

Land at Satchell Lane (F/20/89488) Planning Appeal

Response to the Highways Statement produced by Charles & Associates (February 2022)

Following receipt of the Highways Statement received in regard to the planning appeal associated with Land at Satchell Lane (F/20/89488), a review of the statement was undertaken, and the following note looks to provide comments on this, and further outline the reasons for an objection to the development proposals from a Hampshire County Council (HCC) highway's perspective.

In terms of reasons for refusal issued by EBC in their decision notice dated 13 August 2021, 7 reasons were given, 2 of which were highways related, being:

Reason for Refusal 2

The site is considered to be in an unsustainable and poorly accessible location such that the development will not be adequately served by sustainable modes of travel including public transport, cycling and walking. The application is therefore contrary to the requirements of Saved Policy 100.T of the Eastleigh Borough Local Plan Review (2001-2011), Draft Policies S13 & DM13 of the Submitted Eastleigh Borough Local Plan (2016-2036) and the provisions of the National Planning Policy Framework.

Reason for Refusal 3

The proposal involves development that cannot be reconciled with the National Planning Policy Framework in that the significant traffic movements generated by the proposed residential development could not be accommodated adequately on Hamble Lane and its junctions with adjoining roads. This would result in a severe impact on the free flow and operation of the local transport network contrary to the provisions of the National Planning Policy Framework, Saved Policies 100.T, 101.T and 102.T of the Eastleigh Borough Local Plan (2001-2011) and Draft Policy DM13 of the submitted Eastleigh Borough Local Plan (2016–2036)

Accessibility

As outlined in Reason 2, the site is considered to be situated in an unsuitable and poorly accessible location for various modes, with the primary reason of concern from a HCC Highways perspective being the availability of pedestrian routes to the nearest Secondary school – The Hamble school.

Whilst as outlined in the appellants Highway Statement, this issue was discussed and ultimately allowed by the inspector of the appeal for the previous site application (APP/W1715/W/18/3194846 – O/17/80319), it remains a valid concern to the Highway Authority in terms of potential road safety issues.

It is acknowledged that a safe route to the school is available from the site to The Hamble School, heading south from the site towards Hamble Village, then west and north along Hamble Lane utilising a mix, but continuous link of footways and cycleways, however this route is approximately 2,947m from the site to the nearest gated access point into the school site (see appendix 1).

Whilst it is further acknowledged that this could be described as being within a reasonable walking distance with an approximate walking time of 35 minutes, it does exceed the maximum desirable walking distance of 1.6KM recommended by CIHT (Chartered Institution of Highways &

Transportation), and of course does not take into account the further disbenefit to future residents who may have mobility issues that could otherwise be overcome sustainably by a shorter distance of travel being required.

The reason for the Road Safety concern being retained however, is that there is a route available to The Hamble School to the west of the site which at approximately 1,045m represents a significantly shorter and faster route with an approximate walking time of 12 minutes. Whilst this route is available, it is on an unlit lane, with no footways and banking to the sides along much of its length which do not allow for pedestrians to step out of the road as vehicles approach. The lane is tree lined and has several bends which further reduce pedestrian and vehicle intervisibility which when combined do not make the route a reasonable option that could be described as a Safe Route to School.

However, there is no physical barrier to prevent school children from utilising this route for their journey to school (primary group of concern), and signage outlining the potential road safety dangers are unlikely to be heeded. Put simply, and not wishing to stereotype, it would be reasonable to assume that at least some of the future residents of the site aged 11 to 16 who will be attending the school, and will make their own way to school will choose to have an extra 23 minutes in bed, and then make an onwards journey via Satchell Lane despite its obvious risks. It is believed that this is a reasonable assumption, and a road safety issue that cannot be ignored despite alternative options existing.

Indeed, the appellants own Statement of Case Part 1, outlines at section 2.9 that 'Hamble Secondary School (alongside Hamble Sports Complex) and Blackthorn Health Centre are located approximately 0.7km and 0.9km to the north west of the Site respectively', which gives clear indication that this is the most likely route to be taken by users of such facilities.

Cumulative Traffic Impact

Reason for Refusal 3 essentially outlines the concerns that have been raised in regard to Hamble Lane and its associated junctions that lead from it, which are believed to have reached theoretical capacity against which any further development primarily producing peak hour traffic flows would have a significant impact.

