



Planning Inspectorate

Report to the Secretary of State for Transport

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an Inspector appointed by the Secretary of State for Transport

Date: 27 August 2025

HIGHWAYS ACT 1980

ACQUISITION OF LAND ACT 1981

**THE NATIONAL HIGHWAYS (A52 NOTTINGHAM JUNCTIONS,
NOTTINGHAM KNIGHT JUNCTION AND WHEATCROFT JUNCTION
IMPROVEMENT) COMPULSORY PURCHASE ORDER 2024**

and

**THE NATIONAL HIGHWAYS (A52 NOTTINGHAM JUNCTIONS,
NOTTINGHAM KNIGHT JUNCTION AND WHEATCROFT JUNCTION
IMPROVEMENT) (SIDE ROADS) ORDER 2024**

Inquiry opened on: 8 July 2025

Ref: DPI/L3055/25/5

TABLE OF CONTENTS

	Page No
Case Details	4
1 Introduction	4
2 Description of the Scheme and its Surroundings	6
3 Procedural and Legal Submissions	11
4 The Case for National Highways	12
5 The Case for the Objectors	19
6 The Response by National Highways	21
7 Inspector's Conclusions	25
8 Recommendations	31
Appendix 1: Appearances	33
Appendix 2: Document List	34

ACRONYMS AND ABBREVIATIONS USED IN THE REPORT

BCR	Benefit to Cost Ratio
CPO	Compulsory Purchase Order
dB	Decibel
DfT	Department for Transport
ES	Environmental Statement
ha	hectares
MOU	Memorandum of Understanding
mph	Miles per hour
NCC	Nottinghamshire County Council
NH	National Highways
NO ₂	Nitrogen Dioxide
PM _{2.5} / PM ₁₀	Particulate Matter 2.5/10 microns
PMA	Private means of access
PoE	Proof of Evidence
PRoW	Public Right of Way
RBC	Rushcliffe Borough Council
RIS	Road Investment Strategy
SoC	Statement of Case
SoR	Statement of Reasons
SRO	Side Roads Order
TAG	DfT's Transport Appraisal Guidance
The 1980 Act	Highways Act 1980 as amended
The Framework	The National Planning Policy Framework

CASE DETAILS

The National Highways (A52 Nottingham Junctions, Nottingham Knight junction and Wheatcroft junction improvement) (Side Roads) Order 2024

- The Side Road Order (SRO) was made by National Highways in exercise of its powers under sections 14 and 125 of the Highways Act 1980 and was sealed on 21 November 2024.
- The Order, if confirmed, would authorise National Highways to alter the A606 and A60, stopping up of six existing private means of access and the creation of five new private means of access.

Summary of Recommendation: That the Order, subject to modifications, is confirmed.

The National Highways (A52 Nottingham Junctions, Nottingham Knight junction and Wheatcroft junction improvement) Compulsory Purchase Order 2024

- The Order was made by National Highways pursuant to powers under sections 239, 240, 246, 249 and 250 of the Highways Act 1980 and was sealed on 21 November 2024.
- The Order, if confirmed, would authorise National Highways to purchase compulsorily the land and the new rights over land described in the Schedule to the Order for the purposes of improving highways and constructing new highways
- A Compulsory Purchase Order (CPO) is required to acquire additional land necessary for the alterations described above in the SRO, which will be undertaken using National Highways permitted development rights.

Summary of Recommendation: That the Order, subject to modifications, is confirmed.

Throughout this Report, despite documents (listed at Appendix 2) are referred to with the prefix 'DD' followed by the relevant number.

1.0 INTRODUCTION

Preliminary Matters

- 1.1 I have been appointed by the Secretary of State for Transport (SoS) to conduct concurrent inquiries for the purpose of hearing representations and objections concerning the above CPO¹ and SRO². Although technically two inquiries were held on 8 July 2025, hereafter I refer to them in the singular. The inquiry was

¹ DD.A3

² DD.A1

conducted under the terms of the Highways (Inquiries Procedure) Rules 1994³ and the Compulsory Purchase (Inquiries Procedure) Rules 2007⁴ (to the extent applicable). The inquiry was subsequently closed in writing on 6 August in accordance with a timetable agreed with the parties.

- 1.2 I carried out unaccompanied site visits on 7 and 8 July 2025. With the agreement of the main parties, a formal accompanied site visit was not deemed necessary.

Consenting Strategy

- 1.3 The identified development area is 4.238 hectares (ha) (excluding the existing carriageway). This does not exceed the threshold defined under the Planning Act 2008⁵ for a scheme of this type. The Scheme is therefore not a Nationally Significant Infrastructure Project and does not trigger the requirement for a Development Consent Order. The Scheme would therefore be progressed as a highway “alteration” under Part I, Section 4: Part II, section 14 and Part V of the Highways Act 1980⁶ (the 1980 Act)
- 1.4 National Highways (NH) confirms that all works necessary to deliver the Scheme can be delivered under NH permitted development rights, as set out in the Town and Country Planning (General Permitted Development) (England) Order 2015⁷ including Class B – Development by the SoS or a Strategic Highways Company under the 1980 Act.
- 1.5 The statutory development exclusion/permitted development rights are applicable to the entirety of the Scheme for the purposes of the Town and Country Planning Act 1990⁸, as all works are either within the highway boundary of the A52 or immediately adjacent and the works to be delivered comprise functions of NH under the 1980 Act.

Purpose of the Orders

- 1.6 The purpose of the Orders is to reduce queuing and congestion and to provide more reliable journey times at junctions along the A52 in Nottinghamshire. Both the Wheatcroft and Nottingham Knight junctions experience extensive queuing problems particularly during peak periods. More detail regarding the proposed works is provided in section 2 of this Report.

Objections to the Orders

- 1.7 The Orders, together with other accompanying documents, were published on 25 November 2024 and the statutory objection period concluded on 12 February 2025. The representation period was extended to allow an additional 2 weeks for

³ DD.C2

⁴ DD.C1

⁵ DD.C4

⁶ DD.C3

⁷ DD.C5

⁸ DD.C6

the Christmas period, and for the impact of missing a Tenant from the original Orders.

1.8 By the end of the statutory objection period, 15 objections had been received (2 statutory and 13 non-statutory objections). When the inquiry was closed both statutory and 7 non-statutory objections had been withdrawn⁹. At the time of writing there are no statutory objections, and 6 non-statutory objections as follows:

- OBJ1 - Steve Parkhouse
- OBJ3 - Dave Mackrory
- OBJ11 - Donovan Lewis
- OBJ12 - Thomas Colley
- OBJ13 - Chris
- OBJ15 - Rod Jones

Suggested Modifications

1.9 Prior to the start of the Inquiries, NH and the Department for Transport (DfT) agreed a number of modifications that would need to be made to the CPO and SRO in the event that the SoS determines that they should be confirmed. They are set out in Appendix B to Mr Pizzey's Proof of Evidence¹⁰ (PoE) and in the Document Library¹¹ and address drafting errors in the Orders. NH have confirmed that the modifications do not materially alter the scheme.

Scope of this Report

1.10 This report contains a brief description of the site and its surroundings, the gist of the evidence presented and my conclusions and recommendations. Lists of Inquiry appearances and documents are attached as appendices. Proofs of evidence were added to at the Inquiries through written and oral evidence.

2.0 DESCRIPTION OF THE SCHEME AND ITS SURROUNDINGS

2.1 NH's Statement of Reasons¹² (SoR) and Statement of Case¹³ (SoC) identifies that the Nottingham Knight and Wheatcroft junctions are located approximately 5km and 6km south of Nottingham City centre respectively and are situated beyond the settlement boundary of Nottingham. The junctions are separated by a 1.6km long section of dual carriageway running in an approximate north-west to south-east

⁹ Royal Mail (OBJ2), Greene King Brewing and Retail Ltd (OBJ4), Jane Sudbury-Hill and E Plummer (OBJ5), Susan Wing (OBJ6), Tom Rudman (OBJ7), Richard Haydock (OBJ8), Alan Spencer (OBJ9), Martin Brown (OBJ10) and Guy Hughes (OBJ14)

¹⁰ DD.H1

¹¹ Track change versions of the Orders DD.A9 & DD.A13. The DfT's response DD.A10

¹² DD.A5

¹³ DD.G1

alignment. The location of the Wheatcroft and Nottingham Knight junctions are shown in Figure 1 below:

Figure 1 – Location of the Wheatcroft and Nottingham Knight junctions



- 2.2 The A52 Nottingham Route Strategies Strategic Outline Business Case was completed in August 2014 which identified the need for a number of junction improvements along the A52. The A52 Nottingham Junctions project was subsequently announced in the Autumn Statement 2014 and was included in the Government's Road Investment Strategy (RIS) (2015 – 2020)¹⁴, Roads Investment Strategy 2 (2020-2025)¹⁵ and Interim Settlement (2025-2026)¹⁶ as a committed scheme. This was planned to be a three phased junction improvement approach, incorporating a western set of junctions between Queens Medical Centre Roundabout and Wheatcroft roundabout and a western set of junctions between Gamston and Bingham Road.
- 2.3 In 2016 it was identified that two of the junctions being developed (Nottingham Knight and Wheatcroft), required significantly more technical work to enable delivery and an assessment was needed of a wider range of options. As such the opportunity was identified to advance delivery of the remaining "smaller" junctions through a small scheme appraisal method, reducing the time required for development. As such the project delivery was phased between the smaller and larger junctions to be developed.
- 2.4 In conjunction with this assessment, an assessment was made of the phase 1 junctions, to assess the economic benefits of the scheme. This assessment identified a benefit cost ratio (BCR) for these projects of 3.5, showing High Value

¹⁴ DD.F5

¹⁵ DD.F6

¹⁶ DD.F8

for Money regardless of the additional benefits of the Nottingham Knight, Wheatcroft or Silverdale junctions. At this point NH decided to progress the smaller junctions in advance of Nottingham Knight and Wheatcroft to allow for the benefits to be gained quicker and reduce the impact on the network of delivering all the projects at one time.

