Date	**23/01/2023**
Time	**19:00 - 21:30**
Location	**Roy Underdown Pavilion, Baron Road, Hamble.**
Present	***Clerk - Hamble Parish Council, Andy Thompson, Chris Jones, Ian Underdown, Michelle Nicholson, Tony Ryan, Trevor Dann, Mark Venables***

Planning Committee

Planning Committee

Hamble Parish

Agenda - 23 January 2023

1 **Welcome**

19:00, 5 min
Ian Underdown

2 **Minutes**

19:05, 5 min
Ian Underdown

3 **Public Participation**

19:10, 15 min

4 **Future of Hamble Airfield - Cemex Update**

19:25, 10 min
Clerk - Hamble Parish Council, Ian Underdown, Chris Jones

5 **Satchell Lane**

19:35, 5 min
Clerk - Hamble Parish Council, Ian Underdown

6 **Footpaths and Right of Way**

19:40, 5 min
Ian Underdown

7 **Applications for Decision**

19:45, 15 min
Ian Underdown

8 **Applications for noting**

20:00, 5 min
Ian Underdown

9 **Applications Decided**

20:05, 5 min
Ian Underdown

10 Exempt Business

Ian Underdown

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11 Enforcement Cases

Clerk - Hamble Parish Council

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1

19:00, 5 min

1 - Welcome

Ian Underdown

The Parish Council is consulted on all Planning Applications within the Parish. It only generally comments on applications that are likely to have an impact on the surrounding neighbourhood or wider village, unless a member of the public or councillor raises a specific concern.
All applications are notified to members and are included on the agenda. Where there are no comments to be made HPC will confirm this to the Planning Authority.
Applications we are likely to comment on are (but not exclusively):

1. Conservation Area and Listed Buildings
2. Commercial /Business Use
3. Demolition
4. Properties that are proposing substantial change
5. Where the street scene may be fundamentally altered
6. Those which impinge on rights of way
7. Works to trees
8. Those related to the River Hamble and Southampton Water
9. Applications likely to generate pollutants – air, noise or smell

If you want to make a comment on an application for the Parish Council to consider please contact the Parish Office on clerk@hambleparishcouncil.gov.uk for advice or confirmation that you wish to attend a meeting.

Apologies for absence
Interests and dispensations

For Decision

2

19:05, 5 min

2 - Minutes

Ian Underdown

Approve the minutes from the 28th November 2022

For Decision

3

19:10, 15 min

3 - Public Participation

Members of Committee can address the Committee on applications or issues of concern/importance to them.

4

19:25, 10 min

4 - Future of Hamble Airfield - Cemex Update

Clerk - Hamble Parish Council, Ian Underdown, Chris Jones

1. To receive an update on the latest statutory consultees.
2. Consider the report from RGP consultants on Highways issues linked to the application. This will include an critique of the transport assessment including junction modelling, journey lengths, safety audit and the pedestrian survey.
3. Chair to update the group on the work of the Coordination Group
4. To receive and comment on the Council's draft response to the Planning Application and to the Partial Review of the Minerals and Waste Plan (EBC's is attached for information).
5. Advise on next steps.

Attachments

EBC Hampshire Minerals and Waste Plan partial update consultation response.pdf

HPC Round 2 Consultation Response.pdf

2023-01-09_Land at Hamble Airfield, Hamble-le-Rice_6992_HIR01_FINAL RGP.pdf

HWMPPU-DraftPlan-HAMBLE-FAQs.pdf

CABINET

Monday, 23 January 2023

HAMPSHIRE MINERALS AND WASTE PLAN PARTIAL UPDATE CONSULTATION RESPONSE

Report of the Strategic Planning Lead (Environment)

Recommendation(s)

It is recommended that:

(1) Cabinet responds to Hampshire County Council's (HCC's) consultation on the Hampshire Minerals and Waste Plan (HMWP) partial update. The consultation response is outlined in sections 18-22 of this report;

(2) Cabinet upholds its continued objection to include the former Hamble Airfield site in the HMWP partial update for minerals extraction;

(3) Cabinet formally requests (via this committee report and decision) that HCC remove the Hamble Airfield as an allocated site for minerals extraction from the HMWP partial update; and

(4) Cabinet delegates the approval of further representations on the HMWP to HCC on minor matters to the Executive Head for Planning and Economy in consultation with the Leader of the Council, Chair of the Bursledon, Hamble-le-Rice and Hound Local Area Committee, and the Chief Executive.

Summary

Hampshire County Council (HCC) and its partner Authorities, Southampton City Council, Portsmouth City Council, New Forest National Park Authority and South Downs National Park Authority (collectively known as the Hampshire Authorities), are working to produce a partial update to the Hampshire Minerals and Waste Plan (HMWP, the Plan) which will guide minerals and waste decision making in the Plan area up until 2040.

The Hampshire Authorities are consulting on the partial update until 31 January 2023. The Council is advised to respond.

This paper provides an overview of the HMWP partial update and gives the Council's consultation response.

Statutory Powers

Section 1 of the Localism Act 2011

Strategic Implications

1. This report and the Council's position on gravel extraction at the former Hamble Airfield is aligned with all of the Corporate Plan (2015-2025) themes of Environment, Health and Wellbeing and Economy.

Introduction

2. HCC and its partner Authorities, Southampton City Council, Portsmouth City Council, New Forest National Park Authority and South Downs National Park Authority (collectively known as the Hampshire Authorities), are working to produce a partial update to the Hampshire Minerals and Waste Plan (HMWP) which will guide minerals and waste decision making in the Plan area up until 2040. The Hampshire Authorities are consulting on the update until 31 January 2023.

3. Separately, the Council also received notification on 5 December 2022 that Cemex UK Operations Ltd provided additional information to HCC to support their planning application of the 18 January 2022 to extract sharp sand and gravel from the former Hamble Airfield site. The planning and strategic issues and reasons for objection to minerals extraction from the Hamble Airfield site were previously reported to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 3 March 2022 and reported to Cabinet on 24 March 2022.

4. The Council have been granted an extension to respond to the additional planning application information until 30 January 2023. A separate response is being prepared which will be reported to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 26 January 2023.

5. A summary of the Council's objections to the continued inclusion of the Hamble Airfield site in the HMWP, and the current planning application as reported to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 3 March 2022 and reported to Cabinet on 24 March 2022 is provided later in the report. However, this paper predominantly seeks to provide an overview and response to the overall HMWP partial update consultation.

Background to the current HMWP

6. The current HMWP was adopted by the Hampshire Authorities in 2013 and covers the period up to 2030. It aims to deliver sustainable minerals and waste development in Hampshire ensuring the right development, in the right place, at the right time, through the supply of sufficient minerals to support the economy and to deal with waste effectively, while protecting Hampshire's environment and communities from the impacts of such development.

7. Several strategic sites to provide an adequate and steady supply of locally (across Hampshire) extracted sand and gravel were outlined in the Plan. This

included, at the time of the Plan's adoption, 13 current and permitted sites, extensions to two existing sites and five new sand and gravel extraction sites. Of these allocated sites, one is located within the Council's area, the former Hamble Airfield.

8. The Council began the process of assessing the suitability of the site and ultimately raised an objection for minerals extraction at Hamble Airfield in the emerging HMWP in the spring of 2012. This case included the significant ecological, economic, amenity, transport, road safety and air quality issues for this site, and questioned the overall assessment of the supply of land-won (i.e., not marine-won or recycled) minerals identified as needed from Hampshire sites, at the time.

9. Cabinet subsequently approved a response on 6 December 2012 for submission to the examination of the HMWP by the independent inspector. The representation of the Council, drafted by Adams Hendry Consulting Ltd, is attached at Appendix 1. In summary the representation sought to address five key policies pertaining to the Council's objections including protecting public health and safety, aggregate supply – capacity and sources, recycled and secondary aggregate development, aggregate wharves and rail deports and local land-won aggregates.

10. In response to the Council's objections in 2013, HCC indicated that some of the Council's objections (e.g., on traffic and ecology issues) could not be considered within the policies of the strategic HMWP but would need to be made in relation to specific development applications in the future. These objections have therefore also been made against the current planning application (as detailed within the Hamble Airfield Allocation and Previous Grounds for Objection sections below).

11. An independent Planning Inspector, appointed to examine the plan in 2012, reported in the summer of 2013 that the plan was 'sound', subject to some modifications. The Hampshire Authorities adopted the Plan on 15 October 2013 (a six-week legal challenge period also ended on 25 November 2013).

HMWP partial update consultation

12. The National Planning Policy Framework (NPPF) requires that plans are reviewed at least every five years. The HMWP was reviewed in 2018, and a number of issues were identified to be kept under review but overall, the HMWP was found to not require an update at that time. A further review was undertaken in 2020 which concluded that parts of the plan needed to be updated to reflect changes in policy and to address issues with mineral and waste management provision.

13. The draft Plan is the first stage in updating the HMWP adopted in 2013. The Hampshire Authorities are working to produce a partial update to the HMWP which will guide minerals and waste decision making in the Plan Area up until 2040.

14. In particular, the draft Plan includes revisions to extend the plan period until 2040, addresses new planning policy that requires biodiversity net gain from all developments, provides a greater focus on planning for climate change and gives a stronger application of the waste hierarchy and circular economy to enable a steady and adequate supply of aggregates. These principles are broadly supported by the Council.

15. The partial update to the Plan will build upon the currently adopted HMWP (2013) and will eventually provide new and updated policies based on up-to-date evidence of the current levels of provision for minerals and waste facilities in the Plan area. A full revised draft Plan will be prepared in order to consider the partial updates within the context of the overall Plan.

16. The partial update aims to establish the future levels of provision required to meet national and regional policy targets and objectives. It will set out an updated vision of how this will be achieved and provide details of strategic sites proposed to deliver the vision.

17. The Hampshire Authorities are inviting feedback from statutory consultees, stakeholders, communities, local organisations and businesses on the draft Plan for 12 weeks between 8 November 2022 and 31 January 2023.

Council comments and consultation response

18. Two sites for minerals and waste processing activities were put forward in the Eastleigh Borough Council area in the Sites proposal study[1]. These included Deer Park Farm (land at Scotland Copse), Knowle Lane, Horton Heath for the recycling of concrete, hardcore, inert soils and green waste for reuse in construction and the former Hamble Airfield for the extraction of between 1.5 million tonnes[2] (mt) and 1.6mt[3] of sand and gravel.

19. Although the Hampshire Authorities considered the site at Deer Park Farm to be a sustainable option for waste management, the site was not deemed to be of strategic value due to a capacity of less than 50,000 tonnes per annum (tpa). As such, the Hampshire Authorities removed this site for consideration however it is noted that in future, proposals could be considered through the planning application process.

20. The site at the former Hamble Airfield was also considered to be “the best option for providing a local supply of sharp sand and gravel from south

[1] HMWP Partial Update, Site Proposal Study. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-MineralsandWaste-SiteProposalStudy-August2022.pdf

[2] HMWP Partial Update, page 81. October 2022 https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsandWastePlan-PartialUpdateDraftPlan-October2022.pdf

[3] HMWP Partial Update, Site Proposal Study, page 189. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-MineralsandWaste-SiteProposalStudy-August2022.pdf

Hampshire"[4] and as such has been retained as a site allocation within the HMWP partial update consultation.

21. The Council continues to object to the inclusion of the former Hamble Airfield site as a site allocation and the grounds for the removal of the site are provided in the Hamble Airfield Allocation and Previous Grounds for Objection sections in the report below. The Council also objects to the increased quantity of minerals extraction from the Hamble Airfield site as indicated in the Site proposals study (the adopted Plan (2013) was for 1.5mt).

22. The Hampshire Authorities have also outlined their suggested changes to several development management, minerals and waste policies within a partial update consultation paper[5]. The partial update consultation paper has been reviewed together with other supporting documents by teams across the Council and the comments forming the Council's consultation response are provided below:

(a) Traffic and transport

(i) With regards to the former Hamble Airfield site allocation, the 2013 Plan notes that "The south of Hampshire is a densely populated and a heavily developed area but has significant underlying sand and gravel resources which are close to the markets they serve. However, mineral working in these areas can present problems for local communities, particularly lorry traffic associated with extraction in locations such as Hamble and Hythe."[6]

(ii) It is acknowledged and welcomed that this statement has been retained within the HMWP partial update. Indeed, the updated Transport Assessment[7] outlines that a new B-class access road would be required onto Hamble Lane should this development be brought forward, which is currently constrained in terms of capacity and road safety. The classification for this site within this part of the Transport Assessment is given an 'Amber' Red, Amber, Green (RAG) status. It is noted that the former Hamble Airfield site is the only 'Amber' rated site from a total of 35 sites across Hampshire and all of the others are rated 'Green'.

[4] HMWP Partial Update, Site Proposal Study, page 189. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-MineralsandWaste-SiteProposalStudy-August2022.pdf

[5] HMWP Partial Update, Have your say: Draft Plan Consultation Paper. August 2022 https://documents.hants.gov.uk/mineralsandwaste/DraftPlan-ConsultationPaper.pdf

[6] HMWP (adopted), paragraph 2.17, page 14. 2013 https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf

[7] HMWP Strategic Transport Assessment, page 35. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-TransportAssessmentDraftPlan-August2022.pdf

(iii) Within the same document it is outlined that 'Amber' grading should only be "Applied for those sites where issues have been identified that may affect delivery of the site. These issues may relate to access, routeing or impact upon local residents and sensitive sites, but where a solution may be possible. It is recommended that any identified issues are resolved prior to the site being considered for allocation." The Council agrees with this statement and suggests that the former Hamble Airfield site should therefore be removed as an allocation, at least until these issues have been resolved.

(iv) Further to the above statement however, the Hampshire Authorities also go on to state that "Should an 'amber' site be considered for allocation, it is recommended that the site allocation policy makes specific reference to the issue identified and requires this to be resolved as part of any planning application."

(v) The RAG assessment is also only based upon estimated changes in traffic volumes, the requirement for mitigation and opportunities for sustainable modes of transport. However, the Council considers that the cumulative impacts of, for example, associated air quality and noise impacts arising from those increased traffic volumes should also be considered. This should result in a 'Red' grading which is defined as "Used for sites with serious concerns and where access may not be possible without requiring third party land or requiring significant improvements to the local road network, and where these issues are likely to influence the delivery of the site".

(vi) Policy 13: Managing traffic[8] has also been amended from the adopted Plan (2013). Like the previous Plan, the policy outlines that minerals and waste development should have a safe and suitable access to the highway network and where possible minimise the impact of its generated traffic through the use of alternative methods of transportation. The previous policy wording however also outlined that highway improvements will be required to mitigate any significant adverse effects on highway safety, pedestrian safety, highway capacity and the environment and amenity. Unlike the previous version however, the suggested updated wording is weaker on mitigation and only outlines that a transport assessment or statement will be required (as appropriate) to consider the acceptability of routeing to the site and the impact(s) on the surrounding highway network, road safety for all users, sustainable

[8] HMWP Partial Update, page 57. October 2022
https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsandWastePlan-PartialUpdateDraftPlan-October2022.pdf

accessibility, appropriate hours of working and (only) mitigation as appropriate.

(vii) The Council strongly considers that mitigations should remain core to the policy. Furthermore, although the transport assessment provides the baseline vehicle movements data, it is considered that the assessments should consider the actual 'real world' vehicle movement change and not just the change in 'permitted' movements as this approach can lead to an underestimate of the change in vehicle movements and consequently the air quality and noise impacts.

(viii) Systra transport consultants (Systra Ltd) have also undertaken a review of the traffic, transport and highways implications of the proposed updates on behalf of the Council. The sections below summarise their key findings against the Transport Assessment[9], and a summary of each of the Policy changes are also provided in Appendix 2.

(ix) It is noted at paragraph 3.7.2 that there is no joint strategic model covering the area of influence of the HMWP, and limited data on the precise vehicle movements associated with current minerals and waste facilities. This means that it is difficult to judge the estimates of movement associated with proposed new or expanded facilities against current "active" sites.

(x) Paragraph 4.2.4 defines the criteria used to appraise the general suitability of a site for allocation for either minerals or waste purposes as being "well located in close proximity to the strategic or primary road network with good access". Further definition is given as to how exactly a site is judged as being compliant (or not) with this requirement at paragraph 4.2.8; based on this information, the former Hamble Airfield site, for example, would arguably not meet this criteria on an initial review due to the constraints of Hamble Lane and therefore it is assumed that other factors have come into play in order for it to be recommended as an allocation.

(xi) Paragraph 4.6.3 states that a "typical" daily variation in traffic flows on the Strategic Road Network is 10% and that an increase in traffic of 5% associated with the HMWP sites would not therefore be material. This is not a generally accepted argument as there is no agreed or "typical" figure for daily variation; this differs depending on the specific location(s) being considered. An increase in traffic of 5% (particularly made up principally of HGVs) could have significant effects if the location

[9] HMWP Partial Update, Strategic Transport Assessment. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-TransportAssessmentDraftPlan-August2022.pdf

in question is already operating at or close to its theoretical design capacity.

(xii) Overall, the Transport Assessment relies on a great deal of traffic flow information rather than any more detailed analysis of impacts, either in terms of capacities or wider impacts on safety or environmental issues. It is stated that these issues will be dealt with via planning applications, but it could be argued potentially that the Transport Assessments are not sufficiently detailed to identify or address issues which are critical for individual sites when those planning applications come forward (the former Hamble Airfield site being a prime example).

(b) Air quality and noise pollution

(i) The Hampshire Authorities, in their Sustainability Appraisal, Revised Scoping Report[10] summarise that it is "important that the HMWP Partial Update supports the commitments and targets of the Plan area's local authorities, particularly with respect to carbon dioxide, nitrogen oxides and methane". The Council supports this statement however request that an accompanying explanation of the impact of pollutants at the local level is provided (for example, nitrogen dioxide is a greater issue along road corridors with particulate matter more widespread) - and it would be helpful to understand how this would relate to the various aspects of mineral and waste development.

(ii) The Sustainability Appraisal, Revised Baseline Report[11] also highlights the significance of air quality in terms of human health and impacts on the environment. It identifies current Air Quality Management Areas (AQMAs) in Hampshire, and recent legislation which the UK Government intends to use to strengthen standards further, especially particulate matter PM10 and PM2.5. The Council again supports this inclusion however some of the data referred to is from 2017 (see Section 4.9 of that report and associated figures) and so this data will need updating.

[10]HMWP Partial Update, Sustainability Appraisal: Revised Scoping Report, pages 16-17. September 2021
https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-SA-RevisedScopingReport-September2021.pdf

[11]HMWP Partial Update, Sustainability Appraisal: Revised Baseline Report, pages 99-101. September 2021
https://documents.hants.gov.uk/mineralsandwaste/HMWP-Partial-Update-SA-RevisedBaselineReport-September2021.pdf

(iii) With particular regard to the former Hamble Airfield site, whilst the Hampshire Authorities Strategic Transport site assessment[12] notes that air quality has been identified as an important matter, it does not go on to assess air quality as the site is located outside of an AQMA. This misses an important consideration that due to the limited options for traffic to access the site, the majority of vehicle movements (and in particular HGVs) will have to travel though the Hamble Lane AQMA. As such, the Council believes that the air quality impacts are not properly considered.

(iv) Furthermore, the Council considers that the anticipated increase of 154 HGV movements on the local road network has not been appropriately considered, particularly in relation to Policy 11: Protecting public health, safety, amenity and well-being, nor with the residents within the Noise Important Area (NIA) (reference ID 5556) on Hamble Lane for which HCC are the relevant authority. Furthermore, discussion of Noise Important Areas[13] within the Sustainability Appraisal: Revised Baseline Report does not make clear the role of HCC in being the responsible authority.

(c) Ecology

Former Hamble Airfield site allocation

(i) The development considerations listed in the Site allocation details in the HMWP partial update for Hamble Airfield include:

- Protection of the Solent and Southampton Water Special Protection Area (SPA) and Ramsar and Solent Maritime Special Areas of Conservation (SACs).
- The impact on all roosting and foraging areas used by qualifying bird species of nearby SPA and Ramsar. Mitigation and possible compensation likely to be required.
- Protection of the Lee on Solent to Itchen Valley Estuary Site of Special Scientific Interest (SSSI).
- The impact on Badnam Copse and West Wood Site of Importance for Nature Conservation (SINC).
- Early habitats creation is required providing linkages and a wide array of habitats.
- Areas of the site will need to remain undeveloped to provide mitigation and/or buffers.

[12]HMWP Partial Update, Strategic Transport Assessment, pages 53-55. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-TransportAssessmentDraftPlan-August2022.pdf

[13] HMWP Partial Update, Sustainability Appraisal: Revised Baseline Report, pages 122-123. September 2021 https://documents.hants.gov.uk/mineralsandwaste/HMWP-Partial-Update-SA-RevisedBaselineReport-September2021.pdf

- Safeguarding of adjacent public rights of way (footpath no. 1).
- Maintain and manage existing informal recreational use of the site.

(ii) These considerations recognise that the site is presently used extensively for public recreation, which although technically considered trespassing, has continued and developed over an extensive period of time. Dog-walking forms a very high proportion of the existing recreational use and allocation of the airfield for gravel extraction is highly likely to displace the vast majority of the users to alternative locations.

(iii) It is likely that many will seek to use alternative coastal sites located nearby such as Hamble Common and the foreshore of Southampton Water which form part of the Solent and Southampton Water SPA and Ramsar and Solent Maritime SAC. The component species for these sites (particularly brent geese and waders) are highly susceptible to recreational disturbance, especially that caused by dog walking.

(iv) Suitable mitigation and/or compensation to avoid significant impacts on SPA and SAC species would be very hard to achieve and on-site options such as retaining areas for recreation around/adjacent to active quarrying are also unlikely to be viable given the amount of existing use.

(v) Development of the site will therefore likely lead to significant effects on the Solent and Southampton Water SPA and Ramsar and Solent Maritime SACs through displacement of existing recreational use and so the Council also considers that the former Hamble Airfield site allocation should be removed from the updated HMWP on this basis.

Deer Park Farm

(vi) Although Deer Park Farm was not deemed to be of strategic value and was therefore not allocated as a site within the HMWP partial update, it is noted that although the site has no statutory or non-statutory designations, it does lie directly adjacent to Knowle Land Site SINC on its north-eastern boundary and Knowlehill Copse Ancient Woodland SINC is also located around 120m northwest from the site. In particular, Policy DM11 (Biodiversity) of the Eastleigh Local Plan requires suitable buffering of SINCs from development. Furthermore, the site is also buffered by several areas which have been identified as “Ecological Network Opportunities” on the Hampshire Ecological Network Mapping and the site is around 2.9km from the River Itchen SAC.

(vii) While the site has no official ecological designation it is still likely to be used by a range of species for breeding and foraging. The site also lies close to Knowle Land/Wyvern Priority biodiversity area in the Eastleigh Biodiversity Action Plan (BAP). The BAP is currently under revision and this priority area is likely to be expanded to include the habitat surrounding the site.

Ecology related policies

(viii) Policy 3 of the updated HMWP (Protection of habitats and species) has been updated to reflect that the transposition of European Union (EU) legislation has been changed following the UK's exit from the EU. Consideration is also given to the introduction of requirements through the Environment Act (e.g. Biodiversity Net Gain, Nature Recovery Networks) and reference to Local Nature Recovery Strategies in the supporting text.

(ix) Policy 9 of the updated HMWP (Protection of soils) has also been amended to clarify that soils should be protected throughout the life of the development (and not just during construction/development).

(x) An additional policy has also been included in the Plan to address the importance of water in Hampshire. This covers not only water quality and supply, but also recognises the importance of river corridors and the issue of nitrate neutrality.

