

1. Introduction

1.1 Preamble

1.1.1 This Transport Statement of Common Ground (TSoCG) is an agreed statement between National Highways (NH), Nottinghamshire County Council (NCC) and the Appellant Bloor Homes in respect of the highways and transport matters in relation to a planning application at Land West of Stapleford Lane, Stapleford, Nottinghamshire. This SoCG relates specifically to the individual site (hereby referred to as Toton West). This does not specify matters relating to the wider emerging Toton allocation (including the live planning applications at Toton North and Toton East) or Chetwynd Barracks (which at the time of writing, is not subject to a live planning application).

1.1.2 The Appeal relates to the non-determination by Broxtowe Borough Council (BBC), acting as Local Planning Authority (LPA), of the planning application for the following development:

“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).”

1.1.3 The Planning Inquiry for the Appeal commenced on 25th August 2026, with opening statements delivered by all interested parties, along with discussions on conditions and planning obligations. The Inquiry was subsequently adjourned to allow for the submission of further transport modelling information regarding the cumulative assessment of the site, along with the wider emerging Toton allocation and Chetwynd Barracks.

1.1.4 This TSoCG has been agreed with NCC acting as the Local Highway Authority (LHA), as well as NH who are responsible for the management and operation of the Strategic Road Network (SRN).

1.2 National Highways and Nottinghamshire County Council Objections

Positions of Parties Prior to Adjourned Inquiry

1.2.1 NH and NCC as the Highways Authority have not been in a position to support the application and advised the Council as statutory consultees that a comprehensive transport assessment is required to consider the impact upon the wider highway network. The Planning Committee Report (Dated 01/07/2026), reflected this position setting out the following main concerns:

- NCC Highways – Advise further modelling is required; and,
- NH – Holding response in the absence of a comprehensive traffic impact assessment to demonstrate the full impact of the combined wider allocation (Toton North, Toton East & Toton West parcels).

1.2.2 In relation to the above, the Planning Committee Report also states the following:

“National Highways and Nottinghamshire County Council, as Highways Authority, objected to the application due to the absence of a comprehensive transport assessment for the whole allocation and Chetwynd Barracks. This information has now been provided but is currently being reviewed by the relevant consultees.”

1.2.3 In terms of the recommendation set out in the Planning Committee Report, the following is stated:

“The resolution is to inform the Council’s position at the Planning Inquiry. It is recommended that outline planning permission would have been approved subject to the removal of objections from both National Highways and Nottinghamshire County Council as the Highway Authority and subject to the inclusion of conditions and the signing of a S106 Agreement.”

1.2.4 The Addendum to the Planning Committee Report (Dated 01/07/2026) set out the concerns raised by NCC in more detail and reflected those issues raised in the Statement of Case submitted by NCC in respect of the Appeal.

Latest Position (NCC) – September 2026

- 1.2.5 NCC's latest position statement notes that the additional highways capacity analysis prepared by the Appellant, through use of the EMGM has advanced the evidence base, and substantially addresses previous concerns around the suitability of the highways modelling presented as part of the application.
- 1.2.6 NCC accept that the appeal proposal of up to 420 units at the appeal site can be accommodated on the local highway network without severe residual impact, and go on to state that the remaining issue is no longer whether the appeal proposal itself causes severe impacts on the local highway network.
- 1.2.7 NCC also accept that the available cumulative evidence indicates that a wider transport solution is likely to be achievable to support the delivery of the wider Toton allocation and Chetwynd Barracks.
- 1.2.8 Nonetheless, NCC have stated that further information is required as part of the application for Toton West, to understand the likely trigger points for the required infrastructure improvements to mitigate the cumulative impact of the wider Toton allocation, together with Chetwynd Barracks, along with details on phasing and funding.
- 1.2.9 NCC notes that further evidence should be provided to establish the point at which the Toton Link Road or Chetwynd connection becomes necessary. Pending completion of that work, NCC has suggested a restriction on occupation beyond 300 dwellings at Toton West until the cumulative assessment work has been completed and a Strategic Transport Infrastructure Delivery Strategy has been approved. NCC suggests that the Strategy should provide details of the timing, phasing, funding and delivery of the highways capacity mitigation required to support the wider Toton allocation and Chetwynd Barracks.