- 2.5 Through this process, it was further identified that two of these smaller junctions would not require permanent Traffic Regulation Orders and could be progressed for delivery in 2017, with Nottingham Road and Cropwell Road achieving the project Start of Works in January 2017, and Open for Traffic in August 2017. The remaining smaller junctions (Silverdale Junction, Gamston Roundabout, Stragglethorpe Road and Bingham Road) were progressed for delivery as phase 2 achieving a start of works in October 2021 and opened for traffic in May 2023.
- 2.6 The proposed works at the Nottingham Knight and Wheatcroft Junctions would complete the strategy for improving the A52 south of Nottingham. The nature of the proposed works is set out below for each junction.

Nottingham Knight Junction

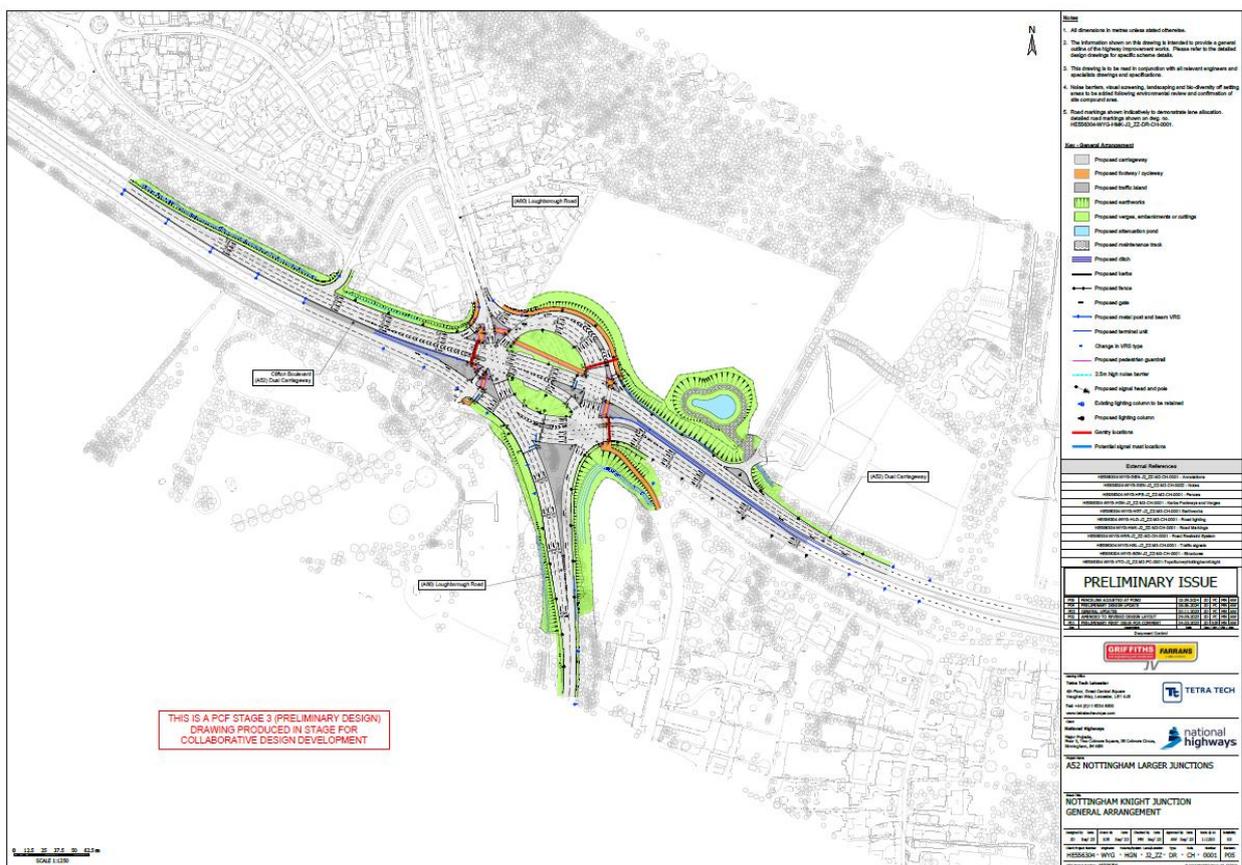
- 2.7 The Nottingham Knight junction is located beyond the southern edge of Nottingham in West Bridgford in the borough of Rushcliffe. The junction is bordered to the north-west and north by the Premier Inn hotel, the Nottingham Knight public house and several residential properties. To the north-east and east, the junction is bordered by agricultural fields. To the south-east the junction is bordered by residential properties in Ruddington and to the south and south-west by two properties and the Ruddington Grange Golf Course.
- 2.8 The land within the proposed highway boundary for the Nottingham Knight junction comprises the existing junction and additional land to the north-west, north, north-east, east and south. The land outside the existing highway that would be used to alter Nottingham Knight junction is occupied by vegetation including grass, hedgerows and trees along the north-west, north-east, east and south junction verges. The alterations will require agricultural land to the north-east of the existing junction.
- 2.9 In simple terms, the works are for an enlarged at grade four arm roundabout with two cut throughs. The Scheme boundary covers an area of 6.77ha which includes 1.32ha of additional land outside the existing highway boundary required to undertake the following junction alterations:
- The A52 west entry arm would be widened to five lanes with an additional dedicated left turn to the A60 north.
 - The A60 north entry includes three lanes, with one lane (merging into two) dedicated to the A52 east exit. The A60 north exit arm would include two lanes.
 - The A52 east entry would comprise of four lanes and the exit arm would be three lanes wide merging to two lanes.
 - The A60 south entry arm would be widened to include four lanes, two of which would be a dedicated left turn onto the A52 west and the other two

lanes would provide access to the A60 north and the A52 east. The A60 south exit arm would comprise two lanes.

- Closure of the left-turn exit from Lanmere Lane onto the A52 a short distance to the west of the junction.
- Signalisation of approaches, cut through lanes and circulatory carriageway.
- Improvements to pedestrian facilities, including provision of controlled crossing points.
- Construction of earthworks, ditches and attenuation pond.
- Removal of existing vegetation and introduction of landscaping scheme to mitigate environmental impacts.

2.10 The layout of this junction along with the additional land required outside the existing highway, is shown in Figure 2 below

Figure 2 – Nottingham Knight Junction – General Arrangement



Wheatcroft Junction

2.11 The Wheatcroft roundabout is an existing at-grade, five arm roundabout linking the A52 (east and west bound) with the A606 (north and south bound) and Flawforth Lane (south bound). At present the Wheatcroft roundabout is a partially signalised junction.

- 2.12 The land immediately to the south comprises agricultural fields. The Landmere Lane Industrial estate comprising the Wheatcroft garden centre and a number of industrial, retail and office premises is located approximately 250m north-west of the junction and north of the A52 west. A number of residential properties are located between the southern boundary of the Landmere Lane industrial estate and the northern boundary of the A52. A new housing development has been constructed on land to the north-east.
- 2.13 The proposed scheme boundary for the junction alterations is 8.87ha which includes 2.954ha of additional land outside the existing highway required to undertake the junction alterations. The land within the proposed boundary, not currently occupied by the existing highway, comprises of grassland, hedgerows, individual trees and parts of agricultural fields.
- 2.14 The proposed scheme would include an increase in the size of the Wheatcroft roundabout by expanding the junction in a southerly direction. The Scheme would include the following works:
- The A52 west entry arm would comprise six lanes with a dedicated left turn lane and a two-lane cut-through directly to the A606 south.
 - The A606 north entry arm would include four lanes, and a dedicated left turn slip road.
 - The A52 east entry arm would include four lanes and a dedicated left turn. The exit arm would include three lanes, merging into one.
 - The A606 south entry arm would be four lanes wide with an island separating lane number two and three. The exit arm would include the continuation of the cut-through from the A52 west and would link with the roundabout exit approximately 70m from the gyratory.
 - The Flawforth Lane entry arm comprises of four lanes and the exit arm would comprise one lane.
 - Signalisation of approaches, cut through lanes and circulatory carriageway.
 - Improvements to pedestrian facilities, including provision of controlled crossing points.
 - Construction of earthworks, ditches and attenuation pond.
 - Removal of existing vegetation and introduction of landscaping scheme to mitigate environmental impacts.
- 2.15 The layout of the works are shown in Figure 3 below.

