

M54 to M6 Link Road TR010054 Volume 6 6.1 Environmental Statement Chapter 1 – Introduction

Regulation 5(2)(a)

Planning Act 2008

Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009

January 2020



Infrastructure Planning

Planning Act 2008

The Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009

M54 to M6 Link Road

Development Consent Order 202[]

6.1 Environmental Statement Chapter 1 Introduction

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1 Introduction

1.1 Purpose of the report

- 1.1.1 Highways England are developing a link road between the M54 and M6 to provide a link between Junction 1 of the M54, M6 North and the A460 to Cannock. The M54 to M6 Link Road (herein referred to as 'the Scheme') aims to reduce congestion on local / regional routes, particularly the A449 and A460 and deliver improved transport links to encourage the development of the surrounding area.
- 1.1.2 This document is an Environmental Statement (ES) which presents a description of the proposed M54 to M6 Link Road ('the Scheme'), the likely significant environmental effects of the Scheme, the measures to avoid or reduce such effects and the alternatives considered.
- 1.1.3 This ES presents the results of an environmental impact assessment (EIA), to identify significant effects on the environment, and is submitted as part of the application for development consent for the Scheme under the Planning Act 2008 (as amended) (PA 2008) (Ref 1.1). This ES has been produced in accordance with the Infrastructure Planning (Environmental Impact Assessment) 2017 Regulations (as amended 2018) (herein referred to as 'the EIA Regulations') (Ref 1.2). The ES is part of a series of documents that comprise the Development Consent Order (DCO) application submitted to the Planning Inspectorate (herein referred to as 'the Inspectorate') to obtain consent to construct, operate and maintain the Scheme.

1.2 Overview of the Scheme

- 1.2.1 Currently there is no direct strategic route from the M54 to the M6 north. Road users wanting to access the M6 north or M6 Toll must use local roads such as the A460, A449 and (refer to Plate 1.1). This means high volumes of both long-distance and local traffic use the local roads to travel this route.
- 1.2.2 A large volume of local and long-distance traffic utilises the A460, which passes adjacent to the villages of Featherstone, Hilton and Shareshill.
- 1.2.3 The A460 has just one lane in each direction with numerous junctions and stretches of road with a 30mph speed limit. It was not designed for the amount and type of traffic currently using it. This results in delays, congestion and accident rates above the national average.
- 1.2.4 There is therefore a need to provide a link road to address the current levels of congestion and its impacts on local residents and motorists. Investment in additional capacity will support local economic growth for Telford, Shrewsbury,



Wolverhampton, Cannock and Tamworth by improving traffic flow and enhanced east-west and north-south routes.

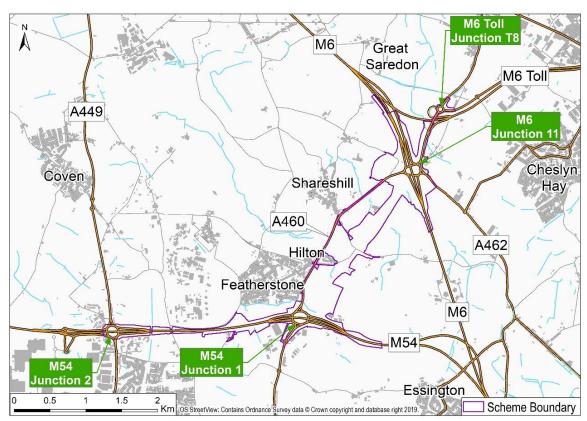


Plate 1.1: Location plan

- 1.2.5 The Scheme would provide a strategic link between the M54 Junction 1 and M6 Junction 11. From south to north the main components of the Scheme are:
 - Replacement of the existing M54 Junction 1 with free flow slip roads between the new link road and the M54. This would allow the freeflow of traffic between the M54 and the new link road in both directions and maintain connectivity with the existing local road network, via three new roundabouts.
 - Construction of a new dual carriageway between M54 Junction 1 and the M6
 Junction 11. The alignment of the carriageway would be located to the east of
 the existing A460 and the villages of Featherstone, Hilton and Shareshill.
 - Dark Lane would be stopped-up between the final property and the junction with Hilton Lane.
 - The realignment of Hilton Lane on a bridge over the mainline of the Scheme.
 The bridge would be reconstructed on a similar alignment (within the limits of deviation) and would provide sufficient clearance for the new road.
 - Provision of an accommodation bridge and access track across the mainline of the Scheme to retain access to severed land to the east of the Scheme. The route of the new link road would then continue north to the east of Brookfield Farm to link into the M6 Junction 11.



