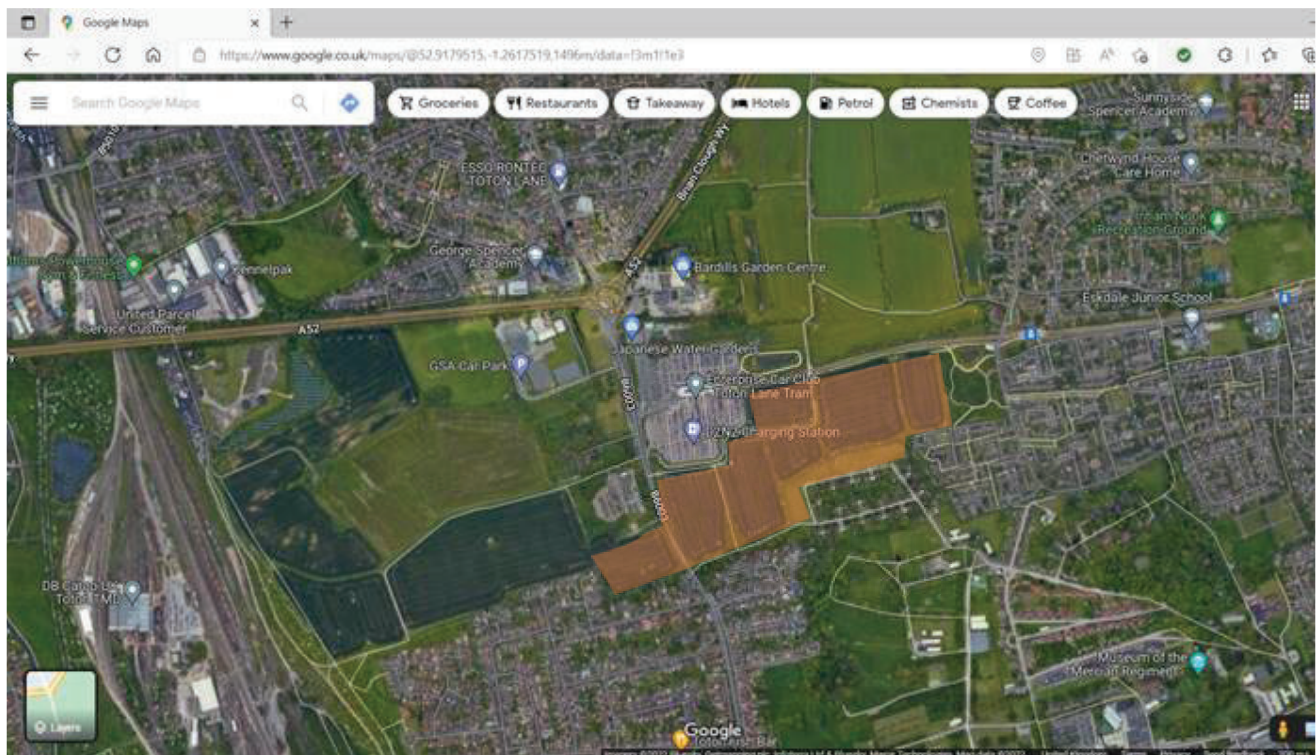
From: Jamie Cassie <Jamie.Cassie@ADCInfrastructure.com>
Sent: 27 April 2022 16:30
To: Freek, Steve <Steve.Freek@highwaysengland.co.uk>; Martin Green <martin.green@nottscg.gov.uk>
Cc: steve.tough@nottinghamcity.gov.uk
Subject: Toton East, Nottingham

Steve F/Martin,

Does the Toton area fall within your respective responsibilities for development proposals? We're being commissioned by Bloor & Peveril to look at bringing forward an application for a first phase of development on land to east and west of Stapleford Lane at Toton (orange area in figure below) so will ultimately need to agree the scope of a TA/Travel Plan to support the application. Apologies if this is not your area, if that's the case if you could let me know who the appropriate officer is please I would be grateful.

Steve T, I've copied you in as I believe you manage the EM Gateway Model, which I'm assuming we could utilise for scenario testing, but we will obviously need to agree a scope of work for this too.

I'm aware of ongoing work by the Arc Partnership on the design of the Toton and Chetwynd Link Road and have been trying to liaise with Arc to find out design parameters for this route, but not with much success to date. It would be good if, once I've got all the relevant contacts sorted, we could have a round table discussion on the proposals and an appropriate way forward, but for now if everyone could just confirm the correct contacts, I'd be most grateful.



Kind regards

Jamie Cassie
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- A2 - Highway Authority Responses

TOWN AND COUNTRY PLANNING ACT**HIGHWAY REPORT ON PROPOSALS FOR DEVELOPMENT**

DISTRICT:	Broxtowe	Date Received	03/06/2025
OFFICER:	Mr D Ottewell		
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).	D.C. No.	5/25/00371/OUT
LOCATION:	Land West Of Stapleford Lane Stapleford Nottinghamshire		
APPLICANT:	[Applicant]		

The principle of residential use at this site was previously determined favourably under application reference 12/00585/OUT for a mixed-use development whose residential element comprised of up to 500 dwellings. Two points of access were originally proposed by creating a fourth arm to the signalised junction serving the NET Park and Ride facility. The second formed of a right-turn ghost island located in the same position as the subject access.

The site now sits within the Toton and Chetwynd Barracks Strategic Masterplan SPD which draws together Policies 3.1 and 3.2 of Broxtowe Borough Council's Part 2 Local Plan for mixed use development whose residential elements provide an overall quantum of 1,500 and 3,000 dwellings respectively. The SPD was progressed on the basis of HS2 arriving at Toton but has now been withdrawn yet no details have been made available to establish what will replace it.

Part D of Policy 3.2 requires the presence of a Strategic Masterplan and Infrastructure Delivery Plan to ensure development fully integrates with its surrounds in a consistent manner, and to prevent piecemeal schemes from coming forward that could otherwise compromise the objectives of the Plan. The withdrawal of HS2 means these details have to be updated otherwise we will not be able to consider the allocation holistically which will dilute our ability to minimise the impact of development on the network. Our preference therefore is to wait for the SPD to be completed before any grant of approval.

Even though this application now has a smaller footprint than the original submission, the scale of the proposal is such that it should be served from multiple points of vehicular access to the network. Although it is acknowledged the internal layout will be designed to facilitate this requirement, the proposal in its current format could be in use for a number of years before wider connections can be made. Justification should therefore be given as to why a single point of access is being progressed at this stage, particularly when it would seem feasible to provide additional provision.

This proposal is being considered alongside application 25/00255/FUL (155 dwellings) on the opposite side of Stapleford Lane. The access points for these sites are located opposite each other but should be

constructed as a single junction rather than being changed at a later date to minimise disruption on the network, and help share construction costs.

Widening the carriageway to accommodate the new junction will compromise the presence of adjacent Highway Trees. Separate permission is required to remove the trees, but this decision needs to be informed by a CAVAT assessment so that we can establish their value. Furthermore, the footway has not been annotated along the site frontage which is a concern given that it will be used by students on their way to/from the George Spencer School. Further details should be provided for assessment.

It is understood that my Colleagues in Transport and Travel Services have requested a financial contribution towards Stops at Katherine Drive. The level of infrastructure provided to support these Stops could go further by providing a pedestrian refuge to help patrons cross Stapleford Lane. Further details should be provided for assessment.

My Colleagues in Transport Planning will be providing comments on how development traffic will affect the performance of nearby junctions. These will be issued separately. Similarly, a review of the Travel Plan will be sent under a separate cover.

A review of the proposed junction geometry will be issued when comments are received.

HDC ML 24/6/25.

TOWN AND COUNTRY PLANNING ACT**HIGHWAY REPORT ON PROPOSALS FOR DEVELOPMENT**

DISTRICT:	Broxtowe	Date Received	03/06/2025
OFFICER:	Mr D Ottewell		
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).	D.C. No.	5/25/00371/OUT
LOCATION:	Land west of Stapleford Lane Stapleford Nottinghamshire		
APPLICANT:	[Applicant]		

In view of our previous comments, it is unclear why a revised Transport Assessment (RTA) has been written to assess the highway impacts of this proposal in isolation of applications 25/00255/FUL and 25/00306/OUT, particularly when a Transport Assessment Addendum is being prepared separately to evaluate the cumulative impact of all three schemes across the network. For this reason we have not undertaken a review of the modelling outputs as this matter is already in hand.

The RTA explains in some detail why the proposals should be considered on a Decide/Provide basis. However, inclusion of Policy 3.2 in Broxtowe Borough Council's Part 2 Local Plan was informed by the Infrastructure Delivery Plan whose methodology is based on Predict/Provide scenarios. Furthermore, the "Toton and Chetwynd Barracks Strategic Masterplan" requires infrastructure improvements to be guided by the use of the EMGM which is a Predict/Provide tool. Although para 109 of the 2024 Framework may well indeed require development proposals to be "vision led", Policy 3.2 pre-dates the document and has been progressed on that basis.

Sheet 2 of the proposed 4-arm signalised junction shows at least 4 highway trees that will need felling to form the access. These trees are highway assets that have both physical and amenity values that must be established before considerations to allow their removal can be made. A CAVAT assessment should be submitted for review.

Sheet 2 now shows the existing footway width along the west side of Stapleford Lane will be retained. Integrating the site with its surrounds could be achieved more cohesively by widening it into the curtilage and across the frontage to support modal change although we acknowledge this will have wider planning implications. There is a perceived pinch point where the access meets the west side of Stapleford Lane but this over a short distance.

The site access arrangement must be capable of supporting development on both sides of Stapleford Lane to ensure that neither site is prejudiced. A single, coordinated drawing should be prepared to which both developments will commit, minimising the risk of future compromises. Notwithstanding this,

a review of the preliminary GA has been undertaken, the following comments should be incorporated into a subsequent design:

- Ped crossing Studs need to go all the way across the carriageway and not to stop at the refuges
- There appears to be a signal pole missing on both the north and southbound flows in the small refuges
- The tactile paving on the S/E crossing point needs tidying up and separating.
- The eastern crossing point is too close to the junction and need pushing back
- No controller location, this will also need hardstanding for a maintenance vehicle
- Refuges to be more rectangular in shape
- The western approach footway and carriageway are quite jagged and need to be smoother
- Staging diagram needs to be included.

We note pedestrian/highway safety improvements were secured through former submissions 12/00585/OUT and 17/001310/ROC which take the form of a right turn ghost land at Stapleford Lane/Darley Avenue, and a Puffin Crossing at the Woodstock Lane/Stapleford Lane junction. These proposed infrastructure improvements will enhance pedestrian access to local services/amenities and reduce the likelihood of conflicts. Application reference 25/00255/FUL has committed to deliver these works but the obligation should be shared across all developments.

My Transport Strategy colleagues have reviewed the Travel Plan and make the following comments:

Developing the Travel Plan

- The overarching aim of the Travel Plan should be to minimise all single-occupancy vehicle trips, not just those made in Internal Combustion Engine Vehicles (though accelerating adoption of such vehicles can also be a wider aim. (See first two bullets of Para 2.6.1 from the TP for the reasons for this. (We would recommend that this aim, expressed in the first bullet of 6.2.2, needs splitting out into the two sentiments to avoid conflating these two things – see below on targets).

Site Assessment

- Details of how to access the nearest train station by public transport should be provided.
- Vehicular constraints in the vicinity of the site, such as peak hour congestion, should be summarised from the Transport Assessment, alongside the presence of any nearby developments that are likely to have a cumulative impact on the local transport.
- The amount of parking that will be provided at the site and the proportion of spaces that will be allocated to motorcycles, disabled users, car share users, pick up / drop off and visitors is not clear.

Management of the Travel Plan

- Full contact details of the TPC should be supplied to NCC now. This can be an interim TPC (e.g. a representative of the developer or their agent) until such a time as a permanent TPC is appointed. The TP should commit to updating NCC should the TPC's name or contact details change for whatever reason.
- One of the key roles of the TPC should be to implement the travel plan.
- A description of the managerial hierarchy for the TPC should be provided, including internal reporting structures.

-
- The TPC should commit to liaising with the planning authority (Broxtowe Borough Council) in addition to NCC.
 - The formal monitoring period and period in post of the TPC should run from prior to first occupation until a point 5 years following 50% occupation of the site.

Setting Targets

- Primary targets should be based upon trip generation. The TA associated with the proposal should have provided an estimate of trips associated with the site, and therefore this is the basis on which targets should be set (i.e. include one table showing the values used in the TA, and a further table showing the target trip generation with the Travel Plan in place). The mode share targets should then be used as a secondary target.
- Any secondary targets for the uptake of low emission vehicles shouldn't detract from the trip generation targets that are aimed at ensuring the development performs in lines with the forecast of the Transport Assessment, and on which basis the development has been judged by the highway development control team in terms of wider impacts (e.g. congestion, severance, wider environmental impact, e.g. tyre particle shedding etc etc).
- Targets should match the formal monitoring period (5 years following 50% occupation of the site).
- Targets should not be changed or updated without discussion with, and agreement of, NCC. This should be stated.
 - The Travel Plan should aim for 100% TP awareness as a secondary target.