(xi) Within the supporting text and/or policy wording as appropriate, it is suggested that the following (or similar) is added to provide greater detail and emphasis on the importance of water quality: "Impacts to water quality can manifest from silty or contaminated run off and stormwater overflow, causing hazard to aquatic and riparian wildlife. Significant impacts to streams and water bodies can result from changing water table levels such as a gradient lowering around a quarry from dewatering, disruption or blocking ground water flow, or impacting perched ground waters or spring waters below or springs above ground. It is essential for mineral site operators to carry out detailed assessment and environmental engineering design for the protection of water quality and quantity, and habitat and wildlife before construction and operation of a quarry begin, and to monitor the effectiveness of these throughout the lifetime and for effective restoration."

(d) Protecting public health, safety, amenity and well-being

(i) In line with updated national planning policy, Policy 11: Protecting public health, safety, amenity and well-being, in an update from the previous Plan, outlines that "Planning policies and decisions should also ensure that new development is

appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment"[14].

(ii) Greater consideration is given to the quality of life and well-being of Hampshire's residents seeking to ensure that minerals and waste development does not reduce air quality and that residents are less disturbed by minerals and waste activities. This will be achieved by high-quality design and restoration schemes which improve health and well-being.

(iii) The Council welcomes an increased emphasis on wellbeing. The Policy now states that "Minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts on well-being". This being the case, the Council believes that, as outlined under Traffic and Transport above, the cumulative air quality impacts should also be assessed as part of the Transport Assessment.

(iv) Many of the criteria under Policy 11 (Protecting public health, safety, amenity and well-being) will be fulfilled by minerals and waste operators adopting appropriate management systems such as International Standards, organisation controls and other operational controls. The Policy should recognise however that reliance on these other regimes will not necessarily ensure a good or high standard of amenity and the criteria should be updated to reflect this. For example, even where demonstrable impact is occurring and causing community annoyance, should operators show a defence of best practicable means, no mitigation actions may be possible which could potentially result in significant loss of amenity to the local community.

(e) Community benefits and engagement

(i) In the adopted HMWP (2013), Policy 14, the Hampshire Authorities were encouraged to negotiate agreements between relevant minerals and waste developers/operators and a community as a source of funding for local benefits. In the HMWP partial update however this Policy has been removed.

(ii) The Council objects to the removal of this policy. It is noted that Planning obligations are able to be used to address the unacceptable impacts of minerals and waste developments however these cannot be used to provide more general unrelated community benefits to compensate for the local inconvenience of such developments.

[14] National Planning Policy Framework, Paragraph 185. 2021 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

(f) Waste

(i) With regards to waste, the HMWP partial update notes that "There is a national drive to create a circular economy, treat waste as high as possible up the waste hierarchy and send zero waste to landfill, for both non-hazardous waste and inert waste. The principle of producing energy from waste continues to be supported as part of a sustainable network of waste management infrastructure. However, this has implications in terms of the need for more built facilities to recycle or recover waste including aggregate recycling. These facilities can often present problems such as noise, traffic and dust which can make it difficult to find suitable sites for minerals and waste development. Although the Plan promotes the concept of zero waste to landfill, it recognises that the facilities to achieve this are not yet in place, so some landfill is still needed in the Plan period".

(ii) No references are made anywhere within the partial update however to the Chickenhall Lane Materials Recycling Facility (MRF) planning application (which has now been approved (HCC planning reference HCC/2022/0071)).

(iii) The Council believes that the Chickenhall Lane MRF should be included within the HMWP partial update as it will be critical to the County achieving a 65% recycling rate by 2035, in line with the Environment Act 2021. Policy 27: Capacity for waste management development and Policy 29: Locations and sites for waste management should therefore be updated. It is noted however that Policy 25: Sustainable waste management has been updated to reflect the updated targets for recycling.

(g) Change in the demand for aggregates

(i) At the time of the Plan adoption (2013), to ensure an adequate and steady supply of aggregates from 2011 to 2030, the Hampshire Authorities agreed a Local land-won requirement for a sharp sand and gravel extraction of 24.67mt at a rate of 1.28mtpa, based on the 10-year average sales figure from 2001-2010 despite the rate falling significantly (from 1.79 to 0.84mtpa) over that period.[15]

(ii) In the partial Plan update however, the Hampshire Authorities suggest that, to ensure a steady supply of aggregates from 2021 to 2040, a Local land-won requirement for a sharp sand and gravel extraction of 17.48mt at a rate of 0.92mtpa, based on the 10-year average sales figure from 2011-2020 is now required.[16]

[15] HMWP (adopted), Policy 17, page 66. 2013
https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf

[16] HMWP Partial Update, Table 6.3, page 84. October 2022

The permitted reserves of sharp sand and gravel in the partial Plan update stand at 11.02mt. This therefore identifies a requirement for 6.46mt over the Plan period. It is noted however that there is also a clause which outlines that, should the stated need increase by more than 10% over three years, then the provision would be increased accordingly.

(iii) The identified sites in the draft Plan (yield) however provide a further 14.14mt which exceeds the requirement by 7.68mt. This over supply, for example, exceeds the Hamble Airfield site allocation. Given the Council's continued objections to the site being brought forward as an allocation and the fact that the supply could be sought from alternative site allocations (all of which are considered to have fewer constraints), the Council again requests that the former Hamble Airfield site allocation should be removed from the Plan and the partial update.

(iv) The Hampshire Authorities have also calculated a projected 'depletion rate' (the rate at which a site will deplete supply) for each of the existing operations and allocations for the new Plan period[17]. The depletion rate shows that the HMWP partial update would only experience a small shortfall at the very end of the Plan period (2039/40). The Hampshire Authorities state that this trend will require additional development to address this shortfall. However, the Council opposes this position and suggest that the trend provides a weak argument to bring forward additional development earlier and that a more regular review should rather be undertaken.

(v) With regards to the overall direction of travel for reducing aggregate demand, the Council also anticipates an increasing focus on using more sustainable products such as 'green' concrete, recycled aggregates and using alternative construction techniques. Furthermore, Government policy is supporting Modern Methods of Construction and offsite construction in order to address delays, costs and environmental impacts of traditional construction. The Hampshire Authorities also noted within the Minerals Background Study, that the previous two-year period between 2019 and 2020 has been that of uncertainty due to the departure from the European Union and the Covid-19 pandemic. These factors, together with the now more relevant impacts of an economic decline due to inflation and higher costs of borrowing are likely to lead to continued reduced demand for aggregates.

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https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsandWastePlan-PartialUpdateDraftPlan-October2022.pdf

[17]Minerals Background Study, Paragraph 5.107, page 56. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-MineralsBackgroundstudy-August2022.pdf

Hamble Airfield Allocation

23. As outlined earlier in this report, the Council also received notification on 5 December 2022 that Cemex UK Operations Ltd had provided additional information to HCC for consultation to support their planning application from the 18 January 2022 to extract sharp sand and gravel from the former Hamble Airfield site.

24. The site was allocated by the Hampshire Authorities in the HMWP (adopted) 2013 and continues to be a site allocation in the partial plan update. The Hampshire Authorities consider the site "to be the best option for providing a local supply of sharp sand and gravel from this part of south Hampshire".[18]

25. The former Hamble Airfield, north of Hamble-le-Rice covers an area of 62 hectares and has an existing land use of scrub vegetation and rough grazing. The application was for the proposed extraction of sand and gravel with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and an access onto Hamble Lane at the former Hamble Airfield, Hamble Lane, Hamble-le-Rice, SO31 4NL. A site map is provided in Appendix 3.

Previous grounds for objections

26. The strategic issues and reasons for objection of minerals extraction from the former Hamble Airfield site were previously reported to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 3 March 2022 and brought to Cabinet on 24 March 2022. The additional information received from Cemex UK Operations Ltd on 5 December 2022 is currently being reviewed and will be reported separately to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 26 January 2023.

27. The following sections provide a summary of the Council's long-standing objections to both the site being allocated within the HMWP, and the Cemex UK Operations Ltd site application itself. Please note that these objections are subject to update following review and reporting of the additional information to the Bursledon, Hamble-le-Rice and Hound Local Area Committee:

    (a) Policy principles: The proposal is for 1.7million tonnes of extraction which exceeds the 1.5mt envisaged from this site in the HMWP and is therefore likely to result in greater impact than those originally considered when the site was allocated. Other less sensitive sites should be properly assessed, with less weight given to the locational merits of the Hamble site (to serve demand in south Hampshire) where there are such significant environmental considerations weighing against this.

[18] HMWP Partial Update, page 171. October 2022 https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsandWastePlan-PartialUpdateDraftPlan-October2022.pdf

(b) Local economy: the Council considers that the economic disadvantages in the form of traffic disruption to local businesses and pollution, outweigh the benefits.

(c) Highway implications:

(i) Concerns about the increased level of traffic generated by the site, particularly HGVs against the background of an already severely congested road at peak times.

(ii) Implications for congestion and road safety, particularly for pedestrians, including schoolchildren from the two nearby schools. Implications for emergency services and businesses in Hamble. Impacts relating to pedestrian safety, amenity and pollution (with the northern end of Hamble Lane being an Air Quality Management Area).

(iii) Concerns about the proper assessment of existing and future baseline traffic and a lack of detailed raw traffic count and trip data, upon which to form an accurate assessment. Lack of assessment of the capacity of several junctions through which proposed HGV and other traffic generated by the development would travel.

(iv) Evidence from an appeal decision (ref 325559, decision date 15/1/21) indicating existing significant congestion at peak times at certain junctions. This appeal also raises questions of deliverability of the HCC Hamble Lane Improvement Scheme.

(d) Pollution: as well as being unable to properly assess pollution relating to traffic due to the lack of traffic data provided, there is a need for the applicant to provide further information about noise and dust at the site.

(e) Ecology: the Council considers that the applicant has underestimated the ecological value of the site. Furthermore, the applicant has not addressed the displacement of significant recreational activity (dog walking) to other sites nearby including the designated site of Hamble Common (SSSI).

(f) Tree impacts: the Council objects to the removal of three valuable mature trees at the site access and seeks more information on the choice of site access.

(g) Landscaping: screening bunds are overly engineered and need to be redesigned. Landscaping impacts on local residents has been underestimated.

(h) Sensitivity of the affected area and populations:

(i) the nearest residential properties to the site (all within 50m) are those in Hamble Lane, Satchell Lane and those to the south of

the site. As noted in the adopted HMWP (2013)[19], "it is standard practice in Hampshire for operational mineral extraction and inert waste recycling sites to have a minimum buffer zone of 100 metres, where appropriate, from the nearest sensitive human receptors, such as homes and schools".

(ii) the proposals suggest that the minerals processing area and stockpiles will be located more than 100m from any dust sensitive receptors whereas the Institute of Air Quality Management (IAQM) recommends at least 250m.

(iii) there are two schools in close proximity which are Hamble School (secondary) around 100m to the north of the site, and Hamble Primary around 200m to the south-west along Hamble Lane. The secondary school has grown significantly since 2013 as has the usage of the leisure facilities on the school site. The Hamble School has placed staff near the railway station as stewards to ensure that students are safe crossing Hamble Lane and accessing the rail station.

(iv) the Blackthorn Health Centre on Satchell Lane is currently home to the GP services for the whole peninsula, and the Lowford Surgery in Bursledon acting as the location for a range of clinics and treatment. This means that that there are further increases in trips up and down Hamble Lane; in many cases these will be vulnerable sometimes elderly patients, many with existing long-term conditions such as Asthma and COPD, which are highly sensitive to air pollution. In this application the effects of dust need to be considered, including links to silicosis which may not present in the patient for several years.

28. In order to mitigate against these issues, should development of the site ultimately come forward, the Council asked HCC, through its consultation responses and committee reports in March 2022, to ensure the applicant provided the following mitigations. Please note that these are currently subject to review following the additional site-related planning application information received from Cemex UK Operations Ltd, and will be reported separately to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on the 26 January 2023:

(a) Provision and monitoring of all measures required to mitigate adverse impacts of the development;

(b) Provision of any necessary off-site highway improvements;

(c) Restoration of the site in line with policy requirements and provision of long-term management and maintenance;

[19] HMWP (adopted), Paragraph 5.15, page 48. 2013
https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf

(d) On-going monitoring and public engagement in relation to pollution control mitigation throughout the operational phase of development (including restoration phases);

(e) Detailed timetable for the restoration works, to include maintenance plans for the duration of the works and following completion;

(f) Provision of contaminated land site assessment and agreement of any necessary mitigation measures;

(g) Provision of a net gain in biodiversity including habitat for breeding birds; and

(h) Detailed timetable for habitat restoration works to ensure existing species populations are maintained and new habitat provided at appropriate times.

Next steps for the HMWP partial Plan update consultation

29. Following consultation on the HMWP partial update and supporting documents, the Hampshire Authorities intend to review the responses, prepare, and publish a consultation summary report. All relevant material planning issues raised will be considered and the evidence base and Plan will be amended accordingly.

30. The comments received will be used to inform the Proposed Submission Plan which is due to be subject to consultation during Summer 2023. It is then intended that the Hampshire Authorities will submit the partial update Plan to the Secretary of State by February 2024.

31. At the same time as this consultation, a report is also being prepared for the Bursledon, Hamble-le-Rice, and Hound Local Area Committee on the 26 January 2023 to update on the issues previously reported to that committee relating to the objection of the Cemex UK Operations Ltd planning application for the extraction of minerals from the former Hamble Airfield site, in light of the release of additional information.

Financial Implications

32. There are no direct financial implications as a result of responding to the HMWP partial update consultation. Furthermore, HCC is the responsible Minerals and Waste Planning Authority therefore any subsequent planning application(s) and future policy developments will be managed by HCC.

Risk Assessment

33. Without revising the HMWP, there would be a risk that the Hampshire Authorities would not meet the aim to supply sufficient minerals to support the economy and to deal with waste effectively, while protecting Hampshire's environment and communities from the impacts of such development.

34. With regards to the continued allocation of the former Hamble Airfield site within the HMWP partial update however, and as identified within the grounds for continued objection above, the proposal has significant risk to the environment and society. Risks to the environment include loss of habitat and species, increased carbon emissions and detrimental impact on climate change (please see the Climate Change and Environmental Implications below).

35. Health and safety risks to society will also arise from increased traffic, air pollution and dust, all of which are likely to impact local residents and school pupils, and also have a disproportionate impact on some groups. Increased traffic congestion would also negatively impact local businesses.

36. Should the Council not respond to the HMWP consultation there is also a risk that the long-standing objection regarding the former Hamble Airfield site allocation raised by the Council would not be considered by HCC through the HMWP plan review process.

Equality and Diversity Implications

37. The Equality Act is not relevant to the decision in this report because it is a response to a consultation by an external organisation.

38. HCC have undertaken an Equalities Impact Assessment as part of the partial plan update[20]. In summary, it was considered that no aspects of the proposed Plan, including how it is delivered or accessed would contribute to inequality and none of the proposed decisions would have an adverse impact upon the lives of people, including employees and service users.

39. In specific relation to the former Hamble Airfield site however, as an example, there are two schools nearby and so the Council considers that children and young people (and their parents) would disproportionately suffer any road safety and amenity impacts of a gravel extraction. The worsening of Hamble Lane's Air Quality Management Area would also disproportionately affect small children, disabled and older people.

40. Vulnerable road users, for example those with protected characteristics in relation to disability and age, would also be disproportionately impacted at key points along Hamble Lane. In particular, the closure of the Bursledon Surgery has necessitated additional travel needs for local residents to access alternative health provision (now provided for at Blackthorn Health Centre).

41. The Council strongly considers that HCC should thoroughly review their assessment of equality and diversity implications.

Climate Change and Environmental Implications

[20] HMWP Partial Update, Equalities Impact Assessment. August 2022 https://documents.hants.gov.uk/mineralsandwaste/HMWP-PartialUpdate-EqualitiesImpactAssessment-August2022.pdf

42. The HMWP partial update has introduced a greater focus on planning for climate change. In particular, Policy 2 of the HWMP partial update states that minerals and waste development will be supported that:

a. contributes towards mitigating the causes of climate change by:

i. Being located and designed to encourage the sustainable use of resources; and
ii. Reducing greenhouse gas emissions, where applicable; and/or
iii. Facilitating low carbon technologies; and

b. reduces vulnerability and provides resilience to the impacts of climate change through location and design and the incorporation of adaptation measures.

43. Additionally, minerals and waste development proposals should also be supported by a Climate Change Assessment which demonstrates how these opportunities have been considered, and where appropriate, incorporated.

44. Although this strengthening of the policy is welcomed by the Council (and that it better aligns with the Council's own Climate and Environmental Emergency declaration) the Council continues to object to this element of the updated partial Plan as it recognises that any development within the Borough would lead to an increase of carbon emissions and would contribute to the continued decline of our environment.

45. Furthermore, HCC have also declared a Climate Emergency. The carbon hierarchy is identified as a key principle within their strategy, whereby carbon-intensive activities should be avoided in the first place. Permission by HCC for future developments would therefore be inconsistent with their strategy.

Conclusion

46. The Hampshire Authorities have proposed several revisions to the partial update of the HMWP pertaining to the Plan vision and objectives, development management and minerals and waste policies.

47. Although the Council recognises the need for the partial update and broadly supports updates based on the latest available information and best practise, the Council has outlined several areas of inconsistency and objection, as identified above, and requests that these areas are considered for the next step for Plan preparation.

48. In summary, it is recommended that Cabinet responds to the HWMP partial update consultation and formally requests that HCC remove the former Hamble Airfield as an allocated site for minerals extraction from the HMWP partial update.

49. In relation to the former Hamble Airfield site, although the further information relating to the planning application is to be reported to the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 26 January 2023, the Council

continues to uphold its longstanding objections to this application, and continued allocation of it within the HWMP partial update, as set out above.

50. In particular, over the last 10 years there has been considerable change in traffic movements, school attendances, the location of local health services and government policy relating to climate change and methods of construction. These changes continue to amplify and build upon objections made in 2012 and 2022 and provide evidence both that the current application is inappropriate and that the site allocation itself should be removed from the HMWP, and now the HMWP partial update.

MIKE CULVER, STRATEGIC PLANNING LEAD (ENVIRONMENT)

Date:	23 January 2023
Contact Officer:	Mike Culver
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Appendices Attached:	3

Appendix 1: Previous representation, on behalf of the Council by Adams Hendry Consulting Ltd Map of Hamble Airfield site
Appendix 2: Transport review of the HMWP partial update from transport consultants, Systra Ltd
Appendix 3: Hamble Airfield site location plan

LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

Background Papers

Report of the Area Coordinator for Bursledon, Hamble-le-Rice and Hound to Cabinet on 17th May 2012
https://meetings.eastleigh.gov.uk/documents/s21475/Report.pdf

Report of the Area Coordinator for Bursledon, Hamble-le-Rice and Hound to Cabinet on 6th December 2012
http://ebc01-132:8080/documents/s50005202/Report%20and%20Appendix.pdf

Report from the Case Officer for Bursledon, Hamble-le-Rice and Hound Local Area Committee on
3rd March 2022
https://meetings.eastleigh.gov.uk/ieListDocuments.aspx?CId=250&MId=6870&Ver=4

Report to Cabinet on 24th March 2022
https://meetings.eastleigh.gov.uk/documents/s50033287/CONSULTEE%20RESPONSE%20TO%20PLANNING%20APPLICATION%20FOR%20GRAVEL%20EXTRACTION%20AT%20HAMBLE%20AIRFIELD_v1.pdf

Dear Lisa

Planning Application CS/22/92277 Proposed Extraction of Sand and Gravel at Hamble Airfield, Hamble-le-Rice – Cemex UK Ltd

Hamble Parish Council has reviewed the additional documents provided by Cemex UK in response to the County Council's Regulation 25 request for more information on a wide range of matters relating to this application.

It remains our considered view that the proposed development does not conform with the policies of the relevant development plan documents and that there are material considerations which indicate that the development would have an unacceptable impact on the local community. This is contrary to the requirements of the Hampshire Minerals and Waste Plan 2013 ('HMWP'), the recently adopted Eastleigh Borough Council Local Plan 2016 – 2036 ('EBCLP'), the July 2021 update of the National Planning Policy Framework (NPPF) and Planning Practice Guidance. The parish council therefore restates that it **OBJECTS** to the planning application and asks that the planning authority **REFUSE** permission for the development.

Our reasoned justification for that position is set out below.

Consultation and Engagement

Government planning practice guidance strongly advocates meaningful consultation and engagement between an applicant and an affected community, stating:

"Pre-application engagement by prospective applicants offers significant potential to improve both the efficiency and effectiveness of the planning application system and improve the quality of planning applications and their likelihood of success. This can be achieved by:

- *working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with a proposed development.."*[1]

Cemex UK has failed to carry out any such meaningful engagement with residents, businesses or service providers who will be impacted by the development. It has made no effort to address any of the concerns raised in earlier consultation responses or provide us with even basic information which might provide some reassurance about its construction plans or operating procedures. It has ignored requests from the parish council for support with active community engagement and failed to speak with residents living close to the site who are understandably concerned about the impact on them and their property. In fact aside from one virtual meeting in February 2022 it has been entirely silent and has neither collaborated, understood or sought to resolve any issue with us.

[1] Planning Practice Guidance Reference ID 20-001-20190315

It is also very surprising that there have been so few pre-application discussions with statutory agencies and in particular the highway authority.

We acknowledge that this failure to consult or seek advice through pre-application dialogue is not a standalone basis for refusing the application. It must, however, raise serious questions about the care and consideration of the applicant for the local community, and their ability to provide accurate and timely technical information. This is also demonstrated by the cursory and at times dismissive approach to the provision of information required in support of the application, often recycling information obtained years ago rather than commissioning new studies.

We ask that the planning authority has regard for the way in which Cemex has approached this application when weighing the evidence with which it has been presented. It should consider whether the applicant would treat the operation of the site and complying with conditions with the same dismissive attitude to its responsibilities and it should give weight to these concerns in the planning balance.

Principle of Development

The allocation of the Hamble Airfield site for mineral extraction in the HMWP was made in the face of significant concerns raised by the local community, in particular the effect on traffic movements on Hamble Lane and the environmental impacts on sensitive local receptors such as the adjacent secondary school.

We have previously pointed out that the information now provided in support of the planning application demonstrates fundamental flaws in the evidence on which the HMWP allocation was based. The detailed Transport Assessment ('TA') provided by Cemex is at odds with the information they provided during the preparation of the HMWP regarding likely traffic volumes. This seriously underestimated the number of vehicle movements required to operate the site commercially, and therefore the impact of the operation on Hamble Lane.

The EBCLP adopted in April 2022 excluded further development on the Hamble Peninsula as unsustainable by virtue of the impact it would have on Hamble Lane. This is also recognised in the strategic transport assessment which has been carried out for the partial review of the HMWP currently underway which confirms the difficulties associated with the site.[2] Hamble Airfield is the only location in the whole draft review proposed as an allocation for mineral extraction and rated as 'amber' in relation to access.

At the time of the original allocation the decision makers involved will have considered it both necessary and possible that conditions on Hamble Lane would be improved through a comprehensive scheme of works as described below. This would also have mitigated the

[2] "Of the only amber site at the Former Hamble Airfield, issues have been identified that may affect delivery of the site. These issues primarily relate to access, capacity constraints on Hamble Lane and impact upon local residents and sensitive sites." Para 4.5.4 Strategic Transport Assessment August 2022

impact of additional traffic from residential development allowed on appeal which has been added to Hamble Lane since 2013.

There is, of course, no mechanism for the site to be 'unallocated' from the current plan against which this application will be tested. However, we would expect the Regulatory Committee to be explicitly advised of the difference between the evidence used in the site allocation process and the evidence which accompanies this application. This is necessary to ensure they place appropriate weight on the evidence submitted with the application as a material consideration.

Highways Issues

The Transport Assessment Addendum ('TAA') provided by the applicant on 28 November 2022 confirms that the impact of the proposed development on the highway network would be severe, and that it would create a clear and on-going risk to the safety of road users, pedestrians and cyclists. These are sufficient reasons for the application to be refused as a clear breach of Policy 12 of the HMWP.

Were the application to be approved it would reduce the likelihood of people making a modal shift to walking and cycling, which is also contrary to local and national active travel policies and therefore also a reason for refusal.

