STATEMENT OF COMMON GROUND BETWEEN NEWCASTLE-UNDER-LYME BOROUGH COUNCIL AND NATIONAL HIGHWAYS

1. Introduction

1.1 This statement of common ground (SOCG) has been prepared by Newcastle-under-Lyme Borough Council and National Highways in relation to the Newcastle-under-Lyme Borough Council Final Draft Borough Local Plan (at submission stage). It reflects the position between the two parties on a number of strategic matters and shared issues. This SOCG covers the Local Authority area of Newcastle-under-Lyme.

1.2 The purpose of the Statement is to document the strategic matters being considered and the progress made in cooperating to address them. It focuses on areas where there is agreement, and if appropriate those matters where work is ongoing to resolve differences. The Statement is intended to be 'live' and updated as circumstances change, and agreement occurs on any outstanding issues.

1.3 The Statement also forms part of the evidence to demonstrate compliance with the Duty to Co-operate during the preparation of the Newcastle-under-Lyme Borough Local Plan 2020-2040.

1.4 National Highways were consulted at each consultation stage associated with the Local Plan at Issues and Strategic Options, First Draft Local Plan and Final Draft Local Plan stages.

2. Purpose and List of Parties Involved

2.1 The parties involved include Newcastle-under-Lyme Borough Council and National Highways.

2.2 This is a statement of common ground between the parties. The statement provides a record of discussions between the parties and how far this has gone towards resolving issues. Meetings will continue on an ongoing basis and the statement of common ground may be updated accordingly.

3. Strategic Matters and Record of Agreement / Areas of Ongoing Discussion

3.1 The approach to the Statement of Common Ground is to follow the structure of the representations made by National Highways at Regulation 19 stage.

3.2 In their representation made on the Final Draft Local Plan (at Regulation 19 stage), National Highways have set out their position on the a number of matters, including but not exclusive to:-

Infrastructure Delivery Plan

3.3 National Highways have been consulted on the Infrastructure Delivery Plan and have provided comments to inform the infrastructure requirements listed in the Plan.

Local Plan Vision and Objectives

3.4 National Highways support the vision and objectives set out in the Final Draft Local Plan, which aim to deliver growth in a sustainable manner.

Overall Development Requirements

3.5 National Highways welcome that the housing and employment requirements in the Local Plan have primarily been determined using a Housing and Economic Development Needs Assessment (HENA, 2024).

Sustainability Appraisal (SA)

3.6 National Highways acknowledge that the SA process has been undertaken to evaluate the different growth options considered, assess the impacts and identify the residual effects base on social, economic and environmental parameters.

Policy Comments

3.7 Comments have been made by National Highways in support of the following policies, CRE1 'Climate Change', CRE2 'Renewable Energy', IN2 'Transport and Accessibility' and Policy IN4 'Cycleways, Bridleways and Public Rights of Way'.

Strategic Transport Assessment [ED011]

3.8 At Regulation 18 stage, National Highways requested that a Strategic Transport Assessment be undertaken to consider the impacts of strategic site allocations, particularly on the strategic road network. This has now been undertaken in the form of the Strategic Transport Assessment [ED011].

3.9 The North Staffordshire Multi-Modal model has been utilised for the completion of the Strategic Transport Assessment. The model has previously been approved by the Department of Transport for other schemes.

3.10 National Highways have been a member of the steering group during the preparation of the Strategic Transport Assessment.

3.11 Following receipt of comments and questions at Regulation 19 stage, the Council's consultants have prepared a technical note in response to the questions raised by National Highways. This is included in Appendix 1.

3.12 National Highways reviewed the contents of the technical note and provided a response in Appendix 2.

3.13 A follow up meeting was held on Monday 27 January and a copy of the presentation and meeting minutes are included Appendix 3 of this note.

3.14 The Council and its consultants have undertaken additional checks of the transport model, for Junction 16 and have provided this data to National Highways for review.

3.15 It is agreed by parties that the Local Plan includes the requirement, in criterion 7 of site AB2 (land at Junction 16), of the Local Plan [CD01, pg 112] for contributions towards or direct provision of suitable on and off-site mitigation measures for any adverse impacts on the M6 (Junction 16) or other parts of the highway network (strategic and local) being implemented. Criteria 21 also requires a public transport strategy that details access by sustainable modes into the proposed site.

3.16 It is agreed, by both parties, that a micro-simulation model is required for the site, at planning application stage once the precise definition of uses at the site are set. It is agreed that the following words are added to the end of criterion 7 to state 'contributions towards or direct provision of suitable on and off-site mitigation measures or any adverse impacts on the M6 (Junction 16) or other parts of the highway network (strategic and local) being implemented. **A micro-simulation model should be prepared and agreed with National Highways, Staffordshire County Council and Cheshire East Council to identify mitigation measures required at planning application stage. Mitigation measures identified as being required by the micro-simulation model should be implemented in consultation with National Highways, Staffordshire County Council and Cheshire East Council'.**

4. Duty-to-Co-operate Agreement.

4.1 The parties agree that constructive and active engagement has taken place on strategic cross boundary matters to date and will continue to do. The parties recognise that there are outstanding issues and that both will continue to work closely and where relevant with other prescribed bodies on strategic cross boundary issues.

5. Signatories and Governance Arrangements

5.1 In terms of governance, the authorities agree:

- that in response to any new evidence / changes in circumstances, informal discussions will occur between the parties on the issues referred to in this SoCG in the form of officer level meetings with escalation to more senior levels where necessary.

- that this SoCG will be reviewed when required including adding additional issues that may be identified through the process of forming the local plan;

Newcastle-under-Lyme Borough Council
Name: Allan Clarke
Position: Planning Policy Manager
Date Agreed: 13.02.2025
Signature: 

National Highways
Name: Patrick Thomas
Position: Spatial Planner
Date Agreed: 14.02.2025
Signature: 

Strategic Transport Assessment

Local Plan Evidence Base
Newcastle-under-Lyme Borough Council
Regulation 19 National Highways Comments

Sweco UK Limited Reg. No. 2888385

Change list

Version	Date	Description of the change	Reviewed	Approved by
1	02/12/24	First draft	Martin Sellman	David Battershill

1 Introduction

On the 7th of October 2024 National Highways provided Newcastle-under-Lyme Borough Council (NuLBC) with comments on their final draft Local Plan (Regulation 19). These comments predominately relate to the Strategic Transport Assessment (STA) which Sweco supported NuLBC in producing and submitting.