Travel Plan Measures

- In addition to the measures included within the Travel Plan, the following should also be included:
 - Contact details of local taxi firms.
 - Personal Travel Planning should be offered to any resident who requests it.
 - Taster public transport tickets should be provided to residents on opening. This is mentioned as a potential component of the mobility credit scheme (Chapter 7.10); however, the mobility credit scheme is outlined in vague terms and is not firm ("there is opportunity to introduce". Rather, taster tickets should be offered as a standalone measure. A cycle voucher of equivalent value could also be offered to residents on a redemption basis as an alternative to provide them with the opportunity of purchasing a bicycle / cycle equipment.

Monitoring and Review

- The results of monitoring should be disseminated via newsletter and / or email update to ensure residents are kept informed of TP success.
- The first travel survey should take place within 3 months of the site reaching 50% occupancy.
 - Annual monitoring reports should be supplied to NCC within 1 month of collating data.
 - Secondary monitoring should also be conducted and reported upon, including the uptake of taster tickets / vouchers, resident feedback, etc.
 - The Travel Plan should commit to a 3-year review and evaluation with NCC and the planning authority.
 - In addition to annual travel surveys, we would expect traffic counts to be conducted (see below). Traffic count data should be uploaded to the TRICs database. The results of traffic counts should then be used to evaluate the progress of the TP against the trip generation targets.

-
- Year 1: Travel survey and count
 - Year 2: Travel survey
 - Year 3: Travel survey and count
 - Year 4: Travel survey
 - Year 5: Travel survey and count

Securing the Travel Plan

- Remedial measures for if the TP fails to achieve its targets at the end of the monitoring period, should, at a minimum, include an extension to the monitoring period (as well as an extension to the TPCs period-in-post) and a full review of measures.

HDC ML 3/2/26

The principle of residential use at this site was previously determined favourably under application reference 12/00585/OUT for a mixed-use development whose residential element comprised of up to 500 dwellings. Two points of access were originally proposed by creating a fourth arm to the signalised junction serving the NET Park and Ride facility. The second formed of a right-turn ghost island located in the same position as the subject access.

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HDC ML 24/6/25.

TOWN AND COUNTRY PLANNING ACT

HIGHWAY REPORT ON PROPOSALS FOR DEVELOPMENT

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LOCATION:	Land West Of Stapleford Lane Stapleford Nottinghamshire		
APPLICANT:	[Applicant]		

The Highway Authority has reviewed additional strategic transport modelling submitted by the Appellant using the East Midlands Gateway Model. This updated work is welcomed, as it moves beyond the original Transport Assessment by considering the cumulative impact of the wider Toton Strategic Allocation, including Toton West, Toton East, Toton North, and the proposed Toton Link Road.

The modelling demonstrates that the Toton Link Road would play an important strategic role, improving connectivity between Stapleford Lane and the A52 corridor and influencing traffic patterns across the wider network. It indicates that a proportion of development traffic would be directed onto the Strategic Road Network, with some redistribution of existing traffic away from constrained locations.

However, the Highway Authority considers that the submission does not fully address outstanding concerns. In particular:

- The assessment does not yet fully model the impact of the Chetwynd Barracks allocation, which is currently only proposed as a sensitivity test (Scenario 4), and results have not been provided.
- Several key junctions and corridors require further detailed assessment, including Coventry Lane/Ilkeston Road, High Road/Nottingham Road, and Swiney Way.
- The modelling forecasts capacity issues at key junctions by 2041, particularly at either end of the Toton Link Road.

The Authority also requires further clarity on:

- The operation, phasing, and deliverability of the Toton Link Road
- The mitigation measures needed to address identified impacts
- The funding strategy and fair distribution of infrastructure costs across development sites

While it is acknowledged that the appeal site alone is not expected to deliver all required infrastructure, it is essential that the full cumulative infrastructure package is clearly understood. Without this, it is not possible to confirm whether:

- Impacts can be adequately mitigated
- Necessary infrastructure is deliverable
- Contributions from development sites are proportionate and viable

Conclusion

The additional modelling represents a positive step forward, but insufficient evidence has been provided at this stage to demonstrate that cumulative transport impacts are acceptable or that infrastructure can be delivered in a coordinated manner.

Accordingly, the Highway Authority's position remains unchanged: further technical information is required before the proposal can be considered compliant with national and local planning policy.

- A3 - Travel Plan Comments

Subject: RE: 25/00371/OUT

NCC Comments Feb 2026	Technical Note/ Mode Comments Apr 26	NCC's latest comments, May 26
Overall note: The NCC Travel Plan Guidance makes clear that the Travel Plan is a distinct document from the Transport Assessment, serving a different function. Whilst the TA assesses the anticipated transport impacts of a development, the Travel Plan is intended to manage travel behaviour post-occupation, with a clear focus on its audience, including residents. The guidance explicitly states that, although some material may be consistent across both documents, the Travel Plan should be prepared as a standalone document with its own complete content. This reflects its longer-term role in managing travel behaviour and delivering measures directly to users of the site.		
<u>Developing the Travel Plan</u> The overarching aim of the Travel Plan should be to minimise all single-occupancy vehicle trips, not just those made in Internal Combustion Engine Vehicles (though accelerating adoption of such vehicles can also be a wider aim. (See first two bullets of Para 2.6.1 from the TP for the reasons for this. (We would recommend that this aim, expressed in the first bullet of 6.2.2, needs splitting out into the two sentiments to avoid conflating these two things – see below on targets).	Firstly, it should be noted that considering a shift from Internal Combustion Engine Vehicle (ICEVs) to electric vehicles (EVs) doesn't prejudice the other components of the chief travel planning target in creating a multi modal shift from single occupancy vehicles to walking, cycling and public transport. Any travel planning questionnaire surveys will allow residents to answer on how they travel by using all these types of transport. As such, the inclusion of EV use in this target doesn't retract from the other ways in which people can switch their travel behaviour. 2.3.2 Secondly, it is unclear as to why NCC don't wish to consider this component in the primary target setting in achieving a 10% multi modal shift. It remains the view of mode that a shift from ICEV to EVs should count towards achieving this target, for the reasons set out below. 2.3.3 Within Annex 2 of the NPPF, sustainable transport modes are defined as "Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, ultra-low and zero emission vehicles, car sharing and public transport." 2.3.4 Ultra-low and zero emission vehicles are therefore clearly identified as a sustainable means of transport. Given the weight attributed to the NPPF in planning decision making and policy compliance terms, it is considered reasonable and suitable to align travel planning targets with this document. 2.3.5 It should also be noted that a draft NPPF document was published by the Ministry of Housing, Communities and Local Government in December 2025 for a period of consultation (running until March 2026). The definition of sustainable transport modes remains within this draft document which demonstrates that the government are maintaining their position on what constitutes a sustainable form of travel. 2.3.6 Further to the NPPF acknowledging EV travel as a sustainable form of transport, in its 2016 report, the United Nation's Secretary General's High Level Advisory Group defined sustainable transport as: "the provision of services and infrastructure for the mobility of people and goods, advancing economic and social development benefit today's and future generations – in a manner that is safe, affordable, accessible, efficient and resilient, whilst minimising carbon and other emissions and environmental impacts." EVs directly reduce and minimise carbon emissions and as such fall under the definition of sustainable transport, as set out above. 2.3.7 The UK has also committed to net-zero carbon emissions by 2050; noting that transport was responsible for 29% of total UK greenhouse gas emissions in 2023, making it the largest emitting sector of the UK economy. The government are in full acknowledgment that EVs offer a way to reduce these emissions, because full battery electric or hydrogen fuel cell vehicles produce zero carbon emissions at the tailpipe. In February 2024, the government said: "the transition to electric vehicles (EVs) is a crucial step towards achieving the UK's net zero target." 2.3.8 Based on the above, there is sound supporting evidence to underpin the importance of EVs and their role in reducing emissions. The uptake of EVs would therefore represent a shift to a sustainable means of travel in accordance with the NPPF and globally recognised definitions of what constitutes travel by sustainable means. 2.3.9 As such, a modal shift from ICEVs to EVs accords with a sustainable shift of means of transport and should contribute towards the proposed 10% target switch as stipulated within the applicant's submitted RTP. 2.3.10 Notwithstanding the points raised above, it is recognised that an LEV / EV is a physical vehicle in capacity analysis terms. However, in all assessments presented to date, no consideration has been made to the reduction in vehicular trip making as a result of the travel planning process.	It is acknowledged that the NPPF identifies ultra-low and zero emission vehicles as a form of sustainable transport. However, national planning policy and associated guidance clearly establish a hierarchy of transport outcomes, whereby the reduction of single-occupancy vehicle trips and the prioritisation of modal shift are fundamental objectives before consideration is given to improvements in vehicle technology. In particular, the NPPF requires that development should "give priority first to pedestrian and cycle movements, and second... to facilitating access to high quality public transport", alongside "limiting the need to travel and offering a genuine choice of transport modes." In this context, whilst the uptake of electric vehicles contributes positively to reducing emissions associated with residual car trips, it does not reduce trip generation, congestion, or wider transport impacts in the same way as modal shift, nor does it deliver the associated health and wellbeing benefits arising from increased levels of active travel. Furthermore, it is recognised that single-occupancy EV trips remain more carbon intensive than journeys undertaken by walking, cycling, public transport or shared travel, particularly where low-emission modes such as tram or electric bus are available. On this basis, it is viewed that the primary objective of the Travel Plan should be to minimise single-occupancy vehicle trips through behavioural change and modal shift, with the transition to low-emission vehicles forming a complementary

	2.3.11 Crucially, a shift from Internal Combustion Engine Vehicles (ICEVs) to electric vehicles (EVs) doesn't prejudice the other components of the chief travel planning target in creating a multi modal shift from single occupancy vehicles to walking, cycling and public transport. As such, the travel planning measures implemented across the site can still have a meaningful impact on limiting the physical number of vehicles associated with the site which use the local highway network.	secondary objective rather than a substitute for trip reduction.
<u>Site Assessment</u> 1. Details of how to access the nearest train station by public transport should be provided. 2. Vehicular constraints in the vicinity of the site, such as peak hour congestion, should be summarised from the Transport Assessment, alongside the presence of any nearby developments that are likely to have a cumulative impact on the local transport. 3. The amount of parking that will be provided at the site and the proportion of spaces that will be allocated to motorcycles, disabled users, car share users, pick up / drop off and visitors is not clear.	2.3.12 NCC have requested that details are provided in relation to accessibility of the nearest train station in proximity to the site. Whilst this detail was provided within Paragraphs 4.5.8 and 4.4.8 of the submitted TA and RTP respectively, this information has again been set out below and further described, for NCC's reference. 2.3.13 The nearest train station in relation to the site is Attenborough Train Station, which is located c.3.2km to the southeast of the site. In terms of public transport accessibility to Attenborough Train Station, the fastest available opportunity is via the no.510 bus service which is operated by CT4N. 2.3.14 The closest bus stop which facilitates access to this service is located on the eastern side of the B6003 Stapleford Lane, in close proximity to the staggered junction between the B6003 Stapleford Lane / Cleve Avenue / Katherine Drive. The stop itself is referred to as 'Toton, opposite Katherine Drive' and benefits from a flagpole with an associated timetable/information board. 2.3.15 The no.510 bus service provides hourly services at this stop, Monday – Friday, commencing services at 07:15 and terminating services at 18:19, with the journey to Attenborough Train Station taking approximately 24 minutes which is inclusive of a short walk between the site and the stop opposite Katherine Drive and between the stop at Ireton Grove (on Long Lane) and Attenborough Train Station. 2.3.16 Should this primary route to Attenborough Train Station not be desirable to individuals, residents can also use the NET services between Toton and High Road Central Tram Stop, prior to walking to the Bridge Avenue bus stop on High Road which enables onward access to the Indigo bus service which provides 6 services an hour (Monday-Friday) between Nottingham and Derby, stopping also at Attenborough Train Station. 2.3.17 In terms of cycle accessibility, the station is located c3.2km to the southeast of the site, which is well within a suitable cycling distance as specified within Local Transport Note 1/20: 'Cycle Infrastructure Design' which sets out that it is widely considered that cycling has the potential to substitute short car trips, particularly those under 5km. LTN 1/20 further outlines that cycling is considered to be a highly sustainable mode of travel and generally journeys up to 8km are considered an achievable distance for most people. LTN 1/20 also states that: "Two out of every three personal trips are less than five miles in length – which is an achievable distance to cycle for most people." 2.3.18 An excerpt of NCC's local Nottingham cycle map and recommended cycle routes between the site and Attenborough Train Station is shown below in Figure 2.1, for reference.  2.3.19 As illustrated above, individuals can cycle southbound along a NCC recommended cycling route (on Stapleford Lane) prior to turning left onto Swiney Way (also a NCC recommended cycle route). From this point, cyclists can proceed on Mountbatten Way and then Newall Road towards Nottingham Road. Individuals can dismount their bikes and utilise the signalised crossing facility on Nottingham Road to reach National Cycle Network (NCN) route 6 which runs along Barratt Lane directly to Attenborough Train Station.	The first comment has been addressed here but should be formally incorporated within the Travel Plan document. In relation to Comment 2, a high-level summary of local vehicular constraints should be included within the Travel Plan. It is recognised that further modelling work is ongoing to establish cumulative impacts with two immediate developments; however, appropriate reference can still be made to existing conditions, any wider context and the potential for cumulative effects based on the current evidence base.