- Enlargement of the M6 Junction 11 signalised roundabout to accommodate a connection to the new link road and realign existing connections with the A460 and M6. Two replacement bridges would be required over the M6 to provide an increase in capacity from two lanes to four lanes of traffic on the roundabout. This work would raise the height of the junction by approximately 1.5m.
- 1.2.6 The need for the Scheme was identified in 2001 with initial route concepts developed and presented at a public information exhibition in 2006. Following the assessment of alternative design options and public consultations in 2014/15 and 2017, a preferred route announcement was made by Highways England on 26 September 2018. The history of the Scheme and details of the options appraisal process is detailed in Chapter 3: Assessment of Alternatives. A description of the Scheme is provided in Chapter 2: The Scheme.

1.3 Legislative and policy framework

Planning Act (PA) 2008

- 1.3.1 The Scheme is defined as a Nationally Significant Infrastructure Project (NSIP) as it consists of the construction of a highway under sections 14(1)(h) and 22(1)(a) of the PA 2008 (as amended by Article 3 of The Highway and Railway (Nationally Significant Infrastructure Project) Order 2013). A DCO is therefore required to allow the construction and operation of the Scheme.
- 1.3.2 Further details concerning the Scheme's qualification as an NSIP can be found in the prescribed form within the Application Form (Application Document 1.3 [TR010054/APP/1.3]), the Explanatory Memorandum to the draft DCO [TR010054/APP/3.2] and the Case for the Scheme [TR010054/APP/7.2] Section 2.3.

The EIA Regulations

- 1.3.3 Regulation 5(2)(a) of The Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009, requires applications for granting DCOs to be accompanied by an Environmental Statement development consent in accordance with the EIA Regulations. The Scheme is considered to be 'EIA development' under the EIA Regulations which transposes the requirements of EU Directive 2011/92/EU, as amended by 2014/52/EU (Ref 1.3), into UK law.
- 1.3.4 The Scheme has been subjected to EIA procedures on the basis that: it is listed within Schedule 2 Regulation 3(1) Part 10 (f) 'Construction of roads' of the EIA Regulations; and has the potential to generate significant environmental effects by virtue of its nature, scale and location.
- 1.3.5 In accordance with Regulation 8(1)(b) of the EIA Regulations, Highways England has notified the Secretary of State for Transport (Secretary of State) in a letter to the Inspectorate dated 11 January 2019 that an ES presenting the findings of the EIA will be submitted with the DCO application.
- 1.3.6 An EIA Scoping Report (Ref 1.4) was prepared detailing the proposed technical content and methodologies to be used during the EIA. The EIA Scoping Report was



submitted to the Inspectorate on 11 January 2019 and can be viewed at the following link:

https://infrastructure.planninginspectorate.gov.uk/wp-content/ipc/uploads/projects/TR010054/TR010054-000025-54M6-Scoping%20Report.pdf

1.3.7 The Inspectorate reviewed and consulted on the EIA Scoping Report and published a Scoping Opinion (Ref 1.5) on 21 February 2019 (the Scoping Opinion). The Scoping Opinion is provided in Appendix 4.1 (ES Volume 3 [TR010054/APP/6.3]) and can be viewed at the following link:

https://infrastructure.planninginspectorate.gov.uk/wp-content/ipc/uploads/projects/TR010054/TR010054-000029-53J6%20-%20Scoping%20Opinion.pdf

