

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.

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 *illustrative masterplan* submitted with the application shows a new junction created off Stapleford Lane with a central road leading through the site. Smaller secondary roads and private drives lead to dwellings off this primary route.

1.1.4 A Transport Assessment and Travel Plan were prepared to support 420 residential dwellings and associated open space and the application was validated by the LPA on 20th May 2025, under reference number 25/00371/OUT.

1.1.5 Following submission of the Appeal the application was presented to BBC’s Planning Control Committee on the 1st July 2026 at which the Committee was asked to make a resolution in order to establish the Council’s position at the Appeal. The Committee resolved that, subject to the removal of objections from National Highways and Nottinghamshire County Council as the Highways Authority, planning permission would have been granted subject to completion of a 106 Agreement and the conditions set out in the Committee report.

1.1.6 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

1.2.1 NH and NCC as the Highways Authority have not been in a position to support the application and advised BBC 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 stated 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 was 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.

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; and,
- Revised Toton Development Strategic Assessment Technical Note – Toton Strategic Modelling Report, produced by SYSTRA (Ref: TN04 V2.0) Dated 15/07/2026.

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 Transport Assessment includes assessment years of 2025 (Base), 2028 (Opening Year) and 2041 (Future Year Assessment).
- 2.4.2 It is agreed that the 2041 assessment year represents the end of the emerging Greater Nottingham Strategic Plan period and provides an appropriate future year for assessing the operational performance of the highway network.

2.5 Background Traffic Growth

- 2.5.1 It is agreed that the appropriate means for establishing future background traffic growth is by using the Department for Transport's TEMPro forecasting system, and this is accepted as industry standard methodology for forecasting general background traffic growth.
- 2.5.2 The parties do not agree whether TEMPro growth alone adequately represents traffic associated with known development proposals within the wider Toton Strategic Location for Growth and Chetwynd Barracks allocation.

2.6 Trip Generation

- 2.6.1 It is agreed that standardised vehicle trip rates have been taken from the East Midlands Gateway Model (EMGM).
- 2.6.2 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).

2.6.3 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.

2.6.4 It is agreed that the multimodal trip generation represents the trip generation adopted within the Transport Assessment in terms of 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.

2.6.5 No party will be raising further issues in relation to trip generation at the Inquiry.

2.7 Trip Distribution

2.7.1 The routing of residential-based trips associated with the proposed developments, traffic has been distributed across the local highway network using 2011 Census data relating to the locations of workplaces where existing residents in the local Broxtowe 015 MSOA travel to by car, which is a similar methodology to the EMGM traffic model.

2.8 Trip Assignment

2.8.1 It is agreed that development traffic should be assigned to the highway network using a logical and evidence-based methodology.

2.9 Junction Assessment

2.9.1 It is agreed that the Transport Assessment includes assessment of the site access junction, and the following off-site junctions as listed below. The parties do not agree that this represents the full extent of the junctions requiring assessment as per paragraph 3.8.1 below.

- 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

2.9.2 Transport modelling performed by SYSTRA has identified traffic impacts at the Hickings Lane / Coventry Lane double mini island, and High Road / Cator Lane junction, and connections onto the Toton Link Road that all require further assessment.

2.9.3 The parties do not agree that sufficient assessment has yet been undertaken at these locations.

2.10 Capacity Assessments

2.10.1 The parties all agree that junction capacity assessments undertaken in the Transport Assessment should be based on the traditional weekday AM peak period of 08:00-09:00 and PM peak period of 17:00-18:00, in line with industry standard practice.

2.10.2 No party will be raising further issues in relation to junction capacity assessments being discussed outside the peak hours being relevant to this Inquiry.

2.11 Highway Mitigation

- 2.11.1 It is agreed that mitigation has been considered at certain locations which have been identified within the Transport Assessment, however the parties do not agree that the full extent of mitigation required to address the cumulative development scenario has yet been identified, assessed or demonstrated to be deliverable.
- 2.11.2 It is agreed that mitigation proposals have been developed for Bardills Roundabout and the B6003 Stapleford Lane / Swiney Way / Banks Road traffic signals. These mitigation proposals remain subject to assessment and approval by the parties.

2.12 Cumulative Assessment

- 2.12.1 It is agreed that the cumulative impacts of development should be considered having regard to paragraph 116 of the National Planning Policy Framework and paragraph 48 and 49 of DfT Circular 01/2022.
- 2.12.2 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.
- 2.12.3 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.
- 2.12.4 It is agreed that the Appellant has subsequently undertaken further cumulative assessment using the East Midlands Gateway Model (EMGM), and a Draft report of the findings has now been provided to NCC and NH for their consideration.