As outlined in the HCC Highways consultation response for the planning application, this issue was highlighted in the planning appeal decision issued for the GE Aviation site (Appeal Ref: APP/W1715/W/20/3255559 – O/18/84191) which is located off Hamble Lane approximately 700m south west of the Satchell Lane site.

At point 52 of the decision notice, the Inspector outlined the 'March 2019 HCC report to the Executive Member for Environment and Transport, which states that until improvements to the northern section of Hamble Lane have been implemented it is considered inappropriate from a traffic perspective for further development to be allocated or permitted along Hamble Lane'.

Whilst this may not be set out as a specific policy of HCC, it nonetheless requires consideration, and the inspector clearly considered it relevant when outlining issues of cumulative traffic impacts on Hamble Lane that additional development will bring.

Indeed, at point 45, the inspector further outlined that 'There is no definition of 'severe' in the NPPF or elsewhere in policy. I consider that individual impacts at the Tesco Roundabout and Portsmouth

Road junctions would be severe, particularly when compared to the current baseline and considering the cumulative impact of background growth elsewhere. Hamble Lane is already congested, and the development would result in increased queuing. The appellant and HCC concur in their agreed statement on transport matters that the impact would not be severe subject to the agreed package of measures'.

Whilst the proposed development at Satchell Lane is smaller in scale than the GE Aviation site, and so cumulative traffic impacts will be lower, in consideration of cumulative impacts, it is clear that congestion issues are already experienced on Hamble Lane.

As the inspector intimates, and the HCC report suggests, no further development should take place on Hamble Lane, until such times as the Hamble Lane Corridor Study is complete; the package of measures are fully identified, tested and found to be feasible; and funding sources for the implementation of such works have been identified. Until such time, any additional development that directly feeds onto Hamble Lane (as is the case with this application) should not proceed or there is a high risk of a significant impact resulting due to cumulative effects.

It is acknowledged that the previously permitted (at appeal) development for the Satchell Lane site (APP/W1715/W/18/3194846 – O/17/80319) did not have a reason for refusal listed in regard to cumulative traffic impact, however this was due to differing circumstances at the time of the application.

Between 2015 and 2019, HCC as Local Highway Authority were working in conjunction with Southampton City Council and National Highways in order to get a package of highway improvement measures identified for the M27 Junction 8, Windhover Roundabout, Southampton corridor and Hamble Lane. These formed part of a package of schemes that was submitted for funding as part of the Southampton City Region TCF Package. If secured, this funding would enable the majority of the required works to be undertaken, however a known funding shortfall necessitated the need to also collect highways developer contributions along the corridor where possible. This meant allowing development such as Satchell Lane to proceed in traffic impact terms as its developer contributions would effectively mitigate its impacts in the future.

However, the funding settlement received did not allow for the Hamble Lane improvement measures to be progressed any further.

Since this time, further bids for funding have been submitted, and in January 2020 a bid for the preferred scheme for the northern section of Hamble Lane was submitted to the DfT's Local Pinch Point Fund (LPPF). However, in February 2021 HCC were advised by the DfT that the LPPF had been superseded by the Levelling Up Fund (LUF) and due to changes in the submission criteria for the funding, again Hamble Lane was not progressed.

As such, with no secured funding source available at the present time for the Hamble Lane corridor improvement works to be brought forward, the stance to not allow any further development that will add cumulative traffic impacts to peak hours and is not included within the EBC Local Plan allocations, is the one taken by HCC as Local Highway Authority.

Notwithstanding this, it is noted that the appellants have undertaken traffic surveys and junction modelling in order to demonstrate that spare capacity does exist on Hamble Lane and its associated junctions.

Whilst acknowledged, there are concerns in regard to the validity of the modelling produced, specifically in terms of the queue lengths reported when compared to the actual queue lengths observed.

As outlined in Appendix JW7 of the appellants Highway Statement, in an email dated 04 November 2021, it was requested that the 'Models should be validated with appropriate queue length data' to ensure that they are robust and can be relied upon to be replicating the baseline period, against which future years modelling could be based.