	2.3.20 The topography of this route is flat and therefore conducive to cycling and it also should be noted that Attenborough Train Station benefits from 28 cycle parking spaces in the form of Sheffield Stands and as such can support cycling to the station as part of a wider multi modal journey. 2.3.21 Regarding NCC's comments pertaining to parking, the application is submitted in 'Outline' and plot parking requirements will be addressed at subsequent reserved matters stages. It is not typical or a prerequisite of an outline planning application to provide this level of detail. 2.3.22 Notwithstanding this point, relevant parking provision on the site will be considered in accordance with NCC's parking standards and details of the provision for all users: cars, motorcycles, bicycles, visitors etc. will be provided in any forthcoming reserved matters application:																						
Management of the Travel Plan 1. Full contact details of the TPC should be supplied to NCC now. This can be an interim TPC (e.g. a representative of the developer or their agent) until such a time as a permanent TPC is appointed. The TP should commit to updating NCC should the TPC's name or contact details change for whatever reason. 2. One of the key roles of the TPC should be to implement the travel plan. 3. A description of the managerial hierarchy for the TPC should be provided, including internal reporting structures. 4. The TPC should commit to liaising with the planning authority (Broxtowe Borough Council) in addition to NCC. 5. The formal monitoring period and period in post of the TPC should run from prior to first occupation until a point 5 years following 50% occupation of the site.	2.3.23 To address the request made by NCC, mode will be appointed as interim Travel Plan Co-ordinator (TPC), with the relevant contact details provided below, for completeness: • TPC Organisation: mode transport planning (mode); • Address: Griffin House, 18-19 Ludgate Hill, Birmingham, B3 1DW; • Telephone: 0121 7948390; and, • Email Contact: travelplan@modetransport.co.uk. 2.3.24 mode is fully trained and experienced in the aims and objectives of the travel planning process and will be involved throughout the marketing, sales and occupation processes. 2.3.25 Given this is an interim post, should it transpire that a different TPC will take over responsibility of the site at occupation stages, the name and details of the final TPC will be made available to NCC. 2.3.26 Finally, in line with NCC's request as set out above, the responsibilities of the TPC will commence prior to initial occupation on site and continue until five years post the point of 50% occupation (and therefore the initial round of surveying).	Largely compliant, however, the interim TPC (as well as the TPC once formally appointed) should be identified as <u>a named individual</u>, even if acting on behalf of a company. Comment 4 has been met indirectly via the updated action plan. Comment 5 is also addressed.																					
Setting Targets 1. Primary targets should be based upon trip generation. The TA associated with the proposal should have provided an estimate of trips associated with the site, and therefore this is the basis on which targets should be set (i.e. include one table showing the values used in the TA, and a further table showing the target trip generation with the Travel Plan in place). The mode share targets should then be used as a secondary target. 2. Any secondary targets for the uptake of low emission vehicles shouldn't detract from the trip generation targets that are aimed at ensuring the development performs in lines with the forecast of the Transport Assessment, and on which basis the development has been judged by the highway development control team in terms of wider impacts (e.g. congestion, severance, wider environmental impact, e.g. tyre particle shedding etc etc).	2.3.27 On the contrary to the above, mode did provide an estimate of trips associated with the site (as set out in Table 6.1 of the submitted TA), mode also provided a further breakdown of the forecast multi modal trip generation associated with the scheme (as set out in Table 6.3 of the submitted TA). 2.3.28 However, for completeness, the forecast trip generation associated with the proposals is set out in Table 2.1, below. Table 2.1 Forecast Trip Generation <table><tr><th></th><th colspan="3">AM Peak Period (08:00-09:00)</th><th colspan="3">PM Peak Period (17:00-18:00)</th></tr><tr><th></th><th>Arrivals</th><th>Departures</th><th>Two-Way</th><th>Arrivals</th><th>Departures</th><th>Two-Way</th></tr><tr><td>Vehicular Trip Generation</td><td>39</td><td>191</td><td>230</td><td>145</td><td>58</td><td>203</td></tr></table> 2.3.29 As outlined in the submitted RTP, indicative and interim targets were set based upon Journey to Work modal split data for the local MSOA: Broxtowe 015 (E02005864). However, as explicitly set out within paragraph 6.4.3 of the RTP, set and specified targets will be agreed based on the first round of surveying (both utilising count data and questionnaire survey data). 2.3.30 It should also be noted that ultimately a 10% reduction in single occupancy ICEV trips is targeted and as such it isn't considered relevant or necessary to provide a numerical table at this stage as ultimately this percentage target will be based on the initial round of surveying, which will be a stage where full occupancy isn't reached. 2.3.31 In line with the request made above by NCC, targets will not be charged or updated without discussion with and agreement of NCC and the targets established will be adhered to throughout the entire course of the travel planning process (i.e., prior to occupation to an agreed point 5 years following 50% occupancy levels).		AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)				Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way	Vehicular Trip Generation	39	191	230	145	58	203	The Transport Assessment (TA) and Travel Plan (TP) are separate documents serving different purposes within the planning process. The TA assesses the anticipated transport impacts of the development, whereas the TP focuses on the ongoing management of travel behaviour, including the implementation of measures to promote sustainable travel and raise awareness amongst residents of their travel choices. While the two documents should align, they are typically reviewed independently by different officers/teams within NCC. As such, key Travel Plan information—including measures to promote resident awareness of the TP—should be clearly set out within the Travel Plan document itself, rather than relying on cross-reference to the TA or supporting technical notes. Comments 1 and 2 - remain outstanding.
	AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)																			
	Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way																	
Vehicular Trip Generation	39	191	230	145	58	203																	

3. Targets should match the formal monitoring period (5 years following 50% occupation of the site). 4. Targets should not be changed or updated without discussion with, and agreement of, NCC. This should be stated. 5. The Travel Plan should aim for 100% TP awareness as a secondary target.	2.3.32 NCC have requested that an explicit target should aim for full travel plan awareness for all residents on site and as such, it is proposed that the following fourth target is set: "Each household on site will be provided with the Travel Welcome Pack which will allow all residents to have knowledge of the sustainable options to travel to/from the proposed development and the facilities at the site to aid sustainable travel and the measures available. This will encourage awareness of the travel planning process amongst all residents on site." 2.3.33 It is envisaged that this target will meet the following two core travel planning objectives as specified within the submitted RTP: ● TPO-02: Address the access needs of residents and visitors by supporting walking, cycling and the use of public transport; and, ● TPO-03: Enable residents to have an informed choice about their travel options.	As per NCC's Travel Plan Guidance, primary targets should be based upon trip generation. Comments 3 - Addressed Comments 4 - Addressed [includes minor typo, *changed] Comment 5: The proposed wording is somewhat indirect. A clearer approach would be along the lines of: <i>Each household will be provided with a Travel Welcome Pack, including a summary of the Travel Plan and a link or QR code to the full document. This will ensure residents are fully aware of, and able to access, the Travel Plan and its measures.</i>
<u>Travel Plan Measures</u> 1. In addition to the measures included within the Travel Plan, the following should also be included: 2. Contact details of local taxi firms. 3. Personal Travel Planning should be offered to any resident who requests it. 4. Taster public transport tickets should be provided to residents on opening. This is mentioned as a potential component of the mobility credit scheme (Chapter 7.10); however, the mobility credit scheme is outlined in vague terms and is not firm ("there is opportunity to introduce". Rather, taster tickets should be offered as a standalone measure. A cycle voucher of equivalent value could also be offered to residents on a redemption basis as an alternative to provide them with the opportunity of purchasing a bicycle / cycle equipment.	2.3.34 Mode have undertaken a review of the local taxi firms which operate within the nearby area and identified the following taxi companies as relevant to promote to residents on site: ● Nottingham Taxis – specialising in offering coach hire, airport transfers, taxis and executive cars to residents within the Nottinghamshire area. Website Link: https://www.nottinghamtaxi.co.uk/ Mobile: 0871 976 1111; ● Nottingham Cars – offering taxis, deliveries, airport transfers, executive cars in and around the Nottinghamshire area. Website Link: bookings@nottinghamcars.com Mobile: 01159 700 700; ● My Cars Nottingham – Nottingham based taxi service offering airport transfer, wheelchair accessible taxis, package delivery, business trips, estate cars, minibuses and executive cars (advanced bookings only). Website Link: mycarsnottingham@yahoo.com Mobile: 0115 919 9999; and, ● Notts Cars – offering taxi services to residents in Nottingham and airport transfers. Website Link: nottscars.co.uk. 2.3.35 The Travel Welcome Pack will contain information and contact details ensuring residents are fully informed and able to have a range of choices when requiring taxi services. 2.3.36 Furthermore, travel update leaflets will be distributed to residents on site following each round of annual surveying. These update leaflets will present the latest results but can also be used to promote the taxi companies identified above to ensure residents are informed on opportunities to avoid single occupancy vehicular trips. 2.3.37 NCC have also requested that personalised travel planning is offered to residents on site who wish to claim it. As such, the TPC will provide travel advice and personalised journey planning to any resident who comes forward to claim it. The travel welcome pack will make residents aware of this aspect of the travel planning process upon initial occupation on site. 2.3.38 Finally, NCC are requesting that taster public transport tickets are provided to residents upon initial occupation on site. 2.3.39 Our experience has demonstrated that providing residents with discounts up front can lead to a large degree of wastage / unclaimed vouchers / tickets. Furthermore, owing to the definition of sustainable forms of transport as stipulated within the NPPF, some residents may see a better use of taster tickets / discounted vouchers for other forms of sustainable travel, than bus travel. 2.3.40 As such, it is proposed that each household (who comes forward to claim it) will receive a mobility credit worth up to £50 for use on either a bus taster ticket, contribution towards a railcard or towards cycling equipment / training. This will ensure there is limited wastage and that individuals can benefit from personalised approach which best suits their individual needs. 2.3.41 The mechanism to request this credit will be made apparent to residents on site via the Travel Welcome Pack and ongoing travel planning correspondence (through the use of announcements and update leaflets etc). For completeness, individuals would have to come forward and request it via the TPC to ensure wastage doesn't occur.	NCC's first two comments have been adequately addressed. The principle of providing flexibility in how the mobility credit can be used for sustainable travel measures is supported, subject to the redemption process being clearly defined and effectively communicated to residents. The action plan does commit to submission of the Travel Welcome Pack to NCC for review and approval, The Travel Plan and associated Welcome Pack should set out a clear process and appropriate controls to ensure that the mobility credit is directed towards eligible sustainable travel measures. This should include: • A defined list of eligible expenditure categories (e.g. public transport tickets, railcards, cycle purchase or equipment, and cycle training); • A controlled redemption mechanism administered by the Travel Plan Co-ordinator; and • Monitoring and reporting of uptake, including the proportion of credits used for public transport compared to other modes, within the Travel Plan Monitoring Reports. Whilst these matters have been addressed within the Technical Note, they should be incorporated into an updated Travel Plan

