



Bloor Homes

Toton West

Transport Proof of Evidence

August 2026



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Toton West

Transport Proof of Evidence

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APPENDICES

APPENDIX A Drawing J32-8827-PS-001

APPENDIX B J32-8827-PS-002

APPENDIX C J32-8827-PS-003 Rev A

1. Introduction

1.1 Personal Statement

- 1.1.1 My name is David Frisby; I am a Director of mode transport planning (mode), which is a transport planning consultancy that provides independent transport planning advice to developers, landowners and, on occasion, local authorities.
- 1.1.2 I am a Bachelor of Engineering Graduate (with Honours) in Civil Engineering from Kingston University, having gained this degree in 2000. I am a Chartered Engineer and an Elected Fellow of the Chartered Institution of Highways and Transportation.
- 1.1.3 My professional experience has been gained entirely in the field of highways and transportation, the last twenty five years having been spent in the transport aspects of major development planning applications on projects such as the Maidenhead town centre redevelopment; Westfield Shopping Centre at White City; Brighton Marina regeneration, Kettering East & Priors Hall in Northamptonshire; Long Marston Airfield in Stratford upon Avon; Arkall Farm/ Gungate Corridor at Tamworth, and more recently the more recent '*New Towns*' proposals at Worcestershire Parkway in Worcestershire and Upper Heyford in Oxfordshire.
- 1.1.4 My Proof of Evidence (PoE) is provided on behalf of Bloor Homes (the Appellant) on transportation matters. I have been involved in the project since 2025 as the Project Director overseeing the transportation assessment work on the site now known as Toton West.
- 1.1.5 I have examined the site and its surroundings; I am familiar with the transport related documents and highways proposals that were submitted as part of the original planning application, that were updated by mode and that are therefore relevant to this Inquiry.
- 1.1.6 The evidence that I have prepared and provided for this Inquiry is true and has been prepared in accordance with the guidance of my professional institution, irrespective of by whom I am instructed.

1.2 Additional Support to Assist the Inquiry

- 1.2.1 My evidence primarily addresses traffic impacts and sustainability. My judgements have been informed by our own traffic data and analysis of the surrounding highway network, all of which have informed the transportation assessment presented by me to the Council in this instance.
- 1.2.2 Furthermore, considerable focus has been placed upon the use of a multimodal strategic modelling tool known as the East Midlands Gateway Model (EMGM) has been developed at the behest of various district authorities in this area to assist in development management and local plan preparation.
- 1.2.3 The EMGM was developed by SYSTRA who operate the model for various purposes on behalf of both the local authorities and have made its use available on request to developers on a commercial basis. In this instance the EMGM has being used by Bloor in a development control context at the behest of both highway authorities, i.e. both NCC and NH.
- 1.2.4 The use of a multi-modal strategic model is unlikely to be too controversial; however, I am conscious that NH have raised some concerns around the detailed mathematical elements, reasoning and validity of the EMGM modelling. As such I would defer to SYSTRA in these matters, who I understand may be requested to provide evidence if it is considered necessary for them to do so.

2. Scope of Evidence

2.1 Preamble

2.1.1 mode transport planning was instructed by Bloor Homes to undertake the traffic and transportation assessment required to support the planning application in relation to proposals at Land West of Stapleford Lane, Stapleford, Broxtowe in Nottinghamshire, known as Toton West.

2.1.2 mode prepared a detailed Transport Assessment (**CD 3.09**) that was accompanied by a supporting Residential Travel Plan (**CD 4.07**) as well as providing inputs into an Environmental Statement Transportation Chapter (**CD 2.10**).

2.1.3 The Transport Assessment was prepared to support 420 dwellings; the description of development has been taken from the application (Ref. 25/00371/OUT) and is as follows:

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

2.1.4 At the time of submission of the planning application, the EMGM was not available for use.

2.2 History of Engagement

2.2.1 Discussions were initially attempted with Nottinghamshire County Council (NCC), National Highways (NH) and Broxtowe Borough Council (BBC) throughout the determination period, seeking to address transport matters raised by consultees and to progress a requested cumulative assessment methodology for the wider Toton strategic allocation.

2.2.2 The planning application relating to the development site at Toton West (Application Ref. 25/00371/OUT) was validated on 20 May 2025.

2.2.3 This was followed by the validation of the adjacent Toton East application (Application Ref. 25/00255/FUL) on 16 April 2025 and Toton North application (Application Ref. 25/00306/OUT) on 23 April 2025, both of which are not the subject to this Inquiry but both of which are cited as reasons to refuse by Rule 6 parties namely NCC and NH.

- 2.2.4 The Toton East site is also allocated in the emerging and adopted local plan by Broxtowe Borough Council, as is a small part of Toton North, the remainder of which is promoted as an omission site in the emerging local plan examination by Bloor.
- 2.2.5 The Toton West application was initially supported by a Transport Assessment ("TA") and Residential Travel Plan ("RTP") prepared by another transport planning consultant. Following consultation, initial comments were received from NCC, NH and Active Travel England ("ATE") during June 2025. (CD 5.09, CD 5.10 and CD 5.11, respectively.)
- 2.2.6 In August 2025, mode transport planning was appointed by the Appellant to undertake a comprehensive review of transport planning policy, strategic transport evidence and cumulative assessment requirements relating to the wider Toton allocation. This work included a review of the emerging evidence base associated with Toton East, Toton North, Toton West and the wider strategic growth allocation.
- 2.2.7 Recognising the emphasis attached by NCC and NH to understanding cumulative impacts across the wider allocation, at their request, the Appellant commissioned work during August 2025 to facilitate a cumulative assessment from SYSTRA using the emerging East Midlands Gateway Model ("EMGM"). At the time we were advised that the outcome of this exercise would not be available for the foreseeable future.
- 2.2.8 In October 2025, an Area of Influence Technical Note was prepared and shared with both NCC and NH for review and comment (CD 3.12).
- 2.2.9 In November 2025, a further technical note (CD 3.13). was prepared setting out the proposed reference case assumptions for cumulative assessment purposes. This was also shared with NCC and NH to facilitate ongoing engagement and agreement regarding methodology and modelling assumptions.
- 2.2.10 Alongside this work, the Appellant commissioned mode transport planning to prepare a revised TA and RTP (CD 4.06 and CD 4.07, respectively). These documents adopted a detailed assessment methodology based upon TRICS trip generation evidence, 2011 Census Journey to Work data, local highway surveys, junction capacity assessments and site-specific transport analysis.

- 2.2.11 The updated TA and RTP were submitted in December 2025. During the same period, a related hybrid planning application was also submitted for Toton West (25/00928/FUL). A further update to the TA was submitted in February 2026 (**CD 3.09**).
- 2.2.12 The cumulative assessment work progressed further in February 2026 through the preparation of a Do-Minimum Technical Note associated with the EMGM work (**CD 3.14**). This was again shared with NCC and NH as part of the ongoing collaborative process seeking to establish an agreed methodology for cumulative assessment.
- 2.2.13 During January and February 2026, NCC, NH and ATE provided further consultation responses having regard to the updated TA, RTP and supporting technical information submitted by the Appellant. (**CD 5.20**, **CD 5.21** and **CD 5.22**, respectively)
- 2.2.14 In March 2026, the Appellant lodged an appeal against non-determination and around the same period, Broxtowe Borough Council (BBC) commissioned a 3rd party consultant to undertake an independent peer review of the transport evidence submitted in support of the application.
- 2.2.15 On 19th May 2026 ATE ultimately confirmed a position of conditional approval (**CD 5.26**) in relation to the application, reflecting the substantial work undertaken by the Appellant to address active travel and sustainable transport considerations.
- 2.2.16 Following notification of the appeal and consideration of the peer review findings, NCC and NH provided further detailed technical comments during June 2026 (**CD 5.27** and **CD 5.28**, respectively). These comments primarily related to the approach to cumulative assessment, future baseline assumptions and the methodology used to assess the wider impacts of development across the Toton allocation. They concluded that there was insufficient information relating to the wider Toton Strategic sites and Chetwynd Barracks for them to make any recommendation (however conditional) to approve the application.
- 2.2.17 On 10th June 2026 SYSTRA eventually reported on the commissioned EMGM model run “Scenario 3” that comprises a cumulative assessment of Toton West, Toton East and Toton North, the traffic associated with Chetwynd Barracks having been assigned as ‘background traffic’ in this model run.

2.2.18 On Wednesday 1st July 2026 NCC responded to the “Scenario 3” model run, whilst their comments were lengthy, their concerns distilled down to a handful of issues, which they suggested appeared to be resolvable.

2.2.19 However, NCC stated that they need to see “Scenario 4” model run; which included Toton West, Toton East and Toton North, Chetwynd Barracks and all associated accesses, before they come to any firm conclusions.

2.2.20 Following this, on Thursday 2nd July 2026 NH came back with their response to “Scenario 3” suggesting that the EMGM model does not, in their opinion, validate adequately (something that NCC had not raised the day before), despite having been party to a “memorandum of agreement” (CD XXX) with the same model output being used as evidence in the recent Examination in Public (EiP) into the Greater Nottingham Strategic Framework Local Plan.

2.2.21 On Thursday 16th July 2026 SYSTRA reported on the commissioned EMGM model run “Scenario 1” comprising Toton West only (and without the Toton Link Road), this model run broadly validated all the assumptions contained within the updated TA, but due to its dynamic nature identified a total of 10 junctions that would temporarily experience an increase in traffic flow within the AOI.

2.2.22 Finally, on Thursday 23rd July 2026 SYSTRA reported on the commissioned EMGM model run “Scenario 4” comprising the full Toton West allocation and Chetwynd Barracks, including the complete Toton Link Road; this model run broadly demonstrates that the proposed Toton Link Road fulfils its strategic function, there are locations in the AOI that would need to be considered in more detailed as part of the TA into Chetwynd Barracks (albeit these are in different locations to those identified in “Scenarios 1 & 3”).

2.3 Summary

2.3.1 Throughout the determination process the Appellant actively sought to progress cumulative assessment work and engaged extensively with NCC and NH regarding methodology, assumptions and modelling requirements. Technical notes, assessment methodologies and supporting evidence were shared at multiple stages to facilitate consultee input and agreement.

2.3.2 However, both NCC and NH were insistent that the Appellant undertook cumulative assessment work, utilising the EMGM, to determine the impacts of the whole Toton Strategic Allocation, as well as Chetwynd Barracks, before any decision could be reached by them in relation to the planning application at Toton West, and despite the fact that Toton West is an allocated site.

2.3.3 I understand that generally neither NCC nor NH are of the opinion that Toton West alone will give rise to a residual cumulative severe effect upon the highway network. Their concern is focused upon how consent for Toton West would 'fit in' with the other proposals nearby, and whether the proposed mitigation would be sufficient for Toton West to make a proportionate contribution to any cumulative impacts of the other proposals.

2.4 Transport Statement of Common Ground

2.4.1 In addition, a Transport Statement of Common Ground (TSoCG) has been prepared to summarise those items agreed by NN & NH (**CD 9.23**) and substantial common ground has now been reached between the Appellant, NCC and NH on many aspects of the transport evidence.