4.0 THE CASE FOR NATIONAL HIGHWAYS

4.1 NH promotes the CPO and SRO in order to deliver the improvement works to the Wheatcroft and Nottingham Knight Junctions. The scheme objectives are shown in Table 1 below:

Table 1 – Objectives of the Scheme

Safety	Improve safety on the A52 junctions, through reduction of collisions along the A52 and significantly improve crossing facilities for all users.
Customer	Throughout the design and delivery stages, the scheme should ensure that customers and communities are fully considered. Specifically, this should include: <ul style="list-style-type: none"> <input type="checkbox"/> Understanding the needs of all segments of customers (including vulnerable users), stakeholders and partners. <input type="checkbox"/> Responding to those needs such that the end product delivers an improved customer experience. <input type="checkbox"/> Assessing the impact of works on road users and communities, minimising disruption and delivering appropriate mitigation.
Economic Growth	: Facilitate economic growth and support development around Nottinghamshire and Rushcliffe area. Support the movement of goods and access to Nottingham, a key economic driver in the East Midlands.
Resilience	Increase resilience of the A52 by increasing the network capacity on the junctions and roundabouts.
Accessibility	<ul style="list-style-type: none"> <input type="checkbox"/> A strategic road network that balances the needs of individuals and businesses that use and rely on it. The scheme aims to improve accessibility to Nottingham City Centre and the east-west wider strategic network, e.g the A453(T), A50(T), A46(T) and A52 beyond Nottingham. <input type="checkbox"/> The scheme aims to make significant improvements to the crossing facilities for cyclists, walkers and horse-riders
Journey Times	The increase in capacity aims to reduce delays and also lead to an improvement in journey time reliability for users travelling at currently congested times.
Environment	The scheme aims to reduce nitrogen dioxide by providing more free flowing traffic

- 4.2 The need for improvements to the junctions of the A52 around Nottingham was identified and agreed through extensive engagement between NH, Rushcliffe Borough Council (RBC) and Nottinghamshire County Council (NCC) and is seen as a key enabler for local development in the area.
- 4.3 Traffic volumes have continued to increase on the A52 since the need for the scheme was identified in 2014, which has led to longer traffic queues at the junctions (especially in peak times) and reduced journey time reliability along the route. The purpose of the proposed scheme is to reduce queuing and congestion and to provide more reliable journey times at junctions along the A52 in Nottinghamshire.
- 4.4 At the Wheatcroft junction significant queues build on the A606E and A52N approaches in the AM peak, which extend back as far as the railway bridges across each road. (circa 450m on A52N, and 650m on A606E). The Nottingham Knight junction experiences extensive queuing problems in both peak periods, particularly on the A52 entries to the roundabout and from the A60N due to the volume and speed of circulating traffic. The impact of releasing the capacity at these junctions will free up the A52, enabling the A52 to perform effectively both as a local distributor and as a strategic link in the area.
- 4.5 Traffic modelling undertaken by NH is presented in the Combined Modelling and Appraisal Report¹⁷ and summarised in Dr Davis' PoE¹⁸. The modelling identifies that the scheme would result in significant journey time savings – see Tables 2 and 3 below.

Table 2 - Wheatcroft 2043 Changes in Capacity and Delay Summary

2043		Base Network				2043 Do Minimum				2043 Do Something				DS-DM		
Time Period	Arm	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C
AM	A606 Melton Rd N	11	7	24	0	84	78	96	0	71	66	82	0	-13	-13	-14
	A52 E	95	84	102	24	48	37	85	0	61	51	94	0	13	13	9
	Melton Rd SE	28	25	95	0	45	43	88	0	36	34	76	0	-9	-9	-12
	Flawforth Ln	91	89	91	0	50	46	73	0	51	47	78	0	1	1	4
	A52 W	22	16	70	0	34	28	62	0	35	29	55	0	1	1	-7
IP	A606 Melton Rd N	17	13	30	0	58	53	86	0	87	82	81	0	29	29	-5
	A52 E	23	12	81	0	61	50	94	0	60	50	93	0	-1	-1	-1
	Melton Rd SE	8	6	44	0	44	41	80	0	31	28	53	0	-13	-13	-27
	Flawforth Ln	49	47	83	0	111	108	98	0	107	103	97	0	-5	-5	-1
	A52 W	19	13	61	0	37	30	69	0	35	28	61	0	-2	-2	-8
PM	A606 Melton Rd N	13	9	32	0	104	99	99	0	56	51	72	0	-48	-48	-27
	A52 E	134	123	104	32	181	171	105	58	78	67	98	0	-104	-104	-7
	Melton Rd SE	7	5	43	0	39	36	76	0	32	30	62	0	-7	-7	-14
	Flawforth Ln	77	75	91	0	39	35	56	0	58	55	78	0	20	20	22
	A52 W	21	14	77	0	29	23	63	0	41	35	78	0	12	12	15

¹⁷ DD.F9

¹⁸ DD.H2

Table 3 - Nottingham Knight 2043 Changes in Capacity and Delay Summary

2043		Base Network				2043 Do Minimum				2043 Do Something				DS-DM		
Time Period	Arm	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C	Queue at end	Total Time (s)	Delay (s)	V/C
AM	A60 N	158	155	105	26	179	178	103	32	13	8	49	0	-165	-169	-53
	A52 E	185	181	108	136	312	308	113	207	45	37	96	0	-267	-271	-16
	A60 S	16	12	79	0	220	212	105	23	53	47	81	0	-166	-165	-24
	A52 W	11	7	88	0	163	161	78	64	33	24	67	0	-131	-137	-11
IP	A60 N	10	8	44	0	109	108	98	0	12	7	30	0	-98	-102	-69
	A52 E	9	5	53	0	159	155	104	65	32	23	77	0	-128	-132	-27
	A60 S	11	7	38	0	105	97	97	0	140	134	99	6	36	37	1
	A52 W	10	6	75	0	156	154	85	80	22	14	64	0	-134	-140	-21
PM	A60 N	15	12	74	0	208	207	103	16	11	6	25	0	-197	-201	-78
	A52 E	10	6	61	0	225	221	107	96	33	25	70	0	-192	-196	-37
	A60 S	15	11	65	0	117	109	99	0	46	39	69	0	-71	-70	-30
	A52 W	112	108	105	98	157	155	86	116	32	24	84	0	-125	-131	-2

- 4.6 Due to the recognised local importance of the scheme, both NCC and RBC have signed a Memorandum of Understanding (MoU) with NH to express, and place on record, the shared commitment by the three parties to facilitating development planned for Rushcliffe through the related improvements to the A52 trunk road. This MoU also provides an agreed basis for securing developer contributions towards the delivery of the scheme. This signed agreement represents a further external commitment to the delivery of the scheme for NH.
- 4.7 The MoU establishes that five strategic employment and residential development sites are dependent on the transport improvements at Nottingham Knight and Wheatcroft junctions as well as local improvements to Silverdale, Gamston and Tollerton junctions on the local road network.
- 4.8 The economic case of the Scheme has been based on a 60-year appraisal period in accordance with the Department for Transport (DfT) online Transport Appraisal Guidance (TAG)¹⁹. This considers the calculation of impacts, both positive and negative, that are typically expressed in monetary terms. This includes the capital cost of the Scheme and indirect tax revenues generated by it. The appraisal compares the costs against benefits such as travel time and accident savings.
- 4.9 Scheme costs and monetised impacts (costs and benefits) are summed to produce a BCR; the amount of benefit being bought for every £1.00 cost to the public purse. Table 4 below provides a summary of the monetised economic, environmental and social benefits of the Scheme.

¹⁹ DD.F3

Table 4 – Summary of Monetised Benefits

Description	Initial Present Value of Benefit (£m) taken from Economic Appraisal Package	Adjusted present Value of benefits (inc. Reliability and Wider Impacts) (£m)
Economic Benefits		
Economic Efficiency: Consumer Users (Commuting)	26.505	26.505
Economic Efficiency: Consumer Users (Other)	21.327	21.327
Economic Efficiency: Business Users and Providers	47.478	47.478
Reliability Benefits (RB) – Business Users	Exc	0.425
Wider Economic Impacts (WEI)	Exc	4.790
Environmental Benefits		
Noise	-0.123	-0.123
Local Air Quality	-0.203	-0.203
Greenhouse Gases	-22.051	-22.051
Social Benefits		
Reliability Benefits (RB) - Commuting	Exc	0.541
Reliability Benefits (RB) – Other	Exc	0.186
Accidents	-7.902	-7.902
Other		
Developer Contributions	-7.955	-7.955
Delay during Construction	-3.252	-3.252
Delay during Maintenance	0	0
Wider Public Finances (Indirect Taxation Revenues)	-0.645	-0.645
Total Benefit:	53.178	59.121

- 4.10 The Scheme would increase capacity through the junctions. The additional capacity will contribute towards reduced congestion and reduced delays in the vicinity of the junctions, leading to a decrease in lost productive time and subsequent increase in business user and transport service provider benefits. The monetisation of these and other benefits such as accident reductions, wider economic benefits, and environmental benefits such as air quality, noise, and carbon emissions results in a BCR of 2.24, which represents a “High Value for Money”.
- 4.11 As set out in Table 4.8 to the SoC, biodiversity, journey quality and severance are assessed as being non-monetised benefits of the Scheme.

