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Ashfield Local Plan

Strategic Transport Review

following the removal of the new settlement sites at
Whyburn Farm and Cauldwell Road, and the addition of
13 new housing site allocations

October 2025

Ashfield Local Plan

Transport Review

27th October 2025

RM/JA/Ashfield 26192-01m Transport Review

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1. INTRODUCTION

Context

- 1.1 Ashfield is one of eight local authorities (including Nottingham City) within Nottinghamshire, located to the west of the County and immediately north of the city of Nottingham. Within the District there are circa 128,000 residents across 56,000 households. There are three principal towns within the district: Sutton-in-Ashfield, Kirkby-in-Ashfield and Hucknall. The resident population expands during the workday with a net inbound commute into circa 62,000 jobs including to the employment clusters at local motorway junctions and principal roads.
- 1.2 Ashfield District Council (ADC) is preparing a new Development Plan which will inform sustainable development within their District for the period between 2023 and 2040. To meet the needs of the district the current Development Plan proposes to build 446 dwellings per annum for the period 2023 to 2040, a total of 7,582 new homes which will represent an increase in the total number of homes by circa 12.5%.
- 1.3 The new Development Plan is currently undergoing examination. In January 2025, the Inspectors paused the examination and requested that ADC provide greater certainty regarding the effectiveness and soundness of the spatial strategy. In response, a further thirteen urban focused housing allocations were identified which are broadly clustered around existing towns, particularly Kirkby-in-Ashfield and Sutton-in-Ashfield. This reinforces sustainable travel by locating growth near existing bus, walking and cycling networks and therefore reducing car dependency. The average size of these allocations is sixty-four dwellings. This transport review has been updated to consider the implications of these, along with the removal of strategic sites S6: Whyburn Farm and S7: Cauldwell Road.

SYSTRA transport study (2023)

- 1.4 The East Midland Gateway Model (EMGM) is a strategic transport model which includes the authorities of Nottingham City, Ashfield, Broxtowe, Erewash, Gedling, Rushcliffe, Derby City, Amber Valley, South Derbyshire, Charnwood and North-West Leicestershire. SYSTRA, in consultation with Nottinghamshire County Council and National Highways, has tested the transport implications of the emerging Development Plan for ADC. The strategic transport model tests the overall level of growth aligned with the National Traffic Model and local planning assumptions as reported in DfT Trip End Model Presentation Programme (TEMPro).
- 1.5 The SYSTRA transport study <https://www.ashfield.gov.uk/local-plan-examination/submission-documents-and-evidence-base/> assumed a Development Plan base year of 2022 (to reflect the year of assessment) with an end of plan year of 2040. The study assumed that 7,068 dwellings would be built in this period equivalent to 442 dwellings per annum (using the most up to date Local Housing Need as derived from the Standard Method at point of assessment). The allocations included in the model are shown in **Figure 1** and **Figure 2**.



- 1.6 Of the 7,068 dwellings, 5,468 dwellings were explicitly modelled as these would come forward in larger sites, and the remaining dwellings were accounted for with general growth projections as forecast in TEMPro. A significant allowance has been made within the model for background growth, at circa 22% from 2016, which includes demands from developments in the surrounding Districts. The Development Plan was rebased to 2023 – 2040 (as set out in para.1.2 above).
- 1.7 The transport study included changes to the transport network. Active travel improvements include 40km of cycle path (largely off highway) at a cost of £4.4M in addition to four cycle routes which will be funded by the Towns Fund Investment Plan <https://www.ashfield.gov.uk/business-licensing/regeneration-and-funding/>.
- 1.8 Passenger transport improvements include the opening of the Maid Marian Line to passenger travel and introduction of additional bus services.
- 1.9 The rail improvements would be funded from a range of sources including developer contributions. The costing and business case for the Maid Marian Line have not been published and for the Development Plan is not dependent on this scheme.
- 1.10 It was assumed that bus improvements would require pump priming at £7.43M. Highway improvements include corridor improvements on the A38, costing £8.5M-£13.5M, and A611, costing £16.7M-£25M and local junctions at £3.2M identified works plus further unidentified works at 17 junctions.
- 1.11 The overall mitigation package is estimated to be in excess of £40M-£50M of which the majority would be highway improvements (costs for the Maid Marian Line are not included in this figure). As set out in the Ashfield District Council Infrastructure Delivery Plan Update (IDP), October 2024, it is not expected that the improvement works would be solely funded from developer contributions.
- 1.12 Since the transport study was undertaken the 2 proposed new settlements S6 Whyburn Farm, with 3,000 dwellings (1,600 to be delivered within the Plan period) and 11ha employment land, and S7 Cauldwell New Settlement, with 1,000 dwellings (315 to be delivered within the Plan period), which were planned as new standalone communities will not be brought forward in the Regulation 19 Submitted Development Plan. Both sites were included within the 5,468 dwellings explicitly represented in the model. The removal of the sites does not, however, represent a reduction in the number of dwellings planned for in strategic policy (albeit the fact that the specifically identified site currently amount to a reduced supply), and in modelling terms the difference is primarily related to how this growth is manifest within the transport evidence.

Purpose of Study

- 1.13 To consider the implications of this change David Tucker Associates (DTA) has been commissioned by ADC to review the transport evidence on which the Development Plan is



based and advise.

- 1.14 This review is informed by publicly available information and reports on the examination pages of the Local Plan on the ADC website <https://www.ashfield.gov.uk/local-plan-examination/>. In addition, as set out below, custom reporting of the transport modelling has been obtained from SYSTRA to allow the travel demand to be interrogated on the local road network.

Summary

- 1.15 The spatial strategy of ADC to reinforce the existing communities by focusing development on existing population centres together with an already well-developed road network requires no strategic highway intervention requirements such as new roads or bypasses in the period to 2040 although localised improvements primarily at key junctions will be required as set out in the IDP.
- 1.16 The Maid Marian line is a current freight line that could be upgraded for passenger use. This would form a new passenger rail connection within the district, but this does not provide additional stations and will not have a significant bearing on development pattern which is not primarily transit oriented.
- 1.17 A transport study was undertaken by SYSTRA to inform the Development Plan. Two strategic settlement sites, Whyburn Farm and Cauldwell, are not progressing with the development plan however the overall level of growth planned within the District is unchanged with an additional 446 houses per annum compared to a modelled 442 dwellings per annum which included the strategic settlement sites.
- The Whyburn Farm site is located to the north-west of Hucknall and would be accessed from the A611.
 - The Cauldwell Road site is located between the A611 Derby Road and the A617 Coxmoor Road.
- 1.18 The location of these two sites is shown in **Figure 2**.
- 1.19 The modelling which has been undertaken shows that the development demand from the two sites could be accommodated on the transport network but there will be an increase in delays within the network as a result. Moreover, particularly for the Whyburn Farm site there will be a reassignment of traffic within the network given the redundancy (alternative route availability) within the network.
- 1.20 The sites are located broadly in line with the existing settlement pattern within the District such that the principal benefit in running the model is where the most concentrated demand local to the site would impact on the operation of the local road network. However, the location of the two sites adjacent to principal roads within the district limits the



concentration of demand on local roads.