Latest Position (NH) – September 2026

- 1.2.10 NH's latest position statement also acknowledges the additional highways capacity analysis prepared by the Appellant, through use of the EMGM, and also notes the additional model validation data which has been provided as part of the localised assessment work.
- 1.2.11 NH accepts that the appeal proposal of up to 420 units at the appeal site can be accommodated on the strategic road network without severe residual impact, and also notes that suitable model validation has now been provided for the localised junction assessments for this modelling scenario.
- 1.2.12 NH also accept that the available cumulative evidence indicates that a wider transport solution is likely to be achievable to support the delivery of the wider Toton allocation and Chetwynd Barracks, however, suggest that further supporting data to validate the localised assessments used in this scenario is required.
- 1.2.13 NH also concur with the view of NCC that further information is required as part of the application for Toton West, to understand the likely trigger points for the required infrastructure improvements to mitigate the cumulative impact of the wider Toton allocation, together with Chetwynd Barracks, along with details on phasing and funding. NH consider it necessary to explicitly link the Toton West site to both the cumulative assessment and the wider mitigation strategy.
- 1.2.14 NH therefore concur with NCC that that further evidence should be provided to establish the point at which the Toton Link Road or Chetwynd connection becomes necessary, and have therefore suggested a trigger point of no more than 300 occupations at Toton West, before which further information to inform the details of the timing and delivery of mitigation for the wider Toton allocation and Chetwynd Barracks need to be agreed.

2. Matters Agreed

2.1 Referenced Highways Documents

2.1.1 The following documents have been submitted by the Appellant and form part of the transport evidence considered by the parties:

- Original Transport Assessment, produced by ADC Infrastructure – (Ref: ADC3648-RP-A) Dated: 28/02/2025;
- Original Travel Plan, produced by ADC Infrastructure - (Ref: ADC3648-RP-B) Dated: 03/03/2025;
- Original Environmental Statement Highways Chapter (Chapter 9), produced by ADC Infrastructure (Ref: P23-2379) Dated: 14/05/2025;
- Revised Transport Assessment, produced by mode transport planning – (Ref: 260216_328827_TA R004 Rev A) Dated: 16/02/2026;
- Revised Residential Travel Plan, produced by mode transport planning – (Ref: 251222_328827) Dated: 22/02/2025;
- Original Environmental Statement Addendum Highways Chapter (Chapter 9), produced by mode transport planning (Ref: P23-2379) Dated: 23/12/2025;
- Post-Application Technical Note - Highways Response to Consultee Comments, produced by mode transport planning (Ref: 260417_328827_TN003) Dated: 17/04/2026;
- Post-Application Technical Note - Highways Response to Additional Consultee Comments, produced by mode transport planning (Ref: 260624_328827_TN004) Dated: 24/06/2026;
- Toton Development Strategic Assessment Technical Note - Area of Influence Calibration & Validation Assessment, produced by SYSTRA (Ref: TN01 V1.3) Dated 23/10/2025;

- Toton Development Strategic Assessment Technical Note – Reference Case Assumptions, produced by SYSTRA (Ref: GB01T25H56 – TN02) Dated 13/11/2025;
- Toton Development Strategic Assessment Technical Note – Reference Case Report, produced by SYSTRA (Ref: TN03 V1.2) Dated 27/02/2026;
- Original Toton Development Strategic Assessment Technical Note – Toton Strategic Modelling Report, produced by SYSTRA (Ref: TN04) Dated 19/05/2026;
- Revised Toton Development Strategic Assessment Technical Note – Toton Strategic Modelling Report, produced by SYSTRA (Ref: TN04 V2.0) Dated 15/07/2026;
- Post-Submission Technical Note – EMGM Scenario One – Junction Capacity Assessments, produced by mode transport planning (Ref: 260812_328827_TN005) Dated: 12/08/2026;
- Post-Submission Technical Note – EMGM Scenario One – Junction Capacity Assessments to Align With TA, produced by mode transport planning (Ref: 260821_328827_TN006) Dated: 21/08/2026;
- Post-Submission Technical Note – EMGM Scenario Four – Junction Capacity Assessments, produced by mode transport planning (Ref: 260902_328827_TN008) Dated: 02/09/2026; and,
- Post-Submission Technical Note – EMGM Scenario Four – Bramcote Roundabout , produced by mode transport planning (Ref: 260911_328827_TN009) Dated: 11/09/2026.

2.2 Access Arrangements

- 2.2.1 It is acknowledged that arrangements are agreed between the Appellant, NCC and NH. The proposed main access point to the site will be through the provision of a new signalised crossroads junction with the B6003 Stapleford Lane. The site access will form the western arm of the signalised crossroads with the eastern arm providing access to potential development at Toton East (application yet to be determined) as indicated on 'J32-9690-PS-00X Rev X'.