The Compulsory Purchase Order

- 4.12 The CPO was made under Sections 239, 240, 246, 249 and 250 of the 1980 Act with NH being satisfied that the scope of the powers sought and the extent of the interests in the land and new rights to be acquired by compulsory acquisition are sufficient to enable the delivery of the Scheme, whilst also being the minimum necessary that will enable its delivery and achieve required objectives.
- 4.13 The CPO includes both the right to acquire compulsory land and new rights (e.g. for continuing access such as future maintenance and inspection). The land and new rights would enable the construction and operation of the highway (including drainage outfalls) as well as enabling the respective authorities to undertake future maintenance of the road.
- 4.14 Following construction of the Scheme, if NH disposes of any land which was acquired permanently but required only for the construction period, it will do so in accordance with the CPO Guidance²⁰.

Compelling Case

- 4.15 In terms of whether there is a ‘compelling case in the public interest’, NH argues that its SoR and SoC set out a compelling strategic and local case for the Scheme supported by robust evidence that provides the rationale for why improvements to the Nottingham Knight and Wheatcroft Junctions are in the public interest.
- 4.16 In summary NH argues:
- The Scheme comprises the alteration of the Nottingham Knight and Wheatcroft junctions to provide signalisation, in addition to increased lanes and provision of cut through lanes;
 - The Scheme will improve the capacity of the A52 and the flow of traffic whilst reducing delays, improving overall road safety and journey time reliability;
 - The Scheme meets the overall objectives including facilitating economic growth, increasing resilience of the A52 by increasing capacity, improving accessibility by providing crossing facilities and improving journey times;

²⁰ DD.D1

- National, regional and local transport policy support the delivery of the Scheme, which will help to enable economic growth in the area;
- Embedded landscaping would mitigate and enhance the appearance of the junctions. Plans for the Scheme ensure that the loss of trees and vegetation is reduced as much as possible, with replacement and additional planting provided, within landscaping areas.

4.17 In considering the land required by the Scheme, NH has considered the negative effects that its pursuance of compulsory purchase powers would have upon those with an interest in the land required and has weighed those private individual losses against the compelling need and benefits that the Scheme would bring to the national and local economy.

4.18 Having carried out this exercise, NH believes that the public benefits of reduced congestion and delays, improved safety, improved journey times and the resulting enabled growth outweigh the private losses. On that basis, there is a clear and compelling case in the public interest which would justify the use of compulsory purchase powers. NH highlight that there are no statutory objectors to the Scheme.

Clear idea of use

4.19 Section 13 of the CPO Guidance directs that an acquiring authority should ‘*have a clear idea of how it intends to use the land which it is proposing to acquire*’. The SoC and SoR contain a description of each plot of land and how NH intends to use it to construct the Scheme. This information is also contained at Appendix A to Mr Pizzey’s PoE.

Funding

4.20 The A52 Nottingham Junctions (Larger) Scheme has a cost estimate of £ 81.3 million, including a 20% allowance for risk and uncertainty and a 6% allowance for inflation at the date of application. This estimate includes all costs to deliver the Scheme from the early optioneering stages through to completion.

4.21 NH is a government owned company and is responsible for operating, maintaining and improving the strategic road network in England. Among other things it is responsible for delivering the major projects included in RIS1 (2015-2020), RIS2 (2020-2025), and subsequently the Interim Settlement (2025 – 2026), which identify the projects NH are required to progress, and provide the funding to do so.

4.22 The importance of delivering the final two phases (Nottingham Knight and Wheatcroft) is recognised in both national, regional and local strategies and policies. The government’s first and second RISs commit to the delivery of improvements to these junctions along the A52.

4.23 The Scheme has two sources of funding. Firstly, it is funded by £5.48m from a private developer, developing a new housing estate at Tollerton Airfield, and, secondly, the remaining funds would be provided from the Interim settlement and future funding from the DfT. If more private funding comes forward, the costs to the public purse will be reduced but there is no shortfall in funding, the Scheme is fully funded.

4.24 There is a MoU in place with NCC and RBC, for additional funding due to a major housing development near the Nottingham Knight/ Wheatcroft roundabouts. This could provide a contribution of up to £15.5m. However, the quantum is based on the number of properties built, rather than an absolute sum – so has not been included in the finance case.

Impediments

- 4.25 Section 15 of the CPO Guidance identifies the need '*...to show that the scheme is unlikely to be blocked by any physical or legal impediments to implementation*'.
- 4.26 Applications to remove two trees subject to Tree Preservation Orders were approved by RBC on 20 December 2024 (Application numbers 24/01841/TPO and 24/01831/TPO).
- 4.27 NH identifies that other standard minor consents such as temporary Traffic Regulation Orders may be necessary but that these would not impede the delivery of the Scheme.
- 4.28 Improvements to certain aspects of the Scheme will be progressed through an agreement with NCC pursuant to section 4 of the 1980 Act in order to provide legal permission for NH to undertake work on the local highway network. An interim MoU between NH and NCC covering these works is already in place. This would be followed by a formal Section 4 Agreement with NCC upon completion of the detailed design in 2026.
- 4.29 In the present case there is no suggestion of any physical impediment in any objection.

Last resort

4.30 Following publication of the Orders in November 2024, NH has engaged proactively in negotiation to voluntarily acquire interests from owners. To date three landowners have agreed to options agreements, which will be exercised on confirmation of the Orders. However, due to unregistered land interests and currently unsuccessful negotiations (which are ongoing and will continue up to confirmation), the CPO is required as a last resort to buy the land essential to the construction of the Scheme.

The Side Road Order

4.31 NH says that the SRO is a necessary element of the Scheme, in that will allow alterations to the A60 north and south of the Nottingham Knight junction and the A606 and Flawforth Lane at the Wheatcroft junction to enable them to tie in with the new junction layouts. These highways are all currently owned and maintained by NCC. All works to the highways will be undertaken under a Section 4 agreement with NCC. The SRO does not seek to divert or stop up existing highways.

- 4.32 The SRO would also enable the stopping up of six existing private means of access (PMAs) and the creation of five new PMAs under Section 125 of the Highways Act 1980²¹. With the agreement of the relevant landowner, one PMA to an arable field some 15m south of Wheatcroft junction (ref: 1/d) would not be re-provided. In that case access to the field would be available from access ref: 1/c.
- 4.33 As there have been no objections to the stopping up of the private accesses, NH consider the SRO to be unobjected to and uncontroversial. Moreover, the SRO is fully justified because:
- Alterations are required to existing Local Authority roads as part of the Scheme to enable them to tie in with the proposed layout of the Trunk Road junctions.
 - Existing PMAs need to be stopped up and relocated to enable them to tie in with the proposed layout of the Trunk Road junctions.
 - One existing PMA is to be permanently stopped up, but alternative access is available and has been agreed with the affected landowner.

Conclusion

- 4.34 Having regard to the above, NH asks that the CPO and SRO are confirmed by the SoS.

5.0 THE CASE FOR THE OBJECTORS

- 5.1 Six non-statutory objections remain outstanding at the time of writing. Dave Mackrory, Donovan Lewis and Rod Jones were the only objectors to attend and speak at the inquiry. The objections can be split into two distinct themes; 1) health and property impacts and 2) the effect on Public Rights of Way (PRoWs).

OBJ1 - Steve Parkhouse on behalf of the A52 Active Travel Partnership²²

- 5.2 Steve Parkhouse (SP) submitted his original objection on 5 January 2025. This was subsequently updated on the 16 June 2025. For personal reasons SP was unable to attend the inquiry. SP's objection is supported by a PoE²³ from Hugh McClintock on behalf of Pedals (Nottingham Cycling Campaign).
- 5.3 SP is concerned that the Scheme would adversely affect the A52 crossing of bridleway BW18 approximately 400m west of Wheatcroft junction. This crossing is within the Scheme's red line boundary. SP states that the crossing is an acknowledged danger point that will become worse as traffic flows increase following the roundabout improvements. For the sake of all users NH must ensure that a safer route is created.
- 5.4 SP recognises that a signalised crossing would be costly and cause significant delays and therefore argues that BW18 should be diverted through the current

²¹ See Table 9.1 to NH's SoC

²² DD.J4-J11

²³ DD.J12

underpass (approximately 300m to the west of the BW18 crossing) using compulsory purchase powers. At present the underpass is a Public Footpath and therefore would need to be upgraded to bridleway status. Not only would this solution benefit all road users by increasing safety it would also create an east-west active travel route between the two roundabouts creating a win-win solution.

OBJ3 - David Mackrory²⁴

5.5 David Mackrory (DM) objects to the Scheme on the grounds that it does not address the existing at-grade bridleway crossings on the A52 between the two junctions. The crossings of bridleways BW11 and BW18 will be detrimentally affected by the Scheme. The crux of DM's objection is that the increased traffic flows will make it more difficult for users of the bridleways to cross the A52. In that regard DM highlights that there would be a 38% increase in traffic flows on the A52 in the 2043 design year. DM argues that NH had not adopted the user hierarchy in the design of the Scheme and had not properly assessed the needs of pedestrians and cyclists. Similar to SP, DM also asked for the Landmere Lane underpass to be upgraded to bridleway status, and further specific cycling/ walking routes to be included in the design.