- 1.21 There is, however, little benefit to re-running the model to test the changes to the plan as the overall level of demand that will be experienced within the district is largely unchanged. This is because the key areas of impact are identified on the strategic and principal road network rather than local road network, and that significant levels of growth are assumed on these routes because of overall growth across the district.
- 1.22 Arising from the SYSTRA study are a package of improvements the combined cost of which is £40M-£50M. Active travel, passenger transport and localised interventions at junctions are proposed to adapt transport system and improve connectivity to reflect future patterns of demand.
- 1.23 Overall, the net delay within the road network is higher than in the reference case even with the mitigation in part because there are a greater number of trips being completed but also because a number of junctions are operating at higher levels of stress.



2. ASHFIELD LOCAL PLAN

Background and Current Position

2.1 The current Local Plan was adopted in 2002 to cover the period up to 2011. Since then, ADC has submitted two previous Local Plans for examination.

- The Ashfield Local Plan 2014 was submitted for examination in December 2013 but, under the recommendation of the Inspector, it was withdrawn in July 2014.
- The Ashfield Local Plan 2016 was submitted for examination in February 2017 but, following a resolution passed at the Full Council meeting in September 2018, it was withdrawn and work commenced on a new Local Plan.

2.2 ADC is now currently preparing a new Local Plan which will guide sustainable development in the District up to 2040. ADC consulted on the new draft Local Plan in 2021 (Regulation 18). A consultation on the pre-submission draft Local Plan (Regulation 19) took place at the end of 2023 and early 2024.

2.3 The new Local Plan sets out a vision for the future, a framework for meeting identified needs and priorities, and a way in which communities can get involved in shaping the future of the area. The plan considers land use needs for specific types of development and identifies sites and areas of protection. It also provides the basis upon which planning applications will be determined, outlining the main criteria that the Council will employ in assessing planning proposals within the District.

2.4 ADC have now submitted the Local Plan to the Secretary of State to be examined by an independent planning inspector (Regulation 22). The documents were submitted for examination in April 2024.

2.5 As the Plan states, the Government, through the NPPF, emphasises the importance of providing a supply of housing required to meet the needs of present and future generations as a means to support strong, vibrant and healthy communities. Broadly, the plan process for managing housing delivery falls into two parts:

- Setting out housing requirements – ensuring that the Local Plan meets the identified housing need (both market and affordable housing); and
- Allocation of housing land – Identifying a supply of specific achievable (i.e. deliverable or developable) housing sites for the entire Plan period (2023 to 2040).

2.6 Strategic Policy S7 sets out the overarching housing requirements for the District. This section identifies and allocates housing sites that will be developed to ensure that the housing target of 7,582 homes is met during the plan period. To meet this the district will need to build on average 446 dwellings per annum for the period 2023 to 2040, a total of 7,582



new homes which will represent an increase in the total number of households by circa 12.5%.

- 2.7 The housing target has varied through the development of the plan. For example, at the Regulation 18 stage the identified need was marginally higher than at present. It was then proposed for the period 2020 to 2038 to provide 457 dwellings per annum, resulting in a forecast need for 8,226 dwellings. The emerging plan then over-provided by allowing for 8,814 dwellings.
- 2.8 Policy H1 allocates large housing sites (those capable of accommodating ten or more dwellings) which will contribute towards providing the assessed housing need identified in Strategic Policy S7 <https://www.ashfield.gov.uk/local-plan-examination/submission-documents-and-evidence-base/> .
- 2.9 The Regulation 18 Local Plan included the proposed strategic employment sites adjacent to M1 J27 and identified new settlements at Whyburn Farm for mixed use housing and employment, and on land at Caldwell Road New Settlement for housing.
- 2.10 The examination of the Development Plan is on-going. In January 2025, the Inspectors advised ADC that the hearings would be paused pending resolution of the following issues:
- Whether the Council can identify any further sites for allocation in accordance with the submitted plan's spatial strategy to meet housing needs? If not, could any sites of greater than 500 dwellings be identified for allocation whilst maintaining the dispersed approach?
 - If further sites cannot be identified, then how could the Plan and its spatial strategy be modified to make it effective, justified and sound in seeking to meet housing needs in full over the plan period.
- 2.11 In response ADC identified additional urban focused allocations to deliver 828 dwellings, which when taken together with information from more recent monitoring data met the identified level of need for the entire LP period (with a small buffer of approximately 2% at that time). This does not represent a change in the overall number of dwellings to be delivered in the plan period but provides greater certainty regarding to locations in line with the overall spatial strategy to support existing communities within the district. This approach reinforces existing service centres and leverages current bus, walking and cycling network to optimise existing transport and social infrastructure thereby reducing the risk of unsustainable travel patterns.
- 2.12 In total there are thirteen urban focused allocations. The average size is sixty-four dwellings. The largest site comprises three hundred dwellings. The locations are shown on **Figure 4**.



Strategic Sites – New Communities

- 2.13 The formation of new settlements was considered as reported in the Ashfield New Settlements Study (AECOM – March 2021).
- 2.14 Whyburn Farm proposal is for a residential-led mixed use community which within the Plan period could provide 1,600 homes, equivalent to circa 20% of the planned homes, and 11ha employment land. It would be located to the northwest of Hucknall within land which is currently green belt. Access to the community would be via a new junction on the A611.
- 2.15 In terms of the external vehicular demand generated, at the site access traffic would be routed roughly evenly at the site access north and south. The northbound traffic includes all demand (17% all external demand) to and from the M1 motorway which would route via Junction 27. The southbound traffic includes the Nottingham bound traffic (circa 26% all external demand and the majority of the Hucknall bound traffic (circa 28% all external demand).
- 2.16 Cauldwell Road proposal is for a residential led community which within the Plan period could provide 315 homes, equivalent to circa 4% of the planned homes. It would be located to the west of Sutton in Ashfield on land which is currently countryside. Access to the community would be via a new junction onto Cauldwell Road and Derby Road.
- 2.17 In terms of the external vehicular demand generated, given the dual site accesses the routeing will be subject to their phasing. It is however a smaller quantum of traffic to Whyburn Farm, but here too there is the potential for the traffic to disperse within the road network.