The parish council draws attention to the report it has commissioned from highway consultants RGP and the report commissioned by Eastleigh Borough Council from Systra. The planning authority will be aware that these are both highly respected and reputable consultancies with the capabilities and experience to express a robust judgement.

Highway Safety

The proposed site access junction has been subject to a formal road safety audit carried out by Fenley Associates on behalf of the applicant. **The findings of the audit are that the junction required for access to the proposed site is unsafe.** As RGP point out, this is not a conclusion requiring complex or sophisticated analysis or counter argument – it is clearly stated within the road safety audit by Cemex's own advisors.

The audit identified three matters of safety concern which are:

1. The swept path of larger vehicles which may access the site overruns the footway where pedestrians may be arriving or waiting to cross the junction

2. The new highway code gives pedestrians priority crossing the junction which will lead to HGVs pausing and backing up in the traffic stream, possibly stopping abruptly. This is a risk to pedestrians, to other vehicle drivers who may be required to stop sharply from speed, and it will increase traffic queues at peak operating times over and above any effects modelled elsewhere

3. The junction is located at a point where large numbers of pedestrians, particularly school children use both the shared cycleway/footway and the highway verge, to make their way to their destination. The design of the junction will not

deter them from crossing in a way which is difficult for HGV drivers to observe thus creating a collision hazard.

The response from Cemex to its auditor's report is to dismiss the concerns they raise and to offer specious justification for their design rather than to address any of the issues with due regard for safety. They have had ample time and opportunity to redesign and consult on revisions to the junction but have not done so. From this the planning authority must conclude that a safe access is in fact not possible.

Paragraph 5.35 of the HMWP starts by saying:

> "Highway and pedestrian safety and capacity are issues of paramount importance."

Data collected for the parish council by Kestrel Surveys on a typical school day (11th January 2023) indicates 125 pedestrian and cycle journeys being made on Hamble Lane eastbound between 7.45 and 8.45, almost all of whom are school children on their way to Hamble Secondary School or users of the railway station , with these movements 'mirrored' later in the day as children leave for home. The impact of an unsafe site access on this volume of pedestrians and cyclists would pose a daily threat of injury or death.

The parish council reminds the planning authority that the meaning of 'paramount' is 'above all other things'. The design and location of the proposed junction clearly interferes with the safety of road users, pedestrians and cyclists and the application and if this is truly 'above all other things' as it should be then the application should refused in accordance with the development plan policy and the NPPF.

Impact on the Highway Network

Para 5.38 of the HMWP says that:

> "All minerals and waste development should give the greatest consideration to potential highway and transportation impacts that may be associated with their development."

The relevant parts of Paragraph 110 of the NPPF (July 2021) say that:

> "In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:
>
> b) safe and suitable access to the site can be achieved for all users
>
> d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree"

It is a matter of record that Hampshire County Council considers Hamble Lane to be 'heavily congested' and that "additional development along the corridor would compound the existing problems"[3]

In our initial consultation response (15 March 2022) we set out in some detail the process by which the highway authority had concluded that improvements to Hamble Lane were essential to meet existing demand, the development of the Hamble Lane Improvement Scheme and the subsequent failure to deliver any of these improvements for reasons of funding. As a result the highway authority has adopted a policy position that it will object to further development which would place additional traffic onto Hamble Lane[4]

The highway authority has confirmed this position by way of its evidence in relation to the recent planning application for residential development at Satchell Lane. In its letter of objection, using words subsequently repeated in the highways officer's Proof of Evidence at the Satchell Lane Planning Inquiry in November 2022, the policy was clearly articulated:

> "..it is very clear that congestion issues are already experienced on Hamble Lane in terms of cumulative impacts."

Referring to the Hamble Lane Improvement Scheme he goes on to say:

> "Until the above mitigation has been secured any additional development that directly feeds onto Hamble Lane (as is the case with this application) should not proceed. If otherwise, severe impact will result from cumulative effects."

The current condition of Hamble Lane according to the highway authority (and this was not disputed by the Planning Inspector determining the Satchell Lane application) is of severe congestion which has been compounded by the failure of the highway authority to deliver any part of a scheme it has itself said is essential to ensure that the road is fit to meet even existing demands and organic traffic growth.

The Cemex application would add 144 HGV daily HGV movements and an unspecified number of light vehicle movements to traffic on Hamble Lane, focussed mainly on the morning peak period. The application provides no confirmation of the type of vehicle that would be permitted and therefore of their potential abnormal impact on junctions or on the condition of Hamble Lane (which is already poorly maintained). This cannot be considered as anything other than a significant intervention in the operation of the highway network.

It is the responsibility of the applicant to demonstrate that the impact of this additional traffic the highway network would be acceptable, with mitigation if this is considered possible. Despite this, Cemex's TA did not even assess the impact of development on junctions along Hamble Lane demonstrating its lack of concern for planning policy, let along the impact on the local community. This exercise has only been undertaken in response to criticism of the TA led by the Parish Council.

[3] Report to the Executive Member for Environment and Transport 'Hamble Lane Improvements' 12 March 2019
[4] Ibid

Junction modelling has now been submitted in the TAA. RGP and Systra have both evaluated the conclusion of Cemex's consultants that there will be no significant impact on the network and concluded that it is demonstrably incorrect. The junction analysis using very recent traffic count data (which reflects activity on Hamble Lane as it is today and not extrapolated from previous years) shows clearly that several junctions are currently operating over capacity. Modelling shows that traffic generated by the development would worsen their performance. Cemex and their consultants assert that the impact of this extra traffic is insignificant. That assertion is not borne out by their own data, and both RGP and Systra agree that the impact would require substantial highway improvements at these junctions which are not proposed by the applicant or by the highway authority.

It should be further noted that Cemex's consultants have stated that it is not necessary to allow for any additional background growth in traffic flows during the course of the development (which will be at least 14 years and possibly longer). This is clearly incorrect, and there is no justification for not providing an allowance for 'organic' growth in traffic volumes accordance with normal modelling practice. The aim, of course, is to underplay the potential impact of development traffic over time.

It should also be noted that pedestrian and cycle journeys along Hamble Lane towards the schools and the railway station involve a number of crossings and pinchpoints, as well as hazards created by the poor implementation and maintenance of the footway and cycleway where these are present. The occurrence of densely packed HGV movements coinciding with the peak time for these 'active travel' journeys will create a perceived additional safety hazard and may lead to a modal shift away from active travel to car use if parents consider this a safer option for their children – entirely the opposite of government and county council policy requirements.[5]

A correct reading of the data submitted in the TAA is that the cumulative impact of the additional HGV traffic generated by the development would be highly significant and would make an already severe situation even worse for users of Hamble Lane. **On the applicant's own evidence the application is contrary to the policies of the development plan and the NPPF and should be refused.**

<u>Restoration and Biodiversity Net Gain</u>

Policy 9 of the HMWP and the relevant provisions of the NPPF both require that a permission for mineral extraction can only be granted if fully acceptable proposals for the restoration of the site are provided, which includes certainty over the delivery and future management of restoration proposals. Policy 9 says:

> "Restoration of minerals and waste development....should contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan"

[5] As variously set out in various sources including 'Active Travel: Local Authority Toolkit' Department for Transport August 2022

This requirement must now be seen in conjunction with measures to ensure the delivery of biodiversity net gain which will be a legally mandated requirement from later this year and is currently a policy requirement of the HMWP and the EBCLP. To be 'credited' as biodiversity net gain, proposals should be left intact and effectively managed for at least 30 years.

The proposals for restoration submitted by Cemex are physically distinguished between the northern part of the site where more complex features such as ponds and hedgerow planting are introduced and the southern part of the site which is restored more simply. Proposals for the management of the two areas are similarly distinguished. These include vague references to the 10 or even 20 year management of the northern part of the site, but no management proposals for the southern part.

It is unclear from the information submitted by Cemex how they intend that long term management of the site should be carried out or by whom. The 'draft heads of terms' for a Section 106 submitted on 28 November 2022 contain no meaningful detail and has only been included for technical reasons. There is no proposed involvement of any organisation with expertise or experience in long habitat management, nor is any provision made for the costs of long term management. The applicant has not provided sufficient information to meet the requirement of Policy 9 of the HMWP.

The purpose of the differentiation of the site into two 'zones' is clearly to allow the landowner, Persimmon Homes, to bring forward development proposals on the southern part without conflict with the management of the more complex features. Whilst there is nothing to stop Persimmon pursuing such plans in the future, they should not be allowed to intrude into the determination of this application. The methodology for the calculation of biodiversity net gain requires that whole of the site is incorporated into the relevant calculations (because the whole site will be affected by development) and that this should be secured by way of planning obligations contained within a Section 106 agreement.

Although the achievement of a 10% net biodiversity net gain is not yet a legal requirement as it will become later in the year, the applicant has made great play of its biodiversity net gain potential and Policy 3 of the HMWP requires that where possible, proposals should:

> "...enhance, restore or create designated or important habitats and species"

It is therefore clear that the proposals as submitted:

- do not meet the requirements of Policy 9 in securing the restoration and management of the site; and
- will not meet the requirements for the calculation of biodiversity net gain and therefore the whole of the site must be included in a Section 106 agreement which secures biodiversity net gain over a minimum of 30 years.

For these reasons the application should be refused.

Recreational Disturbance

Hamble Airfield is used extensively for casual recreational activity, particularly dog walking, and this use has continued since at least 1986. The applicant has taken no effective steps to discourage or prevent this activity despite it being obvious that it is taking place. A survey undertaken by the parish council in April 2022 confirmed that at least 300 people use the site for dog walking on a regular basis most of whom will do so several times each week.

The development would entail all of this recreational activity being displaced immediately on commencement. From the first day of the operation the site will be fenced and (it is to be hoped for the purposes of public safety) proper security measures taken to exclude public access. As a result a large volume of dog walking and casual exercise will immediately be transferred to other locations, and may have considerable impact on one or all of the three Special Protection Areas (SPAs) designated in the Solent area under the Conservation of Habitats and Species Regulations 2017 (known as the 'Habitats Regulations'). It is not possible to be sure since the applicant has failed to make any assessment of this effect.

Were this to be a residential application an impact assessment and mitigation would be required in accordance with the Solent Recreation Mitigation Strategy which was approved by local authorities in the area in 2017 as the means to discharge their responsibilities under the Habitats Regulations following formal advice from Natural England.

Although that Strategy does not contemplate the possibility that disturbance will be caused by existing, rather than new, residents within the area of the Strategy, it must follow that where a site which serves to provide recreational capacity and therefore limit the impact of existing development is to be lost, it should be subject to the same scrutiny as new development which 'creates' disturbance. The question of whether the use of a site is authorised or unauthorised is irrelevant to this question by virtue of the legal obligations of planning authorities under the Habitats Regulations. If Hamble Airfield is lost to recreational use then there may well be a tangible impact on the SPAs which has an adverse effect on their condition.

No assessment has been made of this impact by the applicant and they make no provision for mitigation. The parish council suggests that the planning authority (which is the 'competent authority' for the purposes of the Habitats Regulations) must consider this impact in reaching its decision, that it should conclude that the effect would be unacceptable and therefore that it should refuse the application.

Protection of Soils and Agricultural Land

Natural England have pointed out in their consultation responses that Hamble Airfield has previously been identified as agricultural land and that it has been officially and independently rated as grade 1 and grade 2 'best and most versatile' agricultural land due to the quality of the soil across the site. That classification has been confirmed by Cemex's own consultants in the updated Environmental Statement.

It is would appear from reviewing the documents available at the time Hamble Airfield was allocated in the HMWP that the status of the land was not fully recognised or investigated.

Policy 8 of the HMWP states clearly that minerals and waste development:

> "…should protect and, wherever possible, enhance soils and should not result in the net loss of best and most versatile agricultural land."

Given that no example has been given (and we believe none exists) of the successful reinstatement of grade 1 or 2 land to undamaged agricultural use after mineral extraction and restoration (as would be required by the interpretation of Policy 8 indicated by the supporting text at 4.68), it is therefore cannot be in dispute that the proposed development:

- would not enhance soils; and
- would result in the net loss of best and most versatile agricultural land

The application (and indeed the original allocation) is therefore flatly contrary to the policies of the HMWP and the protection given to best and most versatile land in the NPPF and should be refused.

<u>Environmental Impacts</u>

The proposed location of the quarrying operation adjacent to residential property and a major educational facility is not unique, but it is unusual and it creates a requirement for certainty that the environmental impact will remain within acceptable limits. Policy 10 of the HMWP states that:

> "Minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts"

The parish council is concerned that the information provided with the application has been insufficient to ensure that development as proposed would comply with this policy. In particular:

Noise

The Eastleigh Borough Council environmental health officer has expressed concern that the proposals to measure and control noise will not meet the requirements set out in the EBCLP and potentially fail to meet those identified in planning practice guidance. The parish council acknowledges that noise can be controlled through on-site measures but considers that inadequate attention has been given to the sensitivity of local receptors, in particular the secondary school.

Air Quality and Dust

The public health consultation response draws attention to the fact that the World Health Organisation states that there are no 'safe' levels of air pollution. The application will give rise to an increase air pollution, possibly from the extraction operation itself, but certainly from the increase in heavy commercial traffic on Hamble Lane the bulk of which will coincide with morning peak pedestrian journeys. An Air Quality Management Area has been declared by Eastleigh Borough Council for a portion of Hamble Lane on the route of all HGV traffic to the development site reflecting historic exceedances in nitrogen dioxide emissions. HGV traffic is a proportionately higher source of nitrogen dioxide and particulate

pollutants than passenger vehicles and this effect will be most noticeably where they are in close proximity to roadside and stationary or moving slowly as they will be at the access to the site.

The Chief Medical Officer has recently reported on the health risks of air pollution and recommends:

> "Urban planning should support reducing air pollution concentrations locally – such as reducing air pollution near schools and healthcare settings. Shifting to active travel where possible has direct health wins as well as reducing air pollution from vehicles – planning should support this."[6]

Cemex has provided no information on the age, type or emissions profile of vehicles that would be permitted to access the site, and it is therefore impossible to adopt the necessary precautionary approach to quantifying the impact of roadside air pollution particularly at the access to the site where pedestrians and HGVs will coincide. The planning authority will no doubt be aware that vehicles meeting Euro 6 emissions standards are readily available for any responsible fleet operator and that access to any site can be limited to such vehicles.

The parish council believes that the details provided with the application do not provide sufficient reassurance for the planning authority to be sure that the practical effect of permitting a high level of additional HGV traffic on Hamble Lane will not increase experienced air pollution and that permission can safely be given as required to satisfy the requirements of Policy 10.

Flood Risk

The proposals for the management of water during the proposed extraction appear to be generally satisfactory, and with an operator on site the scope exists for any problems to be dealt with effectively. However, the proposals for restoration with the importation of inert construction waste raises issues of greater complexity and long-term concern. As the response from the Local Lead Flood Authority has indicated the way in which the site will respond to water infiltration after the extraction of relatively porous sand and gravel and replacement with material of much greater density, possibly including dense clay and soils from construction sites with entirely different geology, is of considerable concern. The reason why the current flood risk associated with the airfield is low is precisely because of the structure and performance of the existing mineral deposits. If these are removed and replaced with other materials than that baseline assumption must in turn be called into question.

The parish council does not consider that the response provided to the concerns of the Local Lead Flood Authority is sufficient to satisfy the requirement of Policy 11 of the HMWP. The site is currently in an area with a low risk of flooding, but insufficient evidence has been provided that this will remain the case, engaging the policy requirement that development should:

[6] Chief Medical Officer's Annual Report 2022 'Air Pollution' Recommendation 6

"not result in an increased flood risk elsewhere and, where possible, will reduce flood risk overall"

Landscape Impact

Although consultees have indicated that they are generally satisfied that the visual impact of the site will not be adverse (allowing for the fact that a quarry is being dug in an area that is currently wildlife and recreational habitat) the parish is concerned that the location of the proposed bunds is too close where it abuts residential property and where it is adjacent to the proposed new permissive footpath. The parish council asks that the planning authority takes a precautionary approach to the impact of the bunds and their performance in managing noise and pollutants and requires if development is permitted it is only on the basis that these are located at least 100m from the outer boundary of the site.

The parish council also notes and endorses the comments of the County Council's countryside and rights of way officers in their most recent consultation response and expects the planning authority to take these fully into account in considering the application.

Conclusion

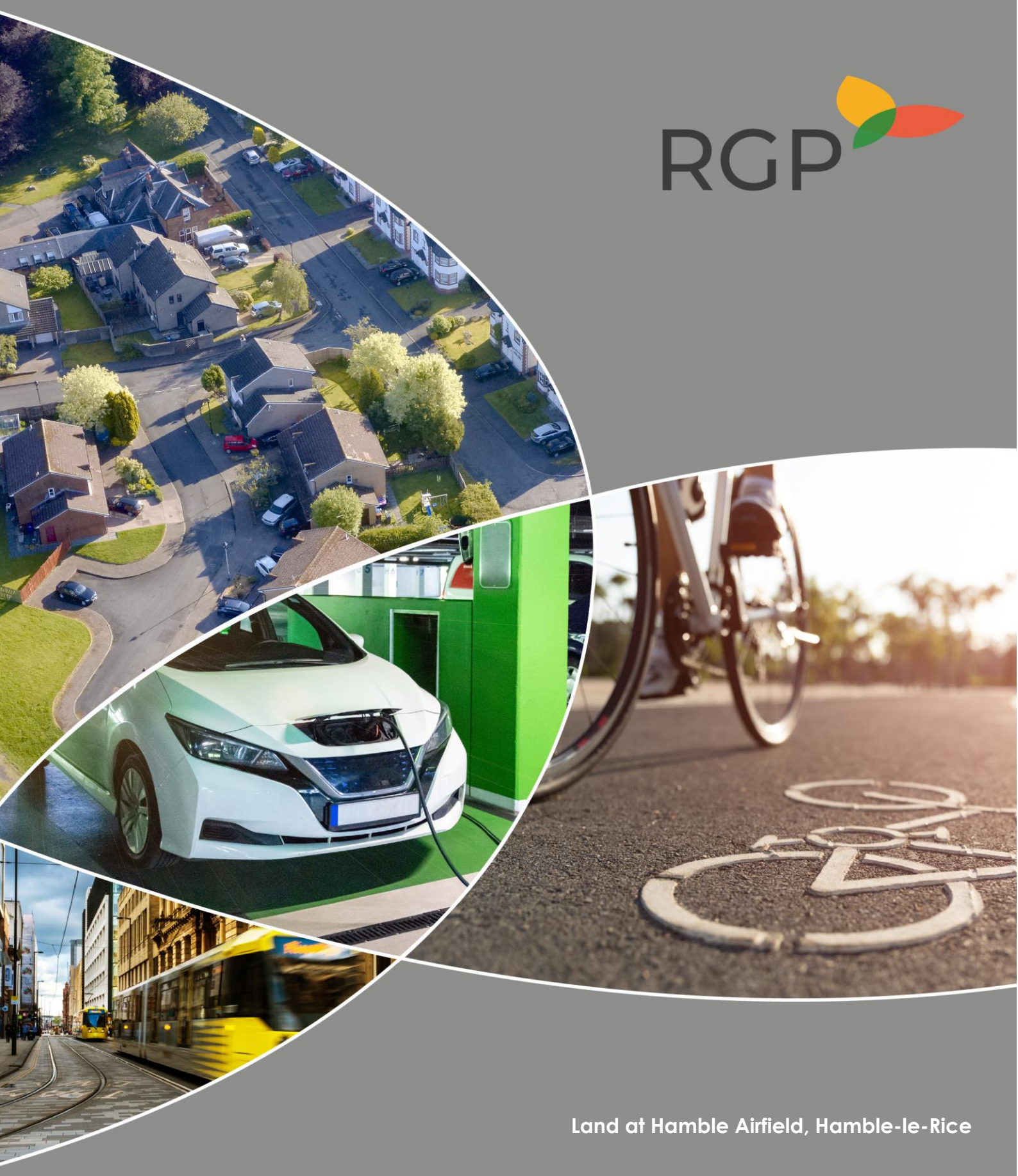
The parish council has identified specific reasons why the application for sand and gravel extraction at Hamble Airfield is contrary to local and national policy and why there are material considerations which indicate that the application should be refused. If the County Council is nevertheless minded to approve the application the parish council believes that it will be necessary to include a number of planning conditions and planning obligations which go well beyond those suggested by the applicant and would wish to be advised of how the these would be made effective.

We note that at the time of drafting this response a number of consultation responses from statutory agencies had still not been received. This is a clear breach of their duty to provide substantive responses with the timetable specified in planning practice guidance and has compromised the ability of other consultees to respond effectively to this application.

If the County Council, despite the evidence which justifies the refusal of this planning application, is minded to give its approval, the parish council would expect to be consulted on the proposed conditions, monitoring arrangements and planning obligations. Sand and gravel extraction at the site would have an impact on the local community for many years and other changes in the local environment may occur in that time. It is therefore essential that local consultation takes place so as to give us the opportunity to provide local knowledge and insight into how specific concerns could be addressed.

The parish council reserves the right to submit further evidence and views in response to material received from other consultees or from the applicant up to the decision making meeting and expects that this will be reported by way of update even if it is not included in the officer's report to the committee.

Yours etc



Land at Hamble Airfield, Hamble-le-Rice

HIGHWAY IMPACT REVIEW

for Sand and Gravel Extraction

on behalf of Hamble Parish Council

2023/6992/HIR01

January 2023

www.rgp.co.uk

DOCUMENT CONTROL

Project:	Land at Hamble Airfield, Hamble-le-Rice for Sand and Gravel Extraction
Report Type:	Highway Impact Review
Client:	Hamble Parish Council
Reference:	2023/6992/HIR01

DOCUMENT REVIEW

Author:		Date:	03/01/2023
Checked by:		Date:	05/01/2023
Approved by:		Date:	06/01/2023

DOCUMENT STATUS

Issue	Date	Status	Issued by
1.	06/01/2023	Draft	BCC
2.	09/01/2023	Final	BCC
3.			
4.			
5.			
6.			

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Appendix B HCC Highways Response March 2022
Appendix C HCC Highways Response August 2022
Appendix D Fenley Stage 1 RSA and Supplementary Plan

1 INTRODUCTION

1.1.1 RGP has been commissioned by Hamble Parish Council (HBC), the 'Client', to advise on highway and transportation matters in relation to the proposed sand and gravel extraction by Cemex UK Ltd at Hamble Airfield, Hamble-le-Rice, Eastleigh Borough, SO31 4HU ('the site'). The site is located within the boundaries of Eastleigh Borough Council (EBC) and the local highway authority is Hampshire County Council (HCC).

1.1.2 This Highway Impact Review shall consider highway matters in relation to a live application for sand and gravel extraction by Cemex UK Ltd at Hamble Airfield (Planning reference: HCC/2021/0787).

1.1.3 The development proposals consist of the proposed extraction of sand and gravel, with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access onto Hamble Lane. The site will be operational between the hours of 0700-1700 hours Monday to Friday and 0700-1200 hours on Saturdays. The associated site layout plans are included in **Appendix A** of this report.

1.1.4 Throughout this report, 'the site' refers to the land at the aforementioned address and the 'development' refers to the proposed mineral extraction operation.

1.2 Project Background

1.2.1 HPC are concerned that the level of additional traffic proposed by the application would have an unacceptable impact on the already heavily congested Hamble Lane, which is the only means of access to the Hamble peninsula. It is understood that HCC have previously proposed a number of highway improvement works along the Hamble peninsula.

1.2.2 The site was allocated in the Hampshire Waste and Minerals Plan (October 2013), with the following development considerations:

(i) Safe and satisfactory access to ensure provision is made for vulnerable highway users and the impact on peak flows is managed.

(ii) Traffic issues including consideration of school traffic and pedestrians, particularly at Hamble Community Sports College and Hamble Primary, and management of traffic and congestion on Hamble Lane.