OBJ11 - Donovan Lewis²⁵

5.6 Donovan Lewis (DL) attended the inquiry and spoke passionately about the impact of the Scheme on his property (Windways) which is the detached house immediately north of the Nottingham Knight junction. DL's main concern is that the Scheme would not provide a vehicular means of access to his property. Moreover, DL uses a small parcel of highway land (plot 2/14) immediately adjacent to his property for parking. DL argues that the inclusion of this land in the Order limits would result in highway safety issues. Other concerns raised by DL relate to increase noise and air quality impacts of the Scheme and resulting impacts on mental and physical health.

5.7 DL submitted a Closing Statement which among other things questions why NH require a CPO to acquire plot 2/14 and why no alternative access to Windways was provided when the original access was stopped up.

OBJ12 - Thomas Colley

5.8 Thomas Colley (TC) resides at Linksfield Court which is adjacent to Landmere Lane and close to the Nottingham Knight hotel and public house. TC is concerned that the Scheme would adversely affect the value of his property through a significant increase in noise pollution. TC is also concerned that the Scheme will increase the amount of traffic on Landmere Lane and Europa Way during both the construction and operational phases.

²⁴ DD.J1-J3

²⁵ DD.J13-J14

OBJ13 - Chris

5.9 Chris objected to the Orders in an email dated 11 February 2025. Despite a written request Chris did not provide a surname. Chris' main concern relates to the proposed closure of the Landmere Lane exit onto the A52 arguing that this would displace vehicles onto Europa Way causing more delays for local residents. Vehicles are also likely to re-route to the already congested A52 Silverdale roundabout via Wilford Lane onto Ruddington Lane. Chris also raises some concerns about the recently implemented improvements to the Silverdale roundabout.

OBJ15 - Rod Jones²⁶

5.10 Rod Jones (RJ) attended the inquiry and raised concerns regarding pedestrian and cycle provision between Ruddington and West Bridgford via the Nottingham Knight junction. RJ requested that NH clear over hanging vegetation and pave sections of highway verges on the approach roads. Moreover, RJ suggested that a controlled pedestrian crossing should be provided on the A60 to the south of the Nottingham Knight junction. RJ also highlights the inadequate nature of the bridleway crossings across the A52. RJ suggests that the pedestrian/cycle path to the east of the Sharp Hill estate could be extended across third party land (using CPO powers) to connect with the A52 underpass.

6.0 RESPONSE BY NATIONAL HIGHWAYS*OBJ1 - Steve Parkhouse on behalf of the A52 Active Travel Partnership*

6.1 NH met with SP on two occasions to discuss his concerns. During those discussions it was confirmed that the current footpath network impacted by the Scheme would be upgraded to shared use standard with designated traffic light-controlled crossings. This is a significant improvement over the current situation.

6.2 There are no plans to alter BW18 and re-route it to the Landmere Lane underpass as requested. The main reasons for this are:

- The Scheme will have no impact on the existing situation, as it will have 'tied' into the existing A52 before the bridleway crosses the road.
- The Walking, Cycling and Horse-riding Assessment and Review²⁷ demonstrates that there are very few users of the bridleway crossings, and that there are no accident records at this location.
- The A52 is an all-purpose trunk road and pedestrians/ cyclists horse riders have a right to use it. Stopping up this crossing point would not alter that right. As a result, stopping up the crossing would not achieve this desired outcome. To prevent people using the crossing the SRO/ CPO would have to be extended into 3rd party land to re-route the bridleway some distance from

²⁶ DD.J15

²⁷ DD.B6

the Scheme. Due to the limited use of the bridleway and lack of accidents at this location, there is no justification to acquire land to move the bridleway.

- Similarly, moving the bridleway to Landmere Lane would require additional landtake from local landowners near the A52, which would not be proportionate to the use to move the bridleway onto their land. Consequently, NH would not be able to use CPO powers to force them to sell the required land.
- NH have spoken to the landowners involved, and they have confirmed they would not agree to diverting the bridleway across their land. They have also confirmed that they will not sell their land by agreement to facilitate moving the bridleway.

- 6.3 Notwithstanding this, further discussions are ongoing with the landowner and NCC, as the Local Highway Authority to consider the potential to use their powers to improve BW18.
- 6.4 Based on the foregoing, NH do not consider that SP's objection has any relevance to the question of whether the Orders should be confirmed. SP has a desire for wider improvements to be carried out, but that desire does not mean that there is not a compelling case in the public interest for this CPO to deliver this Scheme given it is justified on its own terms as set out above.

OBJ3 - David Mackrory

- 6.5 NH met with DM on two occasions to discuss his concerns. NH shared the WCHAR report to demonstrate that the design does include consideration of the surrounding rights of way network.
- 6.6 NH has confirmed that the current footpath network impacted by the Scheme at each of the junctions has been improved to shared-use standard and includes designated traffic-light controlled crossings. This is a significant improvement over the current situation.
- 6.7 In response to the concerns over the two existing at grade bridleway crossings of the A52 between the junctions, NH refer to its response to SP.

OBJ11 - Donovan Lewis

- 6.8 NH met with DL several times during the development to the Scheme and make the following points in response to his concerns.
- 6.9 DL's property currently has no legal vehicular access onto the existing A52 roundabout or the A60 Loughborough Road. Previous requests from the objector for a vehicular access onto the roundabout or local road network have been previously turned down on highway safety grounds by NH and NCC as the Local Highway Authority. This is because any access would be too close to the Nottingham Knight junction. It was further confirmed that it is not within the remit of the Scheme to revisit previous decisions regarding access to the highway.
- 6.10 As DL has no legal vehicular access to his property, NH argue that it is not their role to provide one as part of the Scheme (at taxpayers' expense). The small

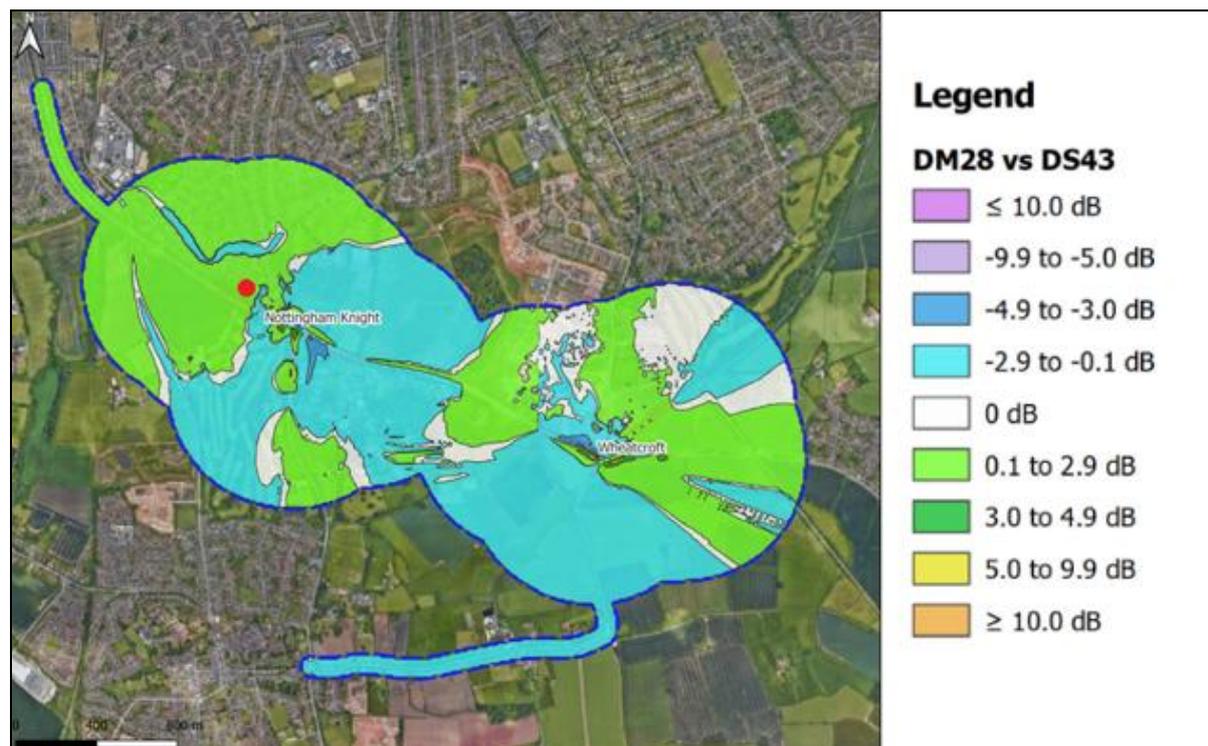
parcel of land to the front of DL's property (plot 2/14) is already within NH's ownership and is required to improve the north-east quadrant of the junction and to tie into the A60(N).