Existing Conditions

- 2.18 The M1 Motorway, a dual four lane motorway, is a key element of the Strategic Road Network (SRN) running from London to Leeds. The M1 is not aligned with the administrative boundaries but runs within or close to west of the District from south to north. There are two junctions which serve the District.
- 2.19 M1 Junction 27 is located centrally within the District between Hucknall and Kirby-in-Ashfield. From Junction 27 the A608 runs eastwards for c. 2km to the A611, a local A-road from Mansfield to the north to Nottingham to the south and which provides access to Kirkby in Ashfield and Hucknall.
- 2.20 M1 Junction 28 is located outside the District from the A38 runs from West to East across the District, between Sutton-in-Ashfield and Kirby-in-Ashfield through to Mansfield. The A38, whilst not part of the Strategic Road Network (SRN), is the principal link from the M1 to Mansfield is the immediately adjacent largely urban district with a population of 108,000 residents.



- 2.21 Running broadly parallel to the M1 corridor is the A60 which runs from Worksop to the north, through Mansfield, to Nottingham to the south (shown in Appendix A). The A60 is outside the district but provides an alternative north south route for wider travel demand.
- 2.22 The Robin Hood Line runs through Ashfield from Nottingham to Worksop, via Mansfield with stations in Hucknall, Newstead, Kirkby-in-Ashfield, and Sutton Parkway. There is a proposal to reopen the Maid Marian Line from Kirkby-in-Ashfield to the Erewash Line for passenger transport. The Nottingham Express Transit (NET) runs from Hucknall to Nottingham.

Transport Strategy

- 2.23 The Transport Strategy considered in the SYSTRA report seeks to accommodate forecast growth on strategic and principal roads and limit increases in traffic on less suitable routes. This is based on the existing road classification system whereby it is assumed that motorways and A-roads can best accommodate additional demand.
- 2.24 There are two significant transport studies undertaken by AECOM for the A611 and A38 corridors. The unpublished studies identify several improvement schemes to increase vehicular capacities within these corridors. These are adopted within the IDP as the proposed transport works which will be funded in part from contributions from developments.
- 2.25 From the modelling undertaken by SYSTRA, several improvement schemes to primarily to increase vehicular capacity have been identified. These are adopted within the Local Plan as the proposed transport works.
- 2.26 SYSTRA deem that the potential to address demand on public transport and active travel modes is not significant.

Changes to Planned Development

- 2.27 The following two strategic sites which together would have contributed around 25% of the planned homes within the district have been removed from the Local Plan:
- S6 Whyburn Farm, Hucknall (1,600 dwellings within the Plan period and 11ha employment)
 - S7 Cauldwell Road, Sutton (315 dwellings within the Plan period)



3. TRANSPORT MODELLING

Overview

- 3.1 Strategic transport modelling has been undertaken to test the ability of the transport network to support the forecast demand. The modelling has identified where the infrastructure should be adapted.
- 3.2 The modelling and appraisal were undertaken by SYSTRA. SYSTRA was commissioned to test the implications of the developments in the emerging Local Plan using the East Midlands Gateway Model (EMGM). One future assessment year of 2040 is tested as part of this study.
- 3.3 The EMGM is a multimodal transport model built following the guidance in DfT's TAG Unit M2. The model includes the authorities of Nottingham City, Ashfield, Broxtowe, Erewash, Gedling, Rushcliffe, Derby City, Amber Valley, South Derbyshire, Charnwood and North-West Leicestershire. All strategic roads, major A, B and important minor roads are modelled in these areas.
- 3.4 The Local Plan developments included in the model are shown in **Figure 1**. These include employment allocations, housing allocations and new settlement allocations. As the EMGM is a strategic model, only developments greater than 250 houses or equivalent are explicitly coded into the model. As many of the Local Plan sites are below this threshold this was reduced to 180 houses, and where a number of smaller developments were in close proximity, these were modelled as a series of development clusters by combining them into a single zone. The Whyburn Farm and Cauldwell settlement sites were included.
- 3.5 Thirteen additional allocations were identified in 2025. These are shown on **Figure 3**. Only one site was of sufficient size to warrant explicit representation within the model. This was the Newark Road/Coxmoor Road with 300 dwellings. Whilst the Newark Road/Coxmoor Road allocation meets the criterion for detailed inclusion within the model it is geographically very close to the removed S7 Cauldwell Road which was of equivalent size and hence similar in transport implications. The next largest site was Rookery Lane with 78 dwellings which does not meet the model criterion.

Reference Case

- 3.6 A 2040 Reference Case represents the 'most likely' future year scenario considering planning permissions and allocations at the time of the study but excluding the developments associated with the Ashfield Local Plan. The Reference Case only includes development expected between 2017 and 2040.
- 3.7 To arrive at the 2040 Reference Case, SYSTRA made several assumptions:
 - Growth constrained to TEMPro 7.2 growth assumptions between 2016 and 2040, applied



to those areas outside of Ashfield. This is applied at a ward/district level within the simulated modelled area and at a regional level outside this area;

- East Midlands Airport growth to 2040; and
- HS2 Toton (included, as the SYSTRA assessment predates the latest rail plan).

3.8 The growth in highway trips between the 2016 base and the 2040 Reference Case for the AM and PM peaks. There is a 22% growth in highway trips between 2016 and 2040 in the AM peak and 21% in the PM peak compared to the 2016 base year. The number of trips and growth rates are summarised in **Table 1** below (taken from SYSTRA report).

Table 1 – Growth in Highway Trips (passenger car units/hr)

Peak	2016 Base Year	2040 Reference	% Change from 2016
AM Peak	321,220	392,250	22%
PM Peak	323,893	392,751	21%

Planned Development

- 3.9 Model includes a significant proportion of background growth (22% over 2016 levels) before the Development Plan sites are added onto the baseline scenario. The Development Plan sites relate to a further 12.5% of growth in households in addition to overall background growth.
- 3.10 The SYSTRA report includes the two-way trip generations in Table 3 which are stated to be PCU (Passenger Car Units).
- 3.11 For the two settlement sites which are no longer progressing, the forecast garden gate demand is summarised in **Table 2**. These are the trips as would be viewed by an observer at the home trip end. As set out above, the number of proposed houses will not significantly change as whilst the sites are no longer progressing the home trip end will change but the non-home trip end will not. This includes a select link analysis for the larger Whyburn Farm site.