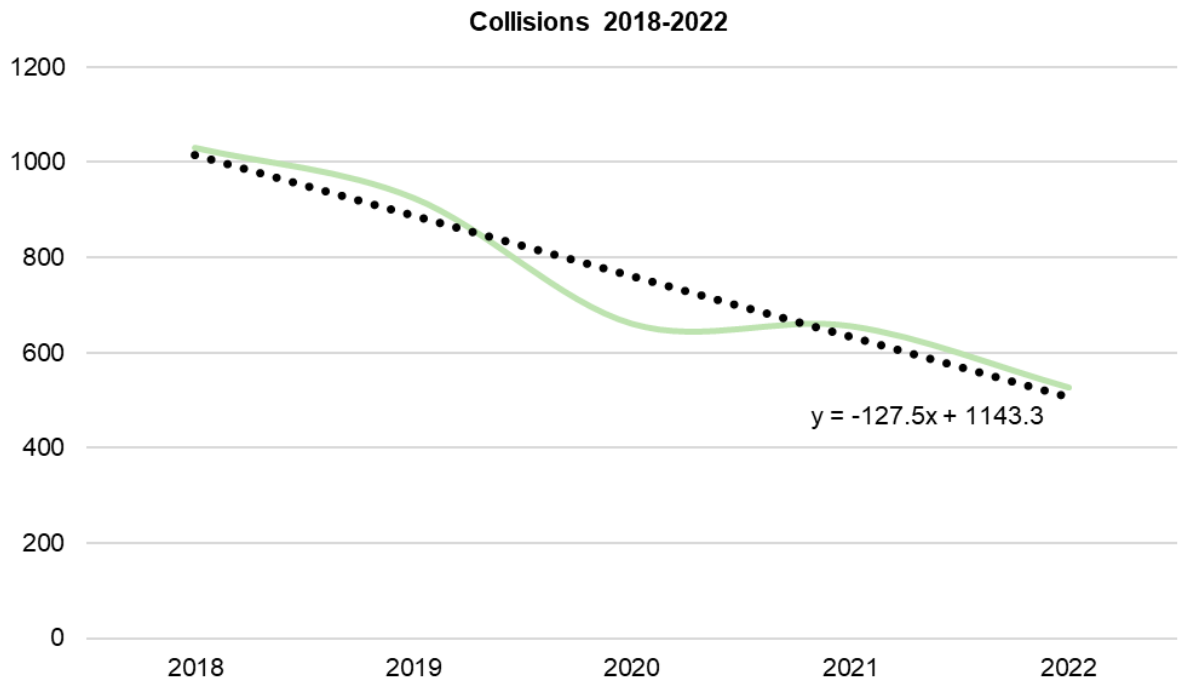
This document forms an addendum to the STA and its purpose is to respond to the technical queries raised by National Highways. By providing the clarity required from National Highways, NuLBC is seeking to achieve a statement of common ground to allow for the Local Plan to progress.

2 Technical queries and responses

2.1 Section 4.5 of the STA states that while the model emphasises the use of pre/post COVID data, we note that accident data for the years 2018-2022 includes COVID data with relatively lower traffic flows and possibly fewer accidents. How has the impact of COVID been taken into account?

Figure 1 provides an overview of the accident data recorded over a 5-year period, from 2018 to 2022. This data is the same as that used in the STA. The data presented does not account for adjustments related to Covid. The data shows a steady downwards trend over the 5-year period. There is a larger reduction in 2020 resulting from the Covid pandemic and its impact on traffic patterns, however in 2021 and 2022 this larger reduction does not continue with the trend returning to the best fit line. Therefore, it can be concluded that when looking at the total number of accidents over the 5-year period, there is approximately 100 less accidents than expected in 2020, however this is spread across the whole study area. The study area covers Newcastle-under-Lyme, and Stoke-on-Trent. It also includes areas such as Market Drayton, Nantwich, Crewe, Sandbach, Alsager, and Congleton. It is also worth highlighting that the accident data and analysis included in the STA has not been used to inform any quantification, instead the data is used to present a baseline overview of accidents, by way of collision heatmaps.

Figure 1: Collision data trends between 2018 and 2022



2.2 Section 7 provides details of the reference case model development but note that finer details of the method applied are missing. Does this scenario include constraining other local authorities to NTEM/TEMPro?

The car demand in the 2040 reference case is constrained to National Trip End Model (NTEM) factors between 2015 (base year) and 2040 (forecast year), as detailed in Table 1. It is important to note that this work has used NTEM V8.

Goods vehicle demand has been constrained to Road Traffic Forecasts 2022 (RTF22) for the West Midlands. For this reference case LGV's have been factored by 1.487 and HGV's have been factored by 1.117.

Table 1: NTEM factors

Area	15-40 AM		15-40 PM	
	Origin	Destination	Origin	Destination
Stoke-on-Trent	1.1553	1.1470	1.1439	1.1499
Newcastle-under-Lyme	1.1520	1.1380	1.1390	1.1484
Staffordshire Moorlands	1.0818	1.1390	1.1258	1.0923
Stafford	1.1594	1.1474	1.1493	1.1554
Cheshire East	1.1056	1.1616	1.1518	1.1156
Cheshire West and Chester	1.1287	1.1585	1.1524	1.1323
Greater Manchester	1.1821	1.1633	1.1638	1.1759
Glasgow City	1.2953	1.1642	1.1740	1.2560
Birmingham	1.2005	1.1801	1.1825	1.1964
Bristol	1.1982	1.1671	1.1700	1.1896
Cannock Chase	1.1443	1.1737	1.1676	1.1480
Cardiff	1.1928	1.1621	1.1604	1.1818
Cheltenham	1.1014	1.1586	1.1442	1.1077
Derby	1.1423	1.1664	1.1600	1.1440
Derbyshire Dales	1.0881	1.1593	1.1469	1.1021
East Staffordshire	1.1772	1.1723	1.1748	1.1779
High Peak	1.1095	1.1646	1.1522	1.1162
Leeds	1.1534	1.1776	1.1657	1.1508
Lichfield	1.1130	1.1691	1.1562	1.1222
London	1.1982	1.1726	1.1802	1.1949
Luton	1.1086	1.1583	1.1447	1.1134
Milton Keynes	1.1293	1.1656	1.1611	1.1413
Newcastle upon Tyne	1.2115	1.1459	1.1527	1.1952
Northampton	1.1324	1.1939	1.1817	1.1418
Nottingham	1.2406	1.1752	1.1829	1.2243
Oxford	1.1202	1.1121	1.1069	1.1135
Peterborough	1.2178	1.1362	1.1462	1.1982
Shropshire	1.1686	1.1889	1.1922	1.1792
South Lakeland	1.0865	1.1248	1.1123	1.0902
Stockport	1.1217	1.1587	1.1475	1.1239
Telford and Wrekin	1.2362	1.1853	1.1995	1.2342
Wrexham	1.1008	1.1132	1.1017	1.0938

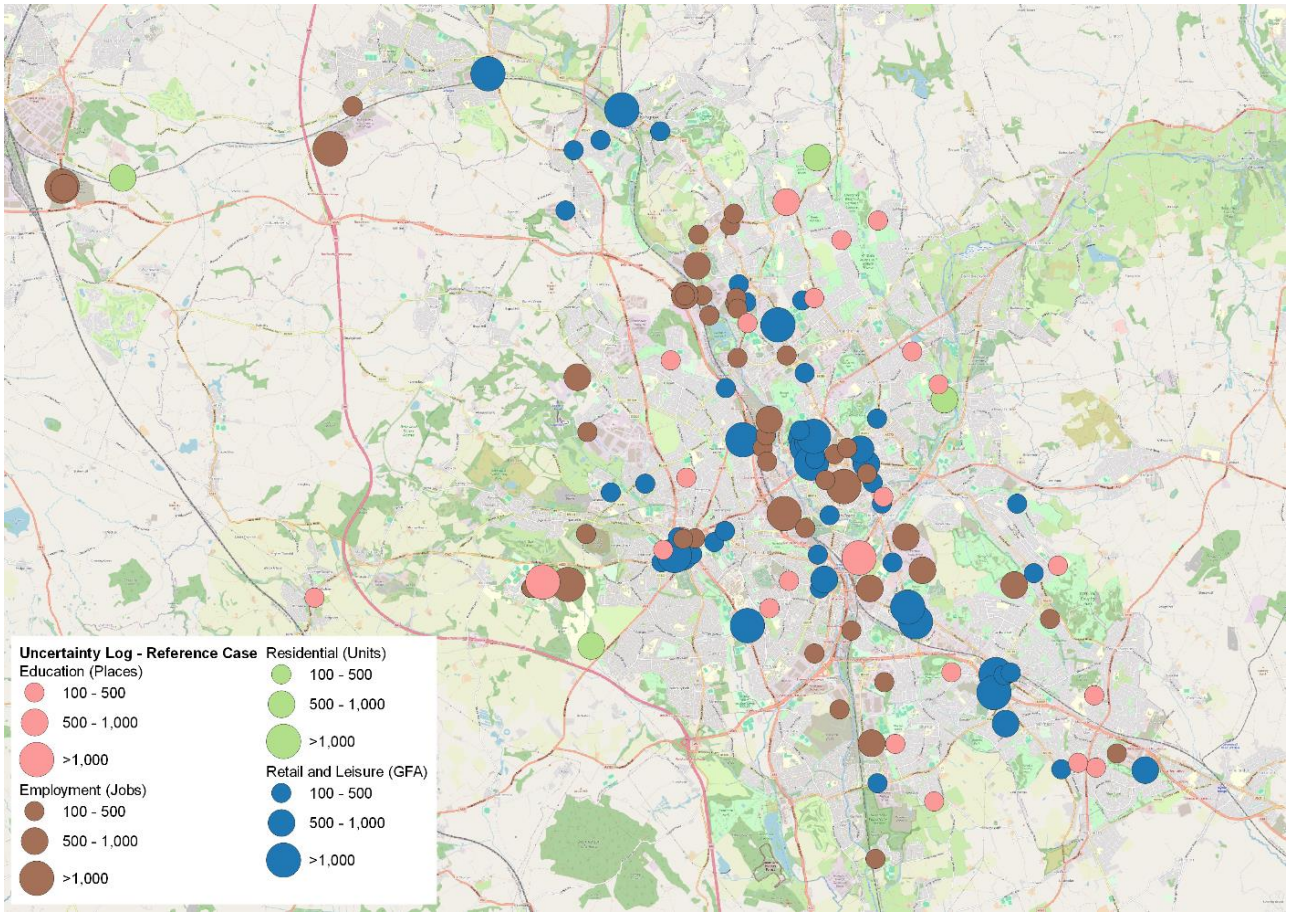
2.3 Section 7 provides details of the reference case model development but note that finer details of the method applied are missing. Does this scenario include any committed and under-construction developments within the Local Plan area?