- 6.11 Noise modelling has been undertaken as part of the Scheme assessment and the results included in the Environmental Statement (ES). The noise model demonstrated that there would only be a negligible change in noise in the vicinity of the property (less than 1 decibel (dB)). The level of noise, both before and after the proposed improvements, is not of a high enough level to justify the provision of noise barriers or other noise attenuation measures. Chapter 5 of the ES confirms that the Air Quality would be improved, as the Scheme would reduce queueing traffic on the 60(N) of the Nottingham Knight junction.
- 6.12 During the inquiry adjournment, NH provided DL with the registered title and plans for his property and the adjacent land owned by NH (plot 2/14)²⁸. These show that the two areas are in separate ownership and that currently Windways is landlocked, with no highway access. This is also apparent on site where it can be seen that the property has no dropped kerb and street furniture obstructs the safe use of plot 2/14 for driveway access. For these reasons, NH cannot justify providing DL with an access as part of the proposals as it would not be compensation arising from the CPO and SRO but rather the provision of a wholly new access. Moreover, planning permission for vehicular access to Windways has previously been denied by the local planning authority on highways safety grounds.

OBJ12 - Thomas Colley

- 6.13 NH responded to TC in writing pointing out that matters pertaining to the value and saleability of TC's property were not relevant to the CPO and SRO and would be addressed through the Part 1 claims process, if appropriate.
- 6.14 In relation to noise, assessments were undertaken and reported in Chapter 10 of the ES. These concluded that there were no significant noise impacts and that the level of noise was not high enough to justify the provision of noise barriers or other mitigation. A Construction Environmental Management Plan would be produced and agreed with local environmental health officers to identify working times and exceedance levels for noise and air quality during construction to minimise impacts on local residents. NH state that night working would be kept to a minimum.
- 6.15 Figure 10.3 of the ES shows changes in noise levels between the 'Do Minimum' levels in 2028 and the 'Do Something' levels in 2043. An extract of this figure with a red dot added at the approximate location of TC's property is shown in Figure 5 below. At Linksfield Court there is predicted to be an increase in noise levels of between 1 and 2.9dB which is unlikely to be perceptible. ES Chapters 5 and 10 cover Air Quality, Noise and Vibration impacts and do not identify any significant impacts. ES Chapter 11 covers Population and Human Health and again no significant impacts are identified.

²⁸ DD.L1-4

Figure 4 - Future change in Noise Levels, Linksfield Court

6.16 In response to concerns about additional traffic on Landmere Lane and Europa Way, NH argue that the Scheme will improve overall capacity and congestion in the area. Chapter 4 of the SoC includes a summary of forecast traffic flows and journey times, which demonstrates that delays and queues are reduced on the A52 and A60 north of the Nottingham Knight junction as a result of the Scheme, which will improve journey times for local residents.

OBJ13 – Chris

6.17 NH responded in writing to Chris regarding his concerns about the closure of the A52 exit from Landmere Lane to the west of Nottingham Knight roundabout. The main reason for the proposed left turn ban onto the A52 from Landmere Lane is that the new junction layout has four lanes on the eastbound A52 approach to the roundabout, with dedicated lanes leading to different destinations. At this location if vehicles were allowed to turn left out of Landmere Lane as per the current arrangement, they would have to cross a lane of traffic to continue east along the A52 or three lanes of traffic to reach the fourth lane to the A60 to Ruddington.

6.18 NH has identified that crossing multiple lanes of traffic would be a safety issue due to an increased risk of vehicle conflicts. The proposed design removes this potential issue by preventing vehicles from accessing the A52 from this section of Landmere Lane.

6.19 The improvements works to the Nottingham Knight and Wheatcroft junctions, would increase capacity and better balance the flows at each arm. At the Nottingham Knight junction this should result in significantly less traffic and hence queuing at the Europa Way and Landmere Lane junctions with the A60. Therefore,

the proposed prevention of the left turn is preferential in both operational and safety terms, and the overall improvements should reduce overall journey times.

Objection OBJ15 – Rod Jones

6.20 NH responded to RJ's concerns in writing pointing out that both junctions would be signalised and outlined the Scheme proposals to improve footpaths at the junctions. Additionally, the Scheme addresses his specific route concerns.

6.21 NH also outlined the proposals to include the existing footpaths by altering them to footway/cycleways and introducing signal-controlled crossings to improve safety. It was also explained that the Scheme did not provide for additional routes as there were no routes beyond the Scheme to link into on these routes. However, the Scheme does provide sufficient verge width along Flawforth lane should future crossing points be required.

7.0 INSPECTOR'S CONCLUSIONS

Bearing in mind the submissions that I have reported, I have reached the following conclusions, references being given in square brackets [] to earlier paragraphs where appropriate.

The Compulsory Purchase Order

Tests

7.1 The CPO Guidance indicates that:

'A CPO should only be made where there is a compelling case in the public interest'; and,

'An acquiring authority should be sure that the purposes for which it is making a CPO sufficiently justify interfering with the human rights of those with an interest in the land affected'.

7.2 I will deal with these requirements in turn.

Whether there is a compelling case in the public interest

Need for the Scheme

7.3 It is clear that the Scheme has been in development for many years and has been through a robust optioneering process. The need for the Scheme, which forms the final part of a wider package of measures along the A52 corridor, was first identified in 2014. I attribute significant weight to the fact that the Scheme was identified in RIS1 and RIS2 in 2014 and 2020 respectively. It is also germane that Phase 1 and 2 of the wider A52 improvements Scheme have already been completed. The Scheme is supported by key stakeholders such as RBC, NCC and Nottingham and Derby Local Enterprise Partnerships. [2.2, 2.3, 4.3, 4.6, 4.19-4.23]

7.4 The traffic modelling evidence demonstrates the extent of queuing and delay at the Wheatcroft and Nottingham Knight junctions especially in peak times. That

evidence is supported by my own observations on my site visits. Given the amount of new development proposed in the surrounding area, existing conditions would continue to deteriorate without the Scheme. A key objective of the Scheme is therefore to increase the operational efficiency of the A52 by reducing these delays. In turn this would provide more reliable journey times along the A52 and enable economic development in Rushcliffe that would otherwise be constrained. [1.6, 4.1-4.5, 4.15-4.17, 5.9, 6.16]

- 7.5 The modelling outputs presented in the SoC (Tables 2-5) show significant improvements to delays and volume-to-capacity ratios in all modelled scenarios. Inflows to the junctions would increase suggesting the Scheme would attract additional vehicles onto the A52 and away from unsuitable local routes. No party has disputed the modelling evidence or traffic benefits of the Scheme. Accordingly, I am satisfied that it would improve the overall efficiency of both junctions and meet its objectives. [4.1, 4.5, 4.15]
- 7.6 The economic case for the Scheme has been appraised in accordance with TAG and falls within the range representative of high value for money. [2.4, 4.5, 4.8, 4.10]
- 7.7 The Scheme would not be constructed on land that has either been designated or given any statutory or specific protection for its ecological value, therefore limiting its environmental impact. NH advise that the Scheme is currently on track to achieve a net gain in habitat, hedgerow and watercourse units. [4.11]
- 7.8 While I note the noise and air quality concerns raised by a number of the objectors, air quality and noise assessments have been undertaken and reported in Chapter 5 and 10 of the ES. While there would be increases in noise and exhaust emissions, such as NO₂, PM₁₀ and PM_{2.5} at a small number of receptors²⁹, these would not be significant and would be more than offset by significant decreases elsewhere such as the A60 approach to the Nottingham Knight junction. There would be inevitable noise impacts during the construction phase. However, I am satisfied that the effect of these on local residents would be minimised as far as practicable by a Construction Environmental Management Plan which would need to be agreed with RBC. Accordingly, I am satisfied that there would be no significant amenity effects on local residents. [4.5, 5.6, 5.8, 6.11, 6.14, 6.15, 6.17]
- 7.9 I conclude that the public interest benefits of the Scheme would be likely to far outweigh its adverse impacts.