Matters Agreed

- Without reproducing the document in full, the following matters are either expressly agreed or are no longer in dispute:
- The proposed site access arrangements;
- The suitability of the site's sustainable transport connections;
- The overall accessibility of the site by walking, cycling and public transport;
- The assessment years adopted;
- The application of TEMPro background traffic growth;
- The trip generation methodology;
- The trip distribution methodology;
- The general assignment methodology;

- The Transport Assessment methodology;
- Highway safety;
- The proposed Residential Travel Plan; and,
- The relevant policy framework, including the application of paragraph 116 of the Policy Framework.

2.4.2 Most of the technical methodology underpinning the Transport Assessment is now common ground between the parties.

Matters in dispute

2.4.3 In broad terms these relate to the wider Toton Strategic Location for Growth:

- The implications of the EMGM strategic transport modelling;
- The identification of strategic transport infrastructure arising, from the above;
- The timing, delivery and funding of such infrastructure; and,
- The conclusions to be drawn from that evidence when applying it to paragraph 116 of the National Planning Policy Framework (“NPPF”).

2.4.4 The Appellant has undertaken both a standalone Transport Assessment and a cumulative assessment using the EMGM (which is still being progressed at the time of writing).

2.4.5 What remains in dispute is understood to be the interpretation and planning judgment, rather than the absence of assessment; which is different to the question of whether the Appeal site has been appropriately assessed.

2.5 Summary

2.5.1 Rather than relying solely upon the resubmitted Transport Assessment submitted with the planning application, the Appellant has continued to engage positively with NCC and NH, undertaking substantial additional technical work in response to comments received:

- Revisions to the Transport Assessment;
- Additional TNs providing detailed responses to NCC / NH;
- Updated junction capacity assessments;
- Additional highway modelling;
- Strategic cumulative modelling using the EMGM;
- Responses to detailed technical comments from NCC and NH; and,
- The preparation of a comprehensive TSoCG.

2.5.2 The transportation evidence has continued to evolve as, even at the time of writing this Proof: when further information has become available, technical issues have been explored and positive discussions with statutory consultees progressed.

2.5.3 For the avoidance of doubt however, the Appellant's position remains that the Appeal ought to be allowed based on the updated Transport Assessment and the results presented in the EMGM and that delivery of this allocation would in no way prejudice the delivery of the remainder of the other proposals within the Toton area.

2.5.4 The access has been designed as a crossroads that is capable of also providing the opportunity for access into Toton East to ensure the allocated land isn't prejudiced by the delivery of an access only into Toton West.

2.5.5 It is however the Appellant's position that the remainder of the wider Toton proposals (including Chetwynd Barracks) will need the link road to be delivered to ensure that they can be acceptably accommodated within the highway network. This can only be delivered through the proposals at Toton North, which remains a live issue of consideration at the EIP.

2.5.6 Thus, the purpose of this additional work that has been undertaken was not to replace the updated Transport Assessment but rather to supplement and strengthen it, by considering the development site within the context of the wider strategic allocation and emerging development proposals, as requested by NCC and NH.

- 2.5.7 The result of which is that the Inquiry is now considering a substantially more comprehensive evidence base than that which accompanied the original planning application.
- 2.5.8 The Appellant has consistently sought to address matters raised by statutory consultees and has proactively pursued both application-specific and wider cumulative assessment work throughout the determination and appeal process.
- 2.5.9 However, it is recognised that, at the time of writing, their concerns remain unresolved, notwithstanding my professional view that the Appeal ought to be allowed. The Appellant is however committed to engaging positively with both NH and NCC prior to the start of the inquiry with a view to hopefully agreeing a combined position to present to the Inspector.

3. Main Issues

3.1 Preamble

3.1.1 In the Inspectors Pre-case management notes v2 dated 8th June 2026, following receipt of a Statement of Common Ground between the Appellant and the Council, and the receipt of a request for NH to be a Rule 6(6) party in the inquiry, the three likely main issues to be considered were clearly set out:

- The effect of the proposal on the safe operation of the highway network;
- Whether the proposal would make appropriate provision for infrastructure; and
- The overall planning balance, having regard to the development plan and any proposed benefits.

3.1.2 Only the first two issues will be addressed in my evidence; as for matters relating to overall planning balance referred to in the third issue, I revert to Mr James Hicks of Pegasus Planning to address in his evidence to the Inquiry. I rely upon Mr Hicks evidence for the overall planning balance as well as the interpretation and application of policy.

3.2 National Highways

3.2.1 NH position is that the Appellant has not demonstrated compliance with paragraph 116 of the NPPF because a cumulative assessment of the wider allocation on the Strategic Road Network (SRN) has not been completed. NH contend that Toton West, Toton East, Toton North and the Chetwynd Barracks allocation should be assessed together in accordance with DfT Circular 01/2022 and the requirements of the Broxtowe Local Plan.

3.2.2 NH further argue that, whilst they continue to review the standalone modelling submitted in support of Toton West, the development has the potential to exacerbate congestion on the local highway network and the A52 in the absence of appropriate mitigation.

- 3.2.3 NH acknowledge that additional cumulative modelling work is currently being undertaken; and more recent correspondence focuses primarily on clarification of EMGM modelling assumptions, validation and interpretation of the strategic outputs, together with requests for additional model outputs and supporting information.
- 3.2.4 Whilst maintaining their position that further evidence is required before a definitive recommendation can be reached, NH have not concluded that the proposal is incapable of mitigation or that severe residual impacts have been demonstrated.
- 3.2.5 Their position appears to be that further technical work on the cumulative impacts of the wider strategic allocation is required before they can be satisfied that the proposal accords with national policy and that any necessary mitigation can be appropriately secured and delivered.
- 3.2.6 Their principal concern remains that development should not proceed ahead of a comprehensive understanding of the infrastructure required to support the wider allocation and the mechanism by which such infrastructure will be delivered and funded proportionately across all development parcels.
- 3.2.7 Additionally, NH have expressed specific concerns about the validation of the EMGM.

3.3 Nottinghamshire County Council

- 3.3.1 NCC, in its capacity as Highway Authority (HA) for the local road network, adopts a broadly similar position. NCC maintains that it has consistently advised that the wider cumulative impacts associated with the Toton allocation should be assessed (using the EMGM) before determining any application in the Toton area and that no individual planning application has yet provided a comprehensive assessment of the full allocation.
- 3.3.2 In addition to concerns regarding cumulative assessment, NCC raises a number of specific criticisms of the submitted Transport Assessment, in their SoC (CD 9.21), suggesting that the submitted evidence contained within the updated TA does not provide a sufficiently robust basis to determine whether the residual cumulative impacts of the development would be severe or not, and contends that the proposal conflicts with paragraph 116 of the NPPF together with the strategic planning requirements contained within the Broxtowe Local Plan.

- 3.3.3 NCC's principal concern is that the submitted Transport Assessment has not adequately assessed the cumulative effects of the development site in combination with the wider Toton Strategic Allocation, comprising Toton West, Toton East, Toton North and the adjacent Chetwynd Barracks allocation.
- 3.3.4 It is not clear how NCC or Broxtowe anticipate that the Toton Link Road will be delivered if the Appellant's proposals at Toton North are not delivered; nonetheless the modelling work has assessed the proposals by Bloor at Toton North and not merely the small part of Toton North, which is currently allocated.
- 3.3.5 The Highway Authority also considers that the timing, deliverability and appropriate apportionment of any mitigation measures between individual development parcels for such strategic transportation infrastructure has not been determined.
- 3.3.6 Whilst broadly acknowledging that the development site would not trigger the need for Toton Link Road, nor be expected to fund or deliver the entirety of the strategic infrastructure required to support the wider allocation, NCC still considers that the overall infrastructure package must first be understood before it can determine whether the impacts of the development site can be satisfactorily mitigated.
- 3.3.7 NCC therefore concludes that the proposal conflicts with paragraph 116 of the NPPF together with Policies 3.1 and 3.2 of the Broxtowe Local Plan Part 2 and the Toton and Chetwynd Barracks Strategic Masterplan SPD.
- 3.3.8 Given that the Appeal site is an allocated site in the adopted and emerging local plan, neither of which have been or were objected to by NCC – it is not clear on what basis it is contended that the proposals have not been properly assessed in context, this will no doubt be a matter to be explored in evidence.

3.4 Principal Issue

- 3.4.1 My view is that the updated Transport Assessment remains an appropriate basis of assessment of the application, however both NH and NCC consider that cumulative effects also need to be considered. Whilst the EMGM has been utilised in a manner agreed with both NCC and NH, the presented results appear to remain contentious.

3.4.2 The remaining principal issue in this regard in dispute concerns the interpretation of the cumulative assessment and the strategic implications of the results, rather than the methodology or findings from which the resubmitted Transport Assessment was undertaken.

3.4.3 Throughout the various SoC and supporting submissions from both parties, it is evident that there is one question that neither NH nor NCC has acknowledged:

“If Toton West does not require the Toton Link Road to satisfy paragraph 116, why should permission be withheld pending agreement of the infrastructure package for the whole allocation?”

3.4.4 The original submission TA was robust, and the EMGM “Scenario 1: Toton West” model run broadly supports this conclusion.

3.4.5 It is not in dispute from the Appellant, that the remainder of the Toton Strategic Allocation (including its proposals at Toton North) and adjacent Chetwynd Barracks will require the delivery of the Toton Link Road, this is supported by the cumulative model runs undertaken by the various Authorities in supporting the Strategic Allocation at EiP, as well as those undertaken by the Appellant through the EMGM.

3.4.6 However, it is the Appellants view that determination of the effects of the wider allocation should not be a precondition for granting permission to this application for 420 units at Toton West, unless the authorities can demonstrate that the application at Toton West is somehow reliant on the provision the Link Road or that the residual traffic impacts without it are ‘severe’ in terms of either safety or congestion.

3.5 Summary

3.5.1 A clear distinction should be drawn between the transport impacts arising from the development site itself and the wider strategic infrastructure required to facilitate the delivery of the whole Toton Strategic Allocation and adjacent Chetwynd Barracks over the lifetime of the Development Plan.

3.5.2 The distinction set out below is fundamental to this Appeal. The evidence before the Inquiry demonstrates that the development site can operate satisfactorily and without severe residual cumulative impacts in advance of the delivery of the Toton Link Road.

- 3.5.3 Conversely, the strategic modelling demonstrates that the Toton Link Road becomes increasingly important as the wider Toton allocation and the adjacent Chetwynd Barracks are consented and then built out over time.
- 3.5.4 Accordingly, the need for strategic infrastructure to facilitate the effects and delivery of the wider allocation should not be confused with the Toton West site mitigated impacts. Importantly there is no evidence that the grant of consent in this instance would in any way prejudice delivery of the remainder of the proposals.
- 3.5.5 Indeed, before any other scheme is consented at Toton, a means of delivery of the Toton Link Road will need to be established and any consequent mitigation for the proposals identified. The grant of permission in this case will in no way predetermine that consideration.
- 3.5.6 Thus, whilst the Appellant accepts that the wider allocation will ultimately require a coordinated infrastructure strategy, there is simply no evidence before the Inquiry demonstrating that delivery of that strategic infrastructure is necessary to make the Toton West site acceptable.