Unfortunately, the baseline models actually demonstrated how inaccurate the modelling results were in regard to the real-life situation with modelled and surveyed queue length having very little comparability in the majority of cases. The output tables of these models are shown in JW9 of the appellants Highway Statement, but for ease of reference are shown below:

Table 3.1: PICADY Assessment – Hamble Lane / Portsmouth Road

Including latent demand

Arm	2021 AM Peak		Observed
	RFC	Queue	queue
Portsmouth Road (left)	0.77	3	32
Portsmouth Road (right)	0.02	0	0
Hamble Lane right turn	0.86	10	28
Arm	2021 Interpeak		Observed
	RFC	Queue	queue
Portsmouth Road (left)	0.65	2	12
Portsmouth Road (right)	0.02	0	0
Hamble Lane right turn	0.90	13	20
Arm	2021 PM Peak		Observed
	RFC	Queue	queue
Portsmouth Road (left)	0.59	1	17
Portsmouth Road (right)	0.01	0	0
Hamble Lane right turn	0.93	20	27

As shown in Table 3.1, modelled queue lengths were out on every junction arm modelled which demonstrated queuing, by as much as 29 vehicles in the case of Portsmouth Road (left) in the AM Peak.

Table 3.2: ARCADY Assessment – Hamble Lane / Hound Road

	2021 AM Peak		<i>Observed</i>
Arm	RFC	Queue	<i>Queue</i>
Hamble Lane (South)	0.38	1	7
Hound Road	0.62	2	20
Hamble Lane (North)	0.55	1	33
	2021 Interpeak		<i>Observed</i>
Arm	RFC	Queue	<i>Queue</i>
Hamble Lane (South)	0.44	1	7
Hound Road	0.41	1	4
Hamble Lane (North)	0.38	1	6
	2021 PM Peak		<i>Observed</i>
Arm	RFC	Queue	<i>Queue</i>
Hamble Lane (South)	0.47	1	10
Hound Road	0.39	1	8
Hamble Lane (North)	0.39	1	4

As shown in Table 3.2, modelled queue lengths were out on every junction arm modelled which demonstrated queuing, by as much as 32 vehicles in the case of Hamble Lane (North) in the AM Peak.

Table 3.3: PICADY Assessment – Hamble Lane / Satchell Lane

	2021 AM Peak		<i>Observed</i>
Arm	RFC	Queue	<i>queue</i>
Satchell Lane (left)	0.24	-	-
Satchell Lane (right)	0.85	4	19
Hamble Lane right turn	0.21	1	8
	2021 Interpeak		<i>Observed</i>
Arm	RFC	Queue	<i>queue</i>
Satchell Lane (left)	0.08	-	-
Satchell Lane (right)	0.51	1	29
Hamble Lane right turn	0.07	0	5
	2021 PM Peak		<i>Observed</i>
Arm	RFC	Queue	<i>queue</i>
Satchell Lane (left)	0.09	-	-
Satchell Lane (right)	0.63	2	1
Hamble Lane right turn	0.08	0	20

As shown in Table 3.3, modelled queue lengths were out on every junction arm modelled which demonstrated queuing, by as much as 28 vehicles in the case of Satchell Lane (right) in the interpeak.