Table 2 shows the quantity of constructed, under-construction, and committed developments within Newcastle-under-Lyme and Stoke-on-Trent between 2015 and 2040. Figure 2 shows how these developments are geographically spread, and their size. A number of developments within Cheshire East's adopted Local Plan, on the border of Newcastle-under-Lyme, have also been included within the reference case given the close proximity to Newcastle-under-Lyme.

Table 2: Land use between 2015 and 2040

Land Use	Newcastle-under-Lyme (and selected Cheshire East)	Stoke-on-Trent
Employment (GFA)	189,540	329,108
Employment (jobs)	4,057	6,914
Residential (units)	3,527	6,788
Retail and Leisure (GFA)	6,284	11,267
Education (places)	4,696	1,084

Figure 2: Land use between 2015 and 2040



2.4 Section 7 provides details of the reference case model development but note that finer details of the method applied are missing. What is the background growth percentage between the base year and the forecast year 2040?

Table 3 shows the origin and destination growth percentages between 2015 and 2040 for the AM and PM peak-hours. The growth percentages include all modes within the model, car, LGV and HGV.

Table 3: Forecast growth between 2015 and 2040

Area	Origin		Destination	
	Growth AM	Growth PM	Growth AM	Growth PM
Stoke-on-Trent	17%	16%	16%	17%
Newcastle-under-Lyme	17%	17%	17%	17%
Staffordshire Moorlands	9%	14%	14%	11%
Stafford	19%	18%	19%	20%
Cheshire East	13%	17%	18%	14%
Cheshire West and Chester	21%	22%	24%	18%
Greater Manchester	35%	28%	30%	25%
Glasgow City	33%	20%	18%	24%
Birmingham	32%	24%	27%	25%
Bristol	39%	21%	24%	29%
Cannock Chase	18%	30%	30%	26%
Cardiff	41%	44%	59%	31%
Cheltenham	16%	18%	16%	15%
Derby	18%	18%	18%	14%
Derbyshire Dales	22%	24%	28%	24%
East Staffordshire	21%	18%	20%	20%
High Peak	15%	21%	19%	17%
Leeds	26%	20%	31%	22%
Lichfield	12%	15%	16%	12%
London	24%	20%	19%	24%
Luton	18%	17%	19%	16%
Milton Keynes	21%	21%	24%	19%
Newcastle upon Tyne	32%	23%	17%	20%
Northampton	13%	18%	17%	15%
Nottingham	32%	36%	20%	28%
Oxford	44%	25%	40%	35%
Peterborough	39%	25%	28%	27%
Shropshire	20%	23%	23%	22%
South Lakeland	44%	33%	40%	25%
Stockport	12%	13%	17%	13%
Telford and Wrekin	27%	21%	29%	29%
Wrexham	22%	21%	25%	18%

2.5 We request that a summary table with delays at each of the approaches be prepared and shared for M6 J16 and the new junction on A500 for site AB2.

Table 4 shows the delays at M6 junction 16 and the new signalised junction associated with AB2 on the A500 for each approach arm in minutes, and Figure 3 provides the ID number associated with each arm in Table 4. Overall it can be seen that at M6 junction 16 it is only the eastbound A500 arm (ID 2) and the adjoining circulatory link (ID 1) that experiences any change in delay. This is as expected given the new signalised junction immediately to the east of M6 junction 16, being delivered as part of AB2. The change is negative (a reduction in delay) because the new signalised junction to the east is where the delay is experienced, and traffic held. This ensures that traffic doesn't queue back from M6 junction 16 through the new junction, and also that right turning traffic into the development site, AB2, is given sufficient green time to not queue back into M6 junction 16. The new signalised junction does experience higher levels of delay than that in the reference case at M6 junction 16, however this is expected given the volume of traffic turning in and out of the new development site. It should be noted that in reality it is assumed that M6 junction 16 and the new signalised junction would work together to provide increased efficiencies, which cannot be reflected in the strategic model.

Figure 3: Geometry identifier

Table 4: Delay in minutes

ID	AM		PM	
	Reference Case 2040	**Local Plan 2040**	**Reference Case 2040**	**Local Plan 2040**
1	1.08	0.21	0.96	0.24
2	0.56	0.11	3.66	0.10
3	0.24	0.24	0.3	0.28
4	0.11	0.12	0.12	0.13
5	0.29	0.29	0.24	0.24
6	0.17	0.18	0.18	0.18
7	0.33	0.33	0.24	0.26
8	0.29	0.27	0.17	0.18
9	-	1.66	-	4.49
10	-	1.66	-	4.49
11	-	0.75	-	0.27
12	-	3.05	-	0.92
13	-	1.00	-	0.97
14	-	0.75	-	1.71

2.6 Regarding Section 8.3.2, bullet 1, we interpret that the new junction is the access to site AB2. Thus, we are surprised that the design of this new junction would still lead to 120-180 seconds of delays in the PM. A new access arrangement should work without that much stress.

Section 8.3.2 of the STA is in relation to the new signalised junction at the strategic site AB2. The delay that has been reported at the new junction is not 120-180 seconds of new delay. It is instead the delay that used to occur on the A500 eastbound approach arm. The new signalised junction is where traffic is held, ensuring that traffic doesn't queue back from M6 junction 16 through the new junction, and also that right turning traffic into the development site, AB2, is given sufficient green time to not queue back into M6 junction 16. Overall, the new signalised junction experiences an increase of approximately 60 seconds worth of additional delay. Section 2.5 of this document provides further evidence.

2.7 We request that the basis for the 10% reduction in car users for the area around site AB2 set out within Section 8.6.6.1 be supported by further evidence. We also request further details on how much total demand (in PCUs or vehicles) has been removed from the original matrix. Has a preliminary assessment been undertaken on the frequency of bus service that would be required to cater to that demand during peak hours to verify that this is a feasible option?