- 1.3.8 Highways England acknowledges the comments of the Inspectorate given within the Scoping Opinion and also notes the comments provided by the statutory consultees to the Inspectorate. These are shown in Appendix 4.1 [TR010054/APP/6.3] along with the late consultation response published on 20 February 2019. Both the Scoping Opinion and the comments from the consultees have been considered in undertaking the EIA and in preparing this ES.
- 1.3.9 The individual technical chapters within this ES provide a tabulated summary of Scoping Opinion comments received from the Inspectorate and the statutory consultees relevant to that topic. Responses to Scoping Opinion comments in relation to ES Chapters 1 to 4 are provided within Appendix 4.2 (ES Volume 3 [TR010054/APP/6.3]). Where the assessment has been undertaken in accordance with the Scoping Opinion, a response and the relevant ES section is provided; where the approach is not in accordance with the Scoping Opinion, this has been discussed and agreed as applicable with relevant consultees. In these instances, an explanation is provided within the topic chapter scoping tables.
- 1.3.10 Highways England has maintained ongoing dialogue with the Inspectorate and other relevant statutory consultees in order to ensure that the scope of the EIA is proportionate and meets the requirements of the EIA Regulations. The scope of the EIA for each topic has been discussed and agreed with the relevant statutory consultees and this is stated within individual technical chapters as relevant.

Preliminary Environmental Information Report

- 1.3.11 Under Regulation 12 of the EIA Regulations, the Applicant is required to set out in its Statement of Community Consultation (SoCC) how it intends to publicise and consult on preliminary environmental information relating to the proposed development. Regulation 12 defines preliminary environmental information as being the information referred to in Regulation 14(2) which has been compiled by the Applicant; and is reasonably required for the consultation bodies to develop an informed view of the likely significant effects of the development (and of any associated development).
- 1.3.12 The Preliminary Environmental Information (PEI) Report was published in May 2019 (Ref 1.6) and presented the environmental information collected together with the



- preliminary findings of the assessment of likely significant environmental effects of the Scheme at the time.
- 1.3.13 The feedback received from consultees during the consultation period on the PEI Report has been used to inform the assessment and the Scheme design (see Chapter 3: Assessment of Alternatives).

Planning policy

Localism Act

1.3.14 The Localism Act 2011 provides the Secretary of State the authority to process DCO applications for NSIPs, with the power to appoint the Inspectorate. In its role, the Inspectorate will examine the application for the Scheme and will then make a recommendation to the Secretary of State who will then decide whether to grant a DCO.

National Policy Statement for National Networks

- 1.3.15 In accordance with section 104(2)(a) of the PA 2008, the Secretary of State is required to have regard to the relevant National Policy Statement (NPS), amongst other matters, when deciding the DCO application. The relevant NPS for the Scheme is the National Policy Statement for National Networks (NPSNN) (Ref 1.7). The NPS provides guidance for promoters of NSIPs and also provides the basis for examination by the Examining Authority (the Inspectorate in this instance) and decision making by the Secretary of State.
- Chapters 4 to 15 herein include the relevant assessment paragraphs from the 1.3.16 NPSNN and where the requirements of those paragraphs are addressed within the ES. There are also a number of more general EIA requirements within the NPSNN and these are identified in Appendix 1.3 [TR010054/APP/6.3], together with details of where such issues are addressed within this ES. The Scheme's compliance with the NPS is set out in the Cas for the Scheme and NPSNN accordance table application submitted with (Application Document 7.2 the DCO [TR010054/APP/7.2]).

National Planning Policy Framework

1.3.17 The Secretary of State will also consider other important and relevant national and local planning policy. The National Planning Policy Framework (NPPF) published in February 2019 (Ref 1.8) is relevant national planning policy. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The Framework replaces the previous NPPF originally published in March 2012 and revised in July 2018. The overall strategic aims of the NPPF and the NPSNN are consistent, however the NPPF does not contain specific policies for NSIPs and will only be considered to the extent relevant to the project.

Department for Transport Road Investment Strategy 2015 to 2020

1.3.18 The Department for Transport published its first Road Investment Strategy (RIS) for the 2015 to 2020 period in 2015, which outlines a long-term investment programme for the improvement of England's motorways and major roads (Ref 1.9). The document identifies the Scheme as a committed new project, involving a "M54 to



M6/M6 Toll link road – adding a north-facing access between the M54 and the M6 and M6 Toll around junctions 10A and 11." The Scheme is Highways England's solution to delivering this investment commitment.

Highways England Delivery Plan 2019 to 2020

1.3.19 The Highways England Delivery Plan 2019 to 2020 period (Ref 1.10) sets out how the vision for the strategic road network (SRN) presented in the RIS (Ref 1.9) will be met, and provides a high-level timeline for all planned schemes. Highways England has submitted a DCO application to the Inspectorate for the Scheme and, subject to authorisation, intends to commence construction works in line with the target date set out in their Delivery Plan (Ref 1.10).