	2.3.42 In line with NCC's comments, discounts (in exchange for promotion) at various nearby cycle stores will also be explored and offered to residents on site who come forward to claim them.	document rather than being secured solely through a standalone response. £50 seems to be broadly equivalent to approximately two weeks' worth of regular travel and thus an acceptable contribution. - it would be beneficial to confirm agreement with RR/EMCCA PT colleagues.																																										
Monitoring and Review - The results of monitoring should be disseminated via newsletter and / or email update to ensure residents are kept informed of TP success. - The first travel survey should take place within 3 months of the site reaching 50% occupancy. - Annual monitoring reports should be supplied to NCC within 1 month of collating data. - Secondary monitoring should also be conducted and reported upon, including the uptake of taster tickets / vouchers, resident feedback, etc. - The Travel Plan should commit to a 3-year review and evaluation with NCC and the planning authority. - In addition to annual travel surveys, we would expect traffic counts to be conducted (see below). Traffic count data should be uploaded to the TRICs database. The results of traffic counts should then be used to evaluate the progress of the TP against the trip generation targets. - Year 1: Travel survey and count - Year 2: Travel survey - Year 3: Travel survey and count - Year 4: Travel survey - Year 5: Travel survey and count	2.3.43 To ensure all the requests made from NCC are satisfied, an updated action plan has been prepared (see Table 2.2, below). It is requested that NCC provide comment and acceptance of the suitability of this action plan going forward <table border="1"> <thead> <tr> <th>Task</th><th>Delivery Timescales</th><th>Responsibility</th></tr> </thead> <tbody> <tr> <td>Appoint Interim TPC</td><td>Completed</td><td>Developer</td></tr> <tr> <td>Provide TPC details to NCC</td><td>Provided within this TN</td><td>TPC</td></tr> <tr> <td>Promotion of the RTP to new residents</td><td>During the property purchasing process</td><td>TPC / Developer</td></tr> <tr> <td>Preparation of Travel Welcome Pack and agreement of content with NCC/BBC</td><td>Prior to occupation</td><td>TPC</td></tr> <tr> <td>Distribution of Travel Welcome Packs to residents upon initial occupation</td><td>Upon occupation of dwelling</td><td>TPC</td></tr> <tr> <td>Agree content of resident's travel questionnaire surveys with NCC/BBC</td><td>Prior to first round of monitoring</td><td>TPC</td></tr> <tr> <td>Disseminate travel questionnaire surveys</td><td>Initial surveys to take place within three months of the site reaching 50% occupancy (following which annually for a period of 5 years)</td><td>TPC</td></tr> <tr> <td>Procure a count survey at the site access to establish the number of vehicles accessing / egressing the development during peak hours</td><td>Initial surveys to take place within three months of the site reaching 50% occupancy (following which, biennial count surveys will occur – thus providing data for years 1,3 and 5 of the monitoring process). As requested, these surveys will be undertaken in accordance with the Standardised Assessment Methodology (SAM) for monitoring Travel Plans.</td><td>TPC</td></tr> <tr> <td>Analyse travel surveys to prepare & submit a Travel Plan Monitoring Report for issue to NCC</td><td>To be prepared within one month of receiving representative survey sample response (annually for the 5-year period of monitoring)</td><td>TPC</td></tr> <tr> <td>Preparation of an update leaflet for dissemination to residents on site</td><td>To be prepared and issued to residents within 3 months of the latest round of surveying to update residents on the progress of the travel plan and also to promote sustainable transport measures</td><td>TPC</td></tr> <tr> <td>Undertake a three-year review of the travel planning process with NCC</td><td>Following the third year of surveying on site</td><td>TPC / NCC</td></tr> <tr> <td>Provide residents with personalised travel planning advice and taster tickets (to any who come forward to request it)</td><td>Ongoing and on request at the initial occupation of each dwelling</td><td>TPC</td></tr> <tr> <td>Provide updates to NCC pertaining to the uptake of taster / discount vouchers</td><td>Ongoing throughout the life of the travel plan</td><td>TPC</td></tr> </tbody> </table>	Task	Delivery Timescales	Responsibility	Appoint Interim TPC	Completed	Developer	Provide TPC details to NCC	Provided within this TN	TPC	Promotion of the RTP to new residents	During the property purchasing process	TPC / Developer	Preparation of Travel Welcome Pack and agreement of content with NCC/BBC	Prior to occupation	TPC	Distribution of Travel Welcome Packs to residents upon initial occupation	Upon occupation of dwelling	TPC	Agree content of resident's travel questionnaire surveys with NCC/BBC	Prior to first round of monitoring	TPC	Disseminate travel questionnaire surveys	Initial surveys to take place within three months of the site reaching 50% occupancy (following which annually for a period of 5 years)	TPC	Procure a count survey at the site access to establish the number of vehicles accessing / egressing the development during peak hours	Initial surveys to take place within three months of the site reaching 50% occupancy (following which, biennial count surveys will occur – thus providing data for years 1,3 and 5 of the monitoring process). 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The updated action plan should be embedded within the updated RTP.
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Securing the Travel Plan Remedial measures for if the TP fails to achieve its targets at the end of the monitoring period, should, at a minimum, include an extension to the	2.3.44 The objective of the RTP is to minimise the number of single occupancy ICEV trips generated by residents. The RTP will need to be reviewed annually, so that the targets can be re-evaluated, and appropriate improvements made (if necessary). The RTP may therefore be updated annually; as part of the on-going evolution of the travel planning process. 2.3.45 If targets are not met, additional measures may be introduced by the TPC across one additional year only, that may include (but not exhaustive of): Further promotional events;	The Travel Plan should explicitly commit to extending both the monitoring period and the Travel Plan Co-ordinator's role if targets are not met, alongside a full review of measures in consultation with NCC.																																										

monitoring period (as well as an extension to the TPCs period-in-post) and a full review of measures.	● Increased marketing to residents on site; ● Further / targeted Personalised Travel Planning; ● The TPC could investigate the potential for on-going discounted travel / provision of a public transport travel pass for residents with local operators (if applicable / available); and, ● Investigate options to provide cycle training for residents on site. 2.3.46 Notwithstanding the above, a full suite of potential further intervention or measures cannot be quantified at this stage, given this is not a desirable or likely outcome. Furthermore, if the target is not met, the applicant will only be able to ascertain the reasons for this based on the results of surveys and communications with residents during the 5th year of monitoring on the site. As such, tailored measures / interventions will ultimately be finalised following receipt of the 5th year round of monitoring. 2.3.47 It is important to stress that it remains the aspiration of the applicant to meet the targets of the TP within the 5-year period of formal monitoring on site.	Whilst additional measures are welcomed, the limitation to a single additional year is considered somewhat restrictive. In practice, a longer extension period (typically around 2–5 years) is often required to allow measures to take effect and behavioural change to be realised. It is recognised that where a demonstrable genuine effort is made to implement remedial measures, monitoring would not necessarily need to continue indefinitely. However, it is important that sufficient flexibility is retained to ensure the Travel Plan can respond appropriately to outcomes. The fixed one-year limitation should therefore be removed to allow a more proportionate and flexible approach.
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Kind regards,

Dee Johal | Transport Planning Coordinator
Transport Programme Delivery | Nottinghamshire County Council
Loughborough Road | West Bridgford | Nottingham | NG2 7QP
T: 0115 9774883

From: [Matt Leek](#)
To: ["Darren Ottewell"](#)
Subject: 25/00371/OUT
Date: 30 June 2025 15:47:00

Afternoon Darren,

Travel Plan comments below:

- Full contact details of the Travel Plan Coordinator (TPC) should be supplied to NCC now. This can be an interim TPC (e.g. a representative of the developer or their agent) until such a time as a permanent TPC is appointed. The TP should commit to updating NCC should the TPC's name or contact details change for whatever reason.
- The TPC should liaise with TPCs associated with other developments in the surrounding area to encourage a cohesive approach to travel planning in the area.
- The TPC should commit to liaising with the planning authority (Broxtowe Borough Council) in addition to NCC.
- The formal monitoring period and period in post of the TPC should run from prior to first occupation until a point 5 years following 50% occupation of the site.
- A further table showing the target trip generation with the Travel Plan in place should be provided in Chapter 5.
- Targets should match the formal monitoring period (5 years following 50% occupation of the site).
- Targets should not be changed or updated without discussion with, and agreement of, NCC. This should be stated.
- In addition to the measures included within the Travel Plan, the following should also be included:
 - The TP should make residents aware of cycle maintenance opportunities available within the local area. If there is sufficient demand, cycle maintenance and cycle training should be offered on-site.
 - Personal Travel Planning should be offered to any resident who requests it.
- The results of monitoring should be disseminated via newsletter and / or email update to ensure residents are kept informed of TP success.
- Secondary monitoring should also be conducted and reported upon, including the uptake of taster tickets / vouchers, resident feedback, cycle parking occupancy etc.
- The Travel Plan should commit to a 3-year review and evaluation with NCC.
- Firm commitments to all measures, monitoring and targets should be provided (things "will" happen instead of "could/should"). E.g. why is the content of the travel pack "may contain" rather than "will contain"?
- The Travel Plan should firmly commit to remedial measures if the TP fails to achieve its targets at the end of the monitoring period, e.g. extension of the TPC and monitoring period as a minimum.

Kind regards,

Matt.

Matt Leek

Principal Officer | Highway Development Control
Place Department | Nottinghamshire County Council
County Hall | Loughborough Road | West Bridgford | NG2 7QP
Tel: 0115 9773449

- A4 - 20 November 2025 Email from Mode Transport re: EMGM and NCC response

Jan Witko

From: Matt Leek
Sent: 03 August 2026 15:27
To: Jan Witko
Subject: FW: Toton Sites - Strategic Modelling Uptate
Attachments: DEVELOPMENT_ORDER_PHASING_PLAN-1965409.pdf

Matt Leek

Principal Officer | Highway Development Management (Broxtowe & Gedling)
Place Department | Nottinghamshire County Council
County Hall | Loughborough Road | West Bridgford | NG2 7QP
Tel: 0115 9773449

We have a new online application system for S278 and S38 agreements this can be found at: [Apply for a section 38 and 278 agreement\(s\) - Nottinghamshire County Council](#)

For the latest version of the Nottinghamshire Design Guide see: [Highway design guide | Nottinghamshire County Council](#)



From: Matt Leek
Sent: 28 November 2025 11:50
To: joshnorris@modetransport.co.uk
Cc: Jan Witko <jan.witko@nottscc.gov.uk>
Subject: RE: Toton Sites - Strategic Modelling Uptate

Morning Josh,

Thank you for your email, the content of which has been noted.

It should be pointed out that a significant number of the "Nottinghamshire" case reference scenarios are incorrect and will need to be updated to ensure wider impacts are more reflective of current and anticipated situations:

- N11, Boots - Occupation levels for 2025 is suggested to be c.200 dwells which is optimistic considering there are no S.38's in place. Please contact Andrew.gilliver@keepmoat.com to establish current occupancy and future build rates.
- N15, Toton Strategic Location for Growth – extant permissions for Employment use exist on the west side of Stapleford Lane which may / may not come forward now that HS2 has been withdrawn. There are no permissions associated to Residential use in this location that have been enacted. Even if permissions are progressed, a 15% build out rate for 2026 is unlikely.

- N19, Chetwynd Barracks – there have been no formal submissions received to facilitate development. The rates should be adjusted accordingly.
- N21, East of Coventry Lane – there are no units currently occupied. Build out rates should be adjusted. Furthermore, there are two sites on the west side of Coventry Lane totalling 250 dwellings are currently being built but have not been included.
- N23, Occupancy levels can be obtained from aaron.curcher1@persimmonhomes.com
- N24, Top Wighay Farm – construction works are in their infancy. Projected occupation numbers can be obtained from tom.headley@vistry.co.uk
- N25, Park Road – existing and projected build-out rates can be obtained from aaron.curcher1@persimmonhomes.com
- N27, Land west of A60 (Redhill) - 82% of the allocation has not been built when considering parcel X3 has not progressed since planning permission was received.
- N28, Gedling Colliery – please contact james.mcknight@keepmoat.com for occupation levels.
- N29, Land north of Papplewick Lane, please contact amandip.sahota@bellway.co.uk for build out rates
- The A614/A6097 improvements were originally progressed as a package of measure to upgrade 6 junctions, but this has now been downgraded to 5 – Bilsthorpe has been removed.
- I've attached the anticipated build out rates for development at Ratcliffe on Soar Power Station which will need to be replicated in the build out rates.
- The Greater Nottinghamshire Strategic Plan includes sites in both Rushcliffe and Broxtowe for Strategic Distribution which have not been accounted for but should be included in the future year assessments. Further information can be accessed at: [Strategic Distribution and Logistics: Preferred Approach Consultation Document](#)
- It is understood National Highways intend to commence their improvements to Nottingham Knight and Wheatcroft junctions in 2026, with a view to be ready by 2028. The upgrades have been removed from the 2025-28 scenarios but should be included.

Any questions let me know.

Kind regards,

Matt.

Matt Leek

Principal Officer | Highway Development Control (Broxtowe & Gedling)
Place Department | Nottinghamshire County Council
County Hall | Loughborough Road | West Bridgford | NG2 7QP
Tel: 0115 9773449



From: Josh Norris <joshnorris@modetransport.co.uk>

Sent: 20 November 2025 11:33

To: PlanningM@nationalhighways.co.uk; Brittany Grosvenor <brittany.grosvenor@nationalhighways.co.uk>; pabc@broxtowe.gov.uk; Matt Leek <Matt.Leek@nottsccl.gov.uk>; Mark Thompson <Mark.Thompson@broxtowe.gov.uk>; Oliver.Wells@broxtowe.gov.uk; development management

<development.management@nottsc.gov.uk>

Cc: O'MARA Helen <homara@systra.com>; IRONS Duncan <dirons@systra.com>; Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Rebecca Mcaleenan <rebeccamcaleenan@modetransport.co.uk>

Subject: Toton Sites - Strategic Modelling Uptate

CAUTION: This email was sent by an external email address. Please do not click on any links or download any attachments unless you know it originates from a trusted source.

Morning All,

I trust you're all keeping well.

Just by way of an introduction, mode transport planning is assisting Bloor Homes in relation to the post-application elements of the transport modelling work for the three live planning applications at Toton:

- Toton North (App Ref: 25/00306/OUT);
- Toton East (App Ref: 25/00255/FUL); and,
- Toton West (App Ref: 25/00371/OUT).