4. Toton West

4.1 Preamble

- 4.1.1 As referenced above, a clear distinction should be drawn between the transport impacts arising from the development site itself and the wider strategic infrastructure required to facilitate the delivery of the whole Toton Strategic Allocation and adjacent Chetwynd Barracks over the lifetime of the development Plan.
- 4.1.2 The proposed development can only reasonably be required to mitigate its own direct impacts, not to remedy pre-existing issues in the network, or indeed those associated with other schemes that are yet to be consented and delivered.
- 4.1.3 As detailed within the suite of documents submitted as part of the application, whilst the three Toton sites are linked in terms of their allocated status, it is the intention that the allocation at Toton West be occupied in advance of the other two sites.
- 4.1.4 The resubmitted TA (**CD 3.09**) therefore considers development at Toton West on its own merits, using an industry standard approach of using trip rates (obtained from the EMGM) and trip distribution (based upon Census Journey to Work data) to understand the likely assignment of development traffic onto the local highway network.
- 4.1.5 This assessment approach is used regularly for other similar sites of this scale and nature, and I am not aware of any legal requirement that states that an assessment of the transport impacts of this site cannot be undertaken using this methodology, and must instead only be based upon the outputs of a modelling exercise such as the EMGM; a model which as stated above, was not readily available in terms of its ability to assess the impact of the proposed development at the time the revised TA was prepared, and the Appeal launched.
- 4.1.6 Regardless, of this, the Appellant has been and is still actively engaged in the completion of further modelling using the EMGM to consider the cumulative assessment of the Toton sites, however the information presented within the TA provides an accurate consideration of the existing conditions on the local highway network, prior to these sites being delivered.

- 4.1.7 Whilst the information presented within the resubmitted TA does not prejudice the delivery of the Toton Strategic Allocation or the adjacent Chetwynd Barracks, the application is intended to allow Toton West to crucially be assessed on its own merits and impacts.
- 4.1.8 It is therefore considered that the information presented within the resubmitted TA, combined with TN003 (**CD 3.10**) and TN004 (**CD 3.11**) which were submitted during the determination period, provide the necessary information to demonstrate that the proposed development will not result in any severe residual impact, and therefore wholly aligns with the NPPF and as such can be considered acceptable in terms of transport and highways.
- 4.1.9 The following sections provide a summary of the standalone assessment prepared for the development site at Toton West, to demonstrate that the development site can operate satisfactorily and without severe residual cumulative impacts in advance of the delivery of the Toton Link Road.

4.2 Policy Context

- 4.2.1 Several national and local policy documents are relevant; however, I see that the principal transportation issue before the Inquiry is whether the proposal complies with paragraph 116 of NPPF.
- 4.2.2 However, assessment of that issue must also be undertaken within the context of the already adopted (and the emerging) Development Plan, including Policies 3.1 and 3.2 of the Broxtowe Borough Local Plan Part 2 (**CD 6.02**), together with the Toton and Chetwynd Barracks Strategic Masterplan Supplementary Planning Document.
- 4.2.3 These key Policy documents should be read together. They establish a consistent planning framework which supports the comprehensive development of the Toton Strategic Location for Growth, whilst recognising that infrastructure will be delivered in a coordinated and phased manner alongside development.

Local Plan

- 4.2.4 The site is located within land allocated for residential development, under Policy 3.2 (Land in the vicinity of HS2 Station at Stoton), as defined within the adopted BBC Part 2 Local Plan (2018-2028), and as such has already been considered an appropriate location for residential growth and development. The delivery of this site is not linked in policy terms to the delivery of a link road or any wider infrastructure requirements.
- 4.2.5 The Broxtowe Borough Local Plan Part 2. Policies 3.1 and 3.2 identify the wider Toton Strategic Location for Growth as a strategic mixed-use allocation, which is expected to be delivered through a coordinated planning framework supported by appropriate transport infrastructure.
- 4.2.6 The policies require coordination, it does not insist that all future infrastructure intervention to have been fully designed, funded and delivered before any individual phase of development can proceed.

Broxtowe Infrastructure Delivery Plan (IDP)

- 4.2.7 The Broxtowe Infrastructure Delivery Plan (IDP) (**CD 6.05**) is an important part of the evidence base supporting the Local Plan and its purpose is to identify the infrastructure required across the Borough to facilitate development and to consider cumulative infrastructure requirements associated with combinations of allocated sites.
- 4.2.8 The IDP does not present all the infrastructure delivery as a precondition to the commencement of any part of the development at Toton. Rather, it envisages infrastructure being identified, prioritised when required and delivered progressively alongside development through coordinated implementation.

Paragraph 116

- 4.2.9 Paragraph 116 of the NPPF (2024) (**CD 6.04**) states:

“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.”

- 4.2.10 The policy deliberately establishes a high threshold before planning permission should be refused on transportation grounds. It does not require every impact to be eliminated, nor does it require future highway infrastructure should be delivered first; it requires the decision maker to consider whether the residual cumulative impacts arising from the proposed development would be severe.
- 4.2.11 It is focused on the consequences of the proposed development itself; it is not intended to prevent development because further strategic infrastructure may ultimately be required to facilitate wider planned growth elsewhere.

Department for Transports Circular 01/2022

- 4.2.12 Paragraphs 48 and 49 Department for Transports Circular 01/2022 (**CD 9.24**) require development proposals to consider cumulative impacts where development forms part of a wider growth area; which the appellant agree with and has undertaken precisely that exercise through the preparation of additional cumulative assessment using the East Midlands Gateway Model (EMGM).
- 4.2.13 The Circular too does not require every element of future infrastructure to be designed before planning permission may be granted; it seeks confidence that the cumulative impacts of development have been understood and that an appropriate strategy exists for mitigation, where required.
- 4.2.14 Furthermore, as outlined within the evidence before the inquiry, the Appellant has provided appropriate evidence to demonstrate this not required to facilitate the delivery of the Appeal site.
- 4.2.15 The relevant documents referenced above conclude that the proposed development is sustainably located, can provide safe and suitable access and subject to the implementation of appropriate mitigation will not result in any severe residual impact on the operation of the highway network, and therefore wholly aligns with the Policy tests and as such should be considered acceptable in terms of transport and highways.

Greater Nottingham Strategic Plan

- 4.2.16 The emerging Greater Nottingham Strategic Plan (**CD 8.01**) is presently at examination. It is supported by extensive strategic transport evidence, including modelling undertaken using the East Midlands Gateway Model.

4.2.17 That work demonstrated that strategic infrastructure investment will be required across Greater Nottingham to facilitate planned growth to 2041.

4.2.18 The emerging transport strategy therefore promotes coordinated strategic investment across the highway network rather than relying solely upon individual planning applications to resolve strategic transport challenges.

Summary

4.2.19 The key test for determining this Appeal is at the centre of NH and NCC case and remains that which is contained within paragraph 116 of the NPPF, namely whether the Appeal Development would give rise to unacceptable highway safety impacts or severe residual cumulative impacts, when considering all reasonable scenarios.

4.3 Evidence Base

Access

4.3.1 Vehicular access to the site will be delivered 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 (currently in determination under planning reference 25/00255/FUL).

4.3.2 Whilst this application and access is to be determined on its own merits, from a practical delivery perspective, the access has been designed as a crossroads that is capable of also providing the opportunity for access into Toton East in order to ensure the allocated land isn't prejudiced by the delivery of an access only into Toton West.

Sustainability

4.3.3 Given the proximity to, Toton Park and Ride tram facility and existing bus stops on Stapleford Lane and walking, and the wider sustainable transport network the site is situated in a genuinely sustainable location.

- 4.3.4 The site access will also encompass signalised crossings on each approach arm to ensure safe permeability across the B6003. Furthermore, shared foot/cycleways will be implemented to the north and south of the access junction to enable better connections between the site and the Toton Lane Park and Ride tram stop, as well as linking to and from local amenities
- 4.3.5 In order to improve off site connections with the Toton Park and Ride facility, the proposals include the delivery of a 3.0m shared footway/cycleway along the eastern side of the B6003 Stapleford Lane which is accessible via the site access junction and continues to the emerging PRoW Bridleway BW127 and pedestrian connection into the Toton Park and Ride facility. These proposals are explored in greater detail within Chapter 5 of the resubmitted TA (CD 3.09).
- 4.3.6 A RTP (CD 4.07) has also been prepared to support the application which will promote smarter travel choices amongst residents on site and ensure residents are informed on the opportunities to travel to and from the site via active travel or public transport.

Trip Generation

- 4.3.7 To provide an indication of the potential traffic impact of the proposed development, trip rates were taken from the EMGM. NH and NCC have consented to the use of these trip rates for the purpose of the assessment work for the proposed development.
- 4.3.8 All assessment work has been based upon 100% of trip generation associated with the proposed development and does not assume that there will be any potential modal shift that may be realised because of any Travel Planning measures that the applicant has committed to through the implementation of the RTP (CD 4.07). The actual realised impact of development traffic is however likely to be significantly lower.

Trip Distribution

- 4.3.9 The traffic distribution exercise presented within the TA for the proposed development (CD 3.09, Pages 59-60), has been based upon 2011 Census data relating to the locations of workplaces where existing residents in the local Broxtowe 015 MSOA travel to by car.
- 4.3.10 Based upon the likely distribution of traffic on the local highway network, a study area was identified comprising the following junctions:

- Junction 1 – M1 Junction 25;

- Junction 2 - Bardills Roundabout;
- Junction 3 – Bramcote Island;
- Junction 4 – B6003 Toton Lane / Park & Ride; and,
- Junction 5 – B6003 Stapleford Lane / Swiney Way / Banks Road.

4.3.11 Through the course of the determination period, slight amendments have been made to the distribution of trips onto the highway network, at the request of NH, who have subsequently consented to the distribution profile used. The amendments to the traffic distribution did not result in any changes to the proposed study area.

Traffic Flows

4.3.12 To determine the existing levels of traffic within the study area, a series of Manual Classified Counts (MCC) surveys have been undertaken covering the traditional highway peak periods of 07:00-10:00 and 16:00-19:00. MCC surveys were undertaken on 6th November 2025, a neutral working weekday outside of school holiday periods. The survey data is therefore considered representative of typical traffic conditions on the local highway network and robust to use in subsequent junction capacity assessments.

4.3.13 At the same time an Automated Traffic Count (ATC) survey was also undertaken between 6th – 12th November 2025 near the proposed site access junction to inform the mainline flows for the modelling exercise for the proposed site access junction.

4.3.14 Following results from the EMGM (Scenario 1 - Toton West), further Automated Traffic Count (ATC) surveys were also collected on 16th July 2026; a neutral working weekday outside of school holiday periods. The additional survey data is therefore considered representative of typical traffic conditions on the local highway network and robust to use in subsequent junction capacity assessments.

Traffic Growth / Committed Development Traffic

4.3.15 Background traffic growth has been calculated using TEMPro for a 2028 opening year and 2041 future year. The 2028 opening year aligns with the requirements of DfT Circular 01/2022 (CD 9.24, Paragraph 50), whereas the 2041 future year is consistent with the end of the emerging Greater Nottingham Strategic Plan (CD 8.01).