Table 2 New Settlement Demand (Garden Gate)

	AM Peak			PM Peak		
	Inbound	Outbound	2-way	Inbound	Outbound	2-way
Whyburn Farm						
Person trips (SYSTRA Table 3)			1619			1499
Select Link Analysis	357	830	1186	671	438	1109
Cauldwell Road						
Person trips (SYSTRA Table 3)			267			242

- 3.12 It is evident that the volumes of trips are modest in the context of the overall traffic within the study area as reported in **Table 1** and indeed in the context of growth. In practice, the trip ends within the district remain unchanged so the removals of the sites do not represent a reduction in trips within the network but how these manifest.
- 3.13 The Whyburn Farm demand is much higher by virtue of the size of development and the employment element. The demand disperses rapidly and at the access is split roughly 50:50 north and south on the A611. The select link analyses for the Whyburn Farm settlement site is shown below in **Figure 3**. As above, the removal of the largest of the two sites does not directly correspond to a reduction by a commensurate amount of traffic on the network, and a non-home trip ends are unchanged and there is redundancy within the network which allow traffic to re-route. In broad terms given the standalone nature of the development, the development could be relocated within the corridor without material changes in the overall link flows.
- 3.14 The Cauldwell Road demand, is much less than Whyburn Farm and so the potential to change traffic patterns is less. There is potential uncertainty with respect to the phasing of the accesses but given the relationship of the site with the principal road networks, and principal settlements, including Sutton in Ashfield and Mansfield, it is clear that the traffic would disperse rapidly on the local road network to a level that is immaterial (30 vehicles per hour). If this traffic had been treated as general growth within the A38 and A611 corridors within the district i.e. within the principal settlements, then there would be less demand on Cauldwell Road but this in the worst-case scenario, i.e. with the settlement, is demonstrated to cope with demand. Of the additional allocations identified in 2025 for inclusion, the Newark Road/Coxmoor Road site (300 dwellings) is both geographically very close to the removed S7 Cauldwell Road site (315 dwellings to be delivered within the plan period) and is of equivalent size. It can therefore be considered a direct replacement.
- 3.15 The remaining additional allocations identified in 2025 are too small to be explicitly represented in the model and are already accounted for through general growth assumptions (TEMPro).



4. MITIGATION

- 4.1 The improvement works identified within the strategic transport study will be delivered in part by planned development within the district as set out in the IDP. There will not be a CIL to apportion costs on a per dwelling basis and therefore it will be necessary for developments to bring forward the works either via direct S106 contributions or S278 works. Note that it is likely that through the Transport Assessment process it is likely that site specific improvements will be required in addition, in particular with respect to walking, cycling and public transport services.
- 4.2 In interpreting the outputs, it is anticipated that total travel time will increase in part as a function of the additional trips being made within the network.

Proposed Mitigation Measures

- 4.3 The SYSTRA report summarises the mitigation measures identified on the network. The measures identified in the modelling report include improvements to buses, rail, pedestrian and cycling and highway works. A location plan is included in **Figure 1**. This shows the location of the junctions to be mitigated in relation to the Development Plan sites and the district boundary. A list of the junctions to be improved within Ashfield District is shown in **Table 3**.



Table 3 Proposed Development Plan Mitigation within Ashfield District

Junction Number	Junction Name	Mitigation	Indicative Cost	Developer Contribution as per IDP
3	23404, Nottingham Rd/ Annesley Lane	extend the flare within current carriageway	£100,000	100%
5	23402, Annesley Lane/ Portland Rd	No mitigation Solution Found		
6	M1 junction 27	Additional dedicated left turn lane on all approaches with the exception of the M1 southbound Slip on.	£450,000	15%
7	B6018 (Pinxton Road) / Laburnum Avenue junction	Traffic management to prevent 'rat running'	£250,000	100%
22	Mansfield Rd / Kings Mill Road East / Sutton Rd	Optimise signal timings		
23	A38 / Alfreton Rd / Pinxton Lane	Change lanes markings to encourage greater lane usage	£50,000	100%
25	Derby Rd / Shoulder of Mutton Hill	Optimise signals		
26	Nuncargate Rd / Nottingham Rd / Shoulder of Mutton Hill	No mitigation Solution Found		
28	Alfreton Rd / Sandhill Road	No mitigation Solution Found		
29	Willey Lane / Alfreton Road / Main Road	No mitigation Solution Found		
36	M1 Junction 28	Implement the National Highways Interim scheme which is already programmed for construction	£750,000	15%
37	Kings Mill Rd East/ Sutton Rd	Add additional lanes to help turning movements	£5-7.5m	15%
38	Kings Mill Rd East/ Station Rd	Add additional lane heading WB	£3-5m	15%
40	A611/ Annesley Rd Roundabout	Add additional lanes	£1.9-2.8m	100%
41	A611/ Annesley Cutting	Add additional NB lane	£5.5-8m	100%
42	Forest Rd/ School Hill	Add additional NB lane	£1.1-1.7m	100%
43	A611/ Midfield Rd	Provide space for right turning vehicles	£1.6-2.4m	15%
44	A611/ B6020 Diamond Ave	Add in proposed signalised gyratory	£3.4-5m	100%
45	A611/ B6139 Coxmoor Rd	Add additional lanes to help turning movements	£2.5-3.7m	100%
46	A611/ Cauldwell Rd	Add additional NB lane to allow merging	£1.2-1.9m	100%
Total excluding junctions for which no mitigation identified			£26.8M-£39.1M	

4.4 The above junctions include significant improvement works both on the A38 (orange) and A611 (blue) which were previously identified by AECOM within their respective transport studies. The schemes identified in this mitigation package provide significant benefit to



adjacent areas outside of Ashfield and will act as potential mitigation for Development Plans in these areas (including Mansfield, Amber Valley, Erewash, Gedling and Nottingham).

- 4.5 Several improvement schemes are identified outside the District as set out in **Table 4**. In practice, most of the locations identified are remote from any development within the district and should be omitted from the requirements. These sites have been struck through.