Highways England Environment Strategy

1.3.20 The Highways England Environment Strategy (Ref 1.11) sets the vision that will guide Highways England's environmental actions and activities over the five year period outlined in the RIS (Ref 1.9). The document communicates the approach to securing environment improvement, founded on the following vision: "A strategic road network working more harmoniously with its surroundings to deliver an improved environment". Through its Environmental Strategy, Highways England has identified a series of strategic levers and plans which place environment at the heart of design. These have been considered as part of the design-development and environmental assessment of the Scheme.

Highways England Biodiversity Plan

1.3.21 The Highways England Biodiversity Plan (Ref 1.12) forms a key component of the Environment Strategy (Ref 1.11) and seeks to ensure that existing and future road schemes are developed and managed in a way that positively supports biodiversity. The document acknowledges that highway verges and associated land have a key role in improving the quality of wildlife areas and connecting fragmented habitats. Through the EIA process, potential effects on ecological habitats and species have been considered and measures have been included within the Scheme design to avoid, mitigate and enhance biodiversity, refer to Chapter 8: Biodiversity. These have been developed in a way that furthers the objective of delivering a net biodiversity gain on the SRN by 2040.

Highways England Sustainable Development Strategy

1.3.22 The Highways England Sustainable Development Strategy (Ref 1.13) communicates Highways England's approach and priorities for sustainable development to its key stakeholders. By "encouraging economic growth while protecting the environment and improving safety and quality of life for current and future generations", Highways England seeks to protect manage and enhance the human and natural environment whilst ensuring value for money and efficiency is achieved in the development of schemes identified in the RIS (Ref 1.9). The design-development of the Scheme has given regard to the principles contained in the



Sustainable Development Strategy (Ref 1.13), refer to the Outline Environmental Management Plan (OEMP) [TR010054/APP/6.11].

Highways England Air Quality Strategy

1.3.23 The Highways England Air Quality Strategy (Ref 1.14) explains Highways England's strategy to improving air quality on the SRN, in order to deliver a cleaner network and improve the health of its neighbours and customers. The document identifies the importance of clean air and the need to explore new and innovative ways to tackle the impact that vehicle emissions have on air quality and human health. Avoiding and mitigating poor air quality has been a key consideration in the design-development and environmental assessment of the Scheme, refer to Chapter 5: Air Quality.

Local planning policy

- 1.3.24 The local planning policy relevant to the Scheme consists of the following adopted plans:
 - South Staffordshire Council Core Strategy Development Plan Document adopted December 2012 (Ref 1.15);
 - South Staffordshire Site Allocations document adopted September 2018 (Ref 1.16);
 - Minerals Local Plan for Staffordshire (2015-2030) adopted February 2017 (Ref 1.17); and
 - Staffordshire and Stoke-on-Trent Waste Local Plan (2010 to 2026) adopted March 2013 (Ref 1.18).

1.4 The Applicant

1.4.1 Highways England is the Strategic Highways Company as defined in the Infrastructure Act 2015, and is charged with modernising and maintaining England's SRN, as well as running the network and keeping traffic moving. Highways England is the Applicant under the Planning Act 2008.

1.5 Competent expert evidence

- 1.5.1 The EIA Regulations require that the ES is prepared by 'competent experts' (Regulation 14 (4) (a)). The EIA has been undertaken by AECOM on behalf of Highways England. AECOM has been awarded the EIA Quality Mark from the Institute of Environmental Management and Assessment (IEMA), demonstrating competency in ES preparation.
- 1.5.2 The EIA has been undertaken by competent experts with the relevant and appropriate experience in their respective topics. The overall EIA Lead and competent expert responsible for the ES is a full member of the Chartered Institute of Ecology and Environmental Management (CIEEM) and a Chartered Environmentalist (CEnv). The experience of the various EIA technical leads responsible for the individual chapters are summarised at the start of each technical



chapter. Details of the qualifications and experience for each of the technical leads and the EIA Lead are provided in Appendix 1.1 (ES Volume 3 [TR010054/APP/6.3]).