4.3.16 As detailed within the resubmitted TA (CD 3.09, Page 62), an extensive search into local committed development has been carried out within the local area of Broxtowe. Within the Planning Practice Guidance – Travel Plans, Transport Assessment and Statement (CD 9.38, Page 11), a 'committed development' is as follows:

*“development that is consented or allocated **where there is a reasonable degree of certainty will proceed within the next 3 years.**”* (my emphasis added)

4.3.17 As such only developments which have obtained planning consent and are not yet built out have been considered further. Given development at Toton East and Chetwynd Barracks is allocated as is Toton North (partially), an inherent trip demand associated with the wider allocation is assumed to already accounted for in the TEMPro growth factors obtained. The remainder of Toton North is neither allocated nor consented. This therefore represents a robust assessment.

Junction Capacity Assessments

4.3.18 Junction capacity assessments of the above junctions were completed as part of the resubmitted TA (CD 3.09, Pages 64 - 90). As outlined above, capacity assessments have been considered for a 2028 opening year and 2041 future year.

4.3.19 At the point of resubmission, it was assumed that initial occupation would occur in 2028; in accordance with requests from NH, and in line with the requirements of DfT Circular 01/2022 an initial horizon year of 2028 was considered.

4.3.20 Consideration was also made of the end of the emerging Greater Nottingham Strategic Plan period in 2041. A horizon year of 2041 also encompasses the required minimum horizon assessment of 10 years post submission in accordance with guidance set out in the DfT's Guidance on Transport Assessment.

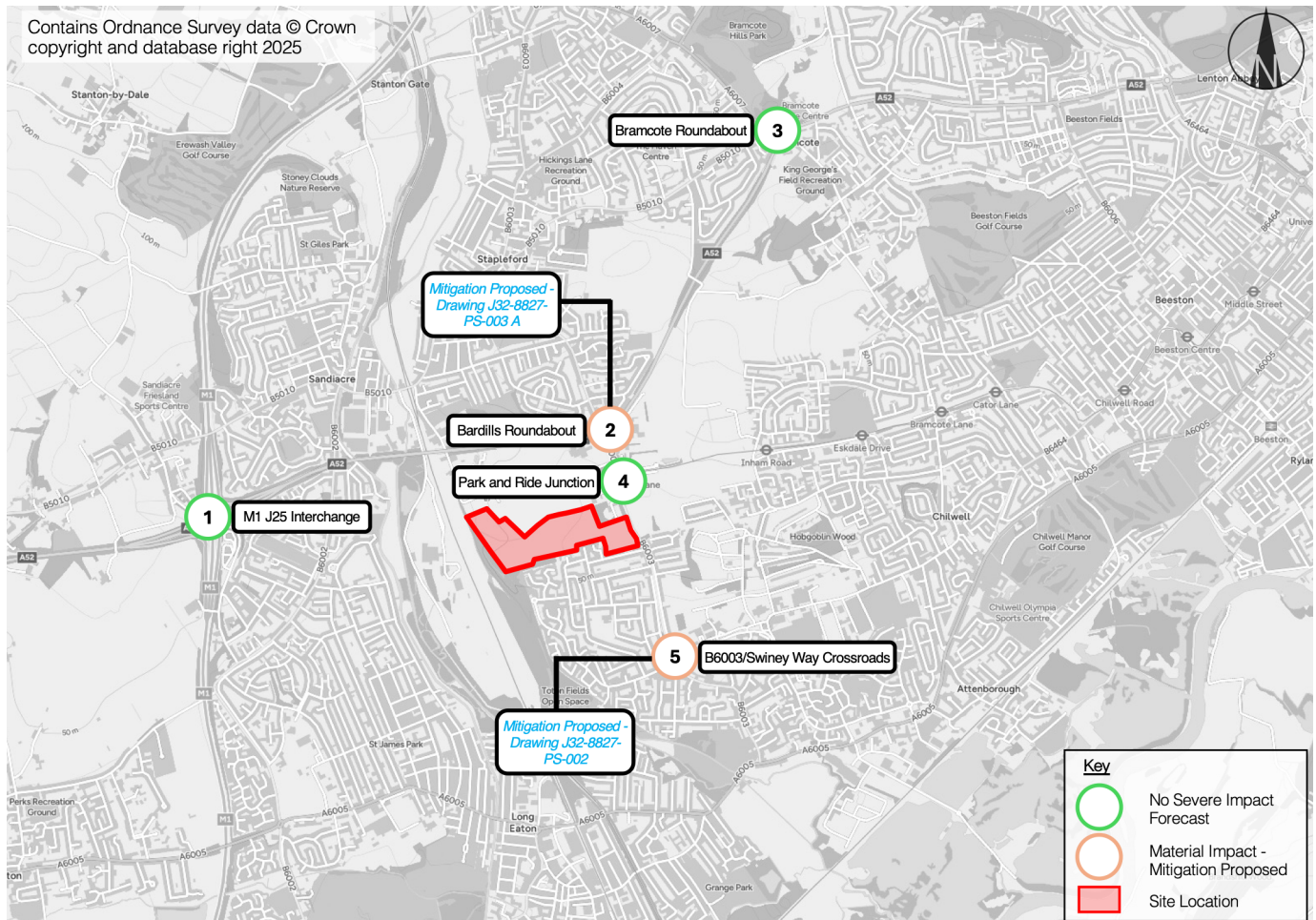
4.3.21 A further sensitivity scenario was also considered to account for the consented scheme for the erection of 282 dwellings at land west of Toton Lane (Ref: 17/00499/REM). As there is ongoing uncertainty pertaining to the delivery of this development the scheme has been considered as a sensitivity scenario only.

4.3.22 The following modelling scenarios have therefore been considered:

- 2028 Opening Year Assessments
 - 2028 Base;
 - 2028 Base + Sensitivity;
 - 2028 Base + Development; s
 - 2028 Base + Sensitivity + Development
- 2041 Horizon Year Assessments
 - 2041 Base;
 - 2041 Base + Sensitivity;
 - 2041 Base + Development;
 - 2041 Base + Sensitivity + Development.

4.3.23 The results summary is presented in Figure 4.1 below:

Figure 4.1 Junctions of Interest: Results Summary



4.3.24 The results demonstrated that the proposed development would not have a severe impact at Junction 1 (M1 Junction 25), Junction 3 (Bramcote Island) or Junction 4 (B6003 Toton Lane / Park & Ride), and therefore no further investigation or mitigation is deemed to be necessary at these locations.

4.3.25 Junction 2 (Bardills Roundabout) and Junction 5 (B6003 Stapleford Lane / Swiney Way / Banks Road) were identified as requiring further assessment across one or more modelled scenarios, to investigate potential improvement schemes to mitigate the impact associated with the proposed development.

Junction Improvement Schemes

4.3.26 Proposed improvements schemes have been devised for Junction 2 (Bardills Roundabout) and Junction 5 (B6003 Stapleford Lane / Swiney Way / Banks Road), as outlined in Appendix H of the TA (CD 3.09, Pages 1,510 – 1,514).

4.3.27 Owing to discussions with NH through the course of the determination period, the mitigation scheme for Bardills Roundabout in the sensitivity modelling scenario was subsequently amended, as detailed within TN004 (**CD 3.11**).

4.3.28 The mitigation measures for the junctions are therefore illustrated in the following:

- Bardills Roundabout (Option 1) - J32-8827-PS-001 (**Appendix A**);
- B6003 Stapleford Lane / Swiney Way / Banks Road - J32-8827-PS-002 (**Appendix B**); and,
- Bardills Roundabout (Option 2 – Sensitivity Scenario) - J32-8827-PS-003 Rev A (**Appendix C**).

4.3.29 The results of the junction capacity assessments indicate that subject to the implementation of mitigation schemes at the Bardills Roundabout and B6003 Stapleford Lane / Swiney Way / Banks Road signalised crossroads, the proposed development would not then result in any severe impact on the operation of the highway network in the vicinity of the site.

4.3.30 It can be concluded that the impacts of the proposed development can be suitably mitigated through the implementation of the above improvement schemes, and accordingly in line with paragraph 116 of the NPPF (**CD 6.04**), subject to the implementation of these improvement schemes, the severe benchmark is not breached in any reasonable scenario considered.

4.4 Third Party Audit

4.4.1 Furthermore, the Transport Work has been subject to a third-party audit by an independent firm of transport planners/highway engineers, instructed by BBC (**CD 9.39**) that also concluded that the work represents the area accurately; the validation of the model work is appropriate in terms of turn counts, link counts and journey times; and as such is fit for the purpose of testing the transportation impacts of the Application.

4.5 Conclusion

4.5.1 In conclusion, based on the information presented within the resubmitted TA (CD 3.09), TN003 (CD 3.10) and TN004 (CD 3.11) it is considered that due to the sites proximity to Toton Park and Ride tram facility and existing bus stops on Stapleford Lane the proposed development is sustainably located, can provide safe and suitable access and will not result in any severe residual cumulative impact on the local highway network. The Appeal should be determined based on the impacts arising from the development site itself. The evidence demonstrates compliance with paragraph 116 of the NPPF (CD 6.04):

“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.”

4.5.2 Whilst the Transport Assessment identifies changes in operational performance at certain junctions, these changes must be viewed considering the contested Policy, they are neither unsafe nor are the residual impacts severe.

4.5.3 In addition, the EMGM model runs do not demonstrate that the Appeal Development, either in isolation or with appropriate mitigation, would give rise to impacts that can properly be described as unsafe or severe, which I will set out in the following chapter.

5. Wider Toton Allocation

5.1 Preamble

- 5.1.1 The evidence before the Inquiry and contained within the resubmitted TA (**CD 3.09**) demonstrates that the development site can operate satisfactorily and without severe residual cumulative impacts in advance of the delivery of wider strategic infrastructure (including the Toton Link Road).
- 5.1.2 No additional mitigation, or contribution to wider mitigation has specifically been requested by NCC, BBC or NH. Accordingly, this ought to be sufficient to justify the grant of planning permission.
- 5.1.3 The Appellant accepts, however, that the wider allocation will ultimately require a coordinated infrastructure strategy, to facilitate the delivery of the whole Toton Strategic Allocation over the lifetime of the Development Plan.
- 5.1.4 The following sections provide a summary of the cumulative assessment work undertaken for the whole Toton Strategic Allocation and Chetwynd Barracks, through use of the East Midlands Gateway Model (EMGM), which has been completed at the request of, and in consultation with both NH and NCC.
- 5.1.5 In summary, the cumulative assessment work presented demonstrates that the Toton Strategic Allocation and Chetwynd Barracks can be readily accommodated within the highway network, and that the Toton Link Road fulfils its intended strategic function by attracting development traffic to the SRN and reducing pressures on key local routes.
- 5.1.6 Whilst the cumulative assessment work provides clear evidence that the allocation can be delivered in a coordinated manner, it should not be overlooked that there is no evidence before the Inquiry demonstrating that delivery of, or contribution towards, that strategic infrastructure is necessary to make the development site acceptable in planning terms, save for the Appellant's position on how the link road can be delivered via its Toton North proposals.
- 5.1.7 When considering the information below, for the purpose of the current Appeal Site, attention should once again be brought back to the following question that neither NH nor NCC has acknowledged:

“If Toton West does not require the Toton Link Road to satisfy paragraph 116, why should permission be withheld pending agreement of the infrastructure package for the whole allocation?”

5.1.8 Accordingly, the need for strategic infrastructure to facilitate the delivery of the wider allocation should not be confused with the development management tests applicable to the determination of the application upon the Development site.