In line with the 'Public Transport Strategy' written in April 2023 by the developer and its consultants, site AB2 has an agreed development target mode share for bus, minibus, or coach of 10%. This has been agreed with local bus operators (First Group and D&G Buses) and Staffordshire County Council. This is the basis of the 10% reduction in car users, as it is car users that will shift to bus, minibus, or coach.

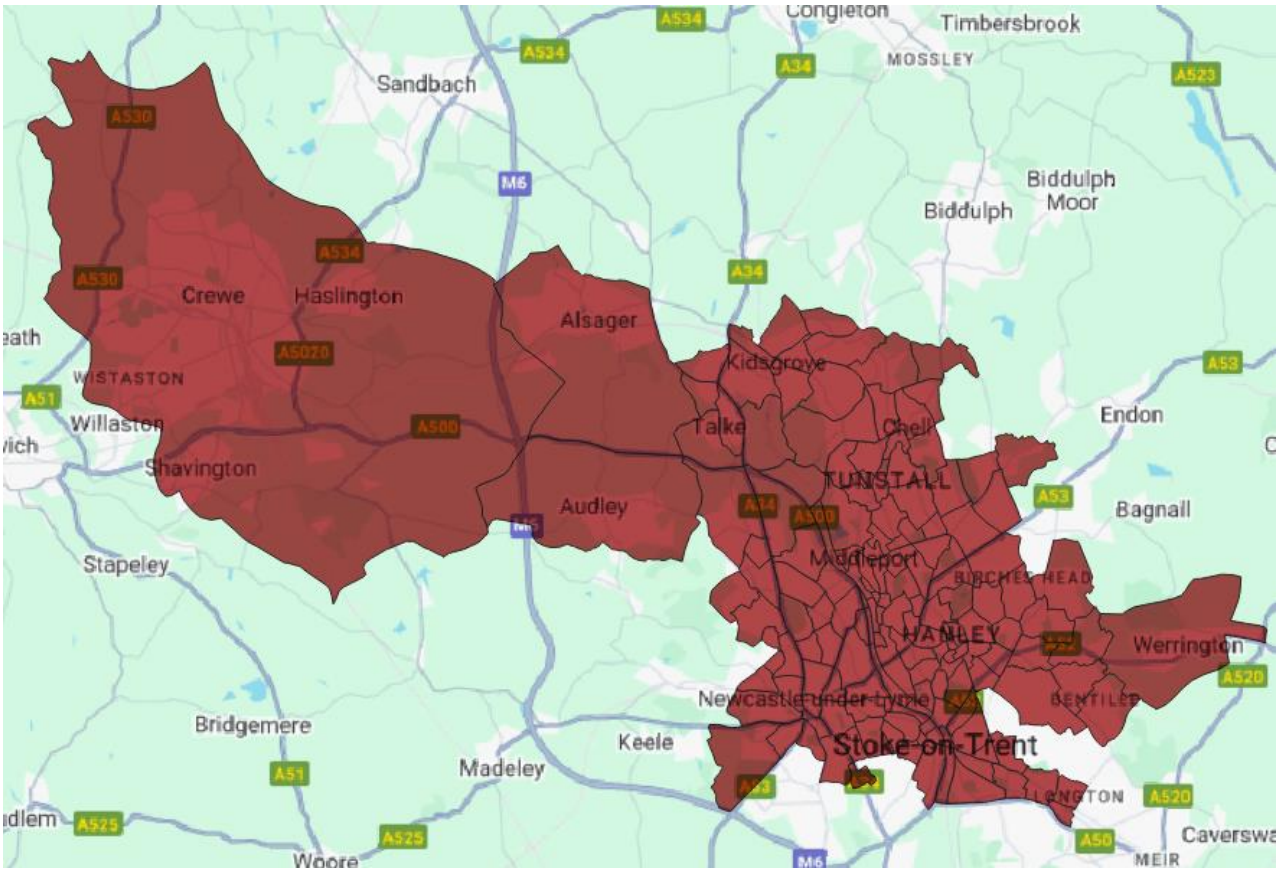
A preliminary assessment related to the required frequency of bus services needed to cater for the site has not been undertaken as part of the STA. However, the 'Public Transport Strategy' written in April 2023 by the developer and its consultants, details that the desirable level of service could consist of an extension of the 1A or 4 (both currently operate approx. every 30mins) operating between Newcastle-under-Lyme, Stoke-on-Trent, and Hanley, supported by flexible (demand responsive) buses to Tunstall/Burslem, and to Crewe/Alsager.

For the purpose of the transport modelling informing the STA, an isochrone analysis was undertaken to find the extent of where a new bus would be viable for trips to AB2. This was intersected with the transport model zonal system to identify catchment zones. It is these zones that were subjected to a 10% car trip reduction for trips to/from AB2. Table 5 shows the matrix reductions applied, and Figure 4 shows the spatial coverage of bus catchment assumed.

Table 5: Matrix reductions related to bus mode share

AM Peak Hour	**Original**	**Reduced**	**Difference**
Origin	60	59	1
Destination	201	191	10
PM Peak Hour	**Original**	**Reduced**	**Difference**
Origin	356	349	7
Destination	87	83	4

Figure 4: Isochrone catchment for bus travel to and from AB2



2.8 Regarding Section 8.6.3, while we do not have an issue with the bespoke approach to testing M6 J16 within VISSIM, considering that the NSMM is overestimating the traffic, the use of incremental addition of the difference from the NSMM may lead to an underestimation of traffic at this junction due to large delays in the NSMM reference case scenario. There is a possibility that any additional traffic from the AB2 site may divert to local or unrealistic routes within NSMM. We therefore request that traffic flow distribution select link analysis plots from site AB2 be shared with National Highways to verify that the routes assigned in the model are reasonable before being used for incremental addition for microsimulation assessment.

Figure 5 and Figure 6 are select link analyses for development trips to and from AB2 in the AM and PM. It is clear to see from the maps that the majority of trips using AB2 are those arriving from or departing via the M6. The A500 both eastbound and westbound also acts as a key route for arriving and departing traffic, with a proportion of this traffic using the Talke interchange on the A500 to get to/from the A34, and a proportion interchanging between the A500 and the A50. Overall, the distribution from the select link analyses show that there is little unrealistic routing happening.

Figure 5: Origin (top) and destination (bottom) select link analysis for development trips, AB2, AM

Figure 6: Origin (top) and destination (bottom) select link analysis for development trips, AB2, PM

2.9 We also request that observed base and modelled reference case data be presented in a similar format as Table 8-6 for National Highways to understand the absolute traffic growth at each of the approaches.

As requested Table 6, Table 7, and Table 8 show the 2022 observed, 2040 modelled reference case, and 2040 Local Plan turning flows at M6 junction 16. As was noted in Section 8.6 of the STA, the approach adopted to derive the M6 junction 16 traffic flows shown in Table 8-6 of the STA applies DfT growth factors to the available observed turn count data and incrementally adds additional growth observed from the modelled reference case to the final model run 5 (Local Plan with AB2 and mitigations). Table 6, Table 7 and Table 8 show the application of this approach, and Table 9 and Table 10 show the absolute traffic growth between the requested scenarios.