2.2.2 NH have not reviewed the access arrangements as they are on NCC's network.

2.3 Sustainable Travel

2.3.1 It is agreed that the Appeal Site is accessible by walking, cycling and public transport.

2.3.2 It is agreed that a Residential Travel Plan can be secured by planning condition together with an appropriate monitoring contribution.

2.3.3 It is agreed that the site benefits from proximity to the NET Tram network via Toton Lane Park & Ride.

2.3.4 It is agreed that Active Travel England has withdrawn its objection subject to planning conditions and obligations.

2.4 Assessment Years

2.4.1 The modelling work progressed through the use of the East Midlands Gateway Model (EMGM) includes assessment years of 2025 (Base), 2026 (Opening Year) and 2041 (Future Year Assessment).

2.4.2 It is agreed that the 2026 opening year aligns with the requirements of DfT Circular 01/2022 (Paragraph 50) for the SRN, and that the 2041 assessment year represents the end of the emerging Greater Nottingham Strategic Plan period.

2.5 Assessment Scenarios

2.5.1 It is agreed that the following development scenarios have been run through the EMGM:

- Scenario 1 – Toton West only;
- Scenario 3 – 'Full Scenario' (Toton West, East and North, including Toton Link Road); and,
- Scenario 4 – 'Full Scenario' plus Chetwynd sensitivity test.

2.6 Background Traffic Growth

- 2.6.1 It is agreed that relevant background traffic growth and traffic associated with committed developments; including the wider Toton allocation and Chetwynd Barracks allocation, has been suitably accounted for through use of the EMGM. It is agreed that this methodology has adequately captured the localised and cumulative impacts of these developments and increases in background traffic on the highway network.

2.7 Trip Generation

- 2.7.1 It is agreed that standardised vehicle trip rates have been taken from the EMGM.
- 2.7.2 It is agreed that the appropriate means for establishing total trip rates of the Appeal Development, for multimodal trip generation was then then calculated through the application of 2011 Census journey to work data for the Middle Super Output Area (MSOA) in which the site is located (Broxtowe 015).
- 2.7.3 The agreed mode splits and multimodal trip generation during the AM and PM peak hours is set out in Table 6.3 of the TA.
- 2.7.4 It is agreed that the multimodal trip generation the number of car driver trips anticipated to be generated by the Appeal Development during the AM and PM peak hours, whereby:
- No account has been made for sustainable travel mode shift that may be brought about because of the Residential Travel Plan to be secured via planning condition and Travel Plan Monitoring Fee secured by way of Section 106 financial contribution.
 - No account has been made for any site generated trips using the local tram network, as the Toton Lane tram stop became operational in August 2015. As such, a far greater modal share of trips will be likely to use the NET network, given the proximity to the proposals and the high level of peak period tram frequency into Nottingham City Centre.
 - No account has been made for increased home working since the COVID-19 pandemic.

2.8 Trip Distribution

- 2.8.1 It is agreed that the routing of trips associated with the development and the wider Toton allocation and Chetwynd Barracks has been accurately distributed across the local highway network using the EMGM.

2.9 Trip Assignment

- 2.9.1 It is agreed that development traffic has been accurately assigned onto the highway network using the EMGM, and this adequately reflects future route choice, network reassignment and the interaction between the appeal proposal and the wider Toton and Chetwynd allocation.

2.10 EMGM Modelling Outputs

- 2.10.1 It is agreed that the standard approach for using the EMGM to identify junctions of interest for further localised assessment has been followed. Junction congestion is measured within the EMGM by determining the ratio of the volume of traffic to the capacity of traffic that can be accommodated by a junction. The EMGM has identified junctions as being >85% congested within the 'Reference Case or 'Do Something' scenarios, with the 'Do Something' scenario compared to the respective 2026 and 2041 'Reference Case' scenarios.
- 2.10.2 It is agreed that local capacity assessments have been undertaken for relevant junctions within the Area of Influence which experience an increase in congestion in the relevant Do Something modelling scenarios for the local highway network and strategic road network, respectively.