Funding

- 7.10 The CPO guidance indicates that the acquiring authority should provide substantive information as to the sources of funding available for both acquiring the land and implementing the Order Scheme for which the land is required. The cost of the A52 Nottingham Junctions (Larger) Scheme has a 'most likely' cost estimate of £81.3 million. [4.20-4.24]
- 7.11 This would be funded by £5.48m secured from the developer of the residential development at Tollerton Airfield, and from NH's Interim settlement (2025-2026)

²⁹ See ES Tables 5.16, 5.17, 10.26 & 10.27

and future funding from DfT. Based on the foregoing, I conclude it is likely that the funding necessary to satisfactorily implement the Scheme would be made available in a timely manner. [4.20-4.24]

Impediments

7.12 No physical or legal impediments have been identified by NH or the objectors. NH has confirmed that the Scheme can be delivered if the Orders are confirmed. I therefore conclude it is unlikely that the Scheme would be blocked by any physical or legal impediments to implementation. [4.25-4.29]

Last resort

7.13 The CPO guidance indicates that the '*confirming authority will expect the acquiring authority to demonstrate that they have taken reasonable steps to acquire all of the land and rights included in the Order by agreement*'. There is clear evidence that NH has engaged with proactive and consistent negotiation to voluntarily acquire interests from owners. Three landowners have agreed options agreements with NH. Negotiations with five other landowners are ongoing and have not been agreed at the time of writing. Some of the land is also unregistered. [4.30-4.31]

7.14 In my view NH has provided evidence in Appendix B to its SoC that whilst it has taken reasonable steps to secure all of the land and rights included in the Order by agreement, it has been unable to do so. I consider that in this context the use of compulsory purchase powers by NH can be regarded as a last resort, in keeping with the CPO Guidance. [4.30-4.31]

Conclusion on whether there is a compelling case in the public interest

7.15 I conclude that the Scheme would provide significant public interest benefits which would far outweigh its adverse impacts. The Scheme would be unlikely to be blocked by any physical or legal impediment to implementation and the funding necessary would be made available in a timely manner. Whilst, as far as possible, NH has sought to secure all of the land and rights included in the CPO by agreement, it has been unable to do so, and the use of compulsory purchase powers can be regarded as a last resort. Based on the foregoing, I conclude that there is a compelling case in the public interest for confirmation of the CPO. [4.15-4.18]

Suggested CPO modifications

7.16 Prior to the start of the inquiry, NH and DfT agreed a number of modifications that would need to be made to the CPO in the event that the SoS determines that it should be confirmed. The details of the agreed modifications including a tracked changed version of the CPO can be found in the Document Library. The modifications address minor drafting issues and do not materially affect the nature or scope of the original Order. [1.10]

7.17 It has not been suggested that the modifications would prejudice the interests of any party, and I see no reason to take a contrary view. I therefore conclude, in the event that the CPO is to be confirmed, it would be necessary to modify it in accordance with the modifications which are set out in DD.A9.

Whether the purposes for which the CPO is made justify interfering with the human rights of those with an interest in the land affected

7.18 The CPO Guidance indicates that to justify a CPO it is necessary to be sure that the purposes for which the CPO is made justify interfering with the human rights of those with an interest in the land affected. Particular consideration should be given to the provisions of the Human Rights Act 1998³⁰ and Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8. NH has confirmed that the CPO does not seek to acquire any residential properties. However, the effect of the Order would be to deprive those parties identified in its schedules of titles and/or rights to land. Article 1 indicates that:

'every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law. The preceding provisions shall not, however, in any way impair the right of a State to enforce such laws as it deems necessary to control the use of property in accordance with the general interest or to secure the payment of taxes or other contributions or penalties.'

7.19 With the exception of plots 2/2, 2/3 (owned by Greene King Brewing and Retail Ltd) and 2/6 (owned by Ruddington Grange Golf Club Ltd), the land subject of the CPO is either agricultural land or existing public highway. The reason for acquisition of each plot is clearly explained in the SoR and SoC. There are no outstanding statutory objections from the respective landowners. In respect of plots 2/2 and 2/3 an agreement has been reached with Greene King which among other things, would require NH to pay for the relocation of the existing beer garden. Negotiations with the golf club concerning plot 2/6, a narrow strip of land adjacent to the A60 southern approach, are still ongoing at the time of writing. [4.12-4.14, 4.19]

7.20 I have concluded that there is a compelling case in the public interest for the CPO to be confirmed. I consider it would be reasonable to conclude on balance in this case, that the public interest would outweigh the private loss of those people with an interest in the land and that the interference with their human rights would not be disproportionate. Therefore, the purposes for which the CPO has been made would sufficiently justify interfering with the human rights of those with an interest in the land affected.

7.21 With its duties in mind under the Equality Act 2010 and its Public Sector Equality Duty, NH has undertaken an Equalities Impact Assessment³¹ and found that the Scheme would be unlikely to result in an actual or potential negative impact on any persons with a protected characteristic. There is nothing before me which would lead me to a different conclusion.

CPO Conclusions

7.22 I conclude on balance, that there is a compelling case in the public interest for the CPO to be confirmed. Furthermore, the public interest in that regard would

³⁰ DD.C8

³¹ DD.B7

outweigh the private loss of those people with an interest in the land affected and that the interference with their human rights would not be disproportionate, subject to CPO modifications. Therefore, the purposes for which the CPO has been made would sufficiently justify interfering with the human rights of those with an interest in the land affected. I conclude that the CPO, modified as set out above, should be confirmed.

The Side Roads Order

Tests

7.23 The SRO was made under sections 14 and 125 of the 1980 Act. Its purpose is to enable NH to; 1) undertake alterations to the A606, A60 and Flawforth Lane to enable them to link into the proposed junction improvements, 2) stop up six existing PMAs and 3) create five new PMAs. [4.32-4.34, 6,2]

7.24 Where a SRO proposes to stop up a private means of access to premises, the SoS must be satisfied that:

- a) that no access to the premises is reasonably required, or
- b) that another reasonably convenient means of access to the premises is available or will be provided under the SRO

Whether the SRO would provide a reasonably convenient alternative access

7.25 None of the affected landowners have objected to the SRO. With the agreement of the landowner, PMA 1/d is not being replaced as it no longer required. Based on what I have read, heard and seen, I am satisfied that all PMAs to be stopped up would be replaced by a reasonably convenient alternative in accordance with section 125(3) of the 1980 Act. [4.33]

7.26 No highways are to be stopped up under the SRO and therefore the main test of section 14 (6) is not relevant.

Suggested SRO modifications

7.27 Prior to the start of the inquiry, NH and the DfT agreed a number of modifications that would need to be made to the SRO in the event that the SoS determines that it should be confirmed. The details of the agreed modifications including a tracked changed version of the SRO can be found in the Document Library. The modifications address minor drafting issues and do not materially affect any third-party interests. Based on all the evidence before me, I consider that the modifications would be necessary. [1.10]

SRO Conclusions

7.28 I conclude that the requirements of section 125(3) of the Highways Act 1980 would be met by the SRO, modified in accordance with the modifications set out in DD.A13 and accompanying plans and it is necessary for the implementation of the Scheme. I conclude that the SRO, subject to the modifications set out above, should be confirmed.

Objections to the Orders

- 7.29 DM, RJ and SP all raise concerns about the crossing of bridleway BW18 and BW11 across the A52. I have carefully considered those objections as well as the responses to NH's Traffic Note³² which sets out future flows along the A52 between the two roundabouts.
- 7.30 While I accept that crossing a dual carriageway on foot or by bicycle is never ideal, no specific safety concerns have been raised by NCC as local highway authority. The evidence before me is that these crossings are seldom used and the Scheme would not generate any additional demand for crossings at these locations. As a result, and considering the Scheme includes improved crossing facilities at the Wheatcroft and Nottingham Knight junctions as well as speed limit reductions on the A52 approaches, no requirement to improve or divert existing PRoWs between the two junctions or provide additional pedestrians routes or crossing facilities in the area can sensibly arise. [2.10, 2.14, 4.1, 4.11, 4.16, 5.2-5.5, 5.10, 6.1-67, 6.20-6.21]
- 7.31 While I acknowledge that flows between the two junctions would increase between 2028 and 2043³³, it is perhaps misleading to compare 2043 DM and DS flows given that the network would be heavily constrained in the former scenario. A more meaningful comparison is the 2028 or opening year flows with and without the Scheme. As shown in Table 1 to NH's Traffic Note, there would be a 0.9% increase in traffic on the A52 in 2028. In my judgement, such an increase is unlikely to be perceptible and would not have any material effect on the ability of pedestrians to cross bridleways BW18 and BW11. Even if one were to prefer the figures in Table 2 and 3 which show increases of 35.5% and 16.4% respectively, I consider the introduction of signalisation at the junctions would assist pedestrian crossings at these locations by providing breaks in the traffic. [4.11]
- 7.32 For the above reasons, I concur with NH that the purchase of land by CPO to facilitate a diversion of the bridleways is not a legitimate requirement for the Scheme. Moreover, it would be very difficult to justify a compelling case to use CPO powers to force the local landowner to sell their land to accommodate a diverted bridleway³⁴.
- 7.33 While I understand those concerns raised by a number of objectors relating to air quality and noise, these are not supported by the substantial body of evidence contained in the ES. Where adverse effects have been identified, they will not be significant. [6.11, 6.14, 6.15, 7.8]
- 7.34 The issues raised by DL regarding plot 2/14 are private legal matters and not strictly relevant to the Scheme or Orders. The correct factual and legal position is that plot 2/14 is in the ownership of NH and has been shown to be necessary for the Scheme. As there is no existing access to Windways, there is no road safety, moral or legal requirement for NH to provide a PMA to Windways or off-street parking. Those are matters for DL and DL alone to resolve. [5.6, 5.7, 6.8-6.12]

³² DD.F10

³³ Figures provided by NH (Table 2, DD.F10) show daily flows increasing from 46,736 in 2028 to 53,886 in 2043.

³⁴ NH confirmed that the landowner did not support the diversion of BW18 to the A52 underpass off Landmere Lane.