Table 6: 2022 observed turning flows at M6 junction 16

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	701	123	824	897	108	1,005
M6 North	A500 (West)	182	11	193	303	9	312
A500 (East)	M6 North	541	111	652	616	67	683
A500 (East)	M6 South	24	11	35	20	6	26
A500 (East)	A500 (West)	404	32	436	546	6	552
M6 South	A500 (East)	47	7	54	59	8	67
M6 South	A500 (West)	175	13	188	170	7	177
A500 (West)	M6 North	365	43	408	235	14	249
A500 (West)	A500 (East)	484	43	527	582	9	591
A500 (West)	M6 South	147	30	177	152	10	162

Table 7: 2040 reference case turning flows at M6 junction 16

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	824	145	969	1,055	127	1,182
M6 North	A500 (West)	214	13	227	356	11	367
A500 (East)	M6 North	636	131	767	724	79	803
A500 (East)	M6 South	28	13	41	24	7	31
A500 (East)	A500 (West)	454	36	490	614	7	621
M6 South	A500 (East)	55	8	63	69	9	79
M6 South	A500 (West)	206	15	221	200	8	208
A500 (West)	M6 North	429	51	480	276	16	293
A500 (West)	A500 (East)	544	48	592	654	10	664
A500 (West)	M6 South	173	35	208	179	12	190

Table 8: 2040 local plan turning flows at M6 junction 16

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	601	191	792	1,115	156	1,271
M6 North	A500 (West)	214	13	227	356	11	367
A500 (East)	M6 North	516	185	701	533	107	641
A500 (East)	M6 South	70	75	144	162	39	201
A500 (East)	A500 (West)	407	49	456	590	13	603
M6 South	A500 (East)	116	23	138	110	24	135
M6 South	A500 (West)	212	16	228	215	8	223
A500 (West)	M6 North	430	51	480	278	16	295
A500 (West)	A500 (East)	483	76	559	657	28	684
A500 (West)	M6 South	166	36	202	191	12	203

Table 9: Absolute growth between 2040 reference case and 2022 observed turning flows

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	123	22	145	158	19	177
M6 North	A500 (West)	32	2	33	53	2	55
A500 (East)	M6 North	95	20	115	108	12	119
A500 (East)	M6 South	4	2	6	4	1	4
A500 (East)	A500 (West)	50	4	54	68	1	68
M6 South	A500 (East)	8	1	9	10	1	12
M6 South	A500 (West)	31	2	34	30	1	32
A500 (West)	M6 North	64	8	72	41	2	44
A500 (West)	A500 (East)	60	5	66	72	1	74
A500 (West)	M6 South	26	5	31	27	2	29

Table 10: Absolute growth between 2040 Local Plan and 2040 reference case

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	-223	46	-177	60	29	89
M6 North	A500 (West)	0	0	0	0	0	0
A500 (East)	M6 North	-120	54	-66	-191	28	-163
A500 (East)	M6 South	42	62	103	139	32	170
A500 (East)	A500 (West)	-47	13	-34	-24	6	-17
M6 South	A500 (East)	61	14	75	41	15	56
M6 South	A500 (West)	6	0	7	15	0	15
A500 (West)	M6 North	0	0	0	2	0	2
A500 (West)	A500 (East)	-61	27	-34	2	17	20
A500 (West)	M6 South	-7	1	-6	12	0	12

2.10 The further turning count comparison tables for the M6 J16 model are appreciated and provides comfort that many movements (particularly the A500 East approach) match the 2015 model. However the turning proportions provided for the M6 South to A500 East movement are of concern as these look significantly different to those that were modelled. National Highways would like to understand if there are any explanations of why these differences have occur and particularly why the model identifies such low percentage of car movements?

The transport model has been built to focus on North Staffordshire, and more specifically Stoke-on-Trent and Newcastle-under-Lyme. So by design the model predominately focuses on trips starting and/or finishing in Stoke-on-Trent and Newcastle-under-Lyme. Trips starting and finishing outside of Stoke-on-Trent and Newcastle-under-Lyme (external to external demand) are only partially represented. This is the reason for some of the raw turning proportions seen at M6 junction 16.

Southbound M6 trips travelling westbound along the A500 (and vice versa), and northbound M6 trips travelling eastbound along the A500 (and vice versa) are the movements that are only partially represented. These movements at M6 junction 16 would be taking external originating demand to an external destination. Those travelling north on the M6 with a destination in Stoke-on-Trent and Newcastle-under-Lyme predominately exit from the M6 at junction 15, as opposed to exiting at junction 16 before travelling south.

This is again the reason why we are post-processing modelling results at M6 junction 16. As was noted in Section 8.6 of the STA, the approach adopted to derive the M6 junction 16 traffic flows shown in Table 8-6 of the STA applies DfT growth factors to the available observed turn count data and incrementally adds additional growth observed from the modelled reference case to the final model run 5 (Local Plan with AB2 and mitigations).

Appendix 2: National Highways Response to Technical Note

Allan Clarke

From: Kathryn Simmonite <[redacted]>
Sent: 19 December 2024 15:24
To: Allan Clarke
Cc: David Pyner; Chris Morris; Craig Jordan; Sonia Sivanesan
Subject: RE: Newcastle-under-Lyme Local Plan

Hi Allan

We have reviewed the 'National Highways Comments Revision C' Technical Note (TN) from SWECO dated 2 December 2024 which responds to our comments made following our review of the STA (document reference ED011) submitted as part of the evidence base for the Newcastle under Lyme BC Regulation 19 Local Plan consultation.

Based on our review of the TN, our comments on the technical query responses shared by SWECO are set out as follows:

2.1 – We have noted the limitation of the accident analysis and are happy to close this issue as it is unlikely to have a significant operational impact on the network.

2.2 – Thank you for sharing this data. We have no further queries on this.

2.3 – We interpret that committed and under-construction developments within Newcastle-under-Lyme have been included in the reference case model.

2.4 – Can it be confirmed that after adding the Local Plan allocations, if the growth in Newcastle-under-Lyme is more than NTEM, total demand has not been reduced to match NTEM growth?

2.5 – Thank you for sharing the data. We note that the analysis shows that M6 Junction 16 and the new junction will add additional delays to the reference case journeys passing through the junction in both directions on the A500. This requires further mitigation to ensure that the SRN, including the A500, isn't worse off with the development site AB2 in place.

2.6 – Can you please confirm if the delay referred to in your response is indeed the one shown in figure 8-6? Does it represent the eastbound approach as you mentioned or the east approach (westbound) as visibly shown in the figure? We have noted that your response mentions a delay of 60 seconds on the eastbound right turn to the development AB2 and it doesn't queue back to Junction 16. Thank you for clarifying this.

2.7 – The trip reduction numbers are minor and acceptable. We assume that no other trips are reduced from other nearby areas not directly related to site AB2.

2.8 – The distribution appears to be reasonable.

2.9 – We note that at M6 Junction 16, M6 N to A500 E and A500 E to M6 N traffic movements are showing a reduction in trips with the local plan compared to the reference case, which is questionable. Thus, as mentioned earlier, we will need to agree on a bespoke method for further junction assessment to ensure these traffic movements are reflected appropriately during the mitigation measure testing at M6 J16 and for the new access junction for site AB2.

2.10 – We have noted the under-representation of some of the traffic movements at M6 J16 in the base model as a limitation. We will not accept the traffic flows presented in Table 8-6 as they stand to be used directly to inform junction assessment, furthermore they show negative growth

between the reference case and local plan scenarios. We request the calculation spreadsheet used to derive this table be shared with us.

We recommend that we schedule a call to discuss through the outstanding points above to help progress these elements as soon as possible. We currently have availability on the afternoon of 15th Jan (1-2pm) or 16th Jan (2-4pm).

As a general note, and as per our Regulation 19 response, National Highways is committed to working with NuLBC to develop and draft a Statement of Common Ground (SoCG) in line with the Duty to Co-operate to address any strategic cross-boundary issues and reach an agreement on how the traffic impacts from the allocations identified in the Local Plan are to be dealt with. We understand that a final version of the Duty to Cooperate will be prepared to support the submission version Local Plan by December 2024. We welcome sight of this to help inform the development of the SoCG.