5.2 Planning

5.2.1 The test for determining this Appeal remains that contained within paragraph 116 of the NPPF, namely whether the Appeal Development would give rise to unacceptable highway safety impacts or severe residual cumulative impacts.

5.2.2 mode have reviewed the evidence base underpinning the allocation of Toton and Chetwynd Barracks within the emerging Greater Nottingham Strategic Plan. NCC and NH have both suggested, through the course of the determination period for the development site, that there has been insufficient work completed to data to understand the cumulative transport impacts associated with the allocation of Toton and Chetwynd Barracks.

5.2.3 Upon review of the available evidence, however, this appears inconsistent with the transport assessment work undertaken to support the emerging Plan.

5.2.4 In particular, the Strategic Transport Assessment prepared by Arup (July 2025) (**CD 9.33**), building upon the SYSTRA modelling work (June 2025) (Appendix A1 of **CD 9.33**), assesses the cumulative impacts of the Greater Nottingham Strategic Plan growth strategy, including the full Toton and Chetwynd Barracks allocation.

5.2.5 The work identifies the transport impacts arising from planned growth and sets out a comprehensive package of mitigation measures, including the Toton Access Road / Link Road, alongside other strategic transport interventions required to support delivery of the allocation.

5.2.6 The Toton Link Road is specifically referenced within the Infrastructure Delivery Plan (September 2024) (**CD 8.02**) Infrastructure Delivery Plan Addendum (November 2025) (**CD 8.03**), which sets out the infrastructure requirements for the Greater Nottingham Strategic Plan; with an estimated budget of £40 million identified.

- 5.2.7 Furthermore, the Memorandum of Understanding (MoU) agreed between the Plan-making authorities and NH in April 2026 (**CD 9.41**) explicitly references the modelling work undertaken by Arup and SYSTRA and acknowledges that Toton and Chetwynd Barracks forms part of the strategic growth locations assessed through that process.
- 5.2.8 The MoU also identifies Toton as one of a limited number of strategic sites having a material influence on specific parts of the SRN and recommends that delivery is supported through appropriate masterplanning, phasing and mitigation measures.
- 5.2.9 Importantly, neither the modelling work nor the MoU conclude that the impacts are incapable of being mitigated. Rather, it clearly identifies the infrastructure and transport interventions required to facilitate delivery of the growth strategy: the Toton Link Road is specifically identified as a safeguarded strategic intervention within the evidence base.
- 5.2.10 Against this background, I am struggling to reconcile the position set out within the Council's SoC, namely that there is currently insufficient evidence from NH and NCC to understand the cumulative impacts of the proposal and that the development may therefore have a detrimental impact on the network.
- 5.2.11 In relation to the context of this, the Emerging Greater Nottingham Strategic Plan Policy 21 suggests a combined Toton and Chetwynd allocation of circa 4,800 dwellings. As Toton West is for 420 units, this represents only 8.75% of the total allocation.

5.3 Evidence Base

Context

- 5.3.1 The Appellant's position is that the cumulative impacts have been sufficiently considered as part of the overarching plan making process as set out above; however, in the interests of progressing matters with the Highway Authorities in a positive manner, we commissioned a series of modelling tests using the EMGM at the request of the NCC and HE as soon as it was available.
- 5.3.2 It should be noted that these cumulative model runs are reflective of the Appellants live planning applications (and the allocation of Chetwynd Barracks) and as such assess the traffic impacts of a larger quantum of development than currently allocated in the Local Plan.

5.3.3 Furthermore, the Local Plan does not require a Link Road to be delivered and whilst the Toton Link Road may be important to the longer-term delivery of housing at Toton, as I set out in this Proof of Evidence the Appeal proposals can be delivered in advance of it.

5.3.4 I refer to Mr Hicks who discusses the planning nuance of this in more detail within his Proof of Evidence.

EMGM Overview

5.3.5 However, recognising the significance attached by NCC and NH to understanding cumulative impacts across the wider allocation, the Appellant commissioned further work during August 2025 to facilitate a cumulative assessment using the emerging East Midlands Gateway Model ("EMGM").

5.3.6 The EMGM is a strategic multi-modal transport model developed to understand travel patterns across the Greater Nottingham area, so it is important to note that:

1. Future transport conditions across the Toton Strategic Location for Growth are influenced by multiple developments rather than the Appeal Development alone.
2. Background traffic growth represents a significant contributor to future operational conditions.
3. Traffic reassignment occurs across the wider highway network as drivers respond to changes in network conditions.
4. Strategic infrastructure has an important role in supporting the long-term build-out of the wider allocation.

5.3.7 As detailed within the Area of Influence (AOI) Technical Note (**CD 3.12**) the EMGM was developed by a consortium of stakeholders following guidance in the Department for Transport's (DfT) Transport Analysis Guidance (TAG) and is fully simulated in an area covering including Nottinghamshire, Derbyshire and North Leicestershire.

5.3.8 The Appellant approached SYSTRA, to commission a series of modelling tests using the EMGM. However, as part of these discussions, it became apparent that the EMGM was not, readily suitable in terms of its ability to assess the impact of the proposed development site and would not be available prior to submission of the planning application, nor for a significant amount of time thereafter.

5.3.9 The Appellant subsequently commissioned SYSTRA to undertake a significant amount of work, post submission and in the lead up to this Inquiry to facilitate a cumulative assessment of the transport impacts of the development, alongside Toton North, Toton East and Chetwynd Barracks. A short summary of the various stages of the work is provided below:

Stage 1: Area of Influence and Model Validation

5.3.10 In October 2025, an AOI TN (**CD 3.12**) was prepared by SYSTRA, on behalf of the Appellant and shared with both NCC and NH for review and comment. The purpose of this Technical Note was to establish an AOI within which to determine a suitability study area. An overview of the AOI Boundary is provided in Figure 2 - AOI Technical Note (**CD 3.12**, Page 4).

5.3.11 The Area of Influence Technical Note (**CD 3.12**) concluded that all the AOI falls within the detailed simulation area of the EMGM, and that the model is fit for purpose for the assessment of the Toton Developments.

5.3.12 The TN was shared with NCC and NH for their review and comment. Comments were received from both parties, which were provided to SYSTRA, and were all considered in the preparation of the subsequent Stage 2 modelling work. At all times we have shared the inputs and outputs from the model with NH and NCC for comment.

Stage 2 - Reference Case

5.3.13 In November 2025, SYSTRA completed a review of the relevant reference case assumptions for the EMGM, which included the following:

- Consideration of the 2025 baseline model and preparation of three forecast Reference Case models with years of 2026, 2028 and 2041 in accordance with the anticipated opening and phasing of the Toton Developments;
- Detail all committed developments (over 180 units or equivalent trip generation for other land uses) and infrastructure expected for each modelled year based upon SYSTRA's current database of schemes; and,
- Outline assumptions and overall modelling statistics for discussion with NCC and NH to agree a position from which the development impact can be consideration against.

5.3.14 An initial Reference Case Assumptions TN (**CD 3.13**) was prepared by SYSTRA in November, outlining the assumptions relating to the above, and was shared with NCC and NH for their review and comment.

5.3.15 Comments were received from both of those parties, which were provided to SYSTRA, and were considered in the preparation of the subsequent Reference Case Report TN (**CD 3.14**), submitted in February 2026.

Stage 3 - Development Scenarios

5.3.16 Following establishment of the Reference Case models above, the Appellant approached SYSTRA to consider four “Development scenarios” to test the phasing of the development, which are as follows:

- Scenario 1 – Toton West only;
- Scenario 2 – Toton West and East;
- Scenario 3 – ‘Full Scenario’ (Toton West, East and North, including Toton Link Road); and,
- Scenario 4 – ‘Full Scenario’ plus Chetwynd sensitivity test.

5.3.17 It should be noted that Chetwynd Barracks is included in all scenarios, albeit that in Scenarios 1 – 3 this isn’t connected directly to the Toton Link Road.

5.3.18 The connection to the Toton Link Road is included within Scenario 4 only to identify the impacts associated with this connection and the potential routing of traffic through the site from Chetwynd Barracks.

Scenario 1

5.3.19 The outputs from Scenario 1 (Toton West only) were prepared by SYSTRA and provided to the Appellant, in July 2026 and are summarised in Technical Note 04 (**CD 3.16**) and shared with both NCC and NH for review and comment.

5.3.20 The results demonstrate that development traffic for the entirety Toton West is principally accommodated via the A52 and M1 SRN and that following the introduction of development traffic there are relatively minor impacts on the reassignment of background traffic, with minimal change to congestion across all years.

5.3.21 Technical Note 04 (**CD 3.16**) does, however, identify a small number of junctions where there are anticipated reductions and increases in congestion, associated delays and queues are anticipated to occur.

5.3.22 The results summary is presented in **Figures 5.1** and **5.2** below:

Figure 5.1 : Scenario 1 Congestion Change (2026 AM)

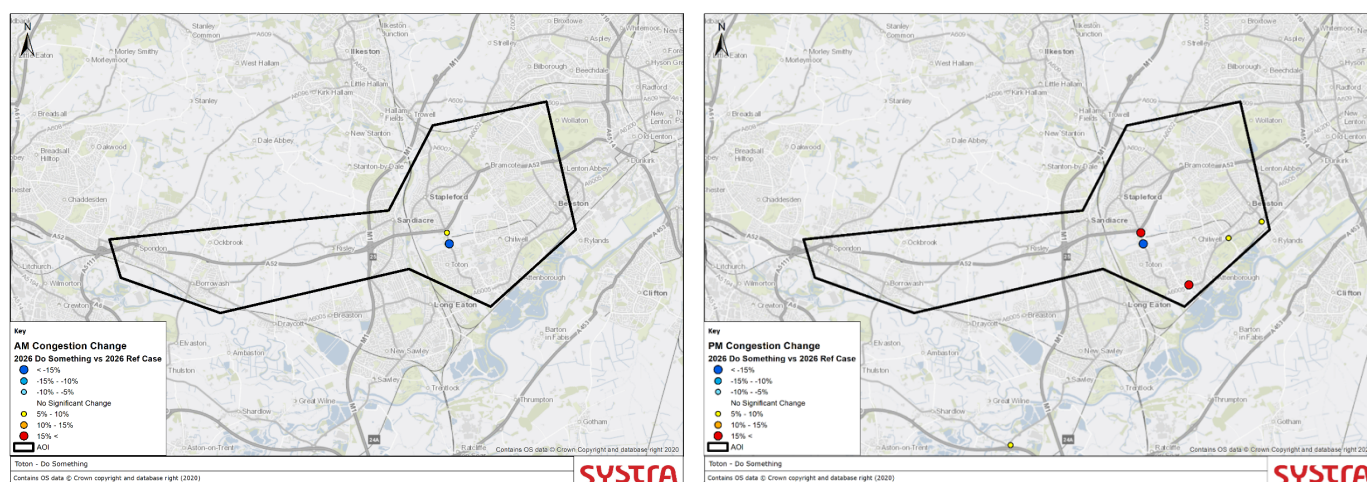
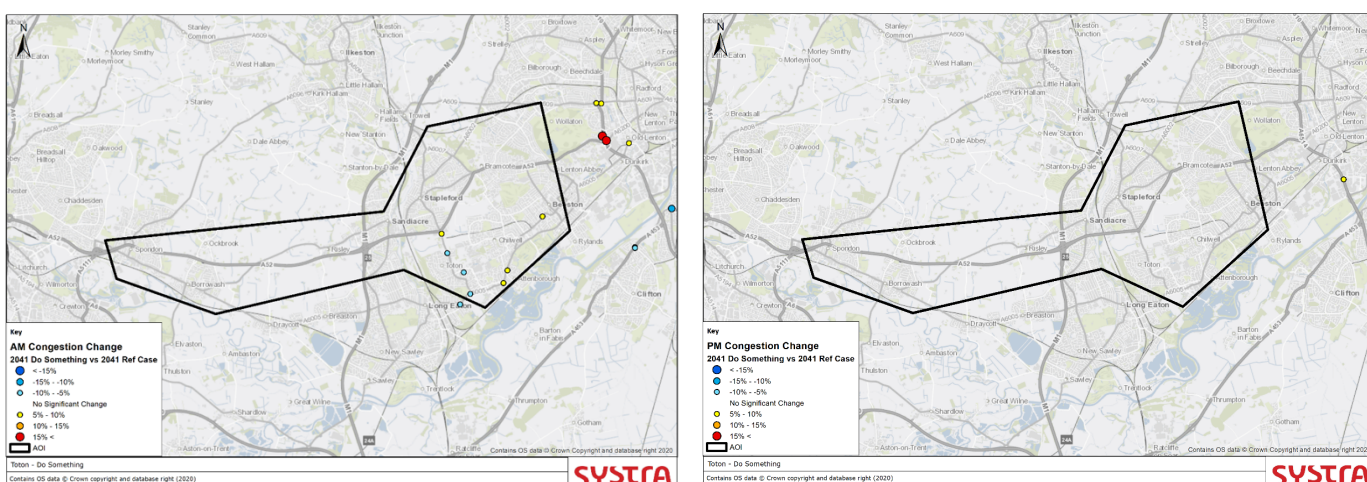