2.11 Cumulative Assessment

- 2.11.1 It is agreed that the cumulative impacts of development have been suitably considered having regard to TR6.4 (previously paragraph 116) of the National Planning Policy Framework and paragraph 48 and 49 of DfT Circular 01/2022. The assessment has materially advanced the evidence base and indicates that a wider transport solution is likely to be achievable. However, further work remains necessary in relation to trigger points, phasing, funding and delivery to deliver the wider Toton allocation and Chetwynd Barracks. It is agreed that the trigger point for this mitigation will not be associated the 420 dwellings at the Appeal site (as assessed in Scenario 1).
- 2.11.2 It is agreed that Policies 3.1 and 3.2 of the Broxtowe Local Plan Part 2 require transport infrastructure and transport modelling to be considered in conjunction with the wider Toton Strategic Location for Growth, the Chetwynd Barracks allocation and the wider area.
- 2.11.3 It is agreed that the appeal site forms part of the wider Toton Strategic Location for Growth and is closely related to the Toton East, Toton North, and Chetwynd Barracks allocations.
- 2.11.4 It is agreed that the Appellant has subsequently undertaken further cumulative assessment using the EMGM, and that the findings have been shared with NCC and NH.

2.12 Finessing Technique

- 2.12.1 It is agreed that the correct finessing technique has been followed when considering turning flow outputs from the EMGM. It is agreed that turning flows have been obtained directly from the EMGM for the relevant Reference Case and Do Something Scenarios, and that the 'absolute difference method' has been used when comparing the EMGM flows with manual classified count surveys undertake at required junctions on neutral working weekdays outside of school holiday periods.

2.13 Model Validation

- 2.13.1 It is agreed that where required suitable model validation has been provided for the purpose of the localised junction capacity assessments provided for Scenario 1.
- 2.13.2 It remains the view of NH that further model validation should be provided for the purpose of the localised junction capacity assessments provided for junctions on the strategic road network in Scenario 4.

2.14 Capacity Assessments

- 2.14.1 It is agreed that local capacity assessments have been undertaken for relevant junctions within the Area of Influence which experience an increase in congestion in the relevant Do Something modelling scenarios for the local highway network and strategic road network, respectively, across both the Scenario 1 and Scenario 4 modelling outputs.

Scenario 1

- 2.14.2 It is agreed that the findings outlined in TN005 and TN006 provide the necessary evidence, including validation of junction models, to demonstrate that the Appeal Site at Toton West in isolation (Scenario 1) will not have a severe residual impact on the operation of the highway network and that no additional highway capacity mitigation will be required solely as a consequence of the Appeal Development.

Scenario 4

- 2.14.3 It is agreed that the findings outlined in TN008 indicate that a transport solution capable of supporting the cumulative development of the entire Toton allocation, together with Chetwynd Barracks, is likely to be achievable following implementation of the Toton Link Road and any necessary localised improvements, including at Bramcote Island.

- 2.14.4 It remains the view of NH that in order to verify the findings of Scenario 4, further model validation should be provided for the purpose of the localised junction capacity assessments provided for junctions on the strategic road network.
- 2.14.5 The assessment assumes delivery of the Toton Link Road and associated strategic connections but does not establish the point at which that infrastructure becomes necessary or the mechanisms through which it will be funded and delivered.
- 2.14.6 It is agreed that the mitigation proposed at Bramcote Island is outlined in TN009.

2.15 Strategic Highway Assessment and Mitigation Strategy (SHAMS)

- 2.15.1 All parties are working in collaboration to agree the specification of the SHAMS condition/obligation in advance of the reopening of the Inquiry.

2.16 Highway Safety

- 2.16.1 It is agreed that no personal injury collision cluster has been identified which would prevent the proposed development proceeding.

2.17 Residual Impacts

- 2.17.1 It is agreed that TR6.4 of the National Planning Policy Framework states that development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed as well as any wider network improvements, including measures to support sustainable patterns of movement.
- 2.17.2 The parties agree that the Appeal Site at Toton West in isolation (Scenario 1) will not have a severe impact on the operation of the highway network.

2.17.3 The parties also agree that the, available cumulative evidence indicates that a transport solution capable of supporting the entire Toton allocation, together with Chetwynd Barracks, is likely to be achievable following implementation of the Toton Link Road and any necessary localised improvements including at Bramcote Island.

2.17.4 Nonetheless, it remains the view of NCC and NH that further information is required to understand the likely trigger points for the infrastructure improvements necessary to mitigate the cumulative impacts of the wider Toton allocation and Chetwynd Barracks. Further information is also required on phasing, funding and delivery, including the point at which the Toton Link Road or Chetwynd connection becomes necessary. The further work should also identify the development quantum that may be accommodated before individual interventions become necessary and distinguish between mitigation attributable to Toton West and mitigation required to support the wider Strategic Growth Area.