I'm happy with the bullet points below.

Please let me know if you have any queries in relation to this response.

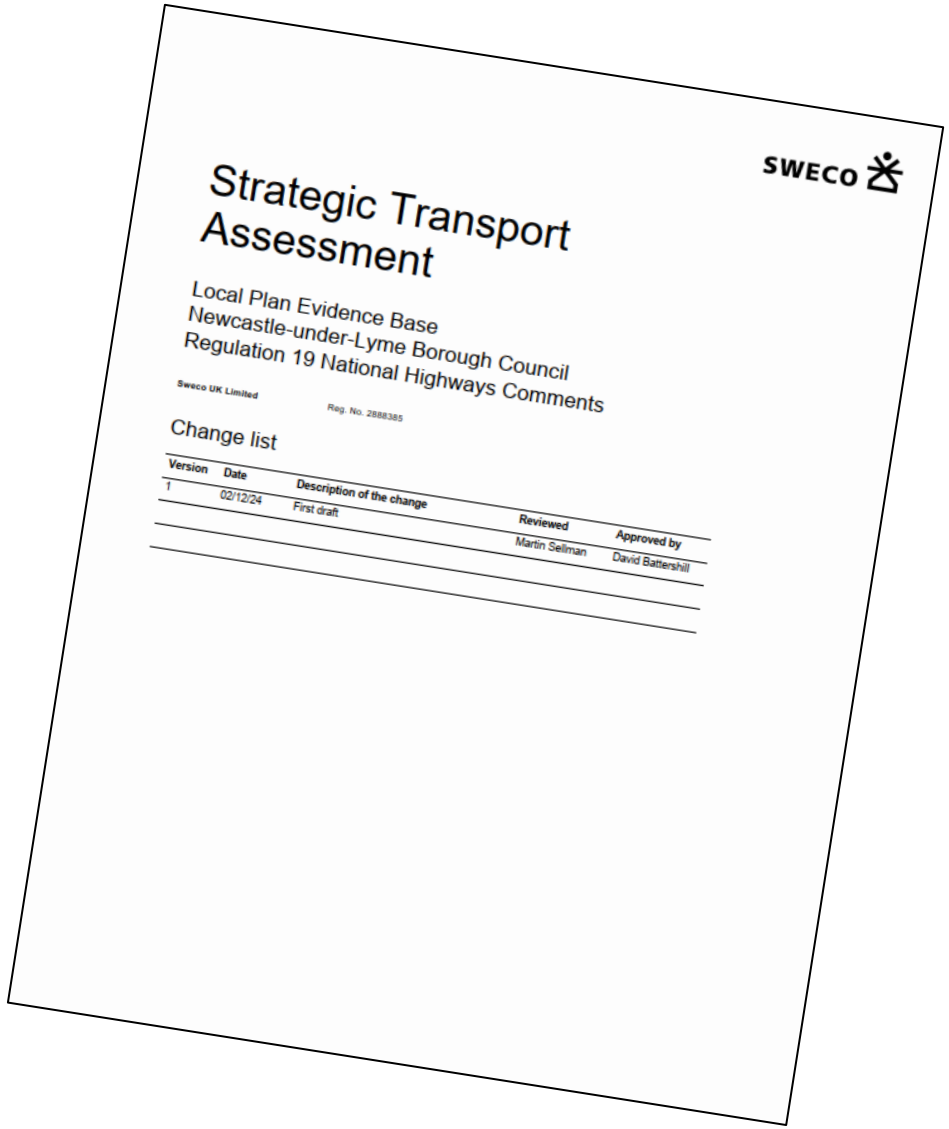
Kind Regards,

Kathryn Simmonite, Spatial Planner
Operations Directorate (Midlands)
National Highways |

Appendix 3 - presentation and meeting minutes from meeting of the 27 January 2025

Newcastle-under-Lyme Local Plan

To date…



SWECO

Strategic Transport Assessment

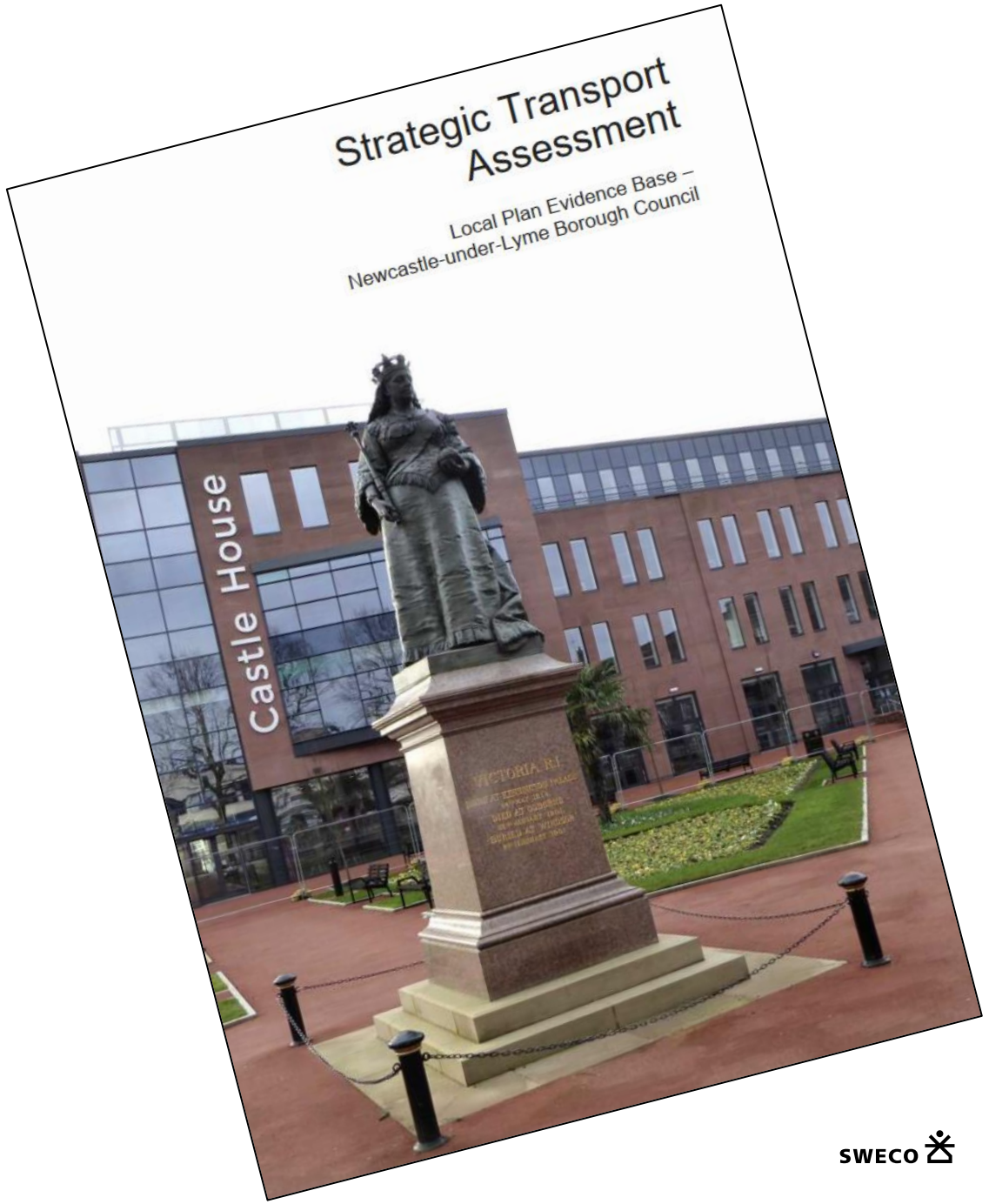
Local Plan Evidence Base
Newcastle-under-Lyme Borough Council
Regulation 19 National Highways Comments

Sweco UK Limited

Reg. No. 2888385

Change list

Version	Date	Description of the change	Reviewed	Approved by
1	02/12/24	First draft	Martin Sellman	David Battershill



SWECO

Comments 19th December

2.1 – We have noted the limitation of the accident analysis and are happy to close this issue as it is unlikely to have a significant operational impact on the network.