2.13 Highway Safety

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

2.14 Residual Impacts

2.14.1 It is agreed that paragraph 116 of the National Planning Policy Framework states that development should only be prevented or refused on highways grounds where there would be an unacceptable impact on highway safety or where the residual cumulative impacts on the road network would be severe, taking into account all reasonable future scenarios.

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 Background Traffic Growth

- 3.2.1 The parties do not agree whether the wider Toton allocation and Chetwynd Barracks allocation should be represented through TEMPro growth or explicitly modelled within the future year assessment, nor whether the adopted approach adequately captures the localised and cumulative impacts of these developments on the highway network.

3.3 Trip Assignment

- 3.3.1 The parties do not agree whether the final assignment and distribution of development traffic adequately reflects future route choice, network reassignment and the interaction between the appeal proposal and the wider Toton and Chetwynd allocation.
- 3.3.2 The parties do not agree whether the methodology adopted within the Transport Assessment adequately reflects future route choice, network reassignment, the interaction between development parcels within the wider allocation or cumulative operation of the transport network under future growth scenarios.

3.4 Highway Mitigation

- 3.4.1 The parties do not agree whether the cumulative impacts of the wider Toton and Chetwynd allocation have been sufficiently assessed to identify the full extent of strategic highway mitigation required. This includes disagreement regarding the adequacy of the assessment undertaken for the A6002 Coventry Lane / A6007 Ilkeston Road junction, the Beeston High Road corridor, the Swiney Way corridor, and the proposed Toton Link Road junctions, and the nature, timing and extent of any mitigation that may be required at those locations.

3.5 Cumulative Assessment

- 3.5.1 The parties do not agree on the adequacy of the cumulative assessment and thereby the conclusions to be drawn from the cumulative assessment and the implications on the realisation of the wider allocation to which the appeal represents one part. NH is concerned that whilst the appeal may be able to "wash its own face" in respect of the proposed highway mitigation, it is not satisfied that the appellant has adequately and fully considered the implications on the rest of the allocation. NH is not satisfied that the character and extent of the proposed mitigation is compatible with the prompt and viable realisation of the remainder of the allocation. Insufficient information has been provided to show how the appeal site will interact acceptably with the implementation of the rest of the allocation. It is eager to avoid the appeal's provision of highway mitigation potentially jeopardising the rest of the allocation. This remains a principal matter in dispute.
- 3.5.2 NCC considers that further assessment and reporting is required in relation to the full cumulative development scenario to establish the extent of any mitigation required, the infrastructure necessary to support the wider allocation, and the mechanisms through which such mitigation would be funded, phased and delivered.

3.5.3 The parties do not agree that the cumulative assessment is complete. In particular, there remains disagreement regarding whether sufficient information has been provided in relation to the full cumulative development scenario involving the wider Toton Strategic Location for Growth and Chetwynd Barracks allocation, and the implications arising from that assessment for future mitigation, infrastructure delivery and network operation.

3.6 Residual Impacts

3.6.1 The parties do not agree whether the Appeal Development would result in severe residual cumulative impacts or an unacceptable safety issue on the highway network.

3.7 Infrastructure Delivery

3.7.1 The parties do not agree whether the infrastructure required to mitigate the cumulative impact of the wider Toton allocation and Chetwynd allocation has been sufficiently identified, phased, funded and demonstrated to be deliverable as part of this planning application.

3.8 Junction Assessment

3.8.1 The parties do not agree that the Transport Assessment represents the full extent of junctions requiring assessment in order to understand the cumulative impacts of the wider Toton Strategic Location for Growth and Chetwynd Barracks allocations.

3.8.2 Transport modelling performed by SYSTRA has identified traffic impacts at the Hickings Lane / Coventry Lane double mini island, and High Road / Cator Lane junction, and connections onto the Toton Link Road that all require further assessment. The parties do not agree that sufficient assessment has yet been undertaken at these locations.

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

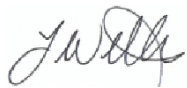


David Frisby BEng (Hons) CEng FCIHT

Director – mode transport planning

4.3 Highway Authority

4.3.1 Signed on behalf of Nottinghamshire County Council



Jan Witko

Team Manager Highways Development Management

4.4 National Highways



4.4.1

Signed on behalf of National Highways

Catherine Townend, Spatial Planner Operations Directorate