Figure 5.2 : Scenario 1 Congestion Change (2041)



5.3.23 Whilst the outputs identify that the proposals would result in generally positive (and some minor negative) changes to the network in congestion, this does not necessarily imply that a severe impact would be experienced because of the development site.

5.3.24 What the outputs do not stipulate however, is whether those strategic impacts identified, are as a direct result of development traffic, whether the junction will be shown to operate within capacity in more detailed localised capacity assessments, or indeed whether any impacts could be constituted as severe.

5.3.25 However, following receipt of the outputs, I have instructed further work to obtain relevant traffic surveys at these locations of interest, to answer the above queries. Once the above information is available, and the relevant junction capacity assessment have been built, this information will be shared with NCC and NH, with a view to this being considered as part of the Inquiry.

Scenario 2

5.3.26 Initially, the Appellant proposed a second scenario be undertaken whereby Toton East (c. 155 dwellings) would be included in addition to Toton West (Scenario 1). Through discussion with SYSTRA, it was noted that typically a development of this size would not be subject to an individual model run, and that for example, Reference Case Assumptions TN (**CD 3.13**) only developments of at least 180 dwellings are explicitly modelled.

5.3.27 Considering this, and added time constraints of this Appeal, the impacts of Toton East have instead been considered through the commissioning of Scenario 3.

Scenario 3

5.3.28 The outputs from Scenario 3 (Toton West, East and North) were prepared by SYSTRA in May 2026 and are summarised in Technical Note 04 (**CD 3.15**) and shared with both NCC and NH for review and comment.

5.3.29 The assessment confirms that the proposed Toton Link Road fulfils its intended strategic function by attracting development traffic to the SRN and reducing pressure on key local routes. Development traffic is principally accommodated via the A52 and M1 SRN, 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.

5.3.30 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 (namely the A52 and specifically Bardills roundabout). The results summary is presented in **Figures 5.3** and **5.4** below:

Figure 5.3 Scenario 3 Congestion Change (2026)

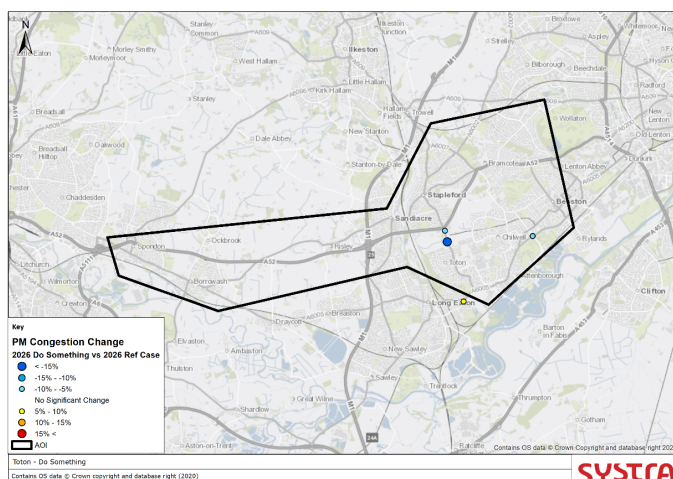
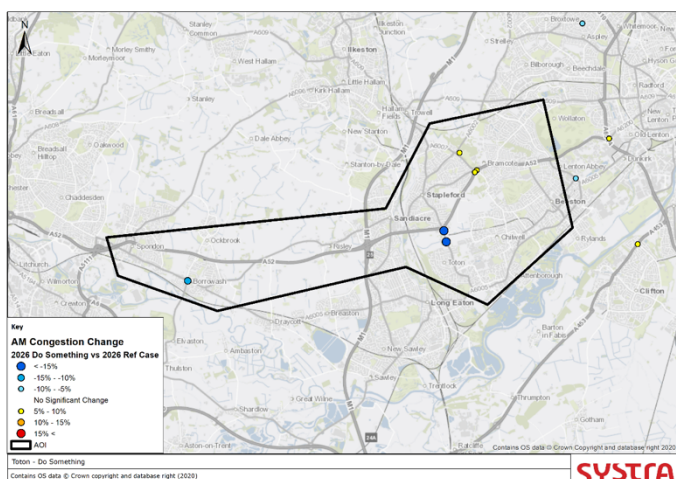
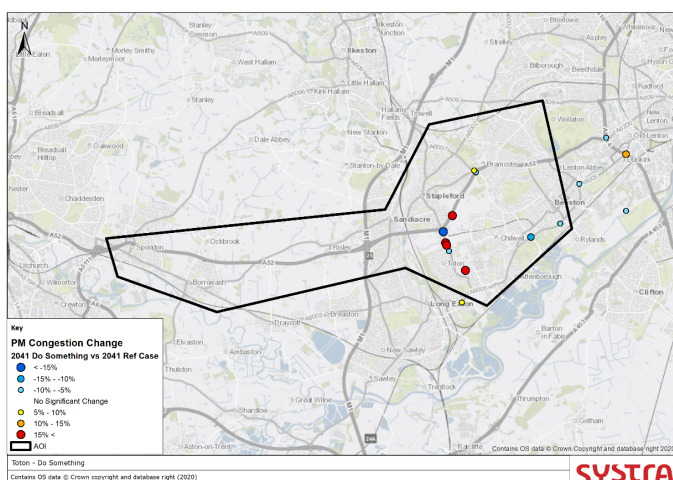
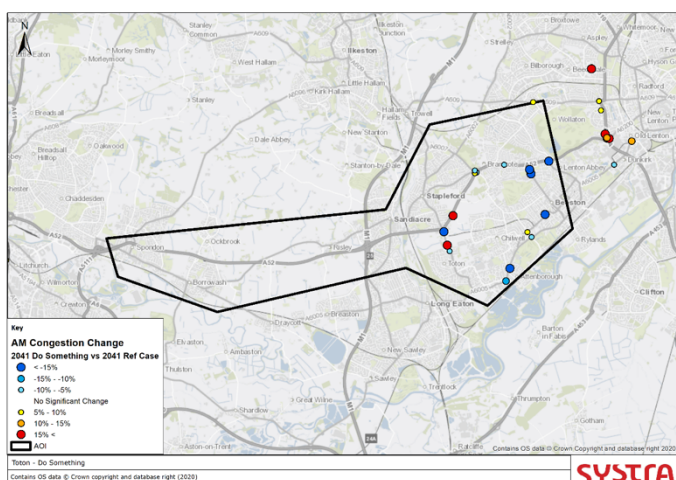


Figure 5.4 Scenario 3 Congestion Change (2041)



5.3.31 Importantly, the assessment identifies a general improvement in network performance across much of the area more so in the AM, but in the PM also.

5.3.32 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 SRN, thereby limiting impacts on the surrounding local highway network.

5.3.33 Accordingly, the strategic modelling indicates that the Toton Link Road fulfils its intended role as the principal piece of transport infrastructure supporting growth in the area.

5.3.34 Technical Note 04 (CD 3.15) does, however, identify several of junctions where there are anticipated reductions and increases in congestion, associated delays and queues are anticipated to occur.

5.3.35 Like the findings for Scenario 1, the outputs do not stipulate whether the impacts identified are as a direct result of development traffic, whether the junction will be shown to operate within capacity in more detailed localised capacity assessments, or indeed whether any impacts could be constituted as severe.

5.3.36 Furthermore, the percentage increases in Toton West (Scenario 1) are clearly mitigated; demonstrating that the Toton Link Road fulfils its purpose and assists with route choice once it has been introduced.

5.3.37 Following discussions with NCC, I am currently in the process of obtaining relevant background mapping, controller specifications and highway boundary data to inform the development of these additional localised junction models, however at the time of writing this information is not yet available.

5.3.38 Once the above information is available, and the relevant junction capacity assessment have been built this information will be shared with NCC and NH, with a view to this being considered as part of the Inquiry.

Scenario 4

5.3.39 The Scenario 4 model run has been undertaken by the Appellant. It should be noted however that the purpose of this model scenario is to primarily identify the connection between Chetwynd Barracks and the Toton Link Road, and the potential rerouting of traffic once this connection has been provided.

5.3.40 The Appellant has outlined a clear commitment to providing NH and NCC with the outputs of Scenario 4.

5.3.41 NCC and NH suggest that this scenario is fundamental to help them understand the phasing of mitigation requirements for the wider Toton Development and Chetwynd Barracks; however, the evidence before the Inquiry demonstrates that the development site can operate satisfactorily and without severe residual cumulative impacts in advance of the delivery of wider strategic infrastructure (including the Toton Link Road).

5.3.42 The outputs from Scenario 4 were delivered by SYSTRA on Thursday July 23rd July 2026 and are summarised in a Technical Note (**CD 3.17**) and shared with both NCC and NH for review and comment.

5.3.43 Broadly the link road still fulfils its role subject to the detail on the points of connection to the wider highway network.

5.3.44 I am currently in the process of obtaining relevant background mapping, controller specifications and highway boundary data to inform the development of these additional localised junction models, however at the time of writing this information is not yet available.

5.3.45 Once the above information is available, and the relevant junction capacity assessment have been built this information will be shared with NCC and NH, with a view to this being considered as part of the Inquiry.

5.4 Toton Link Road

5.4.1 The strategic modelling undertaken as part of the EiP and this application clearly demonstrates that the Toton Link Road performs an important and successful strategic function in accommodating cumulative growth across the wider allocation and improving overall network performance.