1.6 Stakeholder engagement

Context

- 1.6.1 Stakeholder engagement for the Scheme has been based on the following principles:
 - Early and ongoing engagement which has informed and influenced the Scheme design development process.
 - Seeking an appropriate level of feedback at each stage in the iterative design process and ensuring that comments received have been taken into consideration.
 - Building of long-term relationships with key stakeholders throughout the different stages of the Scheme development to help better understand their views.
 - Where possible and practicable ensuring concerns have been addressed.
 - Ensuring appropriate statutory consultation has been undertaken in accordance with the requirements of the PA 2008 and associated guidance.

Consultations

- 1.6.2 As detailed in Chapter 3: Assessment of Alternatives, three initial route concepts for the Scheme were developed and presented at a public exhibition in 2006. Following the further development of route alignments two phases of non-statutory public consultation were undertaken in 2014/15 and 2017 prior to the Preferred Route Announcement in 2018. This included public consultation events across Featherstone, Shareshill, Essington and Cheslyn Hay in 2014/15 and 2017 with the additional area of Wedges Mills consulted in 2017. The purpose of this consultation was to seek feedback from stakeholders, including the local community, on the proposed design options for the Scheme.
- 1.6.3 The responses to the consultations were considered in identifying the Preferred Route as documented in the Scheme Assessment Report (Ref 1.19) and the Preferred Route Announcement Brochure (Ref 1.20).
- 1.6.4 Statutory consultation for the Scheme ran from Friday 24 May 2019 to Friday 5 July 2019 and included seven public exhibitions across five locations: Featherstone, Shareshill, Essington, Cheslyn Hay and Wedges Mills. Four pop-up events were also held at Hilton Park Services, Hollybush Garden Centre and Park Road. A PEI Report was prepared for consultation and provided a preliminary view of the likely significant environmental effects of the Scheme, based on the assessments that had been undertaken to that point (refer to paragraph 1.3.11 to 1.3.13) (Ref 1.6).
- 1.6.5 The comments received in response to the statutory consultation exercises have been used to produce a Consultation Report in accordance with section 37 of the PA 2008, which is included as part of the DCO application [TR010054/APP/5.1]. The Consultation Report accompanies the application and summarises the views and comments received and outlines how regard has been had to those comments on



- the Scheme design and the EIA. Consultation was undertaken in accordance with the EIA Regulations as set out in the Consultation Report.
- 1.6.6 In addition to statutory and non-statutory public consultation, ongoing engagement has taken place between the project team and key stakeholders, including: local landowners, applicable local councils and environmental bodies.
- 1.6.7 Stakeholder engagement activities undertaken for each of the technical topics considered herein are presented within Chapters 5 to 14 of this ES.

1.7 Structure of this Environmental Statement

- 1.7.1 The main text of this ES divides into four parts:
 - Chapters 1 to 4 provide an introduction to the ES (Chapter 1), describes the Scheme (Chapter 2), details of the alternatives considered (Chapter 3), and the approach taken to the EIA (Chapter 4).
 - Chapters 5 to 14 present the assessment of the likely significant effects of the Scheme in relation to ten specialist topics covering particular aspects of the environment:
 - Chapter 5: Air Quality
 - Chapter 6: Cultural Heritage
 - Chapter 7: Landscape and Visual
 - Chapter 8: Biodiversity
 - Chapter 9: Geology and Soils
 - Chapter 10: Material Assets and Waste
 - Chapter 11: Noise and Vibration
 - Chapter 12: Population and Human Health
 - Chapter 13: Road Drainage and Water Environment
 - Chapter 14: Climate
 - Chapter 15 assesses the potential inter-relationships between the topics covered in Chapters 5 to 14, and between the Scheme and other potential developments in the surrounding area, which together have the potential to generate cumulative effects.
 - Chapter 16 presents a summary of the likely significant potential environmental effects associated with the Scheme.
- 1.7.2 A glossary and a list of abbreviations are included at the end of this ES in Chapter 17: Glossary and Abbreviations. References are provided at the end of each chapter.
- 1.7.3 This main ES report constitutes Volume 1 of the ES and comprises Application Document 6.1 of the DCO application [TR010054/APP/6.1]. The figures and drawings are presented in Volume 2 (Application Document 6.2 [TR010054/APP/6.2]), and the Technical Appendices are presented in Volume 3 (Application Document 6.3 [TR010054/APP/6.3]).