Table 4 – Proposed Development Plan Mitigation outside of Ashfield District

Junction Number	Junction Name	Mitigation	Indicative Cost	
1	A6002 Hucknall Lane / A611 Moor Bridge roundabout	Segregated left-hand lane turning from Hucknall Lane north to Moor Bridge	£350,000	0%
4	A6002 Sandhurst Rd / Squires Avenue junction	Signal cycle time adjusted to provide more capacity.		
13	Old Mill Lane / Clipstone Rd	Optimise signal timings		
14	Abbott / Brick Kiln Lane	Right turn flare lane	£50,000	100%
15	Highbury Rd / Cantrell Rd	Signalise junction	£150,000	
16	Larkfield Rd / Kimberley Rd	Signalise junction	£150,000	
18	Watnall Rd / Kimberley Rd	Optimise signal timings		
21	Eastwood Road / Main St / Nine Corners	Signalise junction	£150,000	
24	Nottingham Rd (B600) / A38 WB Off	Add traffic signals	£120,000	
33	Crabtree Road / Seller's Wood Dr	Traffic management on Hemphill Lanes	£150,000	
39	Sutton Rd/ Sheepbridge Lane	Add left turn from Sutton Rd to Sheepbridge Ln	£0.5-1m	15%
47	B6019 Mansfield Lane/ Storth Lane	Signalise junction	£150,000	
48	Nottingham Rd/ A610 slip	Signalise junction	£150,000	100%
49	A609 Nottingham Rd/ Thurman St	Signalise junction	£150,000	100%

- 4.6 The overall network statistics with full mitigation are summarised in Tables 12 and 13 of the SYSTRA report and reproduced as below as **Table 5** and **Table 6** respectively.

Table 5 AM Network Statistics – Full Mitigation

Indicator	Reference	With Development	With Development With PT Mitigation	% Change
Over Capacity Queues (congestion)	1,394	2,136	1,979	21%
Total Travel Time (PCU hrs)	31,425	32,496	32,457	4%
Average Speed km/hr	41	39	39	7%

Table 6 PM Network Statistics – Full Mitigation

Indicator	Reference	With Development	With Development With PT Mitigation	% Change



Over Capacity Queues (congestion)	1,931	2,276	2,074	58%
Total Travel Time (PCU hrs)	32,712	33,356	33,310	7%
Average Speed km/hr	41	40	40	25%

4.7 The existing transport system has a clear hierarchy of routes and the level of growth planned for the district can be accommodated within the existing transport system and targeted interventions at key nodes will maintain the hierarchy i.e. avoid displacement of demand onto the secondary and tertiary networks.

4.8 Overall, SYSTRA conclude that

“Whilst the proposed mitigation package does not fully mitigate the overall impacts of the Local Plan developments, it is difficult to achieve higher levels of mitigation due to the strategic nature of this assessment and also the fact that the remaining increases in congestion are spread over a significant area and constitute small increases at junctions in the immediate vicinity of the individual development sites. Further mitigation will be achieved during the detailed application stage when local junction improvements are likely to be required to accommodate the individual developments.”



5. CONSULTEE RESPONSES

5.1 A Statement of Common Ground on the Development Plan is agreed with both Nottinghamshire County Council (NCC), as the local highway authority, and National Highways (NH), who manage the strategic road network on behalf of the Department for Transport. NH and ADC have agreed that:

- Transport modelling has not identified any insurmountable constraints in Ashfield District and along the Strategic Road Network, in particular Junctions 27 and 28 of the M1 Motorway, arising from the policies and proposals in the Ashfield Local Plan.
- The Ashfield Local plan will seek mitigation measures for required transport improvements to which developer contributions and/or developer-led schemes (i.e. Sec.278s) will be sought. These are included in the Infrastructure Delivery Schedule within the Ashfield Infrastructure Delivery Plan (IDP), November 2023.
- Any planning obligations sought as part of new development will be directed to infrastructure improvements where mitigation measures have been identified.

5.2 In addition, National Highways had made the following comments to the Ref 19 submission

National Highways has welcomed engagement with the Ashfield Transport Study (2023) which forms a key part of the Local Plan evidence base identifying the traffic and transport implications of the Local Plan growth.

The Transport Study includes modelling of the strategic traffic impacts of Local Plan allocations using the East Midlands Gateway Model. With regards to the SRN, this has identified cumulative impacts at M1 junction 28 and M1 junction 27 which will require mitigation to accommodate the Local Plan growth.

With respect of highways improvements designed and delivered by National Highways, our funding is determined through the Government's Roads Investment Strategy (RIS) in five-year funding periods. 'Committed' schemes are identified years prior to the RIS period in which they are to be constructed.

As such, unless a scheme is already 'committed' within the RIS, it is unlikely that National Highways would be able to forward fund improvements. This means that in these circumstances we would not support a developer contribution approach. Instead, where feasible, we will seek to ensure that highway improvements are secured via a Section 278 agreement under the 1980 Highways Act whereby the necessary infrastructure is designed and delivered by the developer.

With regards the traffic impacts at M1 junction 27, whilst there will be some cumulative impacts at this junction resulting from the growth dispersed across the district, a significant portion traffic at this junction will be generated by the strategic employment allocation at M1 junction 27 (Policy S6). In light of this, we consider it feasible and appropriate for the development(s) within this allocation to be responsible for delivering the necessary



improvements at M1 junction 27. Should the allocation be brought forward by more than one developer/applicant we consider that a Supplementary Planning Document (or similar) may be necessary to guide a Masterplan for the site which would set out any phasing and identify the scale and timings of infrastructure needed to facilitate the cumulative impacts of the allocation.

- 5.3 The focus of the NH commentary is based on the operation of the M1 junctions. Here their recommendation is for the mitigation at Junction 27 to be provided by the employment sites proposed immediately adjacent to the junction. This approach is unaffected by the removal of the settlement sites.

The situation at M1 junction 28 is slightly more complicated as the traffic impact at this junction is the result of the cumulative growth across the district as opposed to one or more individual allocations. It is also worth noting that congestion at this junction particularly in the peak hours is an existing concern. In response to the existing issues, National Highways has been working to identify potential mitigation options for the short term. This has led to the identification of an 'interim' scheme which could be delivered subject to funding. At the same time, we are continuing to place efforts into developing a more substantial solution to support future growth and whilst this is one of our higher priorities for the region, there is no guarantee as to if or when we could expect funding of these improvements to be awarded through a future RIS period.