5.4.2 The assessment confirms that the Toton Link Road will fulfil its intended strategic function by attracting development traffic to the SRN and reducing pressure on key local routes. Development traffic is principally accommodated via the A52 and M1 SRN, whilst the Toton Link Road provides an alternative route that removes traffic from existing constrained parts of the local network, particularly around Bardills Roundabout and Toton Lane.

5.4.3 Accordingly, the vast amount of strategic modelling undertaken to date indicates that the Toton Link Road fulfils its intended role as the principal piece of transport infrastructure supporting growth in the area. I do not understand this to be contentious.

5.5 Funding / Contributions

5.5.1 The mechanism for funding and apportioning strategic infrastructure across the wider allocation remains to be established through future planning applications and associated infrastructure delivery arrangements.

5.5.2 However, it has been demonstrated that the development site can operate satisfactorily without the introduction of the Toton Link Road, and the residual cumulative impacts are not severe, subject to localised capacity improvements at Bardills Roundabout and B6003 Stapleford Lane / Swiney Way / Banks Road signalised crossroads.

5.5.3 As outlined in Paragraph 5.2.6, the Toton Link Road is specifically referenced within the Infrastructure Delivery Plan (September 2024) (**CD 8.02**) Infrastructure Delivery Plan Addendum (November 2025) (**CD 8.03**), which sets out the infrastructure requirements for the Greater Nottingham Strategic Plan; with an estimated budget of £40 million identified.

6. Summary

6.1 Conclusions

- 6.1.1 The assessment methodology presented within the resubmitted TA (**CD 3.09**) forming part of the planning application, and as part of the TN003 (**CD 3.10**) and TN004 (**CD 3.11**) submitted during the determination period is considered to be suitably robust, and demonstrates that the development site can operate satisfactorily and without severe residual cumulative impacts, subject to localised capacity improvements at Bardills Roundabout and B6003 Stapleford Lane / Swiney Way / Banks Road signalised crossroads.
- 6.1.2 It is not in dispute from the Appellant that a comprehensive package of mitigation measures, including the Toton Access Road / Link Road and other strategic transport interventions, is required to mitigate the cumulative impacts of the Greater Nottingham Strategic Plan growth strategy; including the full Toton Allocation and Chetwynd Barracks.
- 6.1.3 To determine this the EMGM is a strategic multi-modal transport model that was developed by several stakeholders developed to understand travel patterns across the Greater Nottingham area; the Appellant has also refined and utilised the same model as part of the evidence base relating to this Appeal. However, it is important to note that:
- Future transport conditions across the Toton Strategic Location for Growth are influenced by multiple developments rather than the Appeal Development alone.
 - Background traffic growth represents a significant contributor to future operational conditions.
 - Traffic reassignment occurs across the wider highway network as drivers respond to changes in network conditions.
 - Strategic infrastructure has an important role in supporting the long-term build-out of the wider allocation.
 - The Appellants cumulative model runs are reflective of the Appellants live planning applications which is a larger quantum of development than currently allocated in the Local Plan.

- 6.1.4 The results from the EMGM does not demonstrate that the Appeal Development, in isolation, would result in severe impacts on the transport network; nor does it demonstrate that planning permission for Toton West should be withheld until every element of strategic infrastructure across the wider allocation has been fully designed and delivered.
- 6.1.5 The balanced transport evidence before the Inquiry demonstrates that the development site can operate satisfactorily and without severe residual cumulative impacts in advance of the delivery of the Toton Link Road.
- 6.1.6 Accordingly, the need for strategic infrastructure to facilitate the delivery of the wider allocation should not be confused with the planning tests applicable to the Development site.
- 6.1.7 Whilst the Appellant accepts that the wider allocation will ultimately require a coordinated infrastructure strategy, there is no evidence before the Inquiry demonstrating that delivery of, or contribution towards, that strategic infrastructure is necessary to make the development site acceptable in planning terms.
- 6.1.8 It is therefore the Appellants view that the wider allocation should not automatically become a precondition for granting permission to this application for 420 units at Toton West, unless the authorities can demonstrate that the application at Toton West is wholly reliant on the provision of the Link Road or that the residual traffic impacts without it are ‘severe’ in terms of either congestion or safety.
- 6.1.9 Throughout the various SoC and supporting submissions from both parties, it is evident that there is one question that neither NH nor NCC has acknowledged:

“If Toton West does not require the Toton Link Road to satisfy paragraph 116, why should permission be withheld pending agreement of the infrastructure package for the whole allocation?”

- 6.1.10 No evidence has been presented demonstrating that delivery of, or a financial contribution towards, the Toton Link Road is necessary to make the development site acceptable in planning terms, and it is emphasised that the Appeal should be determined based on the impacts arising from the development site itself.

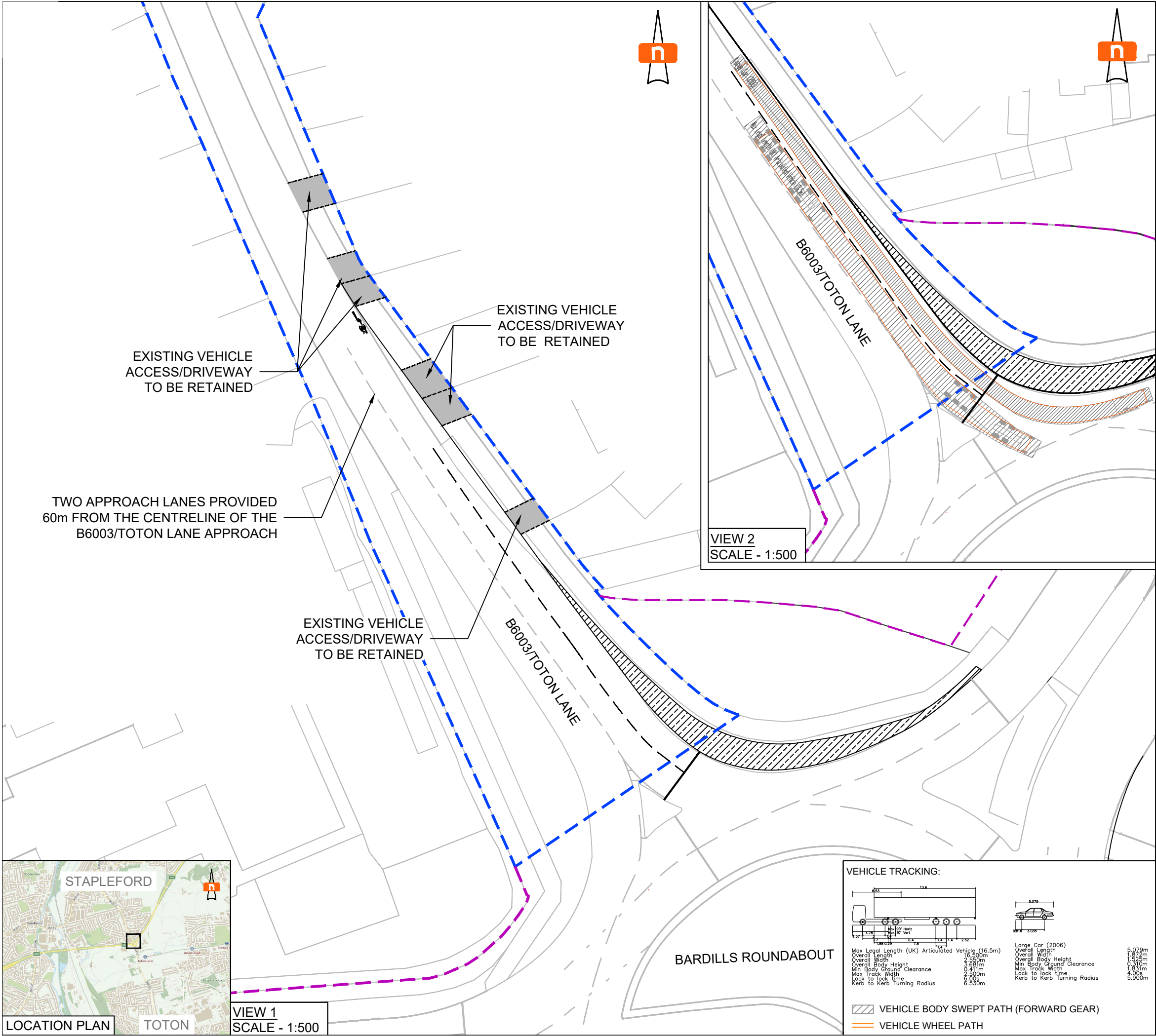
6.1.11 Furthermore, I am currently in the process of obtaining relevant background mapping, controller specifications and highway boundary data to inform the cumulative results development from the EMGM results, however at the time of writing this information is not yet available.

6.1.12 However, once the above information is available, and any further assessment has been undertaken this information will be shared with NCC and NH, with a view to this being considered as part of the Inquiry.

APPENDICES

APPENDIX A

Drawing J32-8827-PS-001



- NOTE:
1. THIS DRAWING IS BASED UPON ORDNANCE SURVEY MAPPING. THIS DESIGN IS ALSO SUBJECT TO CONFIRMATION OF LAND OWNERSHIP, LOCATION OF STATUTORY SERVICES, DETAILED DESIGN AND TRAFFIC MODELLING.
 2. ROAD MARKINGS & TRAFFIC SIGNS ARE TO BE IN ACCORDANCE WITH 'THE TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS 2016'.
 3. HIGHWAY BOUNDARY INFORMATION HAS BEEN OBTAINED FROM VIA EAST MIDLANDS LTD AND NATIONAL HIGHWAYS OPEN DATA AND HAS BEEN TRANSCRIBED BY MODE ONTO AN ORDNANCE SURVEY. MODE ACCEPTS NO LIABILITY FOR THE ACCURACY OF THE DATA PROVIDED AND THE HIGHWAY BOUNDARY INFORMATION SHOWN IS SUBJECT TO CHECKS BY A LICENSED CONVEYANCER.
 4. DO NOT SCALE FROM THIS DRAWING WORK FROM FIGURED DIMENSIONS ONLY.
 5. ALL DIMENSIONS ARE SHOWN IN METRES UNLESS NOTED OTHERWISE.

KEY:

	ORDNANCE SURVEY MAPPING
	HIGHWAY BOUNDARY (TRANSCRIBED HIGHWAY BOUNDARY BASED ON NOTTINGHAMSHIRE COUNTY COUNCIL)
	HIGHWAY BOUNDARY (TRANSCRIBED HIGHWAY BOUNDARY BASED ON NATIONAL HIGHWAYS)
	PROPOSED ALIGNMENT
	PROPOSED ROAD MARKINGS
	PROPOSED VERGE EXTENTS
	EXISTING VEHICLE ACCESS

-	17.12.2025	INITIAL ISSUE
REV	DATE	REMARKS

CLIENT

BLOOR HOMES LTD

JOB TITLE

TOTON WEST

DRAWING TITLE

BARDILLS ROUNDABOUT MITIGATION (OPTION 1) AND SWEEP PATH ANALYSIS

DRAWING NO.