Owing to the comments received in response to the various live applications, mode (on behalf of Bloor Homes) has approached SYSTRA, who operate the East Midlands Gateway Model (EMGM), in order to consider an updated assessment for the three live applications.

As part of the standard methodology for utilising the EMGM, SYSTRA have completed an initial Area of Influence (AOI) modelling run, using an existing version of the EMGM, to identify the key areas where developments impacts are likely to occur, from which an assessment of the fitness for purpose of the model with the AOI has been made. Please see attached Technical Note (TN01) which details the process and outcomes of the AOI assessment. I have cc'd in Helen and Duncan who are our contacts at SYSTRA for the relevant work which has been undertaken using the EMGM.

The note presents the AOI and assesses the level of validation and calibration achieved against the Department's guidance detailed in TAG. The TN concludes that the EMGM is 'Fit for Purpose' for the assessment of the proposed developments at Toton. The note is attached **above** for your consideration, and I would be grateful if you could please provide any comments / queries on the attached by COP next Friday (28th November), so we can move with the next steps of the modelling work.

SYSTRA have also prepare a Reference Case Assumptions Note (TN02) which defines the inputs to the relevant Do Minimum model in terms of infrastructure and development inclusions. Please could any comments / queries on TN02 be provided by Friday 6th December.

If helpful, it may be appropriate to arrange a teams call with all parties so any queries tabled can be discussed further. Please let me know if this would be helpful and I can circulate some dates / times to see when everyone is available.

Many thanks in advance for your time and I look forward to hearing from you.

Kind Regards,

Josh

Josh Norris BSc (Hons) MSc MCIHT
Associate



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mode transport planning

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keep up with mode:   



be green, keep it on the screen!



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Appendix B

Highway Technical Review Notes

- B1 - Transport Assessment Review (4 June 2026)

From: Matt Leek
Sent: 04 June 2026 13:32
To: 'David Frisby'; Josh Norris
Cc: Darren Ottewell; Jan Witko
Subject: TA Review, 25/00371/OUT

Dear David,

Following on from Jan's earlier email, a review of the submitted Transport Assessment (TA) has identified a number of fundamental concerns regarding its methodology, most notably the failure to assess the cumulative impact of development traffic on the wider highway network in accordance with paragraph 116 of the National Planning Policy Framework (NPPF). The NPPF makes clear that development should only be refused on highways grounds where there would be an unacceptable impact on highway safety, or where the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

The purpose of cumulative assessment is to ensure that the combined effects of the proposed development, alongside other committed and allocated sites, are properly understood, particularly where those developments influence the same routes and junctions. In the absence of such an assessment, it is not possible to robustly determine how development traffic will interact across the network or to reach a sound judgement on overall impact.

This is of particular relevance in the present case given the proximity of other significant proposals at Toton East (155 dwellings, ref. 25/00255/FUL) and Toton North (880 dwellings, ref. 25/00306/OUT), which form part of the wider allocation under Policy 3.2 of the Broxtowe Part 2 Local Plan. Additionally, the close proximity of the Chetwynd Barracks proposals allocated under Policy 3.1 of Plan, which currently assumes 500 dwellings in the plan period and 1500 dwellings overall is also connected to the above sites by way of a proposed strategic link road which physically links the allocations.

The above schemes are likely to materially influence traffic patterns on the same parts of the highway network; however, they have not been assessed as part of a combined cumulative scenario. Whilst it is acknowledged that wider cumulative modelling work is being progressed separately, the current submission assesses the application in isolation on the assumption that a broader mitigation strategy will be developed at a later stage. This approach does not accord with the expectations of the NPPF and does not provide a robust basis for decision-making.

The Highway Authority is therefore not satisfied that the submitted TA provides a sufficiently reliable evidence base for assessing future-year traffic impacts. While TEMPro/NTEM can be used to estimate general background traffic growth, it appears that such growth factors have been relied upon in place of explicitly modelling the effects of nearby committed and allocated developments. This is not considered appropriate in this instance, given the scale, proximity, and likely interaction of these schemes. The concern is not simply a preference for an alternative methodology, but that the submitted assessment does not provide a sound or defensible basis

upon which the residual cumulative impact on the highway network can be confidently established.

This issue is not limited to overall traffic growth, but relates critically to traffic distribution, route choice, and junction loading. Department for Transport guidance recognises that TEMPro-derived forecasts are subject to increasing uncertainty at a localised level. In this case, future network performance will be influenced not only by background growth, but also by the concentration of strategic development and planned infrastructure changes, including the proposed link road between the A52 and Chetwynd Road. Under these circumstances, the use of a spreadsheet-based approach reliant on existing patterns, with TEMPro uplift, is unlikely to provide a reliable representation of future network conditions.

The example of Stapleford Lane illustrates this limitation. Applying an approximate 11.5% uplift to an existing two-way AM peak flow of 1,730 vehicles generates an increase of around 200 vehicles. However, a single nearby development of approximately 1,200 dwellings could, in broad terms, generate significantly more peak hour traffic than this uplift suggests. Although actual distribution would depend on assignment assumptions, this demonstrates the risk that TEMPro-based growth can materially understate localised impacts where development is concentrated. This is further evidenced by sensitivity testing, where the removal of a large site results in only marginal changes to overall growth rates, reflecting the way in which TEMPro distributes growth across a wider area rather than capturing localised effects.

For these reasons, the Authority considers that the TA has not established a robust future baseline and does not provide a sufficient basis for assessing whether residual cumulative impacts would be severe. A revised cumulative assessment is therefore required, explicitly incorporating committed and allocated developments, future highway infrastructure, and associated traffic reassignment. In this context, the use of the relevant strategic model (managed by Systra), or a methodology of clearly equivalent robustness, is considered necessary to provide confidence in the assessment.

A model-based assessment is also required to robustly assess trip distribution and assignment. Whilst Journey to Work Census data has been used to inform likely trip destinations, and Google Route Planner has been used to assign routes based on estimated journey times, no detailed evidence has been provided to demonstrate how traffic is distributed or the proportion of trips travelling to each destination. As a result, it is unclear where development traffic is actually heading, and the assignment of traffic to the network cannot be verified. An Origin–Destination matrix should demonstrate how trips are distributed from the site to key locations. Furthermore, Google Route Planner identifies routes based on live data and changing algorithms, and does not account for wider network effects such as congestion and queuing, which can only be robustly assessed through a transport model.

In addition, the use of a 2028 opening year is not considered appropriate as it does not reflect the point at which the development would be fully built out and generating its maximum traffic demand. This results in both lower development trip generation and reduced background flows, thereby understating network impacts. The assessment therefore fails to test the most critical scenario, namely full occupation, and cannot be relied upon to demonstrate acceptability.

In terms of travel planning, whilst an initial Travel Plan has been submitted, it is considered that such a document must be informed by the findings of a robust and comprehensive Transport Assessment. A Travel Plan is intended to support sustainable travel behaviour and reduce reliance on the private car; however, its measures are inherently behaviour-based and cannot be relied upon in isolation to define or mitigate impact. Accordingly, an updated Travel Plan should be prepared following the completion of a revised TA to ensure that its measures are appropriately targeted, proportionate, and directly responsive to the identified impacts. Furthermore, any Travel Plan or TA measures relied upon as mitigation should be clearly quantified and supported by a robust evidence base, in order to allow their effectiveness and deliverability to be properly assessed through the decision-making process. Notwithstanding this, the below Travel Plan review has been received and should form the basis of a future submission.

NCC Comments Feb 2026	Technical Note
Overall note: The NCC Travel Plan Guidance makes clear that the Travel Plan is a distinct document from the Transport Assessment, which is intended to manage travel behaviour post-occupancy. The guidance explicitly states that, although some material may be consistent across both documents, the Travel Plan should focus on sustainable travel behaviour and delivering measures to reduce car use.	
<u>Developing the Travel Plan</u> The overarching aim of the Travel Plan should be to minimise all single-occupancy vehicle trips, not just those made in Internal Combustion Engine Vehicles (though accelerating adoption of such vehicles can also be a wider aim. (See first two bullets of Para 2.6.1 from the TP for the reasons for this. (We would recommend that this aim, expressed in the first bullet of 6.2.2, needs splitting out into the two sentiments to avoid conflating these two things – see below on targets).	Firstly, it should be noted that considering a shift from Internal Combustion Engine Vehicles to Electric Vehicles is a key component of the chief travel planning target in creating a multi-modal transport system. The results of the travel planning questionnaire surveys will allow residents to answer on this target doesn't retract from the other ways in which people can switch to sustainable transport. 2.3.2 Secondly, it is unclear as to why NCC don't wish to consider this as a shift from ICEV to EVs should count towards achieving the view of mode that a shift from ICEV to EVs should count towards achieving the target. 2.3.3 Within Annex 2 of the NPPF, sustainable transport modes are defined as those that have a low or zero carbon footprint on the environment, including walking and cycling, ultra-low and zero emission vehicles. 2.3.4 Ultra-low and zero emission vehicles are therefore clearly identified as sustainable transport modes. In the context of travel planning decision making and policy compliance terms, it is considered that a shift from ICEV to EVs should count towards achieving the target. 2.3.5 It should also be noted that a draft NPPF document was published in 2023 following a period of consultation (running until March 2026). The definition of sustainable transport modes remains that the government are maintaining their position on what constitutes sustainable transport. 2.3.6 Further to the NPPF acknowledging EV travel as a sustainable form of transport, the Transport Advisory Group defined sustainable transport as: "the provision of services that meet the needs of the community, social development benefit today's and future generations – in a manner that does not compromise the ability of future generations to meet their own needs and other emissions and environmental impacts." EVs directly reduce carbon emissions from transport, as set out above. 2.3.7 The UK has also committed to net-zero carbon emissions by 2050. In 2023, making it the largest emitting sector of the UK economy. The government's commitment to net-zero by 2050, because full battery electric or hydrogen fuel cell vehicles produce zero carbon emissions, the transition to electric vehicles (EVs) is a crucial step towards achieving the target. 2.3.8 Based on the above, there is sound supporting evidence to underpin the claim that a shift from ICEV to EVs should represent a shift to a sustainable means of travel in accordance with the target for sustainable means. 2.3.9 As such, a modal shift from ICEVs to EVs accords with a sustainable transport target as stipulated within the applicant's submitted RTP.

2.3.10 Notwithstanding the points raised above, it is recognised that as presented to date, no consideration has been made to the reduction in

2.3.11 Crucially, a shift from Internal Combustion Engine Vehicles (ICEV) to public transport is a key planning target in creating a multi modal shift from single occupancy vehicles. Implementing this across the site can still have a meaningful impact on limiting traffic on the local network.

Site Assessment

1. Details of how to access the nearest train station by public transport should be provided.
2. Vehicular constraints in the vicinity of the site, such as peak hour congestion, should be summarised from the Transport Assessment, alongside the presence of any nearby developments that are likely to have a cumulative impact on the local transport.
3. The amount of parking that will be provided at the site and the proportion of spaces that will be allocated to motorcycles, disabled users, car share users, pick up / drop off and visitors is not clear.

2.3.12 NCC have requested that details are provided in relation to access to the nearest train station. Details are provided within Paragraphs 4.5.8 and 4.4.8 of the submitted TA and RTA. This is for NCC's reference.

2.3.13 The nearest train station in relation to the site is Attenborough Train Station. Public transport accessibility to Attenborough Train Station, the fastest available

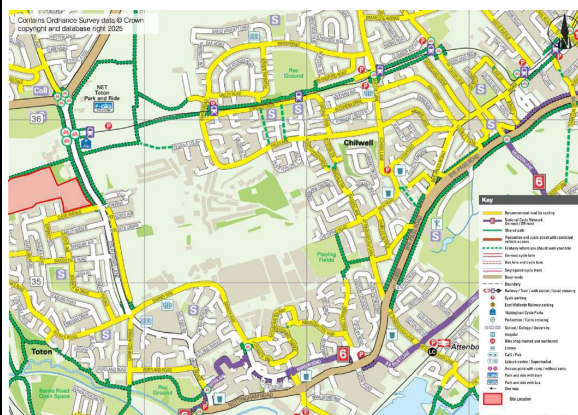
2.3.14 The closest bus stop which facilitates access to this service is located at the staggered junction between the B6003 Stapleford Lane / Cleve Avenue. This stop benefits from a flagpole with an associated timetable/information board.

2.3.15 The no.510 bus service provides hourly services at this stop, Monday to Friday. A journey to Attenborough Train Station taking approximately 24 minutes. The route is via Stapleford Lane Drive and between the stop at Ireton Grove (on Long Lane) and Attenborough

2.3.16 Should this primary route to Attenborough Train Station not be used, the High Road Central Tram Stop, prior to walking to the Bridge Avenue bus stop, provides 6 services an hour (Monday-Friday) between Nottingham and

2.3.17 In terms of cycle accessibility, the station is located c3.2km to the site. This is within Local Transport Note 1/20: 'Cycle Infrastructure Design' which sets out that short trips, particularly those under 5km. LTN 1/20 further outlines that cycling distances of up to 8km are considered an achievable distance for most people. LTN 1/20 also states that "a distance of 3.2km – which is an achievable distance to cycle for most people."