3. Matters Remaining in Dispute

3.1 Preamble

- 3.1.1 Following preparation of this Statement of Common Ground, the principal matters remaining in dispute between the parties are limited to:

3.2 Model Validation – Scenario 4

- 3.2.1 NH do not agree that sufficient model validation has been provided for the purpose of the localised junction capacity assessments for junctions on the strategic road network in Scenario 4. It therefore remains the view of NH that in order to verify the findings of Scenario 4, further model validation should be provided for the purpose of the localised junction capacity assessments provided for junctions on the strategic road network.
- 3.2.2 Conversely, the Appellant do not consider that further validation of models should be required in Scenario 4, where the validation has already been provided for these models in Scenario 1, and agreed with NH (as per paragraph 2.13.1). It remains the view of the Appellant that where base positions have been validated for the purpose of Scenario 1, this exercise should remain pertinent for Scenario 4, given the models in both scenarios utilise the same (agreed) base position.

3.3 Junction Assessments – Scenario 4

- 3.3.1 NH do not agree that the Scenario 4 modelling has necessarily identified Bramcote junction as the only SRN junction requiring mitigation and requires further evidence to demonstrate that the impact on M1 J25 is within the acceptable limits.

- 3.3.2 It is agreed by all parties that the standard approach for using the EMGM to identify junctions of interest for further localised assessment has been followed. It therefore remains the view of the Appellant that as M1 J25 has not been flagged in Scenario 1 or Scenario 4, this should not be subject to a further localised capacity assessment.

3.4 Infrastructure Delivery

- 3.4.1 NCC and NH consider that further information is required as part of the application for Toton West, to understand the likely trigger points for the required infrastructure improvements to mitigate the cumulative impact of the wider Toton allocation, together with Chetwynd Barracks, along with details on phasing and funding. NCC and NH consider the further details are required in order to establish the point at which the Toton Link Road or Chetwynd connection becomes necessary.
- 3.4.2 NCC and NH consider that the further work should identify the overarching mitigation package required to support the wider Strategic Growth Area and the mitigation properly attributable to Toton West. It should establish evidence-based occupation and infrastructure triggers and identify the phasing, funding and delivery arrangements necessary to secure implementation.
- 3.4.3 NCC considers that occupation beyond 300 dwellings should be restricted until the cumulative assessment work has been completed and a Strategic Transport Infrastructure Delivery Strategy has been approved. To facilitate this process, a SHAMS Report should be submitted prior to the submission of any Reserved Matters application. The SHAMS Report should be approved by the Local Planning Authority, following consultation with the Local Highway Authority and National Highways, before occupation of the 300th dwelling. Completion of the modelling or identification of a preferred mitigation package should not, by itself, permit occupation beyond any subsequent threshold established through that work. Before that threshold is exceeded, the necessary mitigation and the associated funding, delivery responsibilities and implementation mechanisms should be secured.

- 3.4.4 The Appellant notes that both NH and NCC have acknowledged that the Appeal site of 420 dwellings (Scenario 1) can be accommodated on the highway network without severe residual impact, and that the cumulative impact (Scenario 4) of the wider emerging Toton allocation and Chetwynd Barracks can be mitigated through the implementation of the Toton Link Road and localised improvements including Bramcote Island.
- 3.4.5 The applicant has agreed to prepare a SHAMS report as requested (see Section 2.15 above), to identify the trigger point for the highways capacity mitigation to be delivered in order to mitigate the cumulative impact identified in Scenario 4.
- 3.4.6 The trigger point for this mitigation will not be associated the 420 dwellings at the Appeal site (as assessed in Scenario 1) and it remains the view of the Appellant, on behalf of the applicant, that any incremental testing of this trigger point will consider additional units at Toton East and Toton North only. It is not the responsibility of the applicant to prepare further detailed testing in relation to Chetwynd Barracks. The applicant is not involved in the delivery of the site, nor is the site subject to a live planning application.

4. Signatures

4.1 Overview

4.1.1 The following signatures confirm the areas of agreement as detailed above.

4.2 Appellant

4.2.1 Signed on behalf of the site promoter

A handwritten signature in black ink, appearing to read 'David Frisby', with a horizontal line extending from the left.

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

4.3 Highway Authority

Signed on behalf of Nottinghamshire County Council

A handwritten signature in black ink, appearing to read 'Jan Witko', with a horizontal line extending from the left.

Jan Witko - Team Manager Highways Development Management

4.4 National Highways

Signed on behalf of National Highways

A handwritten signature in black ink, appearing to read 'Catherine Townend', in a cursive style.

Catherine Townend - Spatial Planner Operations Directorate