1.2.3 This report considers the technical assessment work submitted and summarises our overall findings and conclusions.

1.3 Scope of Assessment

1.3.1 RGP has undertaken a comprehensive review of the submitted reports in relation to application HCC/2021/0787 and the associated responses from HCC and other relevant stakeholders.

1.3.2 Initial assessment work was prepared by i-Transport in November 2021 in support of the planning application, which comprised a Transport Assessment (Document ref. BH/IN/ITB13040-004 B R) dated 30th November 2021 as part of the planning submission.

1.3.3 Further documents subject to review within this report are:

(i) Transport Assessment, November 2021, i-Transport;
(ii) HCC Highways Response, reference: PG 6/3/9/MIN (035985), March 2022;
(iii) HCC Highways Response, reference: PG 6/3/9/MIN (035985), August 2022;
(iv) Transport Assessment Addendum, November 2022, i-Transport; and
(v) Stage 1 Road Safety Audit, reference: RSA-22-158, December 2022.

1.3.4 Other submitted written material and third-party responses are also referred to throughout.

1.3.5 The remainder of this report provides an overview of any engagement held with HCC, the key transport elements of the proposals and RGP's review of concerns raised by third party representations to the planning application. The content of this report is summarised as follows:

(i) Section 2 – Site Observations;
(ii) Section 3 – Engagement with HCC Highways;
(iii) Section 4 – Highway Safety Review;
(iv) Section 5 – Impact on the Local Highway Network; and
(v) Section 6 – Summary and Conclusions.

2 SITE OBSERVATIONS

2.1.1 RGP has undertaken a site visit to appraise the existing highway arrangements, this section shall review any potential highway issues or constraints. RGP has undertaken a desk study and site visit including a comprehensive photo survey and recorded a number of measurements. RGP attended the site between 12:00 and 15:00 on Tuesday 20th December 2023 during daylight hours, the weather was fine and dry.

2.1.2 The site visit was conducted outside term time the week before Christmas so it is acknowledged that observations of traffic may not reflect neutral conditions. All observations were undertaken from the public highway.

2.1.3 The locations visited included the western perimeter of the site from the Roy Underdown Pavilion car park along the Hamble Rail Trail northwards towards Hamble Station. Furthermore, all junctions subject to junction capacity modelling were also visited namely:

(i) Location of Proposed Site Access (Hamble Lane);
(ii) Hamble Lane/Satchell Lane priority junction;
(iii) Hamble Lane/Hound Road Roundabout;
(iv) Hamble Lane/Satchell Lane Simple Priority Junction;
(v) Hamble Lane/Portsmouth Road Ghost Island Junction;
(vi) Hamble Lane/Lionheart (Jurd) Way Roundabout;
(vii) Hamble Lane/Tesco Roundabout; and
(viii) Windhover Roundabout.

2.1.4 It should be noted that the M27 Junction 8 roundabout junction was not included in the site visit due to motorway regulations. Furthermore, National Highways (NH) confirmed within their written response (reference: 93885) that they have offered no objection to the development.

2.2 On-site Observations

2.2.1 The B3397 Hamble Lane in the vicinity of the site is a two-way single carriageway road subject to a 30mph speed limit, it is noted from Table 2.2 of the Transport Assessment Addendum (TAA) that traffic along the B3397 Hamble Lane is traveling well in excess of the posted speed limit with recorded 85th% speeds of 39.6mph recorded for vehicles travelling northbound and 39.4mph for vehicles travelling southbound.

2.2.2 Visibility along the B3397 Hamble Lane is generally unimpeded in terms of alignment of the road however, it was observed that there are a number of mature trees within the grass verge along the western boundary of the site that are of a sufficient width to obscure an oncoming vehicle or cyclist.

2.2.3 Also running along the western boundary of the site (eastern side of the B3397 Hamble Lane) is the Dani King Cycle way which provides a safe cycling route that runs along Hamble Lane from near to the junction with Portsmouth Road in Bursledon to its junction with Copse Lane near to Hamble-le-Rice village.

2.2.4 The Dani King Cycleway route passes Dani's old primary school and Hamble Community Sports College and also connects with the Hamble Rail Trail in the southwestern corner of the site. Both the Dani King Cycleway and Hamble Rail Trail were observed to be well used by cyclists, pedestrians and dog walkers during the site visit.

3 ENGAGEMENT WITH HCC HIGHWAYS

3.1.1 The initial Transport Assessment (TA) report submitted by iTransport on behalf of Cemex in support of the application was considered to be incomplete, HCC highways subsequently raised a number of concerns regarding the submitted Transport Assessment (TA) report.

3.2 Initial Highways Assessment

3.2.1 Initial assessment work was prepared by i-Transport in November 2021 in support of the planning application, which comprised a Transport Assessment (Document ref. BH/IN/ITB13040-004 B R) dated 30th November 2021 as part of the planning submission referred to herein as the 'TA'.

3.3 HCC Highways Response (March 2022)

3.3.1 HCC as Local Highway Authority (LHA) responded on 23rd March 2022 (Reference: PG 6/3/9/MIN (035985) contained herein as **Appendix B** and stated:

"In 2019, the applicant engaged Hampshire County Council's (HCC) Engineering Consultancy to provide a Pre-application Design Review (PADR) of the proposed new access. Two concerns raised within the PADR do not appear to have been addressed:

1. The Designer was asked to demonstrate that other options had been considered thoroughly – both in terms of junction location and junction form. This has been briefly mentioned in the Transport Assessment (TA), but there is no evidence that this optioneering exercise was undertaken fully and this should be provided to enable to rationale of the presented access to be understood.

2. The PADR made it very clear that both HCC Arboriculture and Ecology teams had genuine concerns regarding the proposed tree loss and set out requirements for the Designer to demonstrate that their loss could not be avoided, and to fully mitigate if their loss was found to be essential."

Additional information is also required as follows:

- *Speed data is provided in a summary table only with no raw data. It is unclear where the measurements were taken, or when. The designer needs to confirm that the speeds are current (within two years) and taken in appropriate locations.*
- *Visibility to the south (left) can actually be shown to the centreline as there is a physical feature (refuge) which prevents overtaking here.*
- *Visibility to/from the tactile paving on the southern side of the proposed junction (in particular) may be limited. The designer should demonstrate that ped/cyclist visibility is achieved at all crossing points.*
- *The RSA requires updating to reflect the changes made since the PADR.*

- *There is no mention of LTN 1/20. Designs will need to prove compliance. Where possible, the cycleway should be widened to 3.0m and a suitable verge/margin provided for safety – given recorded speeds. The designer also needs to account for 'shyness' from the proposed barriers. One section is shown 2.28m wide with barrier adjacent. The effective width becomes minimal here. The crossing refuge in the bellmouth should also be a minimum of 3.0m 'deep' to cater for cyclists and the designer needs to check that the barriers do not become a problem for cyclists here too.*

- *A Walking, cycling and horse-riding assessment and review (WCHAR) has not been provided and is required.*

- *With regard to vehicle tracking, lock-to-lock times of 6s would be more appropriate than the 3s currently proposed for HGVs.*

- *Tracking – Speeds are not shown. These should be provided (it should be noted that anything lower than 10mph is not appropriate/realistic).*

- *All internal tracking uses a 14m HGV, whereas the junction is tracked with the correct 16.5m HGV, it is not clear why this is inconsistent.*

Also, it is noted that the traffic count data included within the Transport Assessment includes ATC data from 2016/2017 plus growth. A sensitivity test to compare this approach with more recent data (potentially held by HCC surveys team) should be undertaken to confirm accuracy.

3.4 HCC Highways Response (August 2022)

3.4.1 A further written response was then provided by HCC Highways on 16th August 2022 (Reference: PG 6/3/9/MIN 035985) contained herein within **Appendix C** which stated:

"The Highway Authority provided a response to this application on 23rd March 2022. Since then the additional information requested in that response has not been provided and therefore this further response is being provided now to expand on the Highway Authority's consideration of this application and to facilitate the Planning Authority's consideration of the expected Regulation 25 material.

The Highway Authority, as set out in its previous response, is concerned that the proposals are not adequately supported by the necessary transport assessment to quantify the impacts of the development proposal on the local highway network, specifically Hamble Lane north of Hound Road Roundabout, as well as the need to address the detailed comments on the site access layout.

Within this expanded response I have set out in more detail the Highway Authority's position on a number of matters for which additional information is required. If you are minded to determine this application in the absence of this information, please contact me for highway reasons for refusal."

3.4.2 Following an initial review, it is understood that the Local Highway Authority (LHA) was minded to recommend refusal for the scheme on highway grounds based on the lack of credible information submitted in relation to the likely impact of the proposed development.

3.4.3 In response to the March 2022 and August 2022 HCC responses, i-Transport then submitted a Transport Assessment Addendum dated 24th November 2022 (Refence: BH/IN/IT13040-007A) referred to herein as the 'TAA', as of the time of writing HCC have not responded to the TAA.

3.5 Walking, Cycling and Horse-Riding Assessment and Review

3.5.1 As set out above, HCC also requested a Walking, Cycling and Horse-Riding Assessment and Review (WCHAR) be undertaken, and this is included within Appendix F of the TAA.

3.5.2 From a review RGP note that the appended WCHAR document appears to be in draft format and has been presented in 'Track Changes' view with a comment on Page 2 of Appendix F explaining 'This is to be completed on the finished report.' This remark infers the WCHAR report is not finalised, and it is therefore unclear to what extent its findings are complete.

3.5.3 Section 2.5 of the WCHAR document in Appendix F of the TAA states: '*A site visit was undertaken on 23rd June 2017 and a walking route along the site frontage and proposed access was assessed and photographed*'.

3.5.4 RGP note that the site visit was undertaken five years prior to the WCHAR being requested by HCC. Furthermore, WCHAR guidance was adopted as part of Design Manual for Roads and Bridges (DMRB) GG142 which was adopted in November 2019. RGP are unsure how i-Transport were able to conduct a WCHAR site visit two years prior to the publication of GG142.

3.5.5 Overall RGP considered the WCHAR presents a regurgitation of the content of the TA and the TAA and has not adequately explored opportunities for improvements. RGP recommend that HCC seek clarification on when the WCHAR site visit was undertaken and whether an adequate WCHAR audit with a recent site visit has been undertaken.

4 HIGHWAY SAFETY REVIEW

4.1.1 This section of the report provides consideration of recent accident data to establish whether there is a pattern of accidents locally. Furthermore, this section shall review the submitted Stage 1 Road Safety Audit and the problems raised and the adequacy/likely effectiveness of any mitigation measures proposed by the applicant to resolve them.

4.2 Highway Safety Record

4.2.1 With reference to Section 4 of the TAA an updated review of the Personal Injury Accident (PIA) record was undertaken as requested by HCC for the past five-year period December 2016 - November 2021, for a study area which covers Windhover Roundabout to the north, and to the priority junction with Kings Avenue to the south. RGP are satisfied that the PIA study area includes all relevant highway and junctions.

4.2.2 As explained in Section 4.1.3 a total of 68 collisions have been recorded in the latest-five-year period within the study area, comprising of 57 slight and 11 serious accidents.

4.2.3 Section 4.1.5 of the TAA then provides analysis of the PIAs recorded in the vicinity of the proposed development along Hamble Lane. The summary included a total of 4 collisions involving cyclist and 3 collisions involving pedestrians.

4.2.4 This pattern of PIAs involving cyclist and pedestrians is likely attributed to the high levels of vulnerable road users crossing Hamble Lane to/from local schools and traveling along the Dani King Cycleway. Furthermore, high numbers of vulnerable road users were also observed during the RGP site visit.

4.2.5 Section 4.1.7 of the TAA then claims: '*As such, the latest available accident record does not highlight any existing highway defects or safety issues that would be exacerbated by the proposed development*'.

4.2.6 This remark is completely at odds with the evidence presented in Section 4.1.5 as it is considered that the additional HGV traffic movements (circa 144 two-way HGV movements per day) crossing the Dani King Cycleway.

4.2.7 This would result in a greater number of conflicts between pedestrians, cyclists and vehicles, in particular in locations where there is limited inter-visibility between pedestrians and emerging vehicles.

4.2.8 Furthermore, it should be noted that these vulnerable road user conflicts would occur regardless of where the proposed site access is located as it would in any location have to cross the Dani King Cycleway along the key walking route for school children between Hamble-le-Rice to Hamble Station.

4.3 Review of the Stage 1 Road Safety Audit

4.3.1 A Stage 1 Road Safety Audit was requested by HCC within their March 2022 and August 2022 written responses. A Stage 1 Road Safety Audit was prepared by Fenley, reference RSA-22-158-4 (December 2022) which raised a number of problems. The Stage 1 Road Safety Audit (RSA) and supplementary drawings are contained herein in **Appendix D**.

4.4 Problem A.2

4.4.1 With reference to Problem A.2 *'Geometric parameters do not allow for even a small deviation from the swept path illustrated' the auditors recommended that the geometric parameters of the proposed site access are increased to ensure adequate space for vehicle manoeuvres'*.

4.4.2 The design audit response explained: *'Swept path analysis of the proposed access has been undertaken for a large tipper truck, as shown on drawing ITB13040-SK-013, which demonstrates that vehicles regularly anticipated to use the proposed site access junction can enter and egress the site safely'*. RGP are of the view that the manoeuvres shown are still incredibly tight and as the auditor explained leaves no margin for error.

4.4.3 The development proposals would result in 144 two-way HGV movements per day that as illustrated in the drawing would have to be conducted perfectly as any deviation from the path illustrated, would lead to HGVs encroaching onto the footway which could lead to a pedestrians/cyclist collision. RGP therefore do not considered that this matter has been adequately addressed.

4.5 Problem A.3

4.5.1 With reference to Problem A.3 *'Vehicle sideswipe / loss of control type collisions' the auditors recommended that the proposed crossing is relocated along the access road to allow adequate space for a HGV to exit the Hamble Lane carriageway before stopping to allow a pedestrian and cyclists to cross and that the proposed guardrailing is extended to the relocated crossing to prevent pedestrians and cyclists from crossing along the desire line'*.

4.5.2 The audit team have correctly identified the high numbers of vulnerable road users that travel along Hamble Lane. Furthermore, it is noted from the location plan contained on Page 6 of the RSA are a number of photos showing large numbers of school age children walking and cycling along Hamble Lane.

4.5.3 The design team's response in relation to Problem A.3 explained that *'It is understood that following the updated rules of the Highway Code, drivers / riders following traffic that is turning into a side road, should expect to wait behind a vehicle giving way to pedestrians and cyclists'*. RGP do not consider this response provides an adequate design solution to the problem raised by the audit team.

4.5.4 HGVs will traverse the Dani King Cycleway 144 times per day and as illustrated in the RSA photos and as confirmed by RGPs site visit Hamble Lane is well used by vulnerable road users so the likelihood of a collision between an HGV and a pedestrian/ cyclist would be greatly increased.

4.5.5 This assertion is further supported by the number of previous PIAs recorded along Hamble Lane involving vulnerable road users as detailed in Section 4.1.5 of the TAA. RGP therefore do not consider that this matter has been adequately addressed.

4.6 Problem A.4

4.6.1 Problem A.4 'Pedestrians and cyclists are likely to travel along the existing verge' related to the suggestion that the deterrent paving is installed within the verge besides the proposed guardrailing which has been put to the LHA for consideration. It is RGP's recommendation that deterrent paving is installed.

4.7 General Remarks

4.7.1 It is also noteworthy that the design organisations response to the problems raised are contained within the RSA document itself rather than being submitted separately as a standalone 'Designers Response'. RGP consider this to be an unusual way to conduct the road safety audit process as by merging the RSA and designers' response lessens the independence between the audit team and the design team.

4.7.2 In some cases, the audit team has considered problems raised within the RSA to be addressed and closed out, yet no input has been provided by the overseeing organisation (HCC).

4.7.3 RGP are concerned that the audit team are not sufficiently independent from the design team and that the audits responses to the design organisations response are considered to be familiar in tone which could infer that the development proposals have not been subject to a sufficiently rigorous Road Safety Audit.

4.7.4 RGP recommend that the proposed access arrangement is subject to an independent Stage 1 Road Safety Audit undertaken by the HCC Road Safety Audit team.

5 IMPACT ON THE LOCAL HIGHWAY NETWORK

5.1.1 This chapter considers the implications of development-related traffic on the operational and safety characteristics of the surrounding highway, demonstrating that the local highway and transport network can accommodate the proposed level of development.

5.2 Junction Capacity Assessments

5.2.1 It is understood from the correspondences that the scope of assessment, modelling methodologies and sources of data have been agreed with HCC. As listed in Section 5.4.1 of the TAA the junctions subject to junction capacity modelling are:

(i) Proposed Site Access;

(ii) Hamble Lane/Satchell Lane Priority Junction;

(iii) Hamble Lane/Hound Road Roundabout;

(iv) Hamble Lane/Portsmouth Road Ghost Island Junction;

(v) Hamble Lane/Lionheart (Jurd) Way Roundabout;

(vi) Hamble Lane/Tesco Roundabout;

(vii) Windhover Roundabout; and

(viii) M27 Junction 8 Roundabout.

5.2.2 As set out within Section 5.4.4 of the TAA, all of the junctions have been assessed using industry standard software, Junctions 10 with the exception of the signalised Windhover Roundabout which has been assessed using LinSig.

5.2.3 It is understood that baseline traffic data collection was undertaken on Tuesday 18TH October 2022. This date is considered to be sufficiently neutral, subject to any local events or incidents, the data is likely to be representative of typical conditions.

5.2.4 Junctions 10 reports the operational performance of a junction in terms of 'Ratio of flow to capacity' (RFC). The RFC provides a basis for judging the acceptability of junction operation, an RFC value of more than 0.85 is considered to indicate unsatisfactory performance.

5.2.5 For the signalised Windover Roundabout LinSig software has been utilised which reports results as 'Practical Reserved Capacity' (PRC). The practical reserve capacity is related to the degree of saturation of a traffic signal junction. A positive PRC indicates that a junction has spare capacity and may be able to accept more traffic. A negative PRC indicates that the junction is over capacity and is suffering from traffic congestion.

5.3 Junction Capacity Modelling Results

5.3.1 RGP has reviewed the reported results for each junction and has made the following high-level conclusions.

5.4 Proposed Site Access

5.4.1 The proposed site access junction is forecast to operate well within capacity post development, and this is not disputed.

5.5 Hamble Lane/Satchell Lane Priority Junction

5.5.1 As shown in Table 5.6 of the TAA the Hamble Lane/Satchell Lane junction is reported to operate with a maximum RFC of 0.84 during the Design Year 'With Development' scenario. Consequently, the junction is forecast as close to operational capacity as is possible.

5.6 Hamble Lane/Hound Road Roundabout

5.6.1 As shown in Table 5.7 of the TAA the Hamble Lane / Hound Road roundabout junction is reported to operate with a maximum RFC of 0.87 on the Hamble Lane North arm during the Design Year 'With Development' scenario. Therefore, the junction is forecast to operate over capacity, furthermore the maximum RFC reported for the Design Year 'Without Development' scenario is 0.83. Consequently, it is the proposed development that would cause the junction to go over capacity during the design year.

5.6.2 It would therefore be the proposed development that would cause the associated 'impact' in terms of a material detriment of the operation of the surrounding highway network.

5.6.3 Finally, it is noted that Section 5.4.12 of the TAA states that: 'the junction is expected to operate within capacity with the addition of development traffic'. This remark is completely at odds with the results presented within Table 5.7 as the junction if forecast to operate with an RFC above 0.87 during the 'With Development' scenario.

5.7 Hamble Lane/Portsmouth Road Ghost Island Junction

5.7.1 As shown in Table 5.8 of the TAA the Hamble Lane / Hound Road roundabout junction is reported to operate with a maximum RFC of 0.88 on the Portsmouth Road arm during the Design Year 'With Development' scenario therefore, the junction is forecast to operate well over capacity with queues in excess of 16 vehicles.

5.8 Hamble Lane/Lionheart (Jurd) Way Roundabout

5.8.1 As shown in Table 5.9 of the TAA the Hamble Lane / Lionheart Way roundabout junction is reported to operate with a maximum RFC of 0.97 on the Lionheart Way arm during the Design Year 'With Development' scenario therefore, the junction is forecast to operate significantly over capacity with queues in excess of 15 vehicles and delays of 119 seconds or 2 minutes.

5.8.2 Section 5.4.16 of the TAA states: 'Table 5.9 shows that the Hamble Lane arms of the junction operate within capacity in the morning and evening peak in both the 'with' and 'without' development scenarios. Very modest increases in queue length are anticipated on these arms of the junction (one vehicle)'.

5.8.3 RGP do not agree that a roundabout junction with a reported RFC of 0.97 as operating within capacity. Furthermore, Table 5.9 reports the queue on the Lionheart Way arm of the junction increases from 10 to 15 vehicles between the Design Year 'Without Development' scenario and Design Year 'With Development' scenario. RGP consider this likely to be a mistype rather than an attempt to misrepresent the junction modelling results however, it is recommended that the LHA review the junction capacity results and model output reports in detail.

5.9 Hamble Lane/Tesco Roundabout

5.9.1 Similarly, as shown in Table 5.10 of the TAA the Hamble Lane/Tesco Roundabout junction is reported to operate with a maximum RFC of 0.94 on the Hamble Lane North arm during the Design Year 'With Development' scenario therefore, the junction is forecast to operate well over capacity with queues in excess of 12 vehicles.

5.10 Windhover Roundabout

5.10.1 RGP have noted that Table 5.11 of the TAA does not report the PRC for the Windhover Signalised Roundabout. From the junction modelling output reports contained within Appendix J it is understood that the reported PRC over all lanes during the Design Year 'With Development' scenario is -14.7 during the AM peak and -14.1 in the PM peak hour.

5.10.2 Section 5.4.22 of the TAA states: '*Table 5.11 shows that the Bert Bretts Way, Hamble Lane, Bursledon Road and West End Road arms of the junction operate within capacity in the morning and evening peak in both the 'with' and 'without' development scenarios. Very modest increases in queue length are anticipated on these arms of the junction (one – two vehicles)*'.

5.10.3 RGP do not agree that a signalised roundabout junction with a reported PRC of -14.7 is operating within capacity. Furthermore, Table 5.11 reports the queue on the Providence Hill arm of the junction increases from 11 to 25 vehicles between the Design Year 'Without Development' scenario and Design Year 'With Development' scenario.

5.10.4 RGP consider this could be a mistype rather than an attempt to misrepresent the junction modelling results however, it is recommended that the LHA review the junction capacity results and model output reports in detail.

5.11 M27 Junction 8 Roundabout

5.11.1 As shown in Table 5.12 of the TAA, the M27 Junction 8 roundabout junction is reported to operate with a maximum RFC of 0.87 on the Portsmouth Road arm during the Design Year 'With Development' scenario therefore, the junction is forecast to operate well over capacity with queues in excess of 17 vehicles.

5.11.2 Despite the reported overcapacity set out in Table 5.12 it is noted however that National Highways (NH) confirmed within their written response (reference: 93885) that they have offered no objection.

5.12 Highway Impact Summary

5.12.1 Overall, the junction capacity results set out within Section 5 of the TAA demonstrate that the proposed development would result in a negative impact on local resident amenity by further exacerbating a pre-existing over capacity highway network.

5.12.2 The proposals would likely result in a cumulative impact on nearby junctions and would cross the NPPF 'severe' threshold as it is evident that Hamble Lane is already 'severely' congested.

6 SUMMARY AND CONCLUSIONS

6.1.1 RGP has been commissioned by Hamble Parish Council (HBC), the 'Client', to advise on highway and transportation matters in relation to the proposed sand and gravel extraction by Cemex UK Ltd at Hamble Airfield, Hamble-le-Rice, Eastleigh Borough, SO31 4HU ('the site'). The site is located within the boundaries of Eastleigh Borough Council (EBC) and the local highway authority is Hampshire County Council (HCC).

6.1.2 This Highway Impact Review shall consider highway matters in relation to a live application for sand and gravel extraction by Cemex UK Ltd at Hamble Airfield (Planning reference: HCC/2021/0787).