2.3.18 An excerpt of NCC's local Nottingham cycle map and recommendations is provided in Figure 2.1, for reference.



2.3.19 As illustrated above, individuals can cycle southbound along a New Way (also a NCC recommended cycle route). From this point, cyclists can dismount their bikes and utilise the signalised crossing for pedestrians along Barratt Lane directly to Attenborough Train Station.

	2.3.20 The topography of this route is flat and therefore conducive to cycle parking spaces in the form of Sheffield Stands and as such can support 2.3.21 Regarding NCC's comments pertaining to parking, the application should address subsequent reserved matters stages. It is not typical or a prerequisite of 2.3.22 Notwithstanding this point, relevant parking provision on the site should be made for provision for all users: cars, motorcycles, bicycles, visitors etc. will be provided																				
<u>Management of the Travel Plan</u> 1. Full contact details of the TPC should be supplied to NCC now. This can be an interim TPC (e.g. a representative of the developer or their agent) until such a time as a permanent TPC is appointed. The TP should commit to updating NCC should the TPC's name or contact details change for whatever reason. 2. One of the key roles of the TPC should be to implement the travel plan. 3. A description of the managerial hierarchy for the TPC should be provided, including internal reporting structures. 4. The TPC should commit to liaising with the planning authority (Broxtowe Borough Council) in addition to NCC. 5. The formal monitoring period and period in post of the TPC should run from prior to first occupation until a point 5 years following 50% occupation of the site.	2.3.23 To address the request made by NCC, mode will be appointed as follows, for completeness: • TPC Organisation: mode transport planning (mode); • Address: Griffin House, 18-19 Ludgate Hill, Birmingham, B3 1DV • Telephone: 0121 7948390; and, • Email Contact: travelplan@modetransport.co.uk. 2.3.24 mode is fully trained and experienced in the aims and objectives of the development occupation processes. 2.3.25 Given this is an interim post, should it transpire that a different TPC is appointed, the final TPC will be made available to NCC. 2.3.26 Finally, in line with NCC's request as set out above, the responsibility for the TPC will be five years post the point of 50% occupation (and therefore the initial responsibility will be for																				
<u>Setting Targets</u> 1. Primary targets should be based upon trip generation. The TA associated with the proposal should have provided an estimate of trips associated with the site, and therefore this is the basis on which targets should be set (i.e. include one table showing the values used in the TA, and a further table showing the target trip generation with the Travel Plan in place). The mode share targets should then be used as a secondary target. 2. Any secondary targets for the uptake of low emission vehicles shouldn't detract from the trip generation targets that are aimed at ensuring the development performs in lines with the forecast of the Transport Assessment, and on which basis the development has been judged by the highway development control team in terms of wider impacts (e.g. congestion, severance, wider environmental impact, e.g. tyre particle shedding etc etc). 3. Targets should match the formal monitoring period (5 years following 50% occupation of the site).	2.3.27 On the contrary to the above, mode did provide an estimate of trip generation. mode provided a further breakdown of the forecast multi modal trip generation as follows: 2.3.28 However, for completeness, the forecast trip generation associated with the development is as follows: Table 2.1 Forecast Trip Generation <table><tr><th rowspan="2"></th><th colspan="3">AM Peak Period (08:00-09:00)</th><th colspan="3">PM Peak Period (17:00-18:00)</th></tr><tr><th>Arrivals</th><th>Departures</th><th>Two-Way</th><th>Arrivals</th><th>Departures</th><th>Two-Way</th></tr><tr><td>Vehicular Trip Generation</td><td>39</td><td>191</td><td>230</td><td>145</td><td>58</td><td>203</td></tr></table> 2.3.29 As outlined in the submitted RTP, indicative and interim targets will be set at 015 (E02005864). However, as explicitly set out within paragraph 6.4.3 of the RTP, the surveying (both utilising count data and questionnaire survey data). 2.3.30 It should also be noted that ultimately a 10% reduction in single occupancy vehicles should provide a numerical table at this stage as ultimately this percentage target for single occupancy isn't reached. 2.3.31 In line with the request made above by NCC, targets will not be established until the development is established will be adhered to throughout the entire course of the development (single occupancy levels). 2.3.32 NCC have requested that an explicit target should aim for full travel plan compliance. The following fourth target is set: "Each household on site will be provided with a travel plan"		AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)			Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way	Vehicular Trip Generation	39	191	230	145	58	203
	AM Peak Period (08:00-09:00)			PM Peak Period (17:00-18:00)																	
	Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way															
Vehicular Trip Generation	39	191	230	145	58	203															

4. Targets should not be changed or updated without discussion with, and agreement of, NCC. This should be stated. 5. The Travel Plan should aim for 100% TP awareness as a secondary target.	sustainable options to travel to/from the proposed development and to encourage awareness of the travel planning process amongst all residents. 2.3.33 It is envisaged that this target will meet the following two core targets: • TPO-02: Address the access needs of residents and visitors by supporting sustainable travel options. • TPO-03: Enable residents to have an informed choice about their travel options.
<u>Travel Plan Measures</u> 1. In addition to the measures included within the Travel Plan, the following should also be included: 2. Contact details of local taxi firms. 3. Personal Travel Planning should be offered to any resident who requests it. 4. Taster public transport tickets should be provided to residents on opening. This is mentioned as a potential component of the mobility credit scheme (Chapter 7.10); however, the mobility credit scheme is outlined in vague terms and is not firm ("there is opportunity to introduce". Rather, taster tickets should be offered as a standalone measure. A cycle voucher of equivalent value could also be offered to residents on a redemption basis as an alternative to provide them with the opportunity of purchasing a bicycle / cycle equipment.	2.3.34 Mode have undertaken a review of the local taxi firms which operate in the area and will promote to residents on site: • Nottingham Taxis – specialising in offering coach hire, airport transfers and deliveries. Website: https://www.nottinghamtaxis.co.uk/ Mobile: 0871 976 1111; • Nottingham Cars – offering taxis, deliveries, airport transfers, executive cars and minibuses. Website: https://www.nottinghamcars.com/ Mobile: 01159 700 700; • My Cars Nottingham – Nottingham based taxi service offering airport transfers, executive cars and minibuses (advanced bookings only). Website Link: https://www.mycarsnottingham.co.uk/ • Notts Cars – offering taxi services to residents in Nottingham and airport transfers. 2.3.35 The Travel Welcome Pack will contain information and contact details for local taxi firms requiring taxi services. 2.3.36 Furthermore, travel update leaflets will be distributed to residents on site. These will contain the latest results but can also be used to promote the taxi companies in the area to encourage occupancy vehicular trips. 2.3.37 NCC have also requested that personalised travel planning is offered to any resident who comes forward and personalised journey planning to any resident who comes forward to the travel planning process upon initial occupation on site. 2.3.38 Finally, NCC are requesting that taster public transport tickets are provided to residents on opening. 2.3.39 Our experience has demonstrated that providing residents with taster public transport tickets is a good way to encourage sustainable travel. Furthermore, owing to the definition of sustainable forms of transport, it is proposed that discounted vouchers for other forms of sustainable travel, than bus travel, are also provided to residents on opening. 2.3.40 As such, it is proposed that each household (who comes forward to request a taster ticket, contribution towards a railcard or towards cycling equipment / towards a bicycle) is offered a personalised approach which best suits their individual needs. 2.3.41 The mechanism to request this credit will be made apparent to residents on site through correspondence (through the use of announcements and update leaflets) to ensure the TPC to ensure wastage doesn't occur. 2.3.42 In line with NCC's comments, discounts (in exchange for promotional material) will be offered to residents who come forward to claim them.

Monitoring and Review

1. The results of monitoring should be disseminated via newsletter and / or email update to ensure residents are kept informed of TP success.
2. The first travel survey should take place within 3 months of the site reaching 50% occupancy.
3. Annual monitoring reports should be supplied to NCC within 1 month of collating data.
4. Secondary monitoring should also be conducted and reported upon, including the uptake of taster tickets / vouchers, resident feedback, etc.
5. The Travel Plan should commit to a 3-year review and evaluation with NCC and the planning authority.
6. In addition to annual travel surveys, we would expect traffic counts to be conducted (see below). Traffic count data should be uploaded to the TRICs database. The results of traffic counts should then be used to evaluate the progress of the TP against the trip generation targets.
 - Year 1: Travel survey and count
 - Year 2: Travel survey
 - Year 3: Travel survey and count
 - Year 4: Travel survey
 - Year 5: Travel survey and count

2.3.43 To ensure all the requests made from NCC are satisfied, an update will be provided and acceptance of the suitability of this action plan will be sought.

Task	Delivery Timescales
Appoint Interim TPC	Completed
Provide TPC details to NCC	Provided within this TN
Promotion of the RTP to new residents	During the property purchasing process
Preparation of Travel Welcome Pack and agreement of content with NCC/BBC	Prior to occupation
Distribution of Travel Welcome Packs to residents upon initial occupation	Upon occupation of dwelling
Agree content of resident's travel questionnaire surveys with NCC/BBC	Prior to first round of monitoring
Disseminate travel questionnaire surveys	Initial surveys to take place within three months of the site reaching 50% occupancy (following which annually for a period of 5 years)
Procure a count survey at the site access to establish the number of vehicles accessing / egressing the development during peak hours	Initial surveys to take place within three months of the site reaching 50% occupancy (following which, biennial count surveys will occur – thus providing data for years 1, 3 and 5 of the monitoring process). As requested, these surveys will be undertaken in accordance with the Standardised Assessment Methodology (SAM) for monitoring Travel Plans.
Analyse travel surveys to prepare & submit a Travel Plan Monitoring Report for issue to NCC	To be prepared within one month of receiving representative survey sample response (annually for the 5-year period of monitoring)
Preparation of an update leaflet for dissemination to residents on site	To be prepared and issued to residents within 3 months of the latest round of surveying to update residents on the progress of the travel plan and also to promote sustainable transport measures
Undertake a three-year review of the travel planning process with NCC	Following the third year of surveying on site
Provide residents with personalised travel planning advice and taster tickets (to any who come forward to request it)	Ongoing and on request at the initial occupation of each dwelling
Provide updates to NCC pertaining to the uptake of taster / discount vouchers	Ongoing throughout the life of the travel plan

Securing the Travel Plan

Remedial measures for if the TP fails to achieve its targets at the end of the monitoring period, should, at a minimum, include an extension to the monitoring period (as well as an extension to the TPCs period-in-post) and a full review of measures.

2.3.44 The objective of the RTP is to minimise the number of single occupancy vehicles, so that the targets can be re-evaluated, and appropriate improvements made to the evolution of the travel planning process.

2.3.45 If targets are not met, additional measures may be introduced by the TPC:

- Further promotional events;
- Increased marketing to residents on site;
- Further / targeted Personalised Travel Planning;
- The TPC could investigate the potential for on-going discounted travel for residents with local operators (if applicable / available);
- Investigate options to provide cycle training for residents on site.

2.3.46 Notwithstanding the above, a full suite of potential further interventions will be considered. Furthermore, if the target is not met, the applicant will undertake communications with residents during the 5th year of monitoring on the receipt of the 5th year round of monitoring.

	2.3.47 It is important to stress that it remains the aspiration of the app site.
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Separately, it is noted that proposals at Toton East include measures to improve pedestrian connectivity and safety by including a toucan crossing at Woodstock Drive and a pedestrian refuge at Darley Avenue. These measures have not been reflected in the current TA but should be incorporated for completeness and consistency.

Kind regards,

Matt.

Matt Leek

Principal Officer | Highway Development Management (Broxtowe & Gedling)
Place Department | Nottinghamshire County Council
County Hall | Loughborough Road | West Bridgford | NG2 7QP
Tel: 0115 9773449

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- B2 - Strategic Modelling Review (19 June 2026) correspondence

Matt Leek

From: Matt Leek
Sent: 19 June 2026 13:20
To: David Frisby; Catherine Townend; Mark Thompson; Jan Witko
Cc: Ryan Dawson; Darren Ottewell; Josh Norris; Patrick Magner; Ben Fairgrieve
Subject: RE: Highways Toton Meeting
Attachments: Double Mini Hickings Lane.pdf

Dear David,

Scenario 3 has assessed the cumulative impacts of Toton West, Toton East, and Toton North, with Toton Link Road also being included in the model run. The Chetwynd Barracks site is included in the future year assessment model runs but is part of the reference case. Systra have confirmed that the Chetwynd allocation is served from a single point of access.

The 2026 AM scenario predicts a congestion change impact at the A6002 Coventry Lane/A6007 Ilkeston Road junction. The existing arrangement at this moment in time is a double mini roundabout which has previously come to our attention as part of the Field Farm and Coventry Lane developments. I have attached a GA of the proposed improvements to enable you to assess the impact of your development travelling through it.

The impact on the Bramcote Island will be one for National Highways to comment on but there are likely to be delays on the County links at this location.

We don't have any concerns with the 2026 PM outputs.