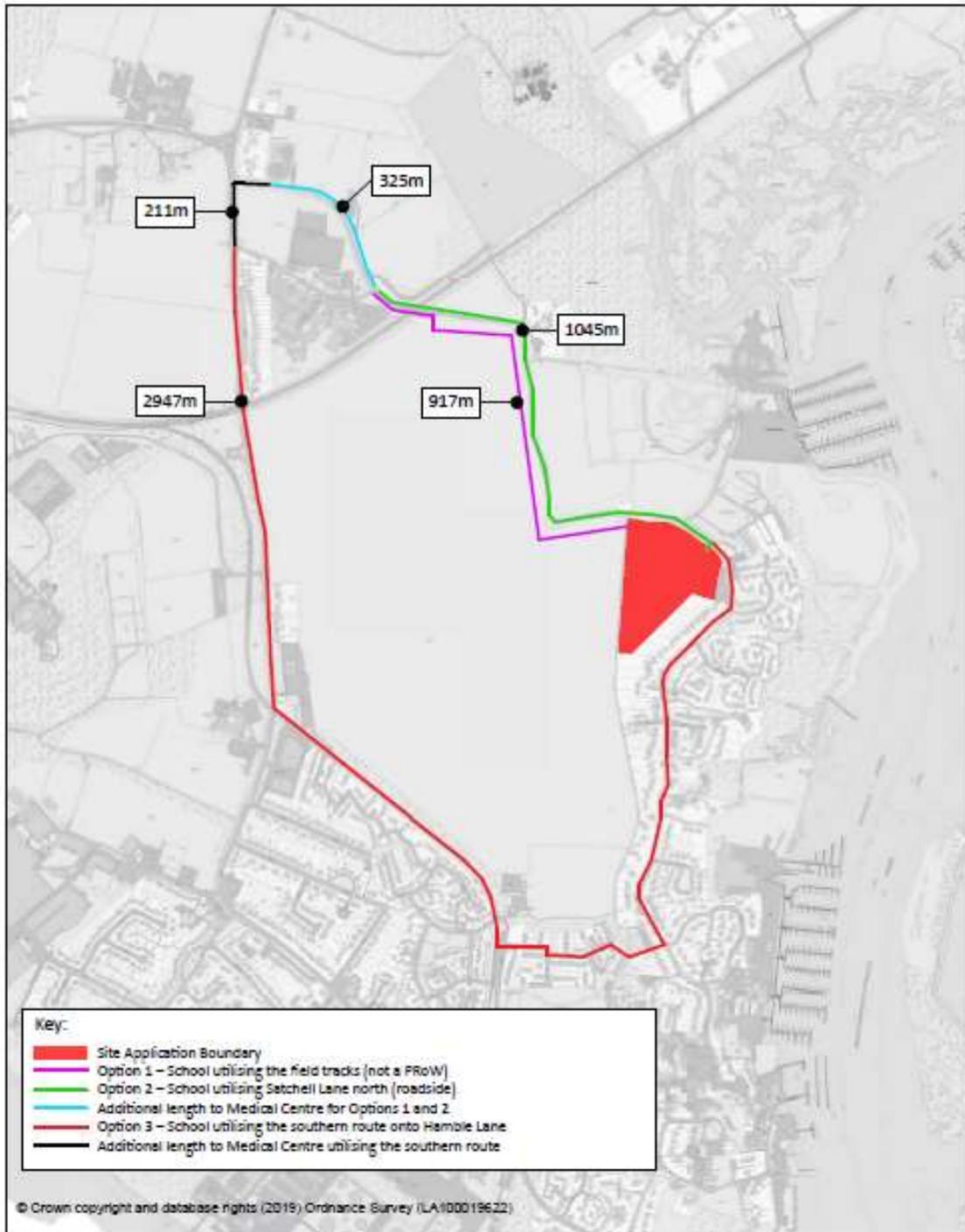
Clearly, whilst modelling work has been undertaken in order to try and ascertain how development traffic accumulation may or may not be accommodated on Hamble Lane in the future, the validity of any future years modelling (the year 2025 in the appellants Highways Statement) must be called into question when the current (2021) base year flows are producing queue length results so out of sync with the reality.

Indeed, the observed queue lengths quoted within the modelling output tables simply demonstrate how congested Hamble Lane can be, and how the decision to not allow any further traffic generating development that falls outside of an allocated development listed in the Eastleigh Borough Council Local Plan must not come forward until improvements to the northern section of Hamble Lane (as a minimum) have been implemented. Without this, it would be considered inappropriate from a traffic perspective for further development to be allocated or permitted along Hamble Lane that will further impact upon the north of Hamble Lane, as well as its junctions along its length.

Access

Finally, in terms of vehicle access into the site, whilst this is not a reason listed for refusal, it should be noted that the proposed vehicular access has only been agreed in principle with indicative drawings produced to date for the purpose of planning. Should the application be permitted at appeal, the access will still require a S278 approval for the works to be undertaken, and this is far from agreed. Indeed, as outlined in the HCC Highways consultation response issued for application F/20/89488, there are reported issues in regard to achievable visibility splays due to potential private land issues, and this could result in the refusal to grant a S278 for the currently planned access location.

APPENDIX 1 – SACHELL LANE MEASUREMENT PLAN



Title:
Land at Satchell Lane,
Hamble-Le-Rice,
Southampton SO31 4HP

Scale:
1:10000
Map Ref:
SU4707
Date:
16/01/2019