- 5.4 Junction 28 currently experiences stress during the peak hour periods, but it is outside of the district, a junction which includes two strategic roads (M1 and A38T) and the traffic impact at the junction is clearly not solely due to development within the district.

Notwithstanding this, we welcome that the need for improvements at M1 junction 28 to support the district's growth has been acknowledged and included in the Infrastructure Delivery Plan (IDP). This strengthens our case for investment under a future RIS period. In the meantime, it may be necessary to secure interim improvements to this junction by way of developer led schemes (as per M1 junction 27) which will be determined on a case-by-case basis at the planning application stage. These improvements could take the form of our interim scheme mentioned above or an alternative scheme put forward by the developer. In summary, we consider that the traffic impacts of the Local Plan with respect of the SRN have been satisfactorily assessed as referenced in our signed Statement of Common Ground (SoCG) with the Council.

In conclusion we have no objections to the Local Plan with regards to its legal compliance, soundness, and meeting the duty to cooperate. See attached representation.

- 5.5 NCC and ADC have agreed that:
- The East Midland Gateway Model (EMGM) is an appropriate model to understand the implications of growth on the highway network.
 - Ashfield Council has cooperated with Nottinghamshire County Council and National Highways, and no 'show-stopping' transport constraints have been identified by these



organisations.

- The transport modelling has identified that some junctions within Ashfield District would still be operating above capacity as a result of the development proposals contained in the Local Plan. However, the policies in the Local Plan would deliver viable options to mitigate impacts, including measures to encourage modal shift.
- The Ashfield Local Plan will seek mitigation measures for required transport improvements to which contributions will be sought from developers. This is included in the Infrastructure Delivery Schedule within the Infrastructure Delivery Plan (IDP). Both councils will cooperate to ensure there is a strategy to collect developer contributions towards these schemes on an equitable basis.

5.6 In addition, NCC had made the following comments to the Ref 19 submission

NCC supports the principle outlined under paragraph 9.107, namely that the Council will seek to ensure that the cumulative impact of development in the wider area will not adversely affect the operation of the highway and public transport network and that this will be achieved through the implementation of highway projects identified through the IDP. The projects within the IDP are based on the results of the Ashfield Transport Study 2023. NCC is generally happy with the methodology used by the District Councils strategic transport assessment and understands that this represents a worst case scenario as it contains some larger sites in the modelling that are not now being promoted through the plan, such as Whyburn Farm. This is not an ideal scenario and as a result the modelling results inflate the likely overall levels of additional network flows and potentially distort exact location of any pressure points on the network. NCC agrees that the impacts therefore will be lower than predicted and that the mitigation proposed within the Infrastructure Delivery Plan is more than adequate. NCC has a concern however that costs for the proposed mitigations are very much on the low side and unless this is addressed it may affect what mitigation will be delivered in totality. It is also concerned that without an established mechanism for collecting proportionate developer contributions towards delivering the mitigation in the IDP, the projects will be undeliverable.

- 5.7 As set out in this report the overall number of dwellings that are proposed has not materially changed and the overall travel demand that will occur within the district will be equivalent to the level which has been modelled.
- 5.8 The removal of Whyburn Farm from the sites will not significantly distort the exact location of pressure points on the local road network as the Whyburn Farm site loaded demand directly onto the principal road network.
- 5.9 The schemes assessed within the study are high level schemes which will require further development and refinement. They do however provide an indication of the level and cost of intervention required to accommodate growth. The costs may in some instances be underestimates of the actual costs of delivering these schemes and in these instances the schemes will need to be designed to be deliverable within the available funding.



It is noted that paragraph 9.107 states that ‘where appropriate, developer contributions will be required to enable transport improvement works within the affected area’. However, in order for the Local Plan policy to be effective it needs to make clear that proportional contributions will be sought to mitigate the cumulative impact of development and ideally outline a mechanism under which housing and employment development should contribute to the highway and transport mitigations identified in the Infrastructure Delivery Plan. NCC wishes to agree a method for securing, prioritising and delivering strategic transport infrastructure and recommends that Ashfield replicates the approach followed by Mansfield DC to agree a formula for calculating proportionate contributions to strategic transport, subject to scheme costs and the formula being updated and reviewed throughout the life of the plan. The County Council is willing to work with the District Council further to make the Plan policies with regard to strategic transport infrastructure effective by including the outline of a delivery mechanism within the IDP or elsewhere.



6. CONCLUSIONS

- 6.1 Ashfield District Council has developed a new Development Plan to shape the district for the period 2023 – 2040 with the proposal of building 7,582 new homes. This plan has been informed by a transport study which was undertaken by SYSTRA in consultation with the highway authorities. This independent review has considered the impact of the removal of two sites from the Plan and whether the resilience of the study recommendations to changes to the preferred spatial distribution of housing.
- 6.2 Instead of providing some planned housing as new standalone communities these homes will now be located to strengthen existing communities. The overall number of houses to be built remains unchanged.
- 6.3 The proposed transport strategy includes active travel and passenger transport initiatives but no significant change in the future transport mix is sought. Rather improvement works will strengthen the existing road hierarchy with targeted capacity improvements to the primary roads and junctions in conjunction with traffic calming measures to protect routes that are less suitable to accommodate additional demand. The traffic modelling shows that this strategy will be effective.
- 6.4 In planning terms, the re-running of the model, because of the removal of the settlements, will not lead to better decisions. A model is a tool to support decision making rather than a deterministic tool. Here the model already reflects the overall challenge to provide for growth and the absence of the need for a strategic scale of highway infrastructure improvement. This is agreed by the highway authorities.
- 6.5 The removal of the strategic site at Cauldwell Road will not have material difference on overall travel patterns in the northern part of the district. This is further lessened by the identification of the additional allocation at Newark Road and Coxmoor Road of a directly equivalent size.
- 6.6 The removal of the strategic site at Whyburn Farm represents a larger change as it is over five times larger than the Cauldwell site. The development itself however took advantage of the inherent capacity within the A611 corridor such that only localised junction works would be required to adapt to the future pattern of demand.
- 6.7 Additional urban focused allocations were identified in 2025 for inclusion in the plan. These are generally small and, whilst these provide more granular detail, these sites are not of sufficient size to be directly represented in the modelling, as they are appropriately accounted for at this stage through TEMPro.
- 6.8 Overall, the removal of the strategic sites will not change the overall level of demand that will be generated by development over the plan period within the district. Whilst there will be changes to the pattern of demand local to the development sites which have been removed,