The only junction of interest for the 2041 AM run is the Cator Lane/High Road junction which shows a predicted V/C% change of between 10-15%. For the PM peak the map appears to show a significant capacity change on Swiney Way. The red dot in Figure 18 appears to be positioned at the Tesco entrance/exit on Swiney Way itself but would appreciate if Systra could confirm if our interpretation is correct. The report does state the increase in V/C on Swiney Way is as a result of traffic blocking back from the junction with the B6003 (Stapleford Lane). I think the original TA tested the Banks Road/Swiney Road/Stapleford Road and the junction was already approaching capacity and would be over capacity with development added on top.

In terms of flow changes the 2041 PM flow change plot (Figure 14) shows an increase of up to 100 PCUs on Stapleford Lane/High Road so it would be worth understanding the impact on the High Road/Nottingham Road junction from a cumulative perspective.

The one unknown at this moment in time is the potential impact with scenario 4 but we can review on receipt of receiving the report.

Concerns have been raised at Member level about the limited opportunities for residents to cross Stapleford Lane. This issue is partly addressed through proposals at Toton East where a pedestrian crossing at Darley Avenue and a Toucan crossing at Woodstock Drive have been agreed. Your involvement in delivering these measures would support the overall proposal and help meet NPPF requirements by prioritising pedestrian and cycle movements both within the development and in connection with surrounding areas.

Kind regards,

Matt.

Matt Leek

Principal Officer | Highway Development Management (Broxtowe & Gedling)
Place Department | Nottinghamshire County Council
County Hall | Loughborough Road | West Bridgford | NG2 7QP
Tel: 0115 9773449

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From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: 19 June 2026 09:01

To: Catherine Townend <catherine.townend@nationalhighways.co.uk>; Mark Thompson <Mark.Thompson@broxtowe.gov.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Matt Leek <Matt.Leek@nottsc.gov.uk>

Cc: Ryan Dawson <Ryan.Dawson@broxtowe.gov.uk>; Darren Ottewell <Darren.Ottewell@broxtowe.gov.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>

Subject: Re: Highways Toton Meeting

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Dear Matt

Did you send the comments through yesterday, I did not receive anything.

Dear Catherine

Did you see my email yesterday after the meeting ?

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

☎ 07812 049 202

✉ davidfrisby@modetransport.co.uk

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From: Ryan.Dawson@broxtowe.gov.uk

When: 12:00 - 13:00 18 June 2026

Subject: Highways Toton Meeting

Location: Microsoft Teams Meeting

Microsoft Teams meeting

Join:

<https://teams.microsoft.com/meet/367608327195997?p=JdvT4ISuBWwN1blZhO>

Meeting ID: 367 608 327 195 997

Passcode: FF9qA3tK

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Appendix C

Late Strategic Modelling Submission

- C1 – Correspondence requesting updated information.

Jan Witko

From: Jan Witko
Sent: 01 July 2026 13:35
To: 'David Frisby'; Matt Leek; Tom Boylan
Cc: Ben Fairgrieve; Josh Norris; Robert Gardner
Subject: RE: Toton highway modelling review
Attachments: 5-25-00371-OUT_20260630_1641.docx

David,

See attached comments passed to BBC. Tonight's meeting is to consider as resolution as to how they would have determined the application which is subject to appeal. The Hybrid site appears be going to committee on the 22nd.

Whilst the comments are somewhat lengthy, it would appear our concerns boil down to a handful of issues which seem to be resolvable.

I'm aware you are already looking at most these following our recent meeting. I would be grateful if you could give some timescales as to when we're likely to receive an update and when the Scenario 4 outputs will be available.

If we can resolve these items, I honestly feel we're not a million miles apart.

Thanks,

Jan

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: 30 June 2026 10:34
To: Jan Witko <jan.witko@nottsc.gov.uk>; Matt Leek <Matt.Leek@nottsc.gov.uk>; Tom Boylan <Tom.Boylan@nottsc.gov.uk>
Cc: Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Robert Gardner <robert.gardner@bloorhomes.com>
Subject: Re: Toton highway modelling review

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Dear Jan et al,

Good morning.

Is there any update on NCC position to BDC in advance of this evening's committee please ?

In anticipation, I am starting to prepare the TSoCG today and will get this to you tomorrow as may or may not be necessary.

I look forward to hearing from you.

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

☎ 07812 049 202

✉ davidfrisby@modetransport.co.uk

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Jan Witko

From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: 03 August 2026 12:22
To: Jan Witko; Charlotte Lockwood; Catherine Townend; Freddie Humphreys
Subject: Re: Toton West Scenario 4 completed reporting

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Dear Jan et al,

I appreciate this was not meant for me immediately; however, I will take time to clarify your concerns....

I am not relying on it either, as we didn't have it in time.

I did clearly state my position to Catherine (cc: to yourself) on Thursday at 18:30

Dear Catherine,

The approach to the tracker is welcome but I am unlikely to give be in apposition to give Dan what he required before the Inquiry now, as that Proof is priority.

So I believe we are going to exchange with what we currently have in front of us.

We are all in the same position and I can assure you that neither party are prejudiced.

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

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From: Jan Witko <jan.witko@nottscg.gov.uk>
Date: Monday, 3 August 2026 at 12:06

To: David Frisby <davidfrisby@modetransport.co.uk>
Cc: Catherine Townend <catherine.townend@nationalhighways.co.uk>; Charlotte Lockwood <Charlotte.Lockwood@nottscc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>
Subject: RE: Toton West Scenario 4 completed reporting

Hi both,

I'm about to send the e-mail below to the transport consultant.

Any thoughts welcomed.

Regards,

Jan

Good David

Despite the email below stating that the report had been sent at 10:06 last Friday, I can confirm that it has still not been received by NCC. This is particularly concerning given the limited time remaining before the submission of Proofs of Evidence and the importance of the report in informing our review of the additional modelling work.

With only 1.5 working days remaining before the submission deadline, NCC no longer has sufficient time to undertake a thorough and considered review of the modelling work before Proofs of Evidence are due. The review process necessarily requires consultation with specialist officers and technical advisers from across the Council in order to understand the modelling assumptions, interrogate the outputs, and assess the implications of the conclusions reached. Given the continued delay in issuing the report, it is now unrealistic to expect that this process can be completed within the time available. As a consequence, NCC's ability to fully consider and respond to the modelling evidence before the submission deadline has been materially prejudiced.

This is especially disappointing given that the principal justification for the agreed one-week extension to the timetable was to allow sufficient time for the completion, circulation and review of the additional modelling work. NCC supported that extension on the clear understanding that all parties would have a reasonable opportunity to consider the evidence before finalising their respective cases.

In practice, however, since receipt of the initial and incomplete TN04 modelling report on 15 June, NCC has received very little additional information beyond that referenced in my email of 30 July 2026, namely:

*Scenario 1, obtained directly from Systra; and
Scenario 4, provided by Ben Fairgrieve by email on 23 July 2026.*

Despite several requests for clarification regarding when the remaining modelling outputs and accompanying commentary would be issued, no further information has been provided and we remain without the report.

The continued delay has significantly reduced, and may ultimately negate altogether, the intended benefit of the agreed extension. The report was expected to provide the basis for meaningful technical review and consultation prior to the submission of Proofs of Evidence. Given that it has still not been received, that

objective has not been achieved and NCC has been denied a reasonable opportunity to undertake the necessary internal consultation and technical assessment of the modelling evidence before the deadline.

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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From: HARRHY Huw <hharry@systra.com>

Sent: 31 July 2026 10:06

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>;

Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan

<Tom.Boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting

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Good Morning David,

I am about to send the report for Scenarios 1, 3 and 4 through our SendTo system.

If there are any issues do let me know.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 6:23 PM

To: HARRHY Huw <hharry@systra.com>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>;

Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan

<tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Re: Toton West Scenario 4 completed reporting

Marvellous

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

0121 794 8391

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From: HARRHY Huw <hharry@systra.com>

Date: Thursday, 30 July 2026 at 17:29

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting
Hi David,

We are finalising the report now and I am expecting to be able to issue it to you tomorrow morning.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 3:45 PM

To: O'MARA Helen <homara@systra.com>; HARRHY Huw <hharry@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Toton West Scenario 4 completed reporting

Dear Helen/Huw,

When can we expect the Scenario 4 final report issued please ?

Proofs need to be completed by Tuesday, and whilst the picture is very clear I think NCC would appreciate the additional commentary .

Thank you in advance

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

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Jan Witko

From: Jan Witko
Sent: 15 June 2026 15:01
To: David Frisby; Catherine Townend
Cc: Ben Fairgrieve; Josh Norris; Patrick Magner; Tom Boylan; Matt Leek
Subject: RE: Toton EMGM cumulative modelling results

Thanks David,

Could you also confirm what the situation is a regards Scenario 4 or is that contained in what you refer to as Model Run 1

Regards,

Jan

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: 15 June 2026 14:54
To: Jan Witko <jan.witko@nottscc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Cc: Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Patrick Magner <patrickmagner@modetransport.co.uk>
Subject: Re: Toton EMGM cumulative modelling results

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Dear Jan/Catherine

I trust you are well ?

Further to the submitted information, I thought it might be useful for us to have a Highways discussion on Thursday morning one you have a had the opportunity to review the cumulative model run we have we run.

Also I wanted to confirm two things:

- **Model run 3** (which are the results you have) does include the full Chetwynd (1,500 units) but without their link to the Link Road
- We have also commissioned **Model run 1**, which is Toton (420 units) without the link road, which replicates the submitted TA and those results available in 4 weeks time

Thank you and I will issue a meeting invite shortly.

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

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From: David Frisby <davidfrisby@modetransport.co.uk>

Date: Friday, 12 June 2026 at 16:56

To: Jan Witko <jan.witko@nottscc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>; Darren Ottewell <darren.ottewell@broxtowe.gov.uk>; Spencer Claye <spencer.claye@bloorhomes.com>; Robert Gardner <robert.gardner@bloorhomes.com>; James Hicks <james.hicks@pegasusgroup.co.uk>; Alan Siviter <alan.siviter@pegasusgroup.co.uk>

Cc: Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Patrick Magner <patrickmagner@modetransport.co.uk>

Subject: Toton EMGM cumulative modelling results

Dear Jan/Catherine,

We are pleased to inform you that the EMGM strategic modelling has now assessed the full Toton allocation, comprising Toton West (420 dwellings), Toton East (155 dwellings) and Toton North (880 dwellings), together with the Chetwynd Barracks (1,500) allocation.

The assessment therefore responds directly to the requests made by National Highways and Nottinghamshire County Council for a cumulative assessment of the wider growth area.

The modelling demonstrates that the Toton Link Road performs the strategic function for which it was envisaged. Development traffic is principally accommodated via the A52 and M1 Strategic Road Network, whilst the Link Road provides an alternative route that removes traffic from existing constrained parts of the local network, particularly around Bardills Roundabout and Toton Lane.

Whilst the introduction of the new signalised junction on the A52 inevitably alters traffic patterns, the modelling shows that traffic redistributes across the wider network and that the Link Road successfully relieves pressure on key existing routes.

Importantly, the assessment identifies a general improvement in network performance across much of the area. Reductions in traffic flow and congestion are observed on several existing routes and at key junctions. The modelling

also demonstrates that a significant proportion of development traffic is attracted directly to the Strategic Road Network, thereby limiting impacts on the surrounding local highway network.

Accordingly, the strategic modelling confirms that the full Toton allocation, including Toton West, can be accommodated within the highway network and that the Toton Link Road fulfils its intended role as the principal piece of transport infrastructure supporting growth in the area.

The results provide clear evidence that the allocation can be delivered in a coordinated manner and do not identify any network-wide impacts that would justify withholding planning permission for Toton West.

I would welcome a discussion around this next week at your earliest convenience.

Kind regards,

David

David Frisby BEng (CEng) FCIHT

Director

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✉ davidfrisby@modetransport.co.uk
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Jan Witko

From: Jan Witko
Sent: 30 July 2026 15:17
To: 'David Frisby'; Charlotte Lockwood; Freddie Humphreys; Catherine Townend
Subject: RE: Updated modelling

Hi David,

Yes we have the Scenario 3 report, that was contained within TN04 received 12/06/2026, which was missing the remaining scenario's and was referenced in the addendum to the my Statement of Case.

Thanks,

Jan

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: 30 July 2026 15:10
To: Jan Witko <jan.witko@nottscc.gov.uk>; Charlotte Lockwood <Charlotte.Lockwood@nottscc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: Re: Updated modelling

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Dear Jan

You should also have scenario 3 as this was the report Systra first issued to us all?

Any information we receive in relation to the Systra reporting we do issue to you and your colleagues.

I agree the solution is quite evident: the Toton link road works as planned and resolves the issues presented in Scenarios 1 and 3

Kind regards,

David

David Frisby BEng (Hons) CEng FCIHT
Director
mode transport planning

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TRANSMITTED VIA MOBILE

From: Jan Witko <jan.witko@nottsc.gov.uk>
Sent: Thursday, 30 July 2026 14:28:01
To: David Frisby <davidfrisby@modetransport.co.uk>; Charlotte Lockwood <Charlotte.Lockwood@nottsc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: RE: Updated modelling

Good afternoon David,

Further to your email below and the attached documents, could you please clarify what, if any, additional modelling information we are likely to receive before the deadline for the submission of proofs?