- 1.7.4 A separate document has also been prepared to provide a non-technical summary (NTS) of this ES. The NTS can be found in Application Document 6.4 [TR010054/APP/6.4].
- 1.7.5 Schedule 4 of the EIA Regulations sets out the information which is to be included in an ES. Appendix 1.2 [TR010054/APP/6.3] identifies where the information defined by Schedule 4 can be found within this ES.

1.8 Next steps

- 1.8.1 The ES forms part of the application for development consent, submitted in January 2020 to the Inspectorate in accordance with the PA 2008. The Inspectorate will consider, on behalf of the Secretary of State, whether the application should be accepted for examination. The Inspectorate has a period of up to 28 days to consider acceptance of the application.
- 1.8.2 If the application is accepted, the pre-examination period will commence. The documents accompanying the DCO application, including this ES, will be publicly available on the Inspectorate's website. The general public (including consultees) will then be able to make relevant representations about the Scheme and its potential impacts. If they do so, they will become "interested parties" in respect of the Scheme. This stage of the process usually lasts for approximately three to five months.
- 1.8.3 The Inspectorate then has up to six months to carry out the examination. Interested parties will be invited to provide further details of their views in writing. During this stage, the Inspectorate will consider all relevant and important matters, to include the representations of all interested parties.
- 1.8.4 The Inspectorate will then make a recommendation to the Secretary of State in respect of the application within three months of the closure of the examination. Subsequently, the Secretary of State has a further three months to decide whether to grant development consent for the Scheme.
- 1.8.5 Preliminary works are planned to start in Autumn 2021, with the main construction works planned to start in Spring 2022. The Scheme would be open to traffic in 2024.

1.9 References

- Ref 1.1 Planning Act 2008
- Ref 1.2 Infrastructure Planning (Environmental Impact Assessment) Regulations 2017
- Ref 1.3 EU Directive 2014/52/EU
- Ref 1.4 Highways England (2019) M54-M6/M6 Toll Link Road: PCF Stage 3 Scoping Report. Available online at:

 https://infrastructure.planninginspectorate.gov.uk/wp-content/ipc/uploads/projects/TR010054/TR010054-000025-54M6-Scoping%20Report.pdf
- Ref 1.5 The Planning Inspectorate (2019) Scoping Opinion: Proposed M54 to M6/M6 Toll Link Road Scoping response. Available online at: https://infrastructure.planninginspectorate.gov.uk/wp-



content/ipc/uploads/projects/TR010054/TR010054-000029-53J6%20-%20Scoping%20Opinion.pdf

- Ref 1.6 Highways England (2019) M54 to M6 Link Road: Preliminary Environmental Information Report. Available online at: https://highwaysengland.co.uk/projects/m54-to-m6m6-toll-link-road/
- Ref 1.7 Department for Transport (2014) National Policy Statement for National Networks. Available online at: www.gov.uk/government/publications
- Ref 1.8 Secretary of State for Ministry of Housing, Communities and Local Government (2019) National Planning Policy Framework
- Ref 1.9 Department for Transport Road Investment Strategy 2015 to 2020
- Ref 1.10 Highways England Delivery Plan 2019 to 2020
- Ref 1.11 Highways England Environment Strategy
- Ref 1.12 Highways England Biodiversity Plan
- Ref 1.13 Highways England Sustainable Development Strategy
- Ref 1.14 Highways England Air Quality Strategy
- Ref 1.15 South Staffordshire Council (2012) Core Strategy Development Plan Document adopted December 2012
- Ref 1.16 South Staffordshire District Council (2018) South Staffordshire Site Allocations document adopted September 2018
- Ref 1.17 Staffordshire County Council (2017) Minerals Local Plan for Staffordshire (2015-2030)
- Ref 1.18 Staffordshire County Council and Stoke-on-Trent City Council (2013) Staffordshire and Stoke-on-Trent Joint Waste Local Plan (2010 to 2026) adopted March 2013
- Ref 1.19 Highways England (2018) M54 to M6/ M6 Toll Link Road: Scheme Assessment Report
- Ref 1.20 Highways England (2018) M54 to M6/ M6 Toll Link Road: Preferred Route Announcement Brochure