6.1.3 The development proposals consist of the proposed extraction of sand and gravel, with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access onto Hamble Lane. The site will be operational between the hours of 0700-1700 hours Monday to Friday and 0700-1200 hours on Saturdays.

6.1.4 HBC are concerned that the level of additional traffic proposed by the application would have an unacceptable impact on the already heavily congested Hamble Lane, which is the only means of access to the Hamble peninsula.

6.2 Summary

6.2.1 A number of relevant third-party representations relating to transport and highway matters have been considered and overall, it is considered that the concerns raised by the LHA have merit and have not been fully addressed within the development proposals.

6.2.2 As mentioned in **Section 1**, the site was allocated in the Hampshire Waste and Minerals Plan (October 2013), with the following development considerations:

(i) Safe and satisfactory access to ensure provision is made for vulnerable highway users and the impact on peak flows is managed.

(ii) Traffic issues including consideration of school traffic and pedestrians, particularly at Hamble Community Sports College and Hamble Primary, and management of traffic and congestion on Hamble Lane.

6.2.3 Overall, it is considered that the proposals are not entirely acceptable from a transport and highways perspective and do not adequately address the development considerations set out within the Hampshire Waste and Minerals Plan (October 2013).

6.2.4 The following key conclusions are made:

(i) The local highway authority (HCC) have made clear their concern that the proposals are not adequately supported by the necessary transport assessment to quantify the impacts of the development proposal on the local highway network;

(ii) Analysis of personal injury accidents in proximity to the application site has identified a number of accident patterns in the vicinity of the site within the past 5 years;

(iii) The existing highway arrangements along Hamble Lane currently operate with highway safety problems with 7 collisions involving pedestrians and cyclist on Hamble Lane during the past 5-year period.

(iv) The proposed site access arrangements could lead to a detriment of highway safety by greatly increasing the number of conflicts between HGVs (144 two-way movements per day and vulnerable road users traveling along the Dani King cycleway, including school age children.

(v) The submitted Walking, Cycling and Horse-Riding Assessment and Review (WCHAR) has been submitted in draft format with the associated site visit undertaken over 5 years ago before the publication of GG142;

(vi) The swept path analysis drawings submitted as part of the RSA demonstrates that HGVs entering and exiting the site would have to do so perfectly with no margin for error, as any deviation from the path illustrated would lead to HGVs encroaching onto the footway which could lead to a pedestrians/cyclist collision.

(vii) The submitted Stage 1 Road Safety Audit appears to have been prepared in unison with the design team and may lack appropriate scrutiny. Furthermore, a number of matters raised by the Stage 1 RSA have been considered addressed by the audit team without input from the overseeing organisation (HCC);

(viii) Almost all of the junctions subject to junction capacity modelling are forecast to operate well beyond capacity during Design Year 'With Development' scenario. Therefore, the development proposals are forecast to result in a significant material impact on the capacity of the surrounding highway network; and

(ix) It is therefore evident that the proposed development would represent a detriment to the operation of the local highway network.

6.2.5 Furthermore, RGP has identified a number of obvious errors and omissions within the submitted reports. RGP acknowledge that genuine errors do occur however, given the plenitude of errors found including some reports submitted in draft format further consideration is needed to establish whether the submitted technical assessments have been undertaken correctly in order to confirm that the development proposals are satisfactory on highway grounds.

6.3 Conclusion

6.3.1 In conclusion, the National Planning Policy Framework (July 2021) Section 111 states that *"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."* As part of this review and the technical evidence submitted in response to HCC/2021/0787, RGP are of the view that the development would likely result in a significant impact on the surrounding highway network.

6.3.2 On the basis of the shortcomings with regards to the assessment work undertaken as part of the submitted Transport Assessment and Transport Assessment Addendum identified by HCC, swept path analysis and the lack of a convincingly independent Road Safety Audit, in the context of the guidelines within para. 111 of the NPPF it is considered that the proposals would result in a residual and severe cumulative impact in terms of highway safety and the operational capacity of the surrounding transport network and therefore planning permission should be withheld on transport grounds.

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APPENDIX A

E.447400 E.447500 E.447600 E.447700 E.447800 E.447900 E.448000 E.448100 E.448200 E.448300 E.448400

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PHASE 1

SILT LAGOON

PHASE 1

FRESH WATER LAGOON

SITE PLANT AREA

PHASE 6

FIELD CONVEYOR

SITE ENTRANCE

PHASE 2

PHASE 5

PHASE 3

PHASE 4

1:2000

40m 0 40m 80m 120m 160m 200m

Revisions				
	L	SCREENING BUND UPDATED	07DEC21	MJH
	O	ORIGINAL	DATE	DRAWN

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Drawn By: MJH	Company: CEMEX UK MATERIALS LIMITED
Date: 14 JULY 2021	Site: HAMBLE QUARRY
Scale(s): 1:2000 @ A1	Project: AGGREGATE PROCESSING PLANT
Chkd/Model(s): AG	Title: SITE PLAN
Site Ref.: XXXXX	Drawing No.: TD 21030 SHT 1 OF 3 — Rev: L

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APPENDIX B

Hampshire County Council

Economy, Transport and Environment Department

Note

To:	Peter Bond– Strategic Planning
From:	Philippa Gordon – Highways Development Planning
Our Reference:	PG 6/3/9/MIN (035985)
Copies to:	
Date:	23rd March 2022

Subject: **CS/22/92277 Proposed extraction of sand and gravel, with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access onto Hamble Lane at Hamble Airfield**

Thank you for consulting me on the application recently submitted in relation to Hamble Airfield, Hamble. The application is for the proposed extraction of sand and gravel, with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access.

Site Location
The site is a former airfield located in the north of Hamble. The site borders Hamble Lane to the west, Satchell Lane to the east and the railway line to the north.

Proposal
The site is allocated within the Hampshire Minerals and Waste Local Plan 2013. It is proposed to extract approximately 1.7million tonnes of sand and gravel at a rate of approximately 250,000 tonnes per annum. It is anticipated that this will take approximately 7 years and this will then be followed by a period of infilling and restoration. It is anticipated that the proposed development would commence in 2023, and would take up to 11 years to complete, generating HGV movements up to 2034.

The anticipated phases are:

• Traffic Phase 1: Year 1-2 – Export only;
• Traffic Phase 2: Years 3 – 7 – Export and infill; and
• Traffic Phase 3: Years 8 – 11 – Infill only.

The site will be operational between the hours of 0700-1700 hours Monday to Friday and 0700-1200 hours on Saturdays. It is stated that soil stripping and sand extraction will not commence until 0800 hours. Maintenance of plant and vehicles will be until 1900 during the week and 1800 hours on Saturdays.

Site Access
Access to the Site is proposed to be taken from a new priority access junction directly onto Hamble Lane (shown on drawing ITB13040-SK-006 Rev B). All HGVs arriving and departing the site will arrive and depart to the north (towards the M27). The access has been designed with a width of 7.3m and a kerb radius of 4.0m to the left / south of the access to prevent HGVs from turning left out of the site whilst still allowing smaller vehicles to make this manoeuvre.

In 2019, the applicant engaged Hampshire County Council's (HCC) Engineering Consultancy to provide a Pre-application Design Review (PADR) of the proposed new access. Two concerns raised within the PADR do not appear to have been addressed:

1. The Designer was asked to demonstrate that other options had been considered thoroughly – both in terms of junction location and junction form. This has been briefly mentioned in the Transport Assessment (TA), but there is no evidence that this optioneering exercise was undertaken fully and this should be provided to enable to rationale of the presented access to be understood.

2. The PADR made it very clear that both HCC Arboriculture and Ecology teams had genuine concerns regarding the proposed tree loss and set out requirements for the Designer to demonstrate that their loss could not be avoided, and to fully mitigate if their loss was found to be essential. One key element relates to CAVAT (Capital Asset Value for Amenity Trees), the value of these trees is likely to be substantial and nothing appears to have been submitted which looks to address these points. Further information can be found within HCC's TG15 Trees, landscape and Ecology and the 2019 Highways Trees Policy https://documents.hants.gov.uk/transport/TG15-Trees-Landscape-and-Ecology.pdf
https://documents.hants.gov.uk/transport/HighwaysTreePolicy.pdf

Additional information is also required as follows:

- Speed data is provided in a summary table only with no raw data. It is unclear where the measurements were taken, or when. The designer needs to confirm that the speeds are current (within two years) and taken in appropriate locations.

- Visibility to the south (left) can actually be shown to the centreline as there is a physical feature (refuge) which prevents overtaking here.

- Visibility to/from the tactile paving on the southern side of the proposed junction (in particular) may be limited. The designer should demonstrate that ped/cyclist visibility is achieved at all crossing points.

- The RSA requires updating to reflect the changes made since the PADR.

- There is no mention of LTN 1/20. Designs will need to prove compliance. Where possible, the cycleway should be widened to 3.0m and a suitable verge/margin provided for safety – given recorded speeds. The designer also needs to account for 'shyness' from the proposed barriers. One section is shown 2.28m wide with barrier adjacent. The effective width becomes minimal here. The crossing refuge in the bellmouth should also be a minimum of 3.0m 'deep' to cater for cyclists and the designer needs to check that the barriers do not become a problem for cyclists here too.

- A Walking, cycling and horse-riding assessment and review (WCHAR) has not been provided and is required.

- With regard to vehicle tracking, lock-to-lock times of 6s would be more appropriate than the 3s currently proposed for HGVs.

- Tracking – Speeds are not shown. These should be provided (it should be noted that anything lower than 10mph is not appropriate/realistic).

- All internal tracking uses a 14m HGV, whereas the junction is tracked with the correct 16.5m HGV, it is not clear why this is inconsistent.

Also, it is noted that the traffic count data included within the Transport Assessment includes ATC data from 2016/2017 plus growth. A sensitivity test to compare this approach with more recent data (potentially held by HCC surveys team) should be undertaken to confirm accuracy.

Recommendation
From a review of the information contained in the application I am unable to make a recommendation until further information has been provided as outlined above. A further response which covers the Transport Assessment and mitigation requirements will be provided once the above issues relating to the proposed access have been addressed.

In the meantime, should you wish to discuss this further please do not hesitate to contact Philippa Gordon on 0370 779 2886.

APPENDIX C

Hampshire County Council

Economy, Transport and Environment Department

Note

To:	Peter Bond– Strategic Planning
From:	Philippa Gordon – Highways Development Planning
Our Reference:	PG 6/3/9/MIN (035985)
Copies to:	
Date:	16 August 2022

Subject: **CS/22/92277 Proposed extraction of sand and gravel, with restoration to grazing land and recreation using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access onto Hamble Lane at Hamble Airfield**

The Highway Authority provided a response to this application on 23rd March 2022. Since then the additional information requested in that response has not been provided and therefore this further response is being provided now to expand on the Highway Authority's consideration of this application and to facilitate the Planning Authority's consideration of the expectedRegulation 25 material.

Site Access

Detailed comments on the proposed site access are contained within our previous response and there are no further comments to make at this stage.

Site Layout

Drawings ITB13040-GA-001 and GA-002 show the Swept Path Analysis of the proposed site layout for a cement mixer, 14.1m articulated vehicle and a rigid 8-wheel tipper.

Twenty car parking spaces will be provided within the site for staff and visitors with cycle parking for 10 bicycles. I am satisfied that adequate provision has been made for parking.

Highway safety

Personal Injury Accident (PIA) data has been obtained by the applicant from Hampshire Constabulary for the five-year period between 1 January 2016 to 31 December 2020.

The data covers a study area consisting of the extent of Hamble Lane, from and including Windhover Roundabout to the north to the priority junction with Kings Avenue to the south. A total of 65 accidents were recorded in the study area during the five-year period, consisting of 12 serious accidents and 53 accidents of a slight nature.

The data provided is not the latest five year period and therefore updated PIA data is required.

Highway Impact

Baseline Traffic Flows

To determine the existing baseline traffic conditions, a series of Automatic Traffic Count (ATC) surveys were undertaken on the Hamble Lane corridor between 2016 and 2017. As set out in the previous response, this data needs to be validated against more recent traffic counts to ensure the baseline is robust.

Surveys were undertaken at the following locations:

- Hamble Lane in vicinity of proposed access;
- Hamble Lane north of Hound Road;
- Hamble Lane north of A3025 Portsmouth Road; and
- Hamble Lane north of the Tesco roundabout.

Turning counts were also undertaken at the Hamble Lane / Hound Road roundabout in April 2018.

The surveys identified the following network peak hours:

- Morning Peak Hour – 08:00-09:00; and
- Evening Peak Hour – 18:00-19:00

To agree the peak hours, the raw traffic count data should be provided when it has been validated as set out above.

Trip Generation

HGVs

The proposed development is expected to generate (as a worst-case scenario) 90 two-way HGV movements per day (45 in and 45 out) in year 1 and 2 and years 8-11 and 144 two-way HGV movements (72 in and 72 out) in years 3-7 across the working day (0700-1700 hours Monday to Friday and 0700-1200 hours on Saturdays).

During the morning network Peak Hour there will be 11 two-way HGV movements in traffic phases 1 and 3 and 17 two-way HGV movements in traffic phase 2. There will not be any HGV movements during the evening network Peak Hour.

Further information is sought to evidence both the proposed HGV trip generation and the hourly profile of those trips to ensure that this reflects the operational requirements of the proposal.

Cars / Light Vehicles
There will be 7 people employed at the site, and it is assumed all will drive meaning that there will be 7 trips to the site and 7 trips from the site.

Traffic Distribution
All HGV traffic arriving at the site will travel to and from the north of the site along Hamble Lane, arriving and departing from the site via the M27 Junction 8. It has been assumed that all staff will also enter the site from the north via Hamble Lane due to the proposed configuration of the junction.

Traffic Impact
The traffic impact has been assessed for the morning and evening peak hours for the future years of 2023, 2030 and 2034 which coincide with the proposed 'year of opening' and end of traffic phases 2 and 3 respectively.

Traffic flows for the following consented developments have been included within the forecasted flows:

- Land at Berry Farm, Hamble Lane, Bursledon (Planning Ref: F/17/79863) -
- Land at Satchell Lane (Planning Ref: O/17/80319)
- Land to the south of Mallards Road (Planning Ref: O/15/76491)
- Land to the North of Cranbury Gardens (Planning Ref: O/15/76883)
- Land South of Bursledon Road (Planning Ref: O/15/77121)

Although the development at Mallards Road was dismissed at Appeal it has been retained in the assessment for robustness.

The applicant has used traffic data from similar aggregate extraction sites to calculate an indicative HGV flow profile across the day (the raw data for this is not provided).

Table 5.8 of the TA outlines that the traffic associated with the proposed development would have a maximum impact on two-way total traffic flows on the local highway network of 2.6% in the morning peak and typically less than 1% throughout the day on Hamble Lane in the vicinity of the site access in the future year of 2030 (the evening peak would only be impacted by staff journeys).

An assessment of existing HGV flows along the Hamble Lane corridor has been undertaken.

The assessment divides Hamble Lane into 4 sections and identifies that during the AM peak hour, the average number of HGVs ranges from 37 north of Hound Road to 77 north of Portsmouth Road. The PM peak averages are similar or less than the AM peak averages. The average daily HGV flows range from 363 to 831. Future year growth results in modest growth to these numbers.

As set out above, Phase 2 of the development will see the highest number of daily HGV movements generated by the proposals, reaching 144 daily HGV movements. When these flows are added to the baseline HGV flows, assumed to be from 2030 onwards in line with the phasing strategy, then the increase in HGVs across the AM Peak ranges from 21% to 45% (north of Hound Lane). The PM peak is not forecast to generate any development HGV trips. Daily HGV flows would be increase by a range of 17% to 38%. For phase 1 and 3, this percentage increases are lower reflecting the lower rates of HGV generation from the proposed use.

This will need to be confirmed against the validated baseline traffic data.

Junction Impact Assessment

Junction assessments have been undertaken for Hamble Lane / the proposed Site Access and Hamble Lane / Hound Road Roundabout using 'Junctions 10' traffic modelling software for the proposed Opening Year at 2023 and the further assessment years of 2030 and 2034.

All three years were assessed 'without development' (this includes background traffic growth and identified committed development) and 'with development' (includes background traffic growth, committed development and the development proposal). This approach is considered to be acceptable.

The remaining junctions between the site and the M27 (Hamble Lane junctions with Satchell Lane, Portsmouth Road, Jurd Way, Tesco, the Windhover Roundabout and M27 Junction 8) have not been assessed. The pre-application advice was that this was not necessary as any outputs would not reflect future traffic conditions due to the planned improvement works to Hamble Lane. However, this was when it was assumed that the works would be in place prior to the commencement of the development which is now unlikely given the planned opening year of 2023. An assessment of the impact of the development traffic on these junctions should be provided to demonstrate whether the addition of the development traffic would result in a significant impact on the capacity of these junctions.

<u>Site Access / Hamble Lane</u>

The maximum Ratio of Flow to Capacity (RFC) is 0.15 which occurs on the proposed access road arm. This results in a queue of less than one vehicle and an estimated average delay of some 28 seconds. I am satisfied that the proposed site access junction would operate within capacity during the weekday morning peak hours.

<u>Hamble Lane / Hound Road Roundabout</u>

The maximum RFC is 0.70 which occurs on the Hamble Lane north arm in the evening peak. This results in a queue of two vehicles and an estimated delay of some 8 seconds per vehicle. The proposed development is estimated to cause a maximum RFC increase of 0.03 on the Hamble Lane north arm in the morning peak period. I am satisfied that the junction will still be able to operate within capacity once the development is operational.

Recommendation

The Highway Authority, as set out in its previous response, is concerned that the proposals are not adequately supported by the necessary transport assessment to quantify the impacts of the development proposal on the local highway network, specifically Hamble Lane north of Hound Road Roundabout, as well as the need to address the detailed comments on the site access layout.

Within this expanded response I have set out in more detail the Highway Authority's position on a number of matters for which additional information is required. If you are minded to determine this application in the absence of this information, please contact me for highway reasons for refusal.

APPENDIX D

Road Safety Audit Report

Incorporating
Stage 1 Completion of Preliminary Design;
Design Organisation Response to items raised; and
Auditors View of Design Organisation Response.

Proposed Highway Access off the B3397 Hamble Lane Hamble-le-Rice

Client:
i-Transport

Client reference:
ITB13040

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Report Status 4

Job no	RSA-22-158	**Issue no**	4	**Date**	December 2022
Prepared by	JJF	**Verified by**	JCB	**Approved by**	JJF
Filename and Path	Fenley/Road Safety Audits/RSA-22/RSA-22-158-4				

1.0 PROJECT DETAILS

Report Title:	Stage 1 Road Safety Audit
Date:	December 2022
Document reference and revision:	RSA-22-158-4
Prepared by:	Fenley Road Safety Limited
On behalf of the Overseeing Organisation:	Hampshire County Council
Design Organisation:	i-Transport LLP
Project Sponsor:	CEMEX

REV	ISSUE PURPOSE	AUTHOR	CHECKED	APPROVED	DATE
0	Stage 1 Road Safety Audit drafted for Audit Team discussions	JJF			29th November 2022
1	Stage 1 Road Safety Audit finalised and issued to the Design Organisation	JJF	JCB	JJF	30th November 2022
2	Stage 1 Road Safety Audit Report format amended to incorporate a row for inclusion of a Design Organisation Response in order to maintain a concise record of items raised	JJF			30th November 2022
3	Design Organisation Response incorporated	Imogen Nicholson on behalf of i-Transport			2nd December 2022
4	Auditor's View of Design Organisation Response	JJF			2nd December 2022

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A.2 General

A.3 Junctions

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A.5 Road Signs, Carriageway Markings and Lighting

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A2 Item Location Plan

A3 Drawings associated with the Design Organisation Response

2.0 INTRODUCTION

2.1 This report has been prepared by Fenley Road Safety Limited and results from a Stage 1 Road Safety Audit of a proposed highway access off the B3397 Hamble Lane in Hamble-le-Rice. The proposed access is to take the form of a simple priority junction that has been designed to restrict the right in and left out movements by heavy goods vehicles (HGV's) with a 4 metre exit radius and a splitter island. The proposed access is to facilitate access a minerals extraction site on land formerly occupied by Hamble Airfield. The Audit Team have undertaken a Stage 1 Road Safety Audit of the proposals previously in July 2018.

2.2 The Audit Brief identifies that the proposals do not include any Departures from Standard, whether related to strategic decisions or otherwise.

2.3 The Road Safety Audit was undertaken during November 2022 in accordance with the Road Safety Audit Brief provided, on the 28th November 2022 by the Design Organisation, i-Transport, on behalf of the Project Sponsor, CEMEX. The Road Safety Audit comprised of a site visit as well as an examination of the documents provided which are identified in **Appendix A1**. The Audit Team were satisfied that that the Audit Brief was sufficient for the purpose of the Audit instructed.

2.4 The Road Safety Audit has been undertaken by an Audit Team whose qualifications and experience accord with the requirements of GG119 and have been approved to undertake this Road Safety Audits in Hampshire. The Audit Team consists of the following members:

Audit Team Leader
Jamie Fenning *BSc(Hons), MIHE, MCIHT, MSoRSA, Highways England RSA Certificate of Competency*
Road Safety / Highway Engineer

Audit Team Member
Jason Brown *MCIHT, MSoRSA*
Road Safety / Highway Engineer

2.5 The site has been visited twice; once as part of the previous Audit in May 2018 between the hours of 14:30 and 15:15 and again as part of this Road Safety Audit during the afternoon of Tuesday 28th November 2022 between the hours of 12:15 and 15:45. The site visit involved walking and driving around the local highway network for a total period of 75-minutes whilst observing local infrastructure and current off-peak traffic conditions. The weather during the site visits was observed overcast and during rain, the road surface was observed wet as well as dry and visibility was good. A number of pedestrians and cyclists were observed with a large number of school pupils from The Hamble School to the north and Hamble Primary School to the south. Vehicular traffic to include cars, light / heavy goods vehicles as well as passenger service vehicles were also observed, the traffic flow was moderate with a moving

northbound queue observed. Speeds were not recorded by the Audit Team but provided within the Audit Brief.

2.6 The terms of reference of this Road Safety Audit are as described in GG119. The scheme has been examined and this report compiled, only with regard to the safety implications for road users of the scheme as presented. It has not been examined or verified for compliance with any other standards or criteria. However, in order to clearly explain a safety problem or the recommendation to resolve a problem, the Audit Team may on occasion have referred to a design standard for information only. All comments and recommendations are referenced to the design drawings supplied with the Audit Brief and the location of road safety concerns raised have been illustrated beneath the items along with relevant photographs for clarity, where appropriate, as well as on the Location Plan attached at **Appendix A2**.

Design Organisation Response

2.7 In accordance with national standards, this Road Safety Audit was finalised and issued to the Design Organisation as per the Road Safety Audit Report Template within Appendix D of GG119, which can be provided upon request from either the Audit Team or Design Organisation. The format of the Audit Report was subsequently revised to incorporate these paragraphs under the sub-heading as well as sufficient space beneath the items and recommendation, within Section 4, for the inclusion of a Design Organisation Response. This is generally contained within a separate Design Organisation Response Report but is included within this document in order to maintain a single record of all problems, recommendations and responses for the benefit of a concise Road Safety Audit trail to be held on file for Quality Assurance purposes.

2.8 The Design Organisation Response has been prepared by:

Name:	Imogen Nicholson
Position / Organisation:	Associate, i-Transport

2.9 Any drawings or documents associated with the Design Organisation Response are listed at **Appendix A3,** if applicable.

2.10 Upon the request of the Design Organisation and following receipt of the Design Organisation Response with any associated drawings, the Road Safety Audit Team Leader has provided a further comment on the item raised. The “Auditor’s View on the Design Organisation Response” is included within a row beneath each item, for clarity.

3.0 ITEMS RAISED IN ANY PREVIOUS ROAD SAFETY AUDITS

3.1 Fenley Road Safety Limited have previously undertaken a Stage 1 Road Safety Audit of the proposals in May 2018, ref: RSA-18-026. Those proposals have been developed further through consultation with the County Highway Authority and are fully reassessed.