We have not received any further reports as suggested below. To date, we have only received a number of output plots (examples attached) for:

- Scenario 1, obtained directly from Systra; and
- Scenario 4, provided by Ben Fairgrieve via email on 23/07.

The latter indicated that an updated modelling report would follow, but nothing has yet been received.

While the information provided is useful in identifying potential issues and demonstrating where further work may not be required, it lacks any commentary, context, or explanation of what you consider the key issues to be and how any identified problems are proposed to be addressed.

Without this, it is difficult for us to provide any meaningful comment on the acceptability of the proposal in the wider context or determine whether there is a coherent strategy for addressing our concerns.

I would stress that what we have seen so far for Scenarios 3 and 4 gives us reasonable optimism that there is a solution and a way forward. We simply need a stronger evidence base to enable us to agree a way forward and make a positive recommendation regarding the application.

Regards,

Jan

Jan Witko
Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: 29 July 2026 09:57

To: Jan Witko <jan.witko@nottscc.gov.uk>; Charlotte Lockwood <Charlotte.Lockwood@nottscc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Re: Updated modelling

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Dear Jan,

Systra have now issued ALL the scenario reports you have requested (1, 3 & 4) and we have commissioned?

What further work are you expecting before we exchange primary evidence please ?

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

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✉ davidfrisby@modetransport.co.uk

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From: Jan Witko <jan.witko@nottscc.gov.uk>

Date: Wednesday, 29 July 2026 at 09:53

To: David Frisby <davidfrisby@modetransport.co.uk>

Cc: Charlotte Lockwood <Charlotte.Lockwood@nottscc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Updated modelling

Good Morning David,

Do we have any updates regarding the updated modelling and when we're likely to have sight of a report? I could do with some firm dates so I can line up people at this end to review.

Also mindful that the deadline for submission of proofs has been only extended by one week and we've yet to receive anything substantive.

Thanks,

Jan

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

We have a new online application system for S278 and S38 agreements this can be found at: [Apply for a section 38 and 278 agreement\(s\) - Nottinghamshire County Council](#)

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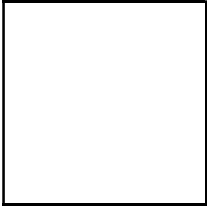
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Jan Witko

From: Jan Witko
Sent: 03 August 2026 12:06
To: David Frisby
Cc: Catherine Townend; Charlotte Lockwood; Freddie Humphreys
Subject: RE: Toton West Scenario 4 completed reporting

Hi both,

I'm about to send the e-mail below to the transport consultant.

Any thoughts welcomed.

Regards,

Jan

Good David

Despite the email below stating that the report had been sent at 10:06 last Friday, I can confirm that it has still not been received by NCC. This is particularly concerning given the limited time remaining before the submission of Proofs of Evidence and the importance of the report in informing our review of the additional modelling work.

With only 1.5 working days remaining before the submission deadline, NCC no longer has sufficient time to undertake a thorough and considered review of the modelling work before Proofs of Evidence are due. The review process necessarily requires consultation with specialist officers and technical advisers from across the Council in order to understand the modelling assumptions, interrogate the outputs, and assess the implications of the conclusions reached. Given the continued delay in issuing the report, it is now unrealistic to expect that this process can be completed within the time available. As a consequence, NCC's ability to fully consider and respond to the modelling evidence before the submission deadline has been materially prejudiced.

This is especially disappointing given that the principal justification for the agreed one-week extension to the timetable was to allow sufficient time for the completion, circulation and review of the additional modelling work. NCC supported that extension on the clear understanding that all parties would have a reasonable opportunity to consider the evidence before finalising their respective cases.

In practice, however, since receipt of the initial and incomplete TN04 modelling report on 15 June, NCC has received very little additional information beyond that referenced in my email of 30 July 2026, namely:

*Scenario 1, obtained directly from Systra; and
Scenario 4, provided by Ben Fairgrieve by email on 23 July 2026.*

Despite several requests for clarification regarding when the remaining modelling outputs and accompanying commentary would be issued, no further information has been provided and we remain without the report.

The continued delay has significantly reduced, and may ultimately negate altogether, the intended benefit of the agreed extension. The report was expected to provide the basis for meaningful technical review and consultation prior to the submission of Proofs of Evidence. Given that it has still not been received, that objective has not been achieved and NCC has been denied a reasonable opportunity to undertake the necessary internal consultation and technical assessment of the modelling evidence before the deadline.

Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
County Hall | West Bridgford | Nottingham | NG2 7QP
Tel: 0115 9774364

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For the latest version of the Nottinghamshire Design Guide see: [Highway design guide | Nottinghamshire County Council](#)

From: HARRHY Huw <hharry@systra.com>
Sent: 31 July 2026 10:06
To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>
Cc: Patrick Wagner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <Tom.Boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: RE: Toton West Scenario 4 completed reporting

CAUTION: This email was sent by an external email address. Please do not click on any links or download any attachments unless you know it originates from a trusted source.

Good Morning David,

I am about to send the report for Scenarios 1, 3 and 4 through our SendTo system.

If there are any issues do let me know.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: Thursday, July 30, 2026 6:23 PM
To: HARRHY Huw <hharry@systra.com>; O'MARA Helen <homara@systra.com>
Cc: Patrick Wagner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boyland@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: Re: Toton West Scenario 4 completed reporting

Marvellous

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

☎ 07812 049 202

✉ davidfrisby@modetransport.co.uk

www.modetransport.co.uk

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Griffin House, 18-19 Ludgate Hill, Birmingham, B3 1DW

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From: HARRHY Huw <hharry@systra.com>

Date: Thursday, 30 July 2026 at 17:29

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting

Hi David,

We are finalising the report now and I am expecting to be able to issue it to you tomorrow morning.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 3:45 PM

To: O'MARA Helen <homara@systra.com>; HARRHY Huw <hharry@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Toton West Scenario 4 completed reporting

Dear Helen/Huw,

When can we expect the Scenario 4 final report issued please ?

Proofs need to be completed by Tuesday, and whilst the picture is very clear I think NCC would appreciate the additional commentary .

Thank you in advance

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

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Jan Witko

From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: 03 August 2026 12:22
To: Jan Witko; Charlotte Lockwood; Catherine Townend; Freddie Humphreys
Subject: Re: Toton West Scenario 4 completed reporting

CAUTION: This email was sent by an external email address. Please do not click on any links or download any attachments unless you know it originates from a trusted source.

Dear Jan et al,

I appreciate this was not meant for me immediately; however, I will take time to clarify your concerns....

I am not relying on it either, as we didn't have it in time.

I did clearly state my position to Catherine (cc: to yourself) on Thursday at 18:30

Dear Catherine,

The approach to the tracker is welcome but I am unlikely to give be in apposition to give Dan what he required before the Inquiry now, as that Proof is priority.

So I believe we are going to exchange with what we currently have in front of us.

We are all in the same position and I can assure you that neither party are prejudiced.

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

☎ 07812 049 202

✉ davidfrisby@modetransport.co.uk

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From: Jan Witko <jan.witko@nottscg.gov.uk>

Date: Monday, 3 August 2026 at 12:06

To: David Frisby <davidfrisby@modetransport.co.uk>
Cc: Catherine Townend <catherine.townend@nationalhighways.co.uk>; Charlotte Lockwood <Charlotte.Lockwood@nottscc.gov.uk>; Freddie Humphreys <fhumphreys@kingschambers.com>
Subject: RE: Toton West Scenario 4 completed reporting

Hi both,

I'm about to send the e-mail below to the transport consultant.

Any thoughts welcomed.

Regards,

Jan

Good David

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Jan Witko

Team Manager | Highways Development Management
Place Department | Nottinghamshire County Council
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Tel: 0115 9774364

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From: HARRHY Huw <hharry@systra.com>

Sent: 31 July 2026 10:06

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>;

Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan

<Tom.Boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting

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If there are any issues do let me know.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 6:23 PM

To: HARRHY Huw <hharry@systra.com>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>;

Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan

<tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Re: Toton West Scenario 4 completed reporting

Marvellous

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

0121 794 8391

07812 049 202

davidfrisby@modetransport.co.uk

www.modetransport.co.uk

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From: HARRHY Huw <hharry@systra.com>

Date: Thursday, 30 July 2026 at 17:29

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting
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Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 3:45 PM

To: O'MARA Helen <homara@systra.com>; HARRHY Huw <hharry@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Toton West Scenario 4 completed reporting

Dear Helen/Huw,

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Proofs need to be completed by Tuesday, and whilst the picture is very clear I think NCC would appreciate the additional commentary .

Thank you in advance

Kind regards,

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- C2 - 3 August 2026 Covering Emails from Systra

Jan Witko

From: HARRHY Huw <hharry@systra.com>
Sent: 03 August 2026 13:08
To: Josh Norris; David Frisby; O'MARA Helen
Cc: Patrick Magner; Ben Fairgrieve; Jan Witko; Tom Boylan; Catherine Townend
Subject: RE: Toton West Scenario 4 completed reporting

CAUTION: This email was sent by an external email address. Please do not click on any links or download any attachments unless you know it originates from a trusted source.

Hi Josh,

Apologies, I missed off the contacts at Notts CC and NH, that was a misunderstanding on my part.

I have sent it out to them so they should be able to read it.

Kind regards,

Huw

From: Josh Norris <joshnorris@modetransport.co.uk>
Sent: Monday, August 3, 2026 12:17 PM
To: HARRHY Huw <hharry@systra.com>; David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>
Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: Re: Toton West Scenario 4 completed reporting

Hi Huw,

I hope you're keeping well and had a nice weekend.

Could you please confirm that the report for Scenarios 1, 3 and 4 was issued to all contacts in this email chain? If not, can this please be circulated to all contacts.

Many thanks in advance.

Kind Regards,

Josh Norris BSc (Hons) MSc MCIHT
Associate Director

 0121 794 8390

 07990 276 384

 joshnorris@modetransport.co.uk

www.modetransport.co.uk

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Griffin House, 18-19 Ludgate Hill, Birmingham, B3 1DW

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From: HARRHY Huw <hharrhy@systra.com>
Date: Friday, 31 July 2026 at 10:06
To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>
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Jan Witko

From: HARRHY Huw <hharrhy@systra.com>
Sent: 31 July 2026 10:06
To: David Frisby; O'MARA Helen
Cc: Patrick Magner; Ben Fairgrieve; Josh Norris; Jan Witko; Tom Boylan; Catherine Townend
Subject: RE: Toton West Scenario 4 completed reporting

CAUTION: This email was sent by an external email address. Please do not click on any links or download any attachments unless you know it originates from a trusted source.

Good Morning David,

I am about to send the report for Scenarios 1, 3 and 4 through our SendTo system.

If there are any issues do let me know.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>
Sent: Thursday, July 30, 2026 6:23 PM
To: HARRHY Huw <hharrhy@systra.com>; O'MARA Helen <homara@systra.com>
Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>
Subject: Re: Toton West Scenario 4 completed reporting

Marvellous

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391
☎ 07812 049 202
✉ davidfrisby@modetransport.co.uk
www.modetransport.co.uk

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Griffin House, 18-19 Ludgate Hill, Birmingham, B3 1DW

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From: HARRHY Huw <hharrhy@systra.com>

Date: Thursday, 30 July 2026 at 17:29

To: David Frisby <davidfrisby@modetransport.co.uk>; O'MARA Helen <homara@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: RE: Toton West Scenario 4 completed reporting

Hi David,

We are finalising the report now and I am expecting to be able to issue it to you tomorrow morning.

Kind regards,

Huw

From: David Frisby <davidfrisby@modetransport.co.uk>

Sent: Thursday, July 30, 2026 3:45 PM

To: O'MARA Helen <homara@systra.com>; HARRHY Huw <hharrhy@systra.com>

Cc: Patrick Magner <patrickmagner@modetransport.co.uk>; Ben Fairgrieve <benfairgrieve@modetransport.co.uk>; Josh Norris <joshnorris@modetransport.co.uk>; Jan Witko <jan.witko@nottsc.gov.uk>; Tom Boylan <tom.boylan@nottsc.gov.uk>; Catherine Townend <catherine.townend@nationalhighways.co.uk>

Subject: Toton West Scenario 4 completed reporting

Dear Helen/Huw,

When can we expect the Scenario 4 final report issued please ?

Proofs need to be completed by Tuesday, and whilst the picture is very clear I think NCC would appreciate the additional commentary .

Thank you in advance

Kind regards,

David

David Frisby BEng (CEng) FCIHT
Director

☎ 0121 794 8391

☎ 07812 049 202

✉ davidfrisby@modetransport.co.uk

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- C3 - Final Strategic Modelling Report (to be provided if not included in core documents)