J32-8827-PS-001

DRAWN	AA	CHECKED	JFN
CREATED	DEC '25	SCALE	1:500 @A3

mode transport planning

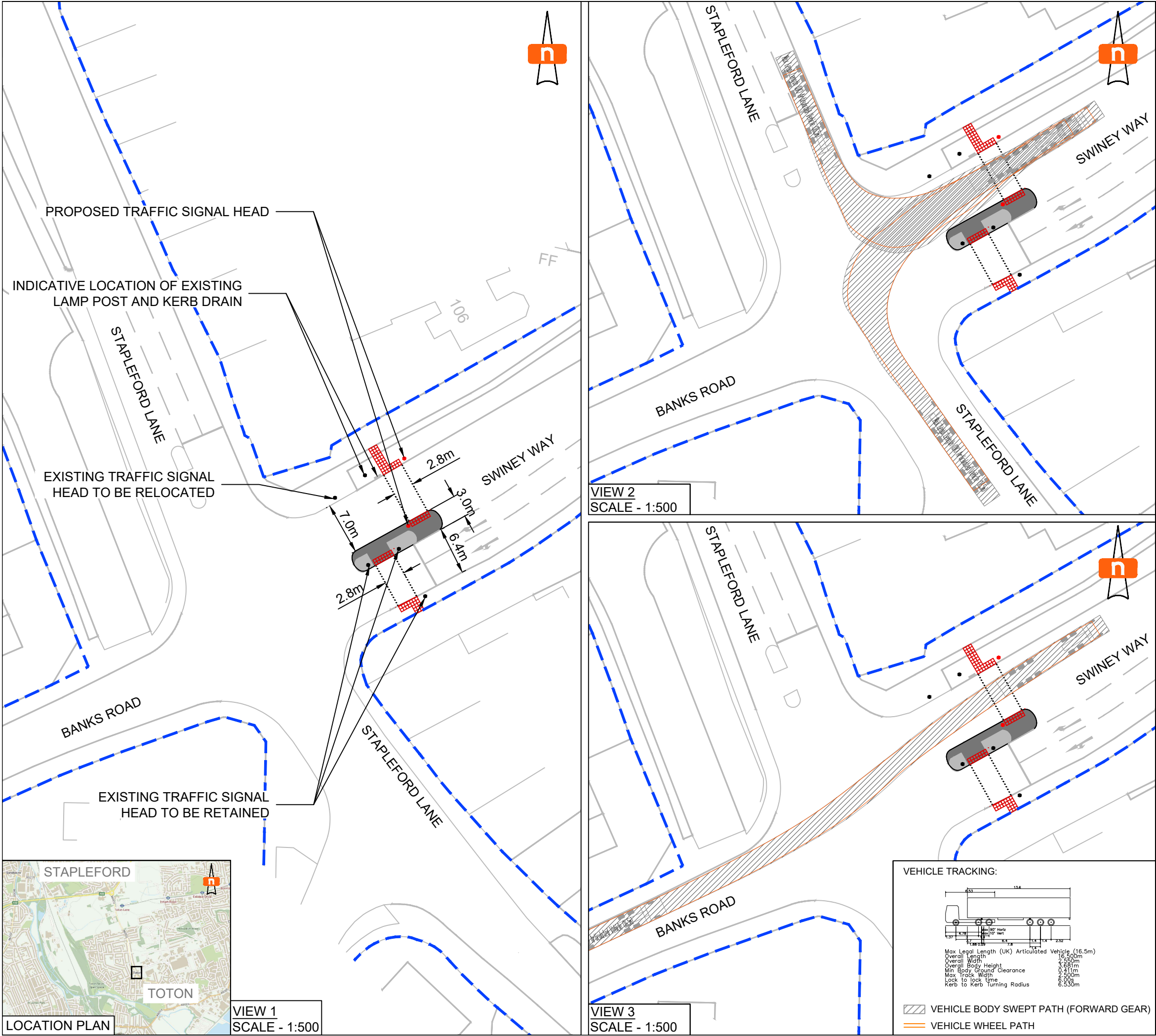
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APPENDIX B

J32-8827-PS-002



- NOTE:
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- KEY:
- ORDNANCE SURVEY MAPPING
 - HIGHWAY BOUNDARY (TRANSCRIBED HIGHWAY BOUNDARY BASED ON NOTTINGHAMSHIRE COUNTY COUNCIL)
 - PROPOSED TACTILE PAVING
 - PROPOSED SPLITTER ISLAND
 - EXISTING SPLITTER ISLAND
 - PROPOSED SIGNAL HEAD
 - EXISTING SIGNAL HEAD/LAMP POST

-	17.12.2025	INITIAL ISSUE
REV	DATE	REMARKS
CLIENT		

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JOB TITLE

TOTON WEST

DRAWING TITLE

B6003/SWINEY WAY MITIGATION AND SWEEP PATH ANALYSIS

DRAWING NO.

J32-8827-PS-002

DRAWN	AA	CHECKED	JFN
CREATED	DEC '25	SCALE	1:500 @A3

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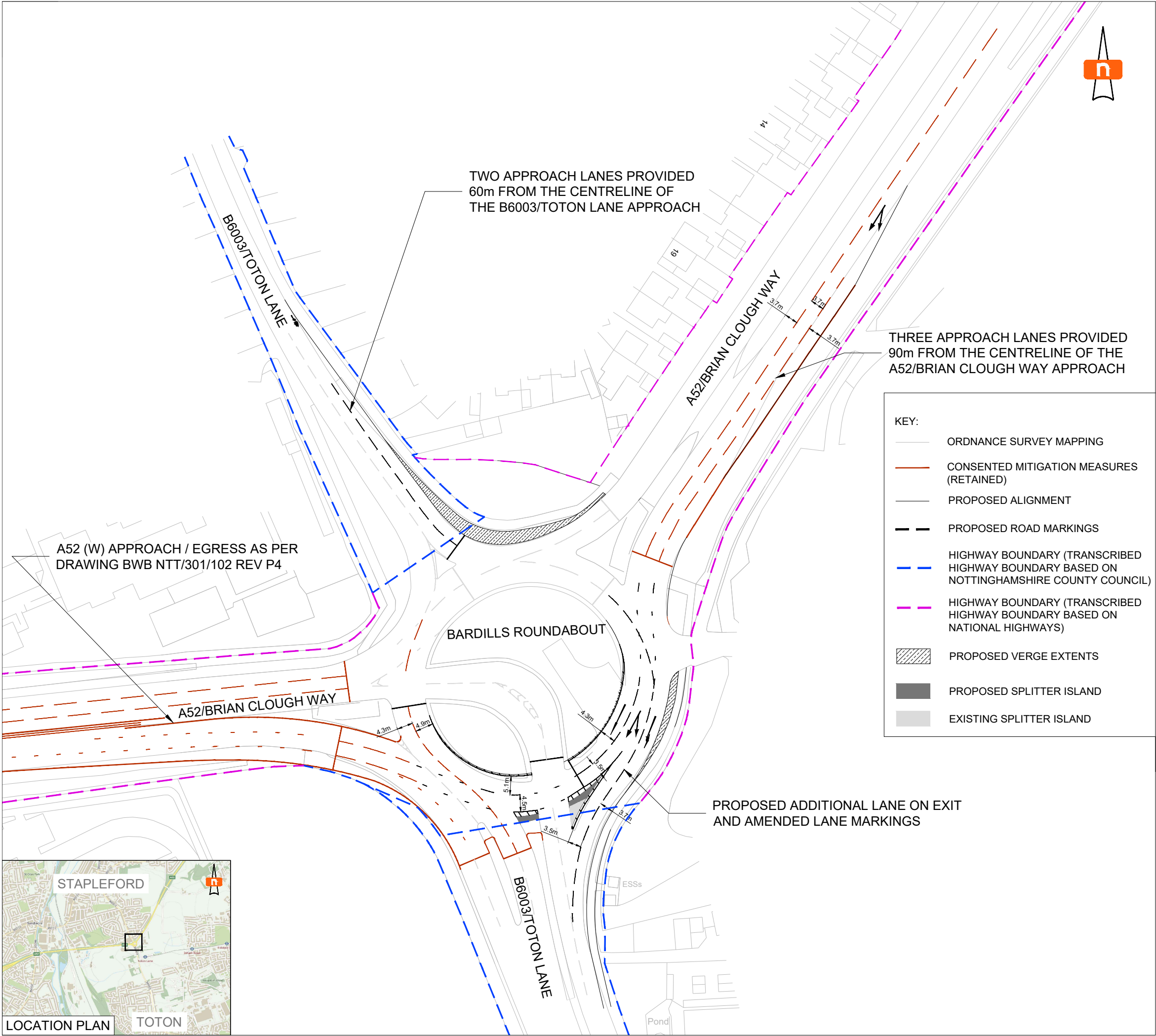
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APPENDIX C

J32-8827-PS-003 Rev A



- NOTE:
1. THIS DRAWING IS BASED UPON ORDNANCE SURVEY MAPPING AND DRAWING NTT/301/102 REV P4 BY BWB CONSULTING. THIS DESIGN IS ALSO SUBJECT TO CONFIRMATION OF LAND OWNERSHIP, LOCATION OF STATUTORY SERVICES, DETAILED DESIGN AND TRAFFIC MODELLING.
 2. ROAD MARKINGS & TRAFFIC SIGNS ARE TO BE IN ACCORDANCE WITH 'THE TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS 2016'.
 3. HIGHWAY BOUNDARY INFORMATION HAS BEEN PROVIDED BY VIA EAST MIDLANDS LTD AND HAS BEEN TRANSCRIBED BY MODE ONTO AN ORDNANCE SURVEY. MODE ACCEPTS NO LIABILITY FOR THE ACCURACY OF THE DATA PROVIDED AND THE HIGHWAY BOUNDARY INFORMATION SHOWN IS SUBJECT TO CHECKS BY A LICENSED CONVEYANCER.
 4. CONSENTED MITIGATION MEASURES FROM DRAWING NTT/301/102 REV P4 HAVE BEEN TRANSCRIBED BY MODE ONTO AN ORDNANCE SURVEY. MODE ACCEPTS NO LIABILITY FOR THE ACCURACY OF THE DATA PROVIDED.
 5. DO NOT SCALE FROM THIS DRAWING WORK FROM FIGURED DIMENSIONS ONLY.
 6. ALL DIMENSIONS ARE SHOWN IN METRES UNLESS NOTED OTHERWISE.

KEY:

- ORDNANCE SURVEY MAPPING
- CONSENTED MITIGATION MEASURES (RETAINED)
- PROPOSED ALIGNMENT
- PROPOSED ROAD MARKINGS
- HIGHWAY BOUNDARY (TRANSCRIBED HIGHWAY BOUNDARY BASED ON NOTTINGHAMSHIRE COUNTY COUNCIL)
- HIGHWAY BOUNDARY (TRANSCRIBED HIGHWAY BOUNDARY BASED ON NATIONAL HIGHWAYS)
- PROPOSED VERGE EXTENTS
- PROPOSED SPLITTER ISLAND
- EXISTING SPLITTER ISLAND

A	24.06.2026	LANE MARKING AMENDMENTS
-	22.12.2025	INITIAL ISSUE
REV	DATE	REMARKS
CLIENT		

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JOB TITLE

TOTON WEST

DRAWING TITLE

BARDILLS ROUNDABOUT
MITIGATION (OPTION 2)

DRAWING NO.

J32-8827-PS-003

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