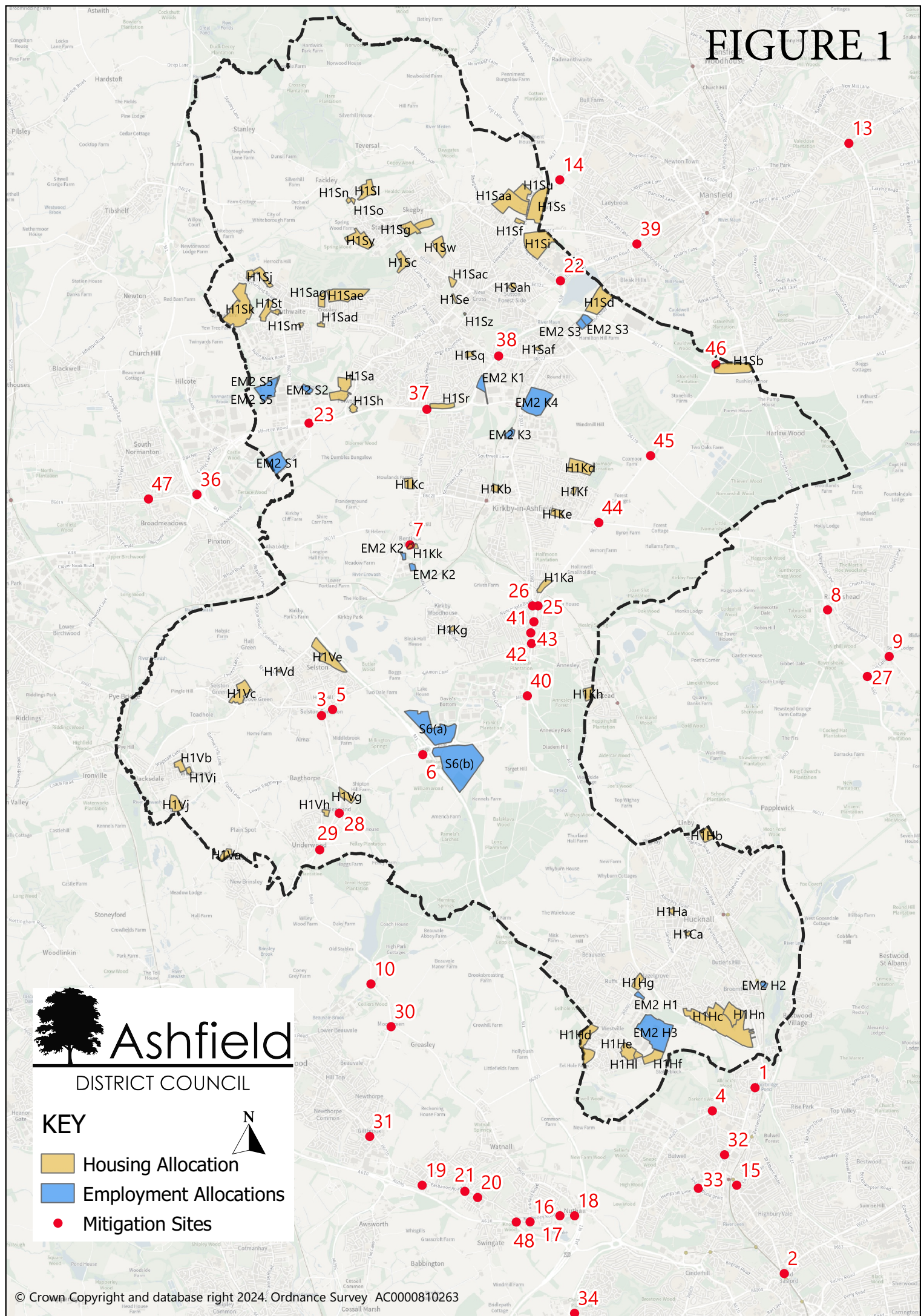


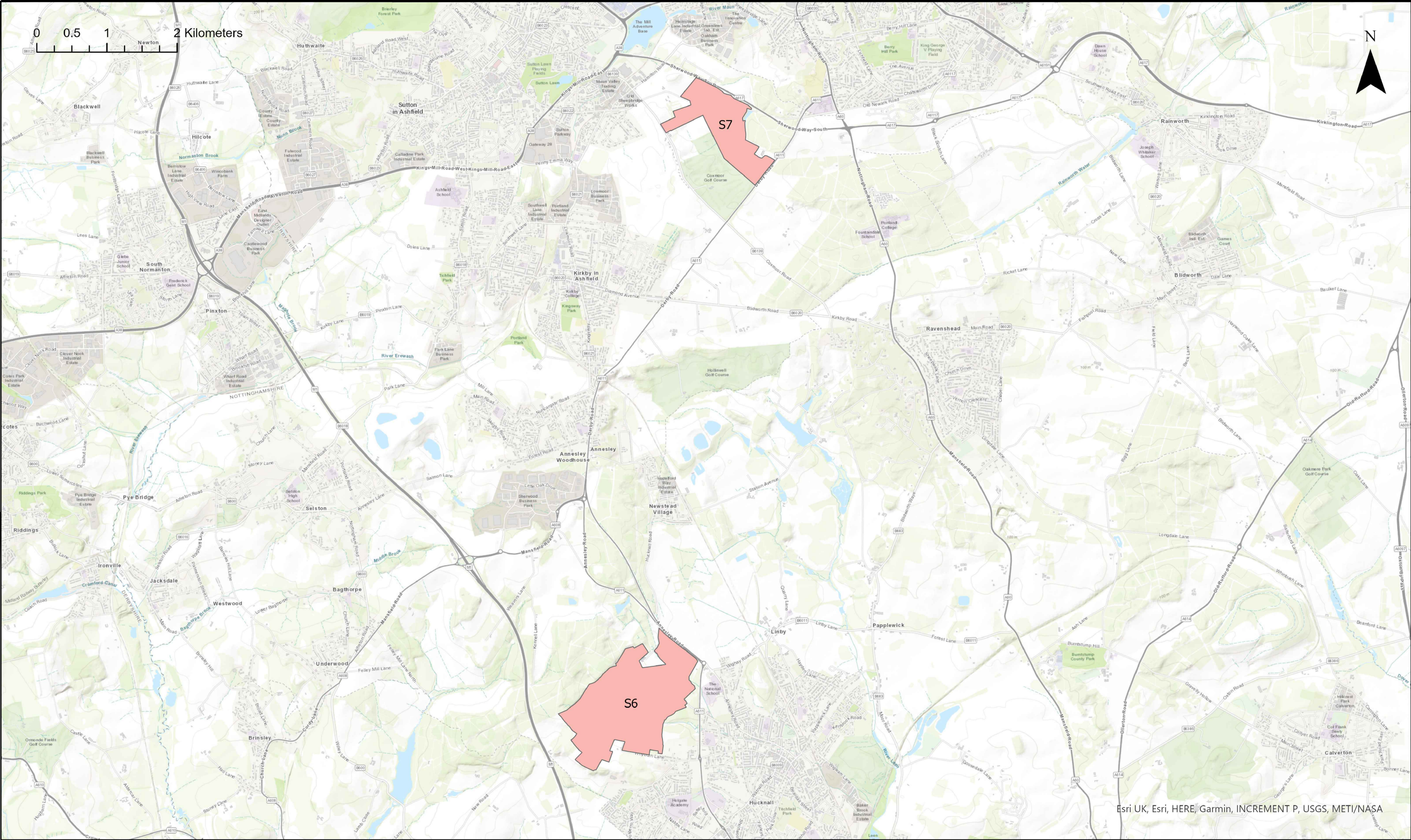
it is unlikely that this will materially change the need for works or the locations of those works. This does not discount the need for interventions which are identified on a site basis through the transport assessment process.