4.0 ITEMS RAISED AT THIS STAGE 1 ROAD SAFETY AUDIT

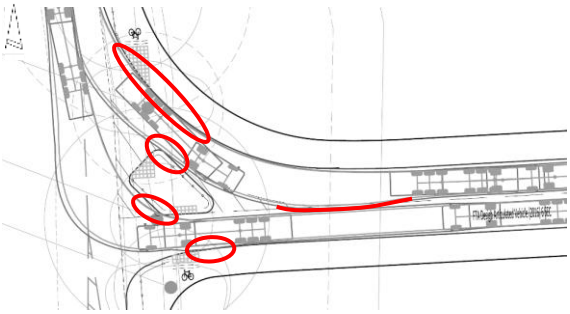
A.1	**LOCAL ALIGNMENT**
	No Road Safety Concerns regarding LOCAL ALIGNMENT have been raised at this stage
A.2	**GENERAL**
A.2.1	**PROBLEM**
Location:	Hamble Lane / Proposed access
Summary:	Geometric parameters do not allow for even a small deviation from the swept path illustrated
Acc Type:	Vehicle to pedestrian/ cyclist, loss of control, sideswipe type collisions

Hamble Lane is a single carriageway road that accommodates a shared footway cycleway to the east which is level with but segregated from the carriageway by a grass verge that is approximately 1 metre wide. The proposals include the provision of a priority access off the eastern side of Hamble Lane which is to allow access to a minerals extraction site and accommodate an uncontrolled crossing point that benefits from a refuge island. Guardrailing is to be provided on the approaches to the crossing point to guide pedestrians and cyclists to the crossing point and deter users from crossing elsewhere. The Audit Brief details that the access is expected to observe 144 HGV movements throughout the day with peak of 26 in an hour. The scheme drawings illustrate the swept path of a 16.5 metre long articulated vehicle manoeuvring into and out of the proposed access, however, the wheel tracks as well as body of the vehicle appears to brush and encroach the kerb line with no margin for error or space for even a negligible deviation from the path illustrated particularly for the inbound movement. The Audit Team have concerns that a large vehicle deviating from the path illustrated, would encroach the proposed footway which could lead to a vehicle to pedestrians/cyclist collision, strike the proposed kerbing as well as guardrailing leading to a loss of control type collision or encroach the opposing lanes into the path of oncoming vehicles leading to sideswipe type collisions.

RECOMMENDATION:

It is recommended that geometric parameters are increased to ensure adequate space

Location Plan:



DESIGN ORGANISATION RESPONSE provided by i-Transport on the 2nd December '22 following formal issue of this Stage 1 Road Safety Audit on the 30th November '22.

Swept path analysis has been undertaken for a 16.5m long articulated vehicle to demonstrate the 'worst case scenario'. It is however envisaged that the majority of HGV movements to / from the site will be undertaken by 20 tonne rigid vehicles (which have an approximate length of 10 metres) with larger articulated vehicles only observed on a rare occasion. Swept path analysis of the proposed access has been undertaken for a large tipper truck, as shown on drawing ITB13040-SK-013, which demonstrates that vehicles regularly anticipated to use the proposed site access junction can enter and egress the site safely.

AUDITOR'S VIEW OF DESIGN ORGANISATION RESPONSE dated 2nd December '22

Confirmation that the majority of vehicles that access the proposed minerals extraction site, will be 20 tonne rigid vehicles which can manoeuvre safely at the proposed junction and that articulated vehicles will not be regularly observed but can be accommodated, addresses the road safety concern at this stage.

A.3	**JUNCTIONS**
A.3.1	**PROBLEM**
Location:	Hamble Lane
Summary:	Vehicles may be required to wait for some time to manoeuvre into the access
Acc Type:	Vehicle sideswipe / loss of control type collisions

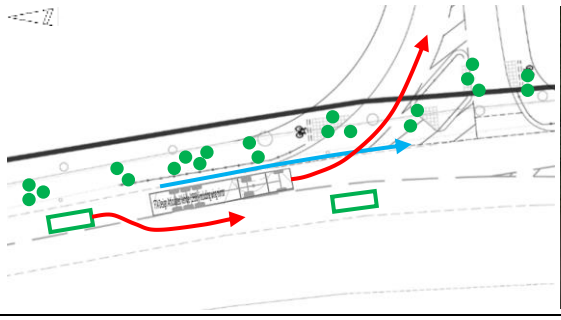
Hamble Lane is a single carriageway road that observes a traffic flow of circa 1,200 vehicles during the busiest hour and accommodates a shared footway cycleway to the east that allows access between Hamble-le-Rice and observes a footfall of circa 68 pedestrians as well as 26 cyclists during the period before and after the school day. Observations made during the first site visit undertaken, indicates that the footfall during these hours consists of groups of pupils spaced an estimated 5 to 10 metres apart that pass the site within a 5-minute period. The proposals include the provision of a priority access off the eastern side of Hamble Lane that benefits from an uncontrolled crossing and refuge island. Whilst the Audit Brief includes an assessment which details that the proposed priority junction will operate effectively and within capacity with design year traffic flows, the Audit Team is concerned that the updates to the highway code in recent years prioritise pedestrians and cyclists at priority accesses, will lead to the requirement for HGV's to wait within the Hamble Lane carriageway for some time. A stationary HGV waiting to turn left at a priority access could lead to traffic attempting to overtake as well as cyclists undertaking which could lead to vehicle sideswipe and HGV to cyclist type collisions.

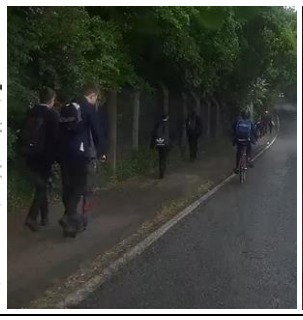
RECOMMENDATION:

It is recommended that the proposed crossing is relocated along the access road to allow adequate space for a HGV to exit the Hamble Lane carriageway before stopping to allow a pedestrian and

cyclists to cross and that the proposed guardrailing is extended to the relocated crossing to prevent pedestrians and cyclists from crossing along the desire line.

Location Plan:





DESIGN ORGANISATION RESPONSE provided by i-Transport on the 2nd December '22 following formal issue of this Stage 1 Road Safety Audit on the 30th November '22.

Considered – However, the latest version of the highway code, which states at Rule 170 and H2 that drivers should "*give way to pedestrians crossing or waiting to cross a road into which or from which you are turning. If they have started to cross they have priority, so give way*". As such, it is expected that all drivers should now give way to pedestrians and cyclists crossing the side arm of junctions (whether new or existing) and therefore, other road users (such a car drivers following behind) should expect to wait for vehicles to give way. This is not limited to the proposed access arrangement and is the case for all new and existing priority junctions with crossing points. Moreover, it is noted that the traffic flows entering the site in the periods surrounding the beginning and the end of the school day are low. Between 08:00-09:00 it is anticipated that 6-10 HGV arrivals and 4-6 HGV arrivals between 15:00 – 16:00 across the different traffic phases of the proposed development, equating to on average one HGV movement every 6-10 minutes during the morning school peak and one HGV movement every 10-15 minutes in the afternoon. Therefore, there would not be frequent occurrences when vehicles had to wait if they arrived at the same time as pedestrians or cyclists are crossing the site access.

Consideration of relocating the pedestrian and cycle crossing further within the site (circa 20m) to allow a HGV to wait off Hamble Lane for pedestrians and cyclists to cross has been given. While this would be technically possible, it is considered contrary to prevailing pedestrian and cycle design guidance which states that "*Designers should avoid layouts which make cyclists stop, slow down, or deviate unnecessarily from their desired route*". Furthermore, relocating the crossing point within the site limits pedestrian and cycle visibility splays to turning traffic and reduces the forward visibility of drivers to pedestrians and cyclists on approach to the junction.

AUDITOR'S VIEW OF DESIGN ORGANISATION RESPONSE dated 2nd December '22

It is understood that following the updated rules of the Highway Code, drivers / riders following traffic that is turning into a side road, should expect to wait behind a vehicle giving way to

pedestrians and cyclists, that the likelihood of a HGV arriving when school pupils pass is slim, and that relocating the crossing point away from the desire line is contrary to guidance on the design of cycle infrastructure detailed in LTN1/20, however, there is a risk as there is at the majority of junctions that observe HGV traffic.

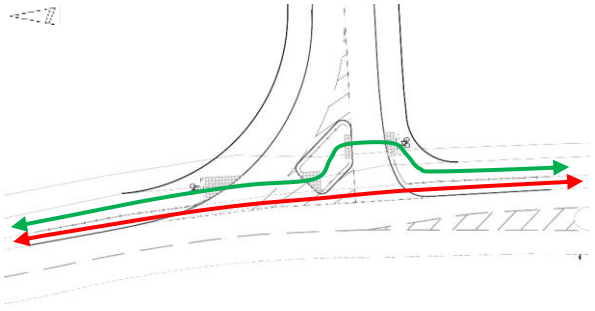
A.4	**WALKING, CYCLING AND HORSE RIDING**
A.4.1	**PROBLEM**
Location:	Hamble Lane / Proposed access
Summary:	Pedestrians and cyclists are likely to travel along the existing verge
Acc Type:	Vehicle to cyclist / pedestrian type collisions

Hamble Lane benefits from a shared footway cycleway along the eastern side of the carriageway that is offset from the carriageway by a one metre wide grass verge and allows access between The Hamble School to the north and Hamble-le-Rice to the south. As observed, the existing shared footway cycleway accommodates a high footfall particularly before and after the school day with users travelling along the grass verge as well as the footway cycleway. The proposals include the provision of a priority access off the eastern side of Hamble Lane. As part of the proposals, an uncontrolled crossing point is to be provided which benefits from a refuge island and guardrailing is to be installed to guide users towards the crossing point. It is though, however, that a number of pedestrians and cyclists will continue along the verge on the carriageway side of the guardrailing and attempt to cross the proposed junction along the edge of the Hamble Lane carriageway. Due to the seating position and eye height of a driver travelling in a Heavy Goods Vehicle, visibility in close proximity is very restricted and the Audit Team have concerns that a pedestrian or cyclist crossing in front of a Heavy Goods Vehicle will not be seen leading to a vehicle to cyclist / pedestrian collision.

RECOMMENDATION:

It is recommended that the deterrent paving is installed within the verge besides the proposed guardrailing.

Location Plan:



DESIGN ORGANISATION RESPONSE provided by i-Transport on the 2nd December '22 following formal issue of this Stage 1 Road Safety Audit on the 30th November '22.	
Considered – There is potential to install deterrent paving to prevent the pedestrians and cyclists from using the verge and travelling on the wrong side of the pedestrian guard railing, if considered necessary by Hampshire County Council – the Local Highway Authority.	
AUDITOR'S VIEW OF DESIGN ORGANISATION RESPONSE dated 2nd December '22	
Confirmation that deterrent paving could be provided and will be further considered, addresses the road safety concern at this stage.	
A.5	**TRAFFIC SIGNS, CARRIAGEWAY MARKINGS AND LIGHTING**
	No Road Safety Concerns regarding TRAFFIC SIGNS, CARRIAGEWAY MARKINGS AND LIGHTING have been raised at this stage

5.0 STAGE 1 ROAD SAFETY AUDIT TEAM STATEMENT

5.1 We certify that this Road Safety Audit has been carried out in accordance with GG119.

Audit Team Leader

Name: **Jamie Fenning** *BSc (Hons), MIHE, MCIHT, MSoRSA, HE RSA Certificate of Competency*

Signed:

Position: Road Safety / Highway Engineer
Organisation: Fenley Road Safety Limited
Date: 2nd December 2022

Audit Team Member

Name: **Jason Brown** *MCIHT, MSoRSA*

Signed:

Position: Road Safety / Highway Engineer
Organisation: Fenley Road Safety Limited
Date: 30th November 2022

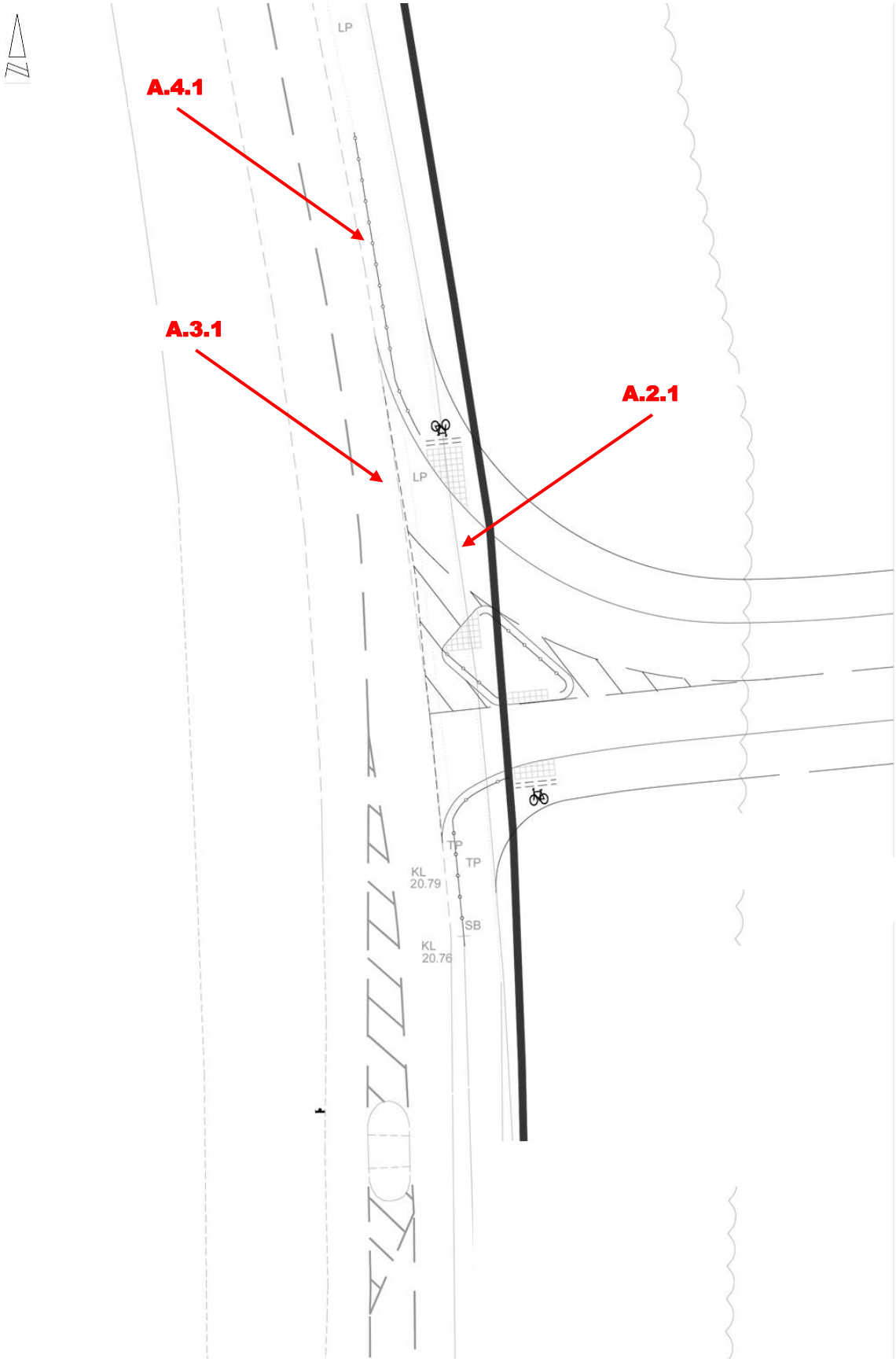
Appendix A1

Documents and Drawings provided for this Stage 1 Road Safety Audit

Audit Stage	Doc. No.	Rev	Title
Stage 1	ITB13040-RSA Brief		Stage 1 Road Safety Audit Brief
	Dwg No.	Rev	Title
	ITB13040-SK-002	D	Swept Path Analysis – 16.5m Articulated Vehicle
	ITB13040-SK-004	C	Swept Path Analysis – Fire Tender
	ITB13040-SK-005	C	Swept Path Analysis – Panel Van
	ITB13040-SK-006	F	Proposed site access
	ITB13040-SK-010	A	Proposed Site Access Pedestrian Visibility
	ITB13040-SK-011	A	Proposed Site Access Cycle Visibility

Appendix A2

Item Location Plan

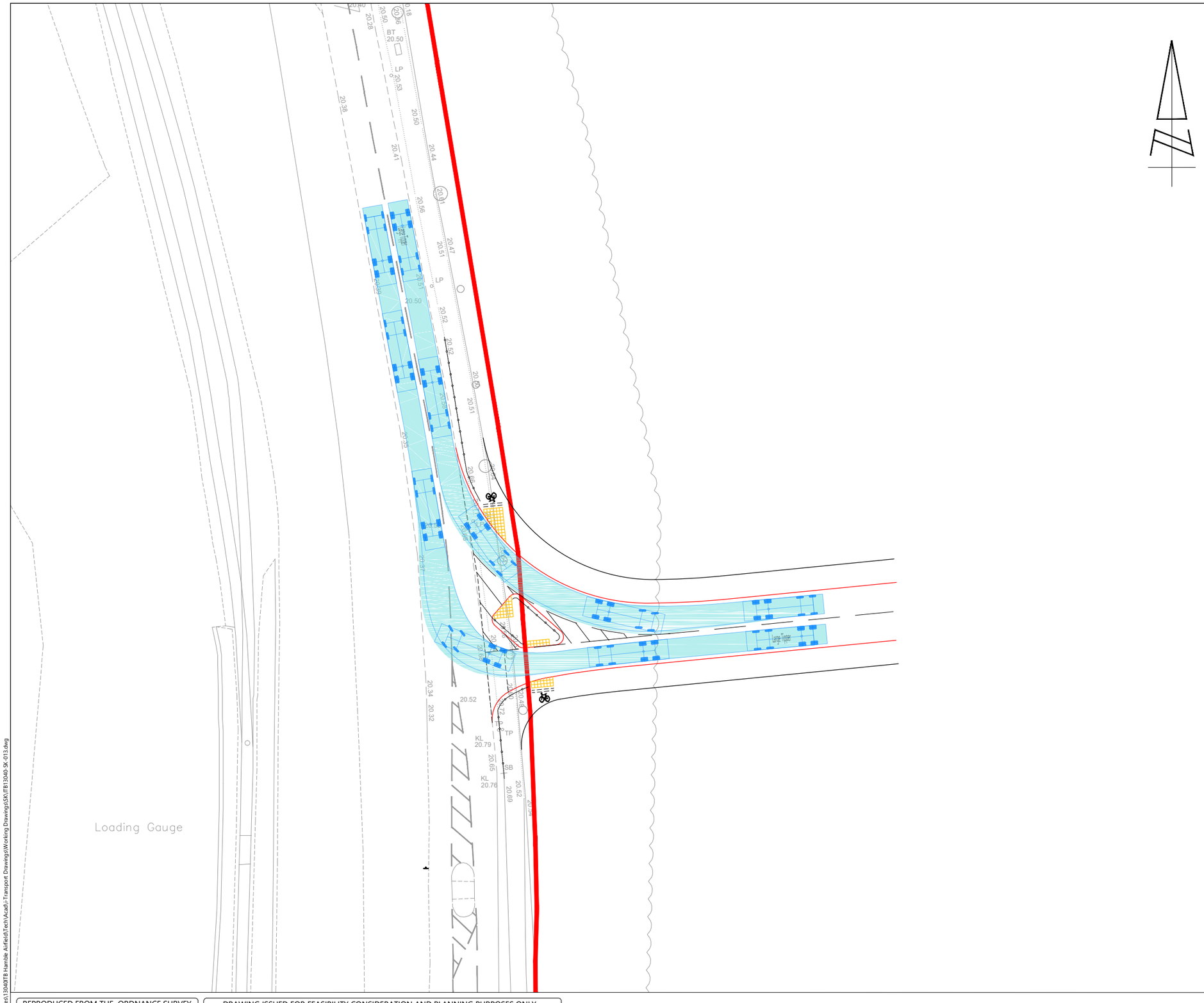

A.4.1
A.3.1
A.2.1
LP
LP
TP
TP
KL
20.79
SB
KL
20.76

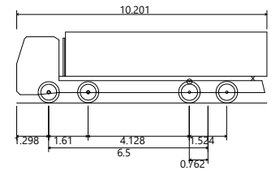
Appendix A3

Drawings associated with the Design Organisation Response

Audit Stage	Drawing No.	Rev	Title
Stage 1	ITB13040-SK-013	-	Swept Path Analysis – Panel Van

fenley





Large Tipper	
Overall Length	10.201m
Overall Width	2.500m
Overall Body Height	2.893m
Min Body Ground Clearance	0.343m
Max Track Width	2.500m
Lock to lock time	6.00s
Kerb to Kerb Turning Radius	11.550m

REV	DATE	BY	DESCRIPTION	CHK	APD

STATUS:

FOR INFORMATION

i-Transport

The Square, Basing View,
Basingstoke, Hampshire, RG21 4EB

Tel: 01256 637940

www.i-transport.co.uk

TITLE:

SWEPT PATH ANALYSIS - LARGE TIPPER

PROJECT:

HAMBLE AIRFIELD

CLIENT:

CEMEX

DRAWN:	CHECKED:	APPROVED:
JD	IN	IN
PROJECT No:	**SCALE @ A3:**	**DATE:**
ITB13040	1:500	01.12.22
DRAWING No:		**REV:**
ITB13040-SK-013		-

REPRODUCED FROM THE ORDNANCE SURVEY MAP WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE. LICENCE No. 100044286.
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SCALE BAR @ 1:500

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Hampshire County Council, New Forest National Park Authority, Portsmouth City Council, South Downs National Park Authority & Southampton City Council

Hampshire Minerals and Waste Plan: Partial Update - Draft Plan Regulation 18 Consultation

Frequently Asked Questions [Hamble Airfield] (FAQs)

Q1. When is the planning application for Hamble Airfield likely to be determined?

A1. The planning application for Hamble Airfield (planning application CS/22/92277) was submitted on 29 December 2021. It is an Environmental Impact Assessment application. Additional information (referred to as Regulation 25) has been requested from the applicant regarding a number of issues including highways, hydrology and archaeology. This has taken some time for them to prepare. A response is expected shortly, and this additional information will be subject to public consultation for a minimum of 6 weeks as part of the planning application process. Once the consultation is completed, it is intended that the planning decision be taken to Regulatory Committee as soon as possible in 2023.

The planning application will be determined by the Councils Regulatory Committee as a major mineral application. Officers will review all evidence, consultation responses and representations received to come to a recommendation on whether or not to grant planning permission. An officers recommendation is made to the Regulatory Committee who will then decide whether or not to go with the officer's recommendation.

Q2. How can the application be determined if parts of the Plan need to be updated?

A2. The Hampshire Minerals and Waste Plan was adopted in 2013 and will legally be the relevant development plan for decision-making on minerals and waste planning applications until it is superseded by another adopted Plan.

The Development Management policies (policies 1-14) in the adopted Plan need to be updated to reflect recent changes to national policy and legislation.

Where Plans are out-of-date or are silent on a matter, the policies in the National Planning Policy Framework (2021) should be taken into account in decision making.

The adopted Hampshire Minerals & Waste Plan (2013) set out a number of site allocations to help provide a steady and adequate supply of minerals.

A Local Aggregate Assessment is prepared each year which monitors provision of sand and gravel, and this information is used to inform decision-making on 'need'.

The current planning application has to be determined on its merits and judged against adopted planning policy at the time of decision. The timescales for the update and potential adoption of the plan stretch into 2025. Holding off determining the current application until 2025 is not reasonable. The Minerals and Waste Planning Authority have a duty to determine the planning application in a timely manner and based on the information before it at the time of the decision. Environment Impact Application, such as the Hamble proposal do take some time to go through the process due to the complexity of the proposals.