2.2 – Thank you for sharing this data. We have no further queries on this.

2.3 – We interpret that committed and under-construction developments within Newcastle-under-Lyme have been included in the reference case model.

2.4 – Can it be confirmed that after adding the Local Plan allocations, if the growth in Newcastle-under-Lyme is more than NTEM, total demand has not been reduced to match NTEM growth? This is correct.

2.5 – Thank you for sharing the data. We note that the analysis shows that M6 Junction 16 and the new junction will add additional delays to the reference case journeys passing through the junction in both directions on the A500. This requires further mitigation to ensure that the SRN, including the A500, isn't worse off with the development site AB2 in place.

2.6 – Can you please confirm if the delay referred to in your response is indeed the one shown in figure 8-6? Does it represent the eastbound approach as you mentioned or the east approach (westbound) as visibly shown in the figure? We have noted that your response mentions a delay of 60 seconds on the eastbound right turn to the development AB2 and it doesn't queue back to Junction 16. Thank you for clarifying this. The delay referred to is that as shown in Figure 8-6. It is the east approach (westbound), as opposed to what is incorrectly reported in 2.6.

2.7 – The trip reduction numbers are minor and acceptable. We assume that no other trips are reduced from other nearby areas not directly related to site AB2.

2.8 – The distribution appears to be reasonable.

2.9 – We note that at M6 Junction 16, M6 N to A500 E and A500 E to M6 N traffic movements are showing a reduction in trips with the local plan compared to the reference case, which is questionable. Thus, as mentioned earlier, we will need to agree on a bespoke method for further junction assessment to ensure these traffic movements are reflected appropriately during the mitigation measure testing at M6 J16 and for the new access junction for site AB2.

2.10 – We have noted the under-representation of some of the traffic movements at M6 J16 in the base model as a limitation. We will not accept the traffic flows presented in Table 8-6 as they stand to be used directly to inform junction assessment, furthermore they show negative growth between the reference case and local plan scenarios. We request the calculation spreadsheet used to derive this table be shared with us.

Comments on M6 J16

As was noted in the STA, the approach adopted to derive the M6 junction 16 traffic flows shown in Table 8-6 applies DfT growth factors to the available observed turn count data and incrementally adds additional growth observed from the modelled reference case to the final Local Plan model run.

However, as noted certain traffic movements are showing a reduction in trips with the Local Plan compared to the reference case. So, a method for input into further junction assessment needs agreeing.

Our proposed approach is an additional step in the post-processing.

The movements with a reduction in trips are:

M6 North -> A500 (East) A500 (East) -> M6 North A500 (East) -> A500 (West) A500 (West) -> A500 (East)

To remove this, we have undertaken select link assignments for each of these movements in the Local Plan and reference case scenarios.

This will give us an understanding of the difference in demand for each movement and reload reference case M6 J16 trips back onto the junction in the Local Plan.

Observed 2022

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	701	123	824	897	108	1005
M6 North	A500 (West)	182	11	193	303	9	312
A500 (East)	M6 North	541	111	652	616	67	683
A500 (East)	M6 South	24	11	35	20	6	26
A500 (East)	A500 (West)	404	32	436	546	6	552
M6 South	A500 (East)	47	7	54	59	8	67
M6 South	A500 (West)	175	13	188	170	7	177
A500 (West)	M6 North	365	43	408	235	14	249
A500 (West)	A500 (East)	484	43	527	582	9	591
A500 (West)	M6 South	147	30	177	152	10	162

Reference Case 2040

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	824	145	969	1,055	127	1182
M6 North	A500 (West)	214	13	227	356	11	367
A500 (East)	M6 North	636	131	767	724	79	803
A500 (East)	M6 South	28	13	41	24	7	31
A500 (East)	A500 (West)	454	36	490	614	7	621
M6 South	A500 (East)	55	8	63	69	9	79
M6 South	A500 (West)	206	15	221	200	8	208
A500 (West)	M6 North	429	51	480	276	16	293
A500 (West)	A500 (East)	544	48	592	654	10	664
A500 (West)	M6 South	173	35	208	179	12	190

Local Plan 2040

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	601	191	792	1,115	156	1271
M6 North	A500 (West)	214	13	227	356	11	367
A500 (East)	M6 North	516	185	701	533	107	641
A500 (East)	M6 South	70	75	144	162	39	201
A500 (East)	A500 (West)	407	49	456	590	13	603
M6 South	A500 (East)	116	23	138	110	24	135
M6 South	A500 (West)	212	16	228	215	8	223
A500 (West)	M6 North	430	51	480	278	16	295
A500 (West)	A500 (East)	483	76	559	657	28	684
A500 (West)	M6 South	166	36	202	191	12	203

Reference Case 2040 SLA

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	1829	206	2035	1199	233	1431
A500 (East)	M6 North	1127	241	1368	1332	202	1534
A500 (East)	A500 (West)	790	47	837	1106	26	1132
A500 (West)	A500 (East)	1168	82	1250	1193	19	1212

Local Plan 2040 SLA

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	1547	217	1764	1232	234	1466
A500 (East)	M6 North	981	239	1220	1031	202	1233
A500 (East)	A500 (West)	724	47	771	987	26	1012
A500 (West)	A500 (East)	1057	83	1140	1177	18	1195

Local Plan 2040 – Reference Case 2040

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	-223	46	-177	60	29	89
M6 North	A500 (West)	0	0	0	0	0	0
A500 (East)	M6 North	-120	54	-66	-191	28	-163
A500 (East)	M6 South	42	62	103	139	32	170
A500 (East)	A500 (West)	-47	13	-34	-24	6	-17
M6 South	A500 (East)	61	14	75	41	15	56
M6 South	A500 (West)	6	0	7	15	0	15
A500 (West)	M6 North	0	0	0	2	0	2
A500 (West)	A500 (East)	-61	27	-34	2	17	20
A500 (West)	M6 South	-7	1	-6	12	0	12

Reference Case 2040 SLA – Local Plan 2040 SLA

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	283	-11	271	-33	-2	-34
A500 (East)	M6 North	145	2	147	301	0	301
A500 (East)	A500 (West)	66	0	66	120	0	120
A500 (West)	A500 (East)	111	-1	110	16	0	17

Local Plan 2040 + (Reference Case 2040 SLA – Local Plan 2040 SLA)

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	884	179	1,063	1,082	155	1,237
M6 North	A500 (West)	214	13	227	356	11	367
A500 (East)	M6 North	661	187	848	835	107	942
A500 (East)	M6 South	70	75	144	162	39	201
A500 (East)	A500 (West)	473	49	522	710	13	723
M6 South	A500 (East)	116	23	138	110	24	135
M6 South	A500 (West)	212	16	228	215	8	223
A500 (West)	M6 North	430	51	480	278	16	295
A500 (West)	A500 (East)	594	74	669	673	28	701
A500 (West)	M6 South	166	36	202	191	12	203

Local Plan 2040 – Reference Case 2040

From	To	AM			PM		
		Light	HGV	Total	Light	HGV	Total
M6 North	A500 (East)	59	35	94	27	28	55
M6 North	A500 (West)	0	0	0	0	0	0
A500 (East)	M6 North	25	56	81	110	28	139
A500 (East)	M6 South	42	62	103	139	32	170
A500 (East)	A500 (West)	19	13	32	96	7	103
M6 South	A500 (East)	61	14	75	41	15	56
M6 South	A500 (West)	6	0	7	15	0	15
A500 (West)	M6 North	0	0	0	2	0	2
A500 (West)	A500 (East)	50	26	76	19	18	36
A500 (West)	M6 South	-7	1	-6	12	0	12

Micro-simulation and/or junction assessment undertaken by National Highways

SWECO

Minutes of meeting

Place	MS Teams	
Date	2025-01-24	Time 11:30
Present	Allan Clarke	NuLBC
	Annabel Chell	SCC
	Ashish Chadha	Aecom
	David Pyner	National Highways
	Kathryn Simmonite	National Highways
	Jen Searle	Aecom
	Martin Sellman	Sweco
	Ed Whittaker	Sweco
	Xenia Masoura	Sweco

Subject of meeting – Newcastle-under-Lyme – National Highways – Local Plan Discussion

1 Introduction

- Introductions by all attendees.