- 7.35 I am satisfied that the removal of the current left turn onto the A52 from Landmere Lane is necessary in the interests of road safety. The traffic modelling does not support the view that traffic will re-route away from the Nottingham Knight junction to the Silverdale roundabout. On the contrary, the modelling is clear that the Scheme would result in a significant improvement in queuing and delay to the A60 (north) approach to the Nottingham Knight junction to the benefit of local roads and residents. [2.10, 5.9, 618-6.21]
- 7.36 A number of objectors made oral submissions at the inquiry expressing a desire to see the speed limit along the A52 between the Wheatcroft and Nottingham Knight junctions reduced to 40mph. The reasons for this are to reduce noise to local properties and also to tackle irresponsible driving and anti-social behaviour that is known to take place. In response NH confirmed that it works closely with the local police and that the speed limit for the junctions would be reduced to 40mph which should reduce the impact of speeding on the local neighbourhood³⁵.
- 7.37 In my view, a reduction of the speed limit along the entire length of dual carriageway between the two roundabouts would not be self-enforcing and therefore likely to result in driver frustration. It would also be at odds with the purpose of the Scheme which is to improve journey times.

8.0 RECOMMENDATIONS

- 8.1 Taking account of all matters raised, I recommend that:
- 8.2 The National Highways (A52 Nottingham Junctions, Nottingham Knight junction and Wheatcroft junction improvement) (Side Roads) Order 2024 modified in accordance with DD.A13 be confirmed
- 8.3 The National Highways (A52 Nottingham Junctions, Nottingham Knight junction and Wheatcroft junction improvement) Compulsory Purchase Order 2024 modified in accordance with DD.A9 be confirmed

D M Young

INSPECTOR

³⁵ There is currently no reduction in the speed limit on the A52 approaches to the Wheatcroft and Nottingham Knight junctions.

APPENDIX 1: APPEARANCES

FOR NATIONAL HIGHWAYS

Constanze Bell

She called:

Barrister, instructed by National Highways

Mike Newman BEng (Hons) CEng MCIHT

Dr Gabriel Davis FIMA CMath

Jonathan Pizzey MICE

Technical Director, Tetra Tech

Traffic and Economics Lead, Tetra Tech

National Highways Senior Project Manager

OBJECTORS TO THE ORDERS:

Dave Mackrory

Donovan Lewis

Julian Smales

Rod Jones

A52 Active Travel Partnership

Occupier of Windways

Local Resident

Local Resident

APPENDIX 2: DOCUMENT LIST

The following documents are available through National Highways [Document Library](#)

A – Made Orders and accompanying documents

A1 - A52 Nottingham Junctions Larger Signed and Sealed Made SRO

A2 - A52 Nottingham Junctions Larger SRO Public Notice Final

A3 - A52 Nottingham Junctions Larger Signed and Sealed Made CPO

A4 - A52 Nottingham Junctions Larger CPO Notice Final

A4 - A52 Nottingham Junctions Larger CPO Notice Final Extension

A5 - A52 Nottingham Junctions Statement of Reasons

A6 - A52 Nottingham Junctions Planning Statement

A7 - Map referred to in the National Highways (A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement) Compulsory Purchase Order 2024 Map 1 of 2

A8 - Map referred to in the National Highways (A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement) Compulsory Purchase Order 2024 Map 2 of 2

A9 - The National Highways (A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement) Compulsory Purchase Order 2024 Rev 12

A10 - Letter from Paul Harrison (DfT) National Transport Casework Team to Jonathan Pizzey (Senior Project Manager National Highways RIP Midlands) of 20 February 2025

A11 - A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement (Side Roads) Order 2024 Map 1 of 2

A12 - A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement (Side Roads) Order 2024 Map 2 of 2

A13 - The National Highways (A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement) (Side Roads) Order 2024 Rev 11

B – Documents previously on deposit

B1 - A52 Nottingham Junctions Environmental Statement

B2 - A52 Nottingham Junctions ES Appendix A

B3 - A52 Nottingham Junctions ES Appendix B

B4 - A52 Nottingham Junctions ES Appendix C

B5 - A52 Nottingham Junctions ES Non-Technical Summary

B6 - Walking, Cycling and Horse-riding Assessment and Review 2023

B7 - A52 Nottingham Junctions Larger Stage 3 Equality Impact Assessment**C – Legislation**

- C1 - The Compulsory Purchase (Inquiries Procedure) Rules 2007
- C2 - The Highways (Inquiries Procedure) Rules 1994
- C3 - Highways Act 1980
- C4 – Planning Act 2008
- C5 - The Town and Country Planning (General Permitted Development) (England) Order 2015
- C6 - Town and Country Planning Act 1990
- C7 - Acquisition of Land Act 1981
- C8 - Human Rights Act 1998
- C9 – New Roads and Street Works Act 1991

D – National Planning Policy Guidance

- D1 - Compulsory purchase process: guidance
- D2 - National Planning Policy Framework (NPPF) Dec 2024
- D3 - National Policy Statement for National Networks March 2024
- D4 - Planning Practice Guidance (PPG) 2018

E – Local and Regional Planning Policy

- E1 - The Nottinghamshire Local Transport Plan
- E2 - Greater Nottingham Strategic Plan - Infrastructure Delivery Plan (Sep 2024)
- E3 - Rushcliffe Local Plan Part 1, Dec 2014
- E4 - Melton Road Edwalton Development Framework SPD, October 2015
- E5 - The Greater Nottingham Strategic Plan (Publication Draft) (March 2025)
- E6 - the Strategic Economic Plan (D2N2 LEP)

F – Transport and Traffic

- F1 - Department for Transport (DfT) Road Investment Strategy 2014.
- F2 - The National Highways Delivery Plan 2015-2020
- F3 - Transport Analysis Guidance (WEBTAG)
- F4 - Transport Investment Strategy – “Moving Britain Ahead”
- F5 - The Road Investment Strategy 1 (2015-2020) (RIS1)
- F6 - Road Investment Strategy 2 (2020-2025) (RIS2)
- F7 - The National Highways 5-year delivery Plan (2020 – 2025)
- F8 - Interim Settlement 2025-2026

F9 - Combined Modelling and Appraisal Report (hard copy available at the library)

F10 - A52 Traffic Note

National Highways Statement of Case

G1 - A52 Nottingham Junctions, Nottingham Knight Junction and Wheatcroft Junction Improvement - National Highways Statement of Case

G2 - National Highways Limited's Opening Submissions

G3 - National Highways Limited's Closing Submissions

National Highways - Proofs of Evidence

H1 - A52 Proof of Evidence

H2 - Traffic and Economics

H3 - Scheme design

Objectors - Proofs of Evidence

J1 - Mr Mackrory Proof of evidence

J2 - Mr Mackrory Proof of evidence summary

J3 – Mr Mackrory response to NH Traffic Note

J4 - Mr Parkhouse Proof of evidence

J5 - Mr Parkhouse CPO bridleway marked

J6 - Mr Parkhouse SRO with bridleway marked

J7 - Mr Parkhouse WB FP33 Definitive Statement

J8 - Mr Parkhouse p33&51 of edwalton-development-framework-final-version-adopted13-oct-2015

J9 - Mr Parkhouse 21_01349_REM-1501-L-02-REV_P_COMMUNITY_PARK_PLAN1512140

J10 - Mr Parkhouse 21_01349_REM--1714718 Approval March 2023

J11 - Mr Parkhouse Comments on NH Traffic Note

J12 - Mr McClintock - Pedals Statement of Case for Public Inquiry

J13 - Mr Lewis Statement of Case for Public Inquiry

J14 – Mr Lewis Closing Statement

J15 - Mr Jones Statement of Case for PI Nottingham Knight and Wheatcroft Junctions

Prerequisites for Public Inquiry

K1 - A52 Letter to Statutory Consultees - Cat 2

K2 - A52 Public Inquiry Notice - London Gazette 20.06.25 778923000001

K3 - A52 Public Inquiry Notice - Nottingham Post 20.06.25 778922000002

K4 - CPO London Gazette 02.12.24
K5 - CPO London Gazette 22.01.25
K6 - CPO London Gazette 25.11.24
K7 - CPO London Gazette 29.01.25
K8 - CPO Nottingham Eve 02.12.24
K9 - CPO Nottingham Eve 22.01.25
K10 CPO Nottingham Eve 25.11.24
K11 - CPO Nottingham Eve 29.01.25
K12 - Example A52 CPO - Final Letters to Landowners 21.11.24
K13 - Site Notices for Inquiries NK 19.06.2025
K14 - Site Notices for Inquiries Wheatcroft 19.06.2025
K15 - Site Orders Notice NK & Wheatcroft 06.01.2024
K16 - Site Orders Notice NK & Wheatcroft 20.12.2024
K17 - Site Orders Notice NK 29.11.24
K18 - Site Orders Notice Wheatcroft 29.11.24
K19 - SRO London Gazette 02.12.24
K20 - SRO London Gazette 25.11.24
K21 - SRO Nottingham Eve 02.12.24
K22 - SRO Nottingham Eve 25.11.24
K23 - Tier 3 Final Cover Letter A5

Windways Documents

L1 - HM Land Registry Official copy of the register title number NT373336 Edition date 03.11.2016
L2 - HM Land Registry Official copy of the title plan Title number NT373336
L3 - HM Land Registry Official copy of the register of Title number NT447119 Edition date 04.11.2021
L4 - HM Land Registry Official copy of the title plan Title number NT447119