Q3. Why is there a full Draft Plan consultation when it is a Partial Update?

A3. Undertaking an update to the Plan means that the Plan period needs to be extended as Plans should cover a period of at least 15 years. As such, the Partial Update covers the period up to 2040. Since 2013, some of the allocations (and non-allocated minerals sites) have been permitted and contribute to mineral supply and waste management capacity. Therefore, alongside the updated Development Management policies, the provision policies for minerals need to be updated alongside those for sustainable waste management.

Rather than consult on the updates in part and out of context, it was considered more helpful to set out the updates in a full Draft Plan. The 'Have Your Say' consultation document sets out what changes have been made and why.

Q4. What is the timetable for the Partial Update?

A4. The timetable for the Hampshire Minerals & Waste Plan (HMWP) Partial Update is set out in the Local Development Scheme (LDS). This outlines the key stages of plan preparation as follows:

HMWP Partial Update Key Milestones	LDS Timescale
Regulation 18 (Preparation)	**March - August 2022**
Regulation 18 (Consultation)	**November - December 2022**

Regulation 19 (Proposed Submission Document Preparation)	**January - May 2023**
Regulation 19 (Proposed Submission Document Consultation)	**June – October 2023**
Regulation 22 (Preparation)	**November 2023 – February 2024**
Regulation 22 (Submission to Secretary of State)	**February 2024**
Regulation 24 (Public Examination)	**Autumn 2024**
Regulation 25 (Inspector's Report)	**Spring 2025**
Regulation 26 (Adoption)	**Summer 2025**

Q5. Who decides whether the site remains an allocation?

A5. Officers will collate and review the information received as part of the Draft Plan consultation. If necessary, additional information may be required from the potential operators promoting the site to support their proposals and/or further liaison may be required with consultees. Officers will then use their professional judgement to recommend whether a site remains as an allocation or not in the Hampshire Minerals & Waste Plan: Partial Update – Proposed Submission Plan. The five partner Authorities (Hampshire County Council, Portsmouth and Southampton City Councils and the New Forest and South Downs National Park Authorities will then have to approve the Proposed Submission Plan for consultation.

The Proposed Submission Plan and any comments received on the Plan are then sent to the Planning Inspectorate who independently examines the Plan to ensure it meets legal requirements and certain tests including whether:

- has been positively prepared (i.e. it meets the needs of the area);
- it is justified (i.e. it has taken account of alternatives and is based on evidence);
- it is effective (i.e. it can be delivered in the timescales); and
- is consistent with national policy.

The examination is undertaken by independent Planning Inspectors, and they will have the ultimate decision on whether the Plan is suitable for adoption (i.e. the Plan is considered 'sound' by passing the 'tests').

Q6. How have traffic and transport issues been taken into account?

A6. The Strategic Transport Assessment concludes that 'new access would be required onto Hamble Lane (a B-class road), which is currently constrained in terms of capacity and road safety'. Therefore, the development is not ruled out

for consideration within the Plan period (up to 2040), subject to a new access and traffic impacts which would be determined through a planning application.

The plan-making process is related but separate to the planning permission decision-making process.

The assessment of proposed sites for inclusion in the Plan will seek to determine whether the site is suitable in principle for development.

A planning application needs to consider in detail how a proposal meets all relevant planning policies and sets out what measures will be put in place to address any issues that are present at that point in time. For example, consideration will need to be given to existing road capacity and the condition of the environment at the time.

If the site is given planning permission prior to the adoption of the updated Plan, the capacity of the site would be incorporated into the permitted capacity (i.e. the landbank for minerals or management capacity for waste) and would no longer be an allocation.

If a planning application is refused permission, the reasons for the refusal will need to be reviewed. If the application has tested the principle of development and has concluded that the site is not suitable, the site will be removed as an allocation in the Plan.

However, if the application was refused as it was not providing sufficient or timely information, but that the site in principle of the development could be made suitable through mitigation measures, the site may remain in the Plan as an allocation.

Q7. How will comments made at the Local Event be taken into account?

A7. The Local Event is an opportunity for local residents and interested parties to ask questions of the officers and raise comments. However, whilst these are noted, due to the nature of the events, it will be difficult to ensure all points are captured. Therefore, it is important that any comments are submitted formally through the consultation process (see **Q8**).

The Case Officer will make note that a public consultation event has taken place in the Planning Officers report. To be able to be considered as part of the planning application process, all representations need to be formally submitted in relation to the planning application. These will then be reviewed by the case officer for the planning application and will be taken into account when preparing the recommendation to the Regulatory Committee.

Q8. How should I respond to the consultation?

A8. An online survey is the preferred method for responding to the consultation. This is available via the consultation webpage: www.hants.gov.uk/minerals-waste-update.

There is the opportunity to save and return to the survey should you need to complete the form over a period of time. There will also be a Response Form which can be downloaded from the website. Alternatively, emails and posted responses will also be accepted. Please use the following contact details:

Email: HWMP.consult@hants.gov.uk
Postal: Minerals & Waste Policy, Elizabeth II Court West, The Castle, Winchester SO23 8UQ.

Q9. What will happen to my response to the consultation?

A9. Your response will be compiled with all other responses to the consultation and will be used to generate a Consultation Summary Report which will set out the responses to the consultation questions. Issues raised will be responded to by the Hampshire Authorities either collectively or on an individual basis depending on the number of responses received.

The Consultation Summary Report will be available online as soon as reasonably possible after the consultation has closed on the consultation webpage: www.hants.gov.uk/minerals-waste-update.

Consultation responses will be available to view on the webpage until the Plan is adopted.

Q10. Why do I need to provide my personal details and what will happen to the data?

A10. We ask for your contact details (Name and Address) as anonymous responses will not be accepted.

We will ask whether you wish to be contacted in the future regarding the Hampshire Minerals & Waste Plan and you will need to 'opt in' if you wish to be kept informed. Should this be the case, an up-to-date email address should be provided. Your personal data will only be used for the purposes of preparing the Hampshire Minerals & Waste Plan and will only be shared with the Hampshire Authorities and the Secretary of State (and appointed Planning Inspector) and Snap Surveys our data processor. Your responses will be available on-line but will be redacted (i.e. content will be removed) so that your address and email will not be available to view (please see the question regarding sensitive data for more information on redacted information). Please see the Privacy Notice for more information on the consultation webpage which provides more information on how responses will be managed: www.hants.gov.uk/minerals-waste-update.

Q11. Why am I asked for 'equalities' information and what happens to my personal data?

A11. An Equalities Form is appended to the consultation Response Form. We ask for information to understand whether we are reaching a wide audience. If the information suggests we are only reaching a particular section of the community, it suggests that we need to alter how we consult. The data is also used to inform our Equalities Impact Assessment. Once received, the Equalities information is removed from the remainder of the Response Form and therefore, it is not possible to know who provided equalities information. The information is then only reported as statistics not on an individual basis. Any personal information that is provided in the Response Form which could help identify an individual is also redacted (i.e. removed) and will not be published on the website. Please see the Privacy Notice for more information on the consultation webpage: www.hants.gov.uk/minerals-waste-update.

Q12. Where can I view a copy of the Draft Plan Consultation documents?

A12. All consultation documents are available to view on the consultation website at www.hants.gov.uk/minerals-waste-update.

Documents are also available for inspection during normal working hours at the following locations:

- **Hampshire County Council offices**: Elizabeth II Court, The Castle, Winchester, SO23 8UQ
- **Portsmouth City Council offices**: Civic Offices, Guildhall Walk, Portsmouth PO1 2AL
- **New Forest National Park Authority offices**: Lymington Town Hall, Avenue Road, Lymington SO41 9ZG
- **Southampton City Council offices:** Civic Centre, Southampton SO14 7LY
- **South Downs National Park Authority offices**: South Downs Centre, Midhurst, West Sussex GU29 9DH
- **Public libraries (online viewing)** within the administrative areas of the Hampshire Authorities

Q13. When does the consultation start and finish?

A13. The consultation will run for twelve weeks, beginning on 8 November 2022. All responses must be received by 5pm on Tuesday 31 January 2023.

Q14. How can I become more involved in the Plan-making process?

A14. If you provide comments as part of the 'Draft Plan' consultation you will need to 'opt in' to being contacted subsequently for the Proposed Submission consultation in 2023. The 'opt in' is set out as part of the response form or alternatively, a link is provided on the consultation website: www.hants.gov.uk/minerals-waste-update.

5

19:35, 5 min

5 - Satchell Lane

Clerk - Hamble Parish Council, Ian Underdown

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Satchell Lane December 2022 Appeal decision.pdf

The Planning Inspectorate

Appeal Decision

Inquiry held on 1 to 4 and 8 to 9 November 2022
Site visit made on 13 December 2022

by Darren Hendley BA(Hons) MA MRTPI

an Inspector appointed by the Secretary of State

Decision date: 20th December 2022

Appeal Ref: APP/W1715/W/22/3292580
Land at Satchell Lane, Hamble-Le-Rice

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Steve Carrington, FHL Planning against the decision of Eastleigh Borough Council.
- The application Ref: F/20/89488, dated 15 December 2020, was refused by notice dated 13 August 2021.
- The development proposed is described as a planning application for residential development of 61 no. dwellings, with associated public open space, landscaping and amenity areas with access off Satchell Lane.

Decision

1. The appeal is dismissed.

Application for Costs

2. At the Inquiry an application for partial costs was made by Steve Carrington, FHL Planning against Eastleigh Borough Council. This application is the subject of a separate Decision.

Procedural Matters

3. Since the Council made its decision, the Eastleigh Borough Local Plan (2016–2036) (2022) (Local Plan) has been adopted. The policies it contains replace those in the Eastleigh Borough Local Plan Review (2001 – 2011) (LPR), including those that are set out in the Council's reasons for refusal. Both main parties made reference to the relevant policies of the Local Plan in their evidence. I have considered the appeal on this basis.

4. The site has been the subject of a previous outline planning permission for a residential development that was allowed on appeal[1] and was the subject of an unsuccessful legal challenge[2]. Both main parties have referred to this decision on numerous occasions. I deal with this matter later in my decision and how it compares to the proposal which is the subject of my consideration, as well as the issues, the policy framework and the views of that Inspector.

[1] Appeal Ref: APP/W1715/W/18/3194846 Land at Satchell Lane, Hamble-le-Rice SO31 4HP
[2] Eastleigh Borough Council v Secretary of State for Housing Communities and Local Government, Mr Robert Janaway and Mr Simon Bull [2019] EWHC 1862 (Admin)

5. The appeal was submitted by Mr Steve Carrington, Foreman Homes Limited. While the company name differs from those details set out on the planning application form and in the banner heading above, it was explained to me at the inquiry that they concern the same company. I am therefore satisfied that the appellant has the authority in order for the appeal to proceed.

6. The proposal has been considered by the Secretary of State in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (SI 571/2017). A screening direction has been issued which states that the proposal is not Environmental Impact Assessment development.

7. The Council stated that an agreement under Section 106 of the Town and Country Planning Act 1990 (as amended) (S106 Agreement) would address the matters in its sixth reason for refusal as set out on the decision notice relating to the provision of supporting infrastructure and services. The inquiry proceeded on this basis and included the consideration of a final draft S106 Agreement. A completed version was submitted after the close of the Inquiry.

8. The S106 agreement also contains matters related to European Protected Sites (EPS) and so is relevant to the Council's fifth and seventh reasons for refusal. With regard to the fifth reason, additional drainage information and an Information to inform Habitat Regulations Assessment document (sHRA) was submitted by the appellant during the course of the appeal in relation to both reasons. The Council then withdrew its concerns on drainage grounds, subject to the views of Natural England (NE) as the statutory nature conservation body. NE subsequently did not object on these grounds.

9. NE did however maintain an objection concerning the seventh reason with regard to the effect on the New Forest as an EPS. On the eve of the inquiry, the appellant submitted a Supplementary Ecology Statement (SES). These matters were the subject of a round table session at the inquiry and NE were consulted on this document after its close. NE subsequently narrowed, though maintained its objection. In light of my decision, I am not required to carry out an Appropriate Assessment under the Habitat Regulations[3] as the Competent Authority and so I deal with considerations related to EPS in the 'Other Matters' section of my decision. The matters of dispute between the Council and the appellant are themselves centred on the Council's first 4 reasons for refusal.

10. The appellant's evidence included an illustrative landscape masterplan drawing SL1. This was in response to both a draft planning condition concerning a final landscaping scheme and the design concerns expressed in the reasons for refusal. The Council queried whether this drawing should be accepted because of a change to the proposed location of the play area, and also due to additional links from the site to an adjacent Public Right of Way (PROW). This drawing was subsequently amended just prior to the Inquiry so that the play area returned to its previous location. On this basis, the Council withdrew its concerns over whether it should be accepted. The adjacent landowner also commented on the links to the PROW. I have accepted this document and have treated it as being illustrative only.

[3] The Conservation of Habitats and Species Regulations 2017

Main Issues

11. Accordingly, the main issues are (i) whether the proposal would be in a suitable location for housing, with regard to development plan policy and national planning policy; (ii) the effect on the character and appearance of the area, including design quality; (iii) the accessibility to local services; (iv) the effect on highway safety and the free flow of traffic by way of the traffic generation; (v) housing land supply matters; (vi) if harm arises, whether this would be outweighed by the benefits of the proposal.

Reasons

Suitable Location for Housing

12. The appeal site comprises a roughly triangular shaped area of grazing land. It is bounded by Satchell Lane to the north. To the east, there are a row of dwellings that themselves face towards Satchell Lane. A PROW runs on the adjacent side of the western boundary of the site. The boundary with the PROW is defined by post and wire fencing and vegetation, the Satchell Lane boundary by a more substantial line of trees, and domestic type boundary fencing delineates the boundaries with the adjoining residential properties. The site gently slopes north-west to south-east and is set at a slightly higher level than Satchell Lane.

13. There is also residential development on the opposite side of Satchell Lane up to a holiday park and the entrance to Mercury Marina. Beyond this, is open land which faces the site. Abutting the site to the west is the former Hamble Airfield, which is also grassed open land. The bulk of the settlement of Hamble-le-Rice (Hamble) lies to the south.

14. Strategic Policy S1 of the Local Plan presents a number of underlying principles that concerns sustainable development. It also reiterates the presumption in favour of sustainable development that is set out in the National Planning Policy Framework (Framework). The Local Plan also establishes a settlement hierarchy that relates to the overall distribution of new development and the appropriate scale of development.

15. Strategic Policy S2 sets out, amongst other matters, the housing requirement over the plan period. It also states that the urban edge as set out in the policies map defines the main built-up areas within which there is a presumption in favour of new development, subject to the policies of the plan. The appeal site, while lying adjacent to the urban edge, lies outside of it.

16. There is a shortfall against the housing requirement over the latter years of the plan period. This has arisen due to the removal of a Strategic Growth Option during the Examination. The Local Plan accounts for this by way of a review of the Local Plan that is to take place within 1 year from its adoption. The Council is therefore still within the window for this review to take place. Hence, this does not count against the Council's case.

17. Strategic Policy S3 concerns the location of new housing development, which is to be focused as much as possible within the existing urban areas, with the remainder on greenfield sites in the form of a number of larger strategic sites, urban extensions and a number of local sites to meet local needs.

18. Strategic Policy S5 relates to new development in the countryside. The glossary to the Local Plan states that countryside is all areas outside the urban edge as defined on the policies map, and thereafter cites examples of it. As the site lies outside of the urban edge, it is in the countryside for the purposes of the Local Plan.

19. Strategic Policy S5 also sets out, amidst other considerations, the types of development where planning permission will be granted for new development in the countryside. As regards residential related development, there is reference to residential extensions and replacement buildings, limited residential conversions, rural worker's dwelling and accommodation for Gypsies, Travellers and Travelling Showpeople. Housing development in as far as what is the subject of the proposal that is for my consideration does not fall within the types of development where permission will be granted.

20. I was also referred at the inquiry to Strategic Policy S6 which concerns the protection of settlement gaps. The defined settlement gap between Hamble, Netley and Burlesdon, while including land close by, does not contain the appeal site. As a consequence, this policy has a limited bearing. The same applies where I have been referred to evidence that informed the Local Plan as regards the gap analysis because the site was not ultimately made the subject of this designation.

21. In taking these considerations together, the proposal would not conform to where the Local Plan intends that such new housing development is located. It lies outside of the defined urban edge and in the countryside. Accordingly, I conclude that the proposal would not be in a suitable location with regard to development plan policy and it would not comply with Strategic Policies S1, S2, S3 and S5. Whether the proposal would comply with the Framework in this regard is dependent on a consideration of the issues which follow.

Character and Appearance

Landscape Character and Visual Impacts

22. For the purposes of the Council's Landscape Character Assessment (2011), the site lies in Landscape Character Area 13: Hound Plain. The description refers to the gently domed form of the area that falls towards the wooded coasts and valleys, that most of the area is devoid of trees except along the roadside, and that the dominant characteristic is the landscape's openness. It also points to horsiculture around Hamble and the airfield to give an urban fringe character and that the urban edges of Hamble are prominent in the area.

23. This description is broadly accurate as regards the appeal site and its surroundings. The site is open, save for vegetation on its boundaries. The roadside boundary with Satchell Lane contains trees. The topography falls in the general direction of the River Hamble. The site is in use as horsiculture and it also lies adjacent to the urban edge. The broader descriptions that are set out in the South Coast Plain National Character Area (2014) and the County Council's Integrated Character Assessment (2012) for the Hamble Valley are also consistent with that of the site and the area.

24. The open landscape character aspects of the appeal site would be markedly diminished by the 61 dwellings, the roads and the rest of the associated infrastructure. What is proposed would extend the current built up area of

Hamble and so have an urbanising impact, especially with the contrast with the site's existing countryside character due to its openness and use. Such an effect may be common with the residential development of greenfield sites that are adjacent to the edge of existing settlements because these sites are susceptible to change wrought by such development. However, this would not in itself lessen the harm that would arise in this case due to the loss of the countryside character.

25. On a broader scale, the effect would be tempered because of the proximity to the existing urban edge. The fairly enclosed nature of the site would also mitigate against the effects on the wider landscape character. Landscaping and planting around the perimeter of the site would further lessen such effects. The effect would thus be localised.

26. The main parties agree that the appeal site is not a valued landscape under paragraph 174 of the Framework. Nor is it designated for the purposes of paragraph 175. The Council's Small and Medium Greenfield Housing Sites Background Paper (2018) (Background Paper), that informed Local Plan preparation, states that the site has 'low sensitivity'. Whilst there has been some criticism of the methodology used for the Background Paper, this seems a fair conclusion as regards how the site performs in its wider surroundings. However, this does not mean that the site does not have any value in this regard. It is not unappealing countryside adjacent to the edge of the settlement. Paragraph 174 of the Framework also goes onto recognise the intrinsic character and beauty of the countryside.

27. In relation to visual impacts, I have had regard to viewpoint photographic evidence that has been submitted by both main parties, along with what I observed on my site visit. From viewpoints along Satchell Lane, views of the proposal would be filtered by roadside vegetation and by existing dwellings where they are located between the site and this road. Such views would be more apparent where the site directly abuts the road due to its proximity to this public vantage point. They would be most notable for pedestrians, but more fleeting for vehicle users using Satchell Lane and so the site has limited gateway qualities for Hamble in this regard.

28. From viewpoints along the PROW, its users would experience a distinct change from the existing open character of the site to that of one of the proposed dwellings and infrastructure. Planting in the gaps along this boundary to attempt to mitigate this situation would itself restrict views, even if this would be preferable to views of the proposal compared to the current site. Hence, there would be an element of visual intrusion for PROW users.

29. From more distant viewpoints, there would be appreciably less visibility due to the largely self-contained nature of the site and with the screening afforded by further vegetation, built development and topography. This is also ably demonstrated by the appellant's zone of theoretical visibility. There is not substantive evidence to the contrary.

30. In respect of residential receptors, the occupiers of those properties on Satchell Lane would also experience a notable change from a view of the open nature of the site, over what are currently fairly unenclosed shared boundaries. Those local residents clearly gain some value from a largely unobstructed view of the countryside character of the site and this would no longer be the case under the proposal. This effect would be tempered somewhat by the set back of the

nearest proposed dwellings and so the outlook itself would not be unacceptable. The occupiers of properties that face the site from the opposite side of Satchell Lane would be less impacted because the view would be over the road and more filtered.

31. In considering the above, there would be a limited adverse effect on landscape character. The effect would be greatest when it concerns solely the site, but would readily diminish outside of the site due to its relative containment and proximity to the existing urban edge. The visual impact would be of an adverse localised nature and would occur in particular for users of the PROW, and also to the local residents whose properties back onto the site and the users of Satchell Lane.

Design Quality

32. The National Design Guide (2021) (NDG) identifies context as one of its 10 characteristics of well-designed places and, similarly, the Council's Quality Places Supplementary Planning Document (2011) (SPD) identifies the analysis of context as a key design principle. Clearly, it is a logical place to start in order to inform how a proposal is to be designed. Paragraph 130 of the Framework also refers to that decisions should ensure that developments are sympathetic to local character.

33. While the architect that was involved at the planning application stage did not give evidence at the Inquiry, the appellant confirmed that it was content to draw on evidence on the Planning, Design and Access Statement (DAS), and the Supplementary Design Document (SDD) that were submitted with the planning application. There is not a prescribed form in respect of how to present such information. The SDD takes a diagrammatic approach with text, while the DAS describes the character of the area.

34. The context of the appeal site is mixed. As I have set out, the site itself has a countryside character, yet lies adjacent to the edge of Hamble. The development along Satchell Lane is varied in relation to the house styles, with the street trees as an appreciable feature. On the opposite side of Satchell Lane to the site, there is a more modern planned estate layout. The historic core of Hamble is found some way to the south and includes a central square and a tight knit arrangement of buildings of varying heights and architectural types, including Georgian amongst others. Following the design led approach of the NDG, the SPD and the Framework, a consideration of both the countryside and built influences would be required in order to inform the design quality of the proposal.

35. The SDD derives a layout that is based on 3 character areas, the arrival zone, the rural edge and the village green. The street hierarchy would not be obviously distinct, but this is not a compelling design factor, given the scale of the proposal. There would be though a clear network of footways and footpaths proposed to aid pedestrian movement within the proposal and to enable access off Satchell Lane. Whether linkages could be formed to the PROW has less of a bearing because these would be less likely to cater for a great number of pedestrian movements, especially during poor weather and outside of daylight hours.

36. As the proposed dwellings would be well set back from Satchell Lane, they would not be out of keeping with the pattern of built development, where the

existing dwellings on this side of the road are also set back. Nor would this building line be harsh because, in effect, it would appear staggered into 2 groups, as seen from Satchell Lane to the north, or else behind existing development. That some of the proposed rear gardens would back onto existing dwellings on Satchell Lane reflects that the rear gardens of these properties would do likewise to the site.

37. Nor would the internal street frontages be minimal, as they would be generous and well-spaced in places. The appearance of the proposed dwellings themselves would reflect the varied designs that are found in Hamble. The use of perimeter blocks would also give containment to the village green feature, even if they would enclose the streets of the proposal to a lesser degree elsewhere. However, that in itself would mean that the proposal would not give rise to an overtly regimented layout.

38. In terms of criticism that the proposed tree provision would not accord with the Council's Trees and Development Supplementary Planning Document (2022), as I have set out in my procedural matters, the landscape masterplan is to be treated on an illustrative basis. If I was minded to allow the appeal, it is a matter that could be ably dealt with through the imposition of a planning condition in order for details to be subsequently agreed to address the Council's concerns.

39. However, where I find that the proposed design has been less influenced by its context is the countryside aspect. The buffer that would be provided to the western edge would be limited and with the proximity of the roadway and proposed dwellings, it would not openly exhibit the characteristics of a rural edge.

40. The extent to which the proposed open space features reflect the countryside character is also of a limited nature, as they seem more akin to what would be found within built up areas. Even the village green would appear as an enclosed urban-like feature. Within this context they would not provide well integrated and attractive recreational spaces and landscaping. They would not allow the countryside character to pervade into the site to any great degree. The proposal has overly sought to reflect the built character of Hamble and there has not been sufficient consideration of the countryside aspect of the local context.