2 To date (Allan Clarke)

- The Local Plan (LP) has been in development since 2021. Public consultation on the draft LP occurred in 2023. Responses from National Highways (NH) suggested further modelling related to the assets maintained by NH.
- For this reason, Sweco undertook the development of the Strategic Transport Assessment (STA), which includes the modelling and assessment of three strategic sites.
- Correspondence from NH has led to a supplementary note addressing the queries, particularly regarding the allocation AB2 at M6 Junction 16.
- Today's discussion aims to address any remaining queries of the supplementary note and clarify what we have produced for the LP, the level of the model used, recognising the model's limitations.
- A plan was submitted on December 20th (2024) and awaiting comms (comments/queries) regarding this in mid-February.
- This meeting seeks to establish common ground on what is agreed, what remains outstanding and what is required to provide to the examiner.

3 Comments 19th December (Presentation by SWECO)

Comments were highlighted: green indicates → addressed, while yellow highlights outstanding issues that will be further detailed during the presentation.

- 2.6 → A minor error was noted in the responded comments related to comment 2.6. The delay referred to that is shown in Figure 8-6. It is the east approach (westbound), as opposed to what is incorrectly reported in 2.6.

- 2.5, 2.9, and 2.10 all related to J16 with access to AB2.
- To close these comments out, a bespoke approach will be adopted. An additional step in the post-processing is proposed. The movements with a reduction in trips are: M6 North -> A500 (East), A500 (East) -> M6 North, A500 (East) -> A500(West), A500(West) -> A500 (East).
- A select link analysis has been undertaken for each movement in both the Reference Case (RC) and the LP scenarios, reloading those trips back into the LP scenario.
- Preliminary work has been done on this – Sweco presenting tables with results. Ultimately, these calculations will give the difference between RC and LP scenarios (as shown in the right bottom table) and will provide a robust and more accurate set of data that will inform the micro-simulation or junction assessment to be later undertaken.

4 Questions and Clarifications:

- AC (Aecom): Sweco to share the relevant spreadsheet for checks. The modelling and bespoke approach are acceptable.
- MS: The plan is that Sweco will provide outputs of this piece of work that could inform the VISSIM model for Aecom and NH to do further works. Sweco currently does not have access to the model but could potentially undertake that next piece of work, if given access.
- AC (Aecom): It is difficult to understand how this junction might affect the rest of the network regarding queuing and delays. Caveats should be added indicating that this junction will be reviewed later for site AB2. NH could comment that there is not sufficient evidence regarding the impact on the junction (lack of data on queuing and delays).
- MS: While we cannot currently provide queuing and delay data, we do have the data to inform that. Micro-simulation modelling is needed.
- AC: Inquired about the required details. While strategic modelling has limitations, it's unclear if more precise impacts are expected at this stage. Clarification on model ownership and its current state is needed.
- KS: Who owns the model?
- AC: My understanding is that the developer has run the model and shared details with NH.

- KS: Has anyone contacted the developer for model access?
- KS: Do we have enough information to make a decision?
- AC (Aecom): The evidence based solely on flows is insufficient for assessing impacts.
- MS: We know that the largest amount of delay is westbound traffic. The models show a delay shift to the new access signals. Although there will be additional delays from the Local Plan, overall operation at junction 16 does not deteriorate.
- AC (Aecom): Some mitigation is probably needed, but no evidence at the moment.
- MS: Sweco has undertaken a study of a bus service that could access the AB2. Model predicts low demand. However, this is high level strategic modelling. Improved and increased bus services could reduce delays.
- AC: Mitigation measures, such as direct access provisions and enhanced bus routes, should be discussed.

5 Next Steps

- Sweco to provide data for review.
- NH to provide comments. Clarify areas of agreement and required further work.
- AC: Engagement, outline issues and get a clear indication what has been agreed for the inspector's review.
- KS: A statement of common ground is not unusual. Should we pursue the micro-simulation model?
- AC (Aecom): A qualitative approach may suffice, noting that additional work is remaining to be done. Current findings should be viewed as indicative, rather than a site test.
- JS: Agrees that a statement of common ground should be prepared for the planning process, highlighting that mitigation and additional modelling would be required.
- AC: The wording will align with the Local Plan.

Action Items:

- Sweco to provide the data for review.
- AC to draft a statement of common ground.
- NH to provide comments on both documents.

Appendix 4: Follow up e-mail from National Highways to the Council (13 Feb 2025

Allan Clarke

From: Patrick Thomas <[redacted]>
Sent: 13 February 2025 12:03
To: Sellman, Martin; Allan Clarke; Whittaker, Ed; Chell, Annabel (E,I&S); Keay, Joanne (E,I&S)
Cc: Kathryn Simmonite; David Pyner; Searle, Jen; Ashish Chadha
Subject: RE: Newcastle-under-Lyme LP - Catch Up

Dear Martin,

Thank you for sending the spreadsheets with the calculations for the adjusted flows at M6 Junction 16. This follows up on our recent meeting and will support the Newcastle-under-Lyme Local Plan.

Following our review of the spreadsheet, we have some comments which are set out below:

Overall, we understand that for links where flows decreased between the 2040 Reference case to the 2040 Local Plan, select link analysis was undertaken. This involved cordoning of the models to determine the tuning flows at M6 Junction 16.

Using these cordoned turn flows, the difference between the 2040 Reference Case and 2040 Local Plan on these links has been added back to the initial 2040 Local Plan matrices, and that this gives flows that are slightly higher than the 2040 Reference Case.

We are content with this analysis, and that these flows could be used for the detailed junction assessment for in the future, while testing site AB2 (land at Junction 16). Please note that the observed flows from 2022 should be replaced with more recent data if there has been a significant change in traffic since then.

I trust the above comments are helpful. Should you have any queries do not hesitate to get in touch.

Kind Regards,
Patrick

Patrick Thomas, Spatial Planner
Operations Directorate
[redacted]
Web: www.nationalhighways.co.uk

From: Sellman, Martin <[redacted]>
Sent: 24 January 2025 17:54
To: Allan Clarke <[redacted]>; Kathryn Simmonite

<[redacted]>; David Pyner <[redacted]>; Whittaker, Ed <[redacted]>; Chell, Annabel (E,I&S) <[redacted]>; Keay, Joanne (E,I&S) <[redacted]>
Cc: Searle, Jen <J[redacted]>; Ashish Chadha <[redacted]>
Subject: RE: Newcastle-under-Lyme LP - Catch Up

Hi All

Thanks for your time earlier.

As promised please find the slides and the data attached.

We will also look to share minutes once ready.

Have a great weekend all.

Kind regards,
Martin Sellman
Team Manager

Sweco UK Limited | London
[redacted]

SWECO

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]