FIGURES

- Figure 1** Development Plan Allocations
- Figure 2** Removed Strategic Allocations
- Figure 3** Whyburn Allocation Select Link Analysis
- Figure 4** Additional Allocations (2025)

FIGURE 1





Esri UK, Esri, HERE, Garmin, INCREMENT P, USGS, METI/NASA

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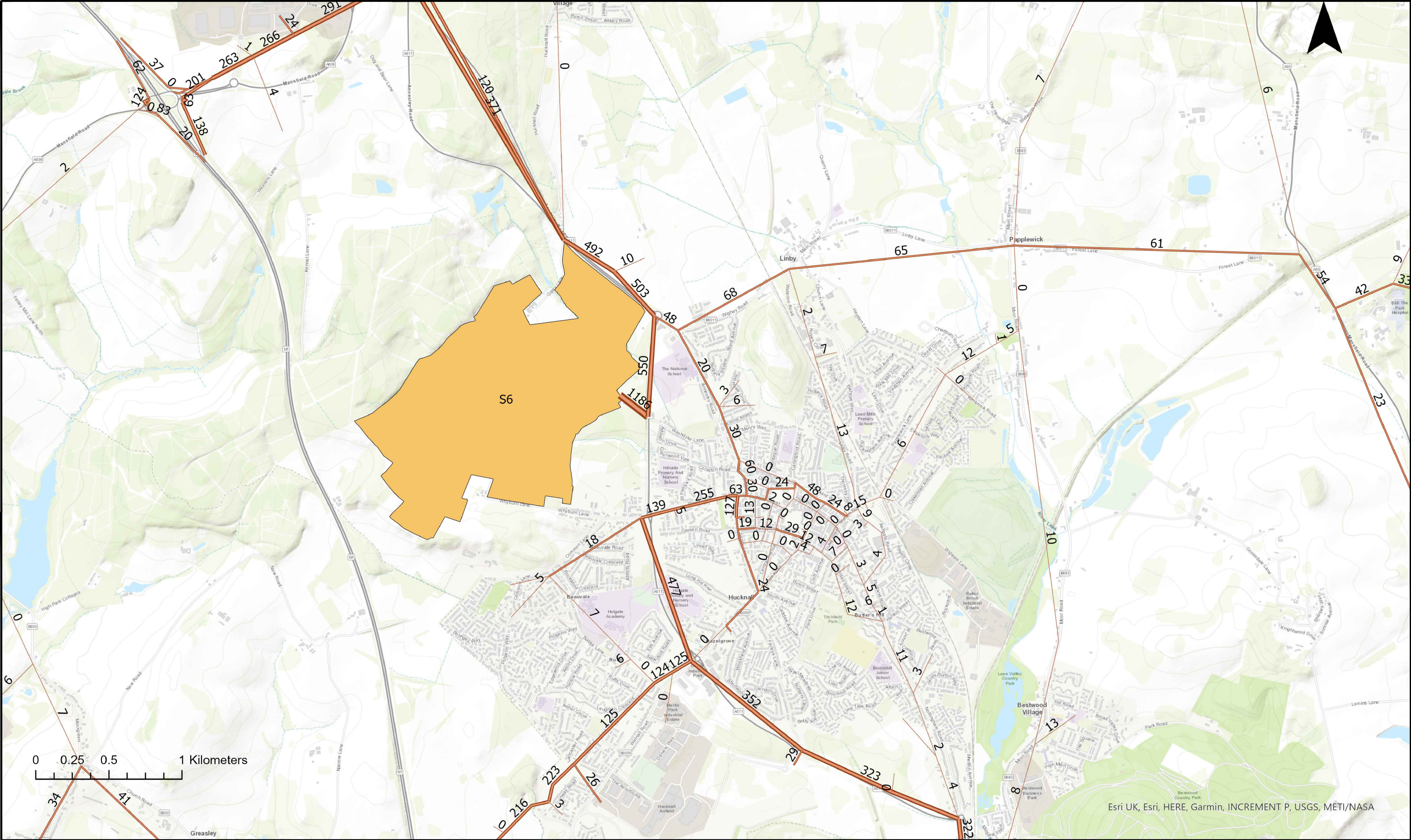
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JOB TITLE		CLIENT	
LOCAL PLAN REVIEW		ASHFIELD DC	
DRAWING TITLE			
FIGURE 2 LOCATION PLAN SHOWING S6 & S7 SITES			
SCALE	DRAWN BY	DATE	DRAWING No
NTS	RM	06/12/24	26192-02-LP
			REVISION



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JOB TITLE		LOCAL PLAN REVIEW		CLIENT		ASHFIELD DC	
DRAWING TITLE							
FIGURE 3 WHYBURN FARM SELECT LINK ANALYSIS AM PEAK							
SCALE	DRAWN BY	DATE	DRAWING No			REVISION	
NTS	RM	06/12/24	26192-03-AM				



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