41. While not determinative on its own, distant views of the countryside character around the river would also be substantially impacted by the proposal because such views would be blocked. The existing dwellings and roadside trees are currently prominent in this view but nevertheless the vegetation around the river is visible from the site and so contributes towards the countryside character.

42. The Sovereign Drive appeal decision[4] that I was referred to in this regard does not aide me further because to what degree there has been rigour in the analysis of context is a matter for considering the particular evidence that is put forward in each case.

43. The 2021 version of the Framework and the NDG have both placed an increased emphasis on good design. Furthermore, applying the NDG's

[4] Appeal ref: APP/W1715/W/21/3269897 Land to the rear of Sovereign Drive and Precosa Road, Botley, Eastleigh, Hampshire

characteristics makes design simply more than a subjective judgment. The same is true as regards the SPD's key design principles. In considering the above, the scale, form, layout, design and appearance of the proposal would not be poor quality in as far as they reflect the built form of Hamble, including that closest to the site. However, I am less persuaded that the countryside character has sufficiently influenced these aspects of the proposal. I do though accept that the proposal would not be car dominated in the sense that footpath routes are proposed that would be safe and appealing to the future occupiers.

Conclusion

44. As I have found a level of adverse effect as regards landscape character, visual impact and design quality, it cannot be said that harm would not arise from the proposal in this regard. When these matters are considered together, the proposal would have an unacceptable effect on the character and appearance of the area, including design quality.

45. As a result, the proposal would not comply with Strategic Policies S1, S5 and S9, and with Policies DM1 and DM33 of the Local Plan where they concern landscape value, avoiding adverse impacts on rural character, the intrinsic character of the landscape and the character and appearance of the countryside; and design matters, including with regard to green infrastructure and open spaces. It would also not comply with the Framework where it concerns recognising the intrinsic character and beauty of the countryside and in relation to achieving well designed places. I do not though find conflict with Strategic Policy S12 and Policy DM13 where they concern design aspects of footpaths and bridleways, amongst other matters.

Accessibility to Local Services

46. Hamble contains a good level of local services and a number of these can be accessed by walking along footways on Satchell Lane to the south, including retail, leisure and community facilities, or by cycling. The primary school is more distant, yet would be accessible from the proposal on foot along Hamble Lane and then through an area of housing. There is not a dispute between the main parties that the proposal would be in an accessible location as regards these services.

47. The local secondary school, leisure centre and medical centre lie to the north-west along Satchell Lane. This part of Satchell Lane contains tight bends and is confined by banks and vegetation. It is also unlit and does not contain footways. It would clearly be an unsafe route for the future occupants of the proposal to access these facilities on foot. Again, this is not in dispute. Informal routes through the airfield have a limited bearing because there is no evidence that such routes can be used legally.

48. The alternative route to these facilities would involve using Satchell Lane to the south, passing through a housing area onto Hamble Lane or alternatively staying on the main road through Hamble, after which these facilities would be accessed thereafter in a northerly direction. The route benefits from the segregation of pedestrians from motor vehicles by way of footways that are also lit. It would comprise a safe route for the future occupiers of the proposal to access these services on foot. There is some discrepancy in the evidence between the distances cited, but I have utilised those of the appellant because

they are also reflective of those of the County Council as the Highway Authority.

49. The alternative route means that there is not a need for the future occupiers to use the unsafe route. The distances to the secondary school, sports centre and medical centre are in the region of 3 kilometres (km). It would exceed what the Chartered Institution of Highways and Transportation 'Planning for Walking' guidelines consider is a suggested acceptable walking distance, but this is not intended to be definitive and so other factors such as safety need also to be considered. There are no other constraints to the use of this route that I have been made aware of. As it would be a safe route, such a distance would not overtly dissuade the use of walking.

50. Furthermore, it could potentially be reduced if local bus services that I was referred to were also used, but even considering the accessibility without the use of the bus, it would still be not unacceptable in relation to walking.

51. As the shorter route would clearly be unsafe, it would be irrational for it to be used by the future occupiers on foot because a safer alternative exists. If schoolchildren were late for school, this would not amount to a reason to use an unsafe route and at least some of those children may also be able to get a lift from their parents or guardians, if such a situation arose. Similarly, those with a medical appointment would not obviously use an unsafe route, including those with mobility issues, and the same would apply for those using the sports centre. They would not risk using the unsafe route, on a fair understanding of that risk.

52. As such, this route would not make for an attractive means of accessing these services on foot and even less so in terms of times of inclement weather or during the shorter winter days because this would further act as an impediment, or barrier, to use what already would be an unsafe route. No specific mitigation is proposed, but as a safer alternative route exists, none is reasonably required.

53. Policy requirements are broader than requiring a specific walking route to be acceptable. What is of more relevance is whether safe access can be made on foot and is convenient. This is borne out in particular by Policies S11 and DM13 of the Local Plan, and paragraph 110 of the Framework, where they refer in broad terms to safe access matters. This has been adequately established as regards the proposal due to the alternative route.

54. Nor do such requirements necessarily focus on specific local services and it needs to be acknowledged that many of the local services that the future occupiers would use for their day to day activities are agreed would be accessible by foot. In this sense, the proposal would also provide for convenient access. This also sets it apart from the Fareham appeal decision[5] that I was referred to where, based on the information before me, that proposal suffered from a lack of accessibility to a broader range of services. This is notwithstanding that considering accessibility requires a particular consideration of the location of a proposal to the local services.

55. It is not a particular matter of disagreement that the proposal would increase the prospect of trips by car. There is nothing though in development plan

[5] Appeal ref: APP/A1720/W/22/3297544 Land east of North Wallington Road, Wallington, Fareham PO16 8TE

policy or the Framework which in itself seeks to prevent the use of the car. Rather, planning policy overall seeks to encourage the use of modes of transport other than the car and with the location of the site in relation to local services, this would be achieved in this case.

56. It is evident that the Council raised similar concerns when Mercury Marina sought an element of residential development during the Local Plan Examination. The examining Inspector made no reference to residential development at Mercury Marina in the final Report to the Council, including the Main Modifications. Nor though is their reference to pedestrian safety issues in this regard. To infer this was a reason for the examining Inspector to not make reference to that site, in my view, is reading too much into that situation. It has a limited bearing.

57. The Council's related reason for refusal also raised matters in relation to public transport and cycling. At the inquiry, it was confirmed that the primary reason of concern was walking. Nevertheless, as cyclists invariably share road space with motorists, there is not a substantive reason why the Satchell Lane route could not be utilised, or alternatively using a longer alternative route to the south. As I have set out above, there are bus services that cover at least part of the route. For longer journeys, Hamble railway station is a lesser distance on foot than the secondary school, medical centre and sports centre and is accessible for cyclists, as well as pedestrians.

58. I conclude that the proposal would not be unacceptable as regards the accessibility to local services. As such, it would comply with Strategic Policies S11, S12 and Policy DM13 where they concern encouraging walking, cycling and the use of public transport; safety on the highway network; supporting footpath usage; safe and convenient access; and, where development can be served by means of transport other than the private car, including bus, train, cycle and pedestrian access, amongst other considerations.

59. The proposal would also comply with paragraphs 110 and 112 of the Framework where they concern, respectively, that safe and suitable access to the site can be achieved for all users, and that applications for development are to create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles.

Highway Safety

60. Satchell Lane joins Hamble Lane at a priority junction at approximately 1km from where access would be gained to the site, close also to a roundabout junction with Hound Road. Hamble Lane is the main route by which Hamble is accessed. There are a number of other junctions along this route, including with Portsmouth Road. Hamble Lane provides access to Southampton, the A27 and the M27, amongst other destinations. It is not in dispute that Hamble Lane and the associated junctions are congested, in particular at peak times.

61. The County Council has sought to address this issue through the Hamble Lane Improvement Scheme. However, funding has not been forthcoming for the improvements. From what I heard at the inquiry, there is uncertainty over even if some of these improvements will now be made. Traffic congestion along Hamble Lane therefore remains an outstanding local issue.

62. The matters of dispute between the main parties concern the context, the junction and network modelling, and the determination of traffic impact. In relation to the former, this centres on a Report to the County Council's Executive Member for Environment and Transport (12 March 2019) which stated that new development on the Hamble peninsular would be opposed unless the corridor improvements have been carried out. The County Council acknowledge that it is not a specific policy. It forms part of the background evidence in light of the congestion issue. My views on this matter ultimately depend on weighing all the evidence and then considering it against the planning policy framework.

63. The modelling evidence that I have before me comes from the appellant and has been updated from that contained within the Transport Assessment that was submitted with the planning application. The County Council did not present its own modelling evidence, but critiqued the appellant's. Both TRL JUNCTIONS and VISSM models have been utilised. TRL JUNCTIONS focusses on individual junctions, and so was used for the Hamble Lane/Portsmouth Road junction. As VISSM is more able to assist where junctions influence each other, it has been used for the Satchell Lane/Hamble Lane and the Hamble Lane/Hound Road junctions, due to their proximity. The County Council referred at the inquiry to other junctions, but the related Statement of Common Ground sets out agreement that it is these 3 junctions that were to be subject to assessment through appropriate modelling in order to forecast the impact of the proposal.

64. In considering both main parties' views on junction and network modelling, I favour the appellant's position. These models have to work within the parameters that are set for them, rather than introducing extraneous elements. No other models were put to me as being more suitable. As TRL JUNCTIONS is an empirical model, it is evident that its output is not to be compared to observed data, including with regard to queueing data at the junction in question. Local observations of the network were used to inform the VISSM model, which does include a validation stage that verifies journey times with a reasonable degree of precision, especially given that the appellant has utilised a 30 second margin for robustness rather than the 1 minute that the model allows. Both models are fit for purpose in respect of the modelling of these junctions.

65. The TRL JUNCTIONS modelling of the Hamble Lane/Portsmouth Road junction shows that this junction at the 2025 forecast date would already be operating very close to capacity, even without the traffic movements associated with the proposal. With the addition of the proposal, it takes it very slightly closer to capacity. This translates into delays at worst of an additional 2 to 3 seconds during the AM peak. The VISSM modelling results at the Satchell Lane/Hamble Lane and the Hamble Lane/Hound Road junctions show a greater delay during the AM peak of 9 seconds, again where the delay would be greatest. The queue lengths would increase by a maximum of 6 passenger car units (PCU).

66. With regard to the traffic impact, it would be unlikely that the change at the Hamble Lane/Portsmouth Road junction would be discernible, even with the junction operating at near capacity. It would though be more apparent at the Hamble Lane/Hound Road junctions due to additional delays of 9 seconds during the AM peak and as the 6 PCU car length increase would occur on Satchell Lane to the priority junction.

67. Paragraph 111 of the Framework states that "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe." Road safety was not the subject of substantive evidence on this issue. Nor are site access matters a particular matter of disagreement, as was established at the inquiry. Much time was though spent on the differing views of the main parties over what the second part of paragraph 111 means in practice. There is no definition of what severe means, nor explicitly of whether the impact concerns solely the proposal or also the baseline conditions.

68. In my view, in a reading of paragraph 111 the impact of the proposal needs to be considered in relation to whether it would be severe. However, this needs also to be compared to the current baseline. This follows the approach of the Inspector in the GE Aviation appeal decision[6] that I was referred to.

69. The residual cumulative impacts on the road network would not be severe because of the delays that would result at the junctions where traffic modelling has been carried out. All additional delays compared to the baseline would be under 10 seconds and most would be substantially less than that. Paragraph 111 does not require that there should be no impact on the road network from a proposal, or indeed any adverse impact – it must be severe. That threshold has not been reached in this case. That was not the case with the GE Aviation decision but that proposal concerned a larger residential development than what is before me and so unsurprisingly would have likely lead to greater delays.

70. Taking such an approach would not in itself lead to a situation where incremental growth from different proposals could lead to an unacceptable traffic impact. Paragraph 111 refers to residual cumulative impacts. No such evidence has been put before me with regard to development elsewhere that would also contribute to such an impact. This is also a different situation from the GE Aviation decision which refers to background growth elsewhere.

71. While the appellant did not consider mitigation was necessary, a measure was put forward at the Satchell Lane/Hamble Lane junction to create additional storage space for vehicles turning in. The County Council raised some concerns over this measure, particularly in relation to how it may impact pedestrians crossing the junction and over visibility. In inspecting this junction, I would share these concerns and so I have not considered this measure any further.

72. I was also referred to where the supporting text in the Local Plan considers that there should be no significant additional development in the Hamble peninsula because of, in part, transport constraints. This is a recognition of the congested nature of Hamble Lane. However, this does not take the place of considering the individual traffic impact of a proposal and as I have set out above, the County Council did not present empirical modelling evidence on this matter despite its support for the position of the Borough Council.

73. I conclude that the proposal would not have an unacceptable effect on highway safety and the free flow of traffic by way of the traffic generation. Therefore, it would comply with Policy DM13 of the Local Plan where it refers to safe and

[6] Appeal Ref: APP/W1715/W/20/3255559 GE Aviation, Kings Avenue, Hamble-le-Rice SO31 4NF

convenient access to the highway network and for the access arrangements to not cause or increase danger to road users or have a significant detrimental impact on the operation or safety of the highway network, as well as its requirement for such development to be subject to Transport Assessment.

74. The proposal would also comply with paragraph 111 of the Framework. It is not a situation where the proposal should fail due to an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Housing Land Supply

75. It is agreed for the purposes of paragraph 74 of the Framework that the housing requirement as set out in Strategic Policy S2 is the correct starting point against which to assess 5 year supply. The base 5 year requirement is 3,827 dwellings, including the application of a 5% buffer following the Council's most recent Housing Delivery Test result. Strategic Policy S2 also states that the Council will ensure a minimum 5 year supply (plus appropriate buffer) of deliverable sites across the Council area.

76. The dispute between the main parties concerns the Council's ability to demonstrate an up to date 5 year housing land supply (HLS) due to the amount of deliverable supply from sites in the Council's trajectory. In some cases the deliverability of the site has been questioned by the appellant within the 5 years from the base date, in others it is on the basis of the delivery rates being too optimistic.

77. The County Council's latest Calculation of Five-Year Housing Land Supply for the period of 2022 to 2027 (HLS Document) was published in August this year. The Council also produced more up to date evidence on the disputed sites prior to and during the Inquiry which I have had regard to in my decision, along with the appellant's evidence. The appellant was also afforded the opportunity to respond in writing to the Land west of Horton Heath site. This was due to the verbal evidence presented by the Council at the round table session. The appellant also provided a revised number of years supply figure.

78. For sites to be deliverable under the Framework, they should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years. The term "realistic prospect" does not infer there is certainty or that it is more than probable that a site will be delivered.

79. Thereafter, there are two limbs to the definition under the Framework, although these do not necessarily exclude other types of site. Both main parties agree that it is not a 'closed list'. In this case, the sites which remain in dispute concern limb b), where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years. Hence, 'clear evidence' of their deliverability is required.

80. The Planning Practice Guidance: Housing Supply and Delivery provides some examples of what clear evidence means. These include current planning status, firm progress being made towards the submission of an application and

clear relevant information about site viability, ownership constraints or infrastructure provision. Clear evidence can reasonably include the proformas submitted by developers or their agents for sites, but such evidence needs to be considered in the round. Whether a site meets the definition is a matter of planning judgment based on the evidence available. The same applies to the application of lead in times because whilst averages can provide a useful benchmark, clearly site specific information also needs to be considered.

81. While the Local Plan was prepared under the auspices of the 2012 Framework, the Council confirmed that how it calculated supply in its evidence to this appeal was made on the basis of the 2021 version with regard to the definition of deliverable. I was also referred to a number of appeal, Secretary of State decisions and consent orders over deliverability which I have had regard to in my deliberations.

82. There was agreement during the round table session that one of the sites that was formerly in dispute, the Former Eastleigh Post Office, 14 High Street was deliverable. There was also agreement over the number of deliverable dwellings on the Treetops, Allington Lane, Fair Oak site. The appellant also subsequently accepted that 300 dwellings (in total) were deliverable on the Land west of Horton Heath site. The Council's most up to date position is that it considers that it can demonstrate 5.1 years of deliverable supply, whilst the appellant's most up to date position is that the Council can deliver 3.9 years. I now consider the disputed sites and my conclusions regarding their delivery.

Land to the north and east of Winchester Street, Botley

83. This allocated strategic site is the subject of an outline planning permission. It is part of a number of sites in this location related to and funding the Botley by pass. It is intended that the site will be marketed under single ownership by the County Council, in 2023. Design details for the remaining sections of the by-pass and associated infrastructure is being progressed and so remain outstanding. This also includes dealing with overhead power lines.

84. As such, there is uncertainty over ownership and how this may impact on marketing, given that the County Council is having to address this matter with relevant third party landowners. It is not known who will develop this site as marketing has not taken place, nor when a reserved matters application may be made. Furthermore, the overhead power line issue needs to be progressed with the operator.

85. Accordingly, there is not clear evidence of deliverability within 5 years. I therefore favour the appellant's position that there will be no delivery over the 5 years.

Land west of Woodhouse Lane, Hedge End

86. This allocated strategic site which is owned by the County Council is the subject of a hybrid planning permission, of which the residential development was in outline form. It is also part of the sites in this location related to and funding the Botley by pass. It is being marketed in serviced parcels, including upfront investment involving a secondary school and a sports pavilion.

87. Reserved matters applications have been subsequently granted for associated infrastructure and the discharge of planning conditions related to tree protection and a foul pumping station has occurred. A housebuilder has been

selected for the first phase[7], albeit that is subject to contract. However, the developer correspondence submitted by the Council indicates that the housebuilder is in the process of working up a reserved matters application for the first phase.

88. Marketing for the second phase[8] has started and is expected to follow a similar process to the first phase. As a result, there is not an identified housebuilder for the second phase at the current time, nor an indication of reserved matters. The remaining phases are to be marketed together, although there is more limited information on this and it will include mixed uses, as well as a differentiated housing product and affordable housing.

89. While it is true that none of the detailed approvals relate to the residential development and I agree that some caution should be applied in relation to correspondence from developers, in this case the housebuilder has indicated that a reserved matters application for the first phase is close. When the housebuilder may take control of the site also needs to be seen in that context and there is no reasonable indication that this will not happen, given that the reserved matters application is under preparation.

90. The appellant has sought to query the housebuilder's build out rate, but based on the evidence submitted in relation to their outlets, it would be comparable to the first phase. In terms of delivery from the first phase, even if there was some slippage from 2023, the build rate could simply be increased towards the end of the five year period, where the rate for this phase falls.

91. However, there is not the same level of confidence for the second and third phases because of the greater uncertainty over the results of the marketing and when reserved matters applications may be made.

92. In considering these matters, I accept that there is clear evidence of deliverability within 5 years for the first phase, but not the second and third phases.

Land west of Allbrook Way, Knowle Hill

93. This allocated site has been the subject of an outline planning application and there is a resolution to grant outline planning permission. This is subject to the signing of a Section 106 Agreement and discussions with NE due to sediment loading in the River Itchen. A wetland solution is proposed. The site has been marketed by the landowner and the Council understand that the owner is close to a sale with a housebuilder.

94. Based on the evidence before me, there is not a planning permission, NE matters remain outstanding and the Section 106 Agreement has not been signed. If and when permission is granted, there will still need to be the submission of a reserved matters application for which there is no timescale, especially given that it is not clear who the housebuilder is. No evidence of correspondence with that developer of the site forms part of the Council's case.

95. On this basis, there is not clear evidence of deliverability within 5 years. I favour the appellant's position that there will be no delivery over the 5 years.

[7] Known as Phase 2
[8] Known as Phase 1

Land west of Horton Heath

96. The site is allocated under the Local Plan. It has permission for 1400 dwellings across 2 separate permissions. Subsequent to that, an outline planning application was submitted for 2500 dwellings and varying types of associated infrastructure. Alongside, a full application was submitted for 381 units in the first phase. Both have Planning Committee resolutions to grant. Highways infrastructure for the north and south accesses has been completed and there is a further resolution to grant for a link road.

97. The Council is the owner and developer of the site. A development team has been appointed to deliver the site in a number of phases. There will be different outlets within most phases which the Council consider will speed up delivery, along with the tenure mix that will comprise a majority for either affordable or private rented. The Council will maintain the ability to vary the tenure mix.

98. I was informed at the round table session that both the outline and full planning applications are pending the signing of a Section 106 Agreement. The delay since the Committee resolutions seem principally due to NE objections over the effect on EPS, related to concerns over the proposed mitigation. It is not my role to comment on the merits of either the Council and NE's position in relation to the related Appropriate Assessments for these sites. However, the Council made it quite clear that it considers that its approach is valid and intends to proceed to approve these applications. That is for the Council to decide as the Competent Authority and the Local Planning Authority.

99. The build rate is ambitious and the appellant has questioned the Council's ability to achieve this in relation to its track record, and cited delivery rates of housebuilders on other sites and national research that has been carried out in this regard. In this case, this will be dependent on multiple outlets being delivered at the same time, but the Council is geared up in relation to how it will deliver the site through dealing with multiple construction contracts also at the same time. It is clearly putting considerable resources into delivering the site.

100. With the lead in times, I am satisfied that the 381 dwellings that are the subject of the full application will be delivered within the 5 years. An outline permission will necessarily need to be followed by reserved matters applications and at pace, but with the resources and proactive approach that is being taken with this site, there will also be some completions from further phases within the 5 years. The Council has not sought to include all the units from the phases 2 to 4 that it has identified, and the proportion and timing of delivery from these phases is not unreasonable given that it is expediting delivery.

101. As such, I favour the Council's position in relation to the number of dwellings that will be delivered over the 5 years.

Kings Copse Avenue, Botley

102. The site has been allocated under the Local Plan. It does not benefit from a planning permission, nor has a planning application been submitted. Site assessment work has commenced, as has the marketing of the site to a single buyer. The site is owned by the County Council.

103. The Council has made assumptions over the time for both preparation and determination of a future planning application by factoring in 24 months for the planning process. However, given the early stage of this site in the development process, there is a great deal of uncertainty over whether this site will come forward within 5 years, even if only on a partial basis as the Council has indicated.

104. As a consequence, there is not clear evidence of deliverability within 5 years. I favour the appellant's position that there will be no delivery over the 5 years.

Council Housing Programme

105. The Council's Housing Programme seeks to bring forward windfall housing sites on land that the Council owns in order to boost supply. Of course, this does not constitute a decision of the local planning authority and the 3 sites[9] in question have not formally been through the planning process. It does however indicate that the Council is seeking to proactively bring forward these sites. They have been the subject of pre-application advice.

106. The sites are all modest in terms of scale and numbers. This should aid delivery and even though they have not been through planning, there is clearly impetus through their delivery under the Council's housing programme.

107. As a result , I consider that there is clear evidence of delivery within five years and so I favour the Council's position on these 3 sites.

Windfall Allowance

108. The dispute over the windfall allowance concerns years 3,4, and 5 of the HLS period and the application of the Council's historic windfall delivery rates. The use of such rates has to be realistic, in line with paragraph 71 of the Framework. The appellant has pointed to the exceedance of the historical rate in the Council's trajectory, whilst the Council has stated that it has considerably exceeded the historical rate on a number of occasions.

109. The Council's windfall allowance reflects small sites that have not been identified but instead will arise through the course of the submission of planning applications. This sets the windfall allowance apart from the small sites that are found in the Council's HLS Document. It would result in an exceedance of the historical rate in particular in year 3 when both would apply. This is not a substantive reason to reduce the small site contribution so that the historical rate is maintained, given that both will come forward. I therefore favour the Council's position.

Conclusion

110. I find that housing completions will not be made within 5 years at Land to the north and east of Winchester Street, Botley; Land west of Allbrook Way, Knowle Hill; and Kings Copse Avenue, Botley. The site where I consider that housing completions will be made within 5 years but alterations need to be made to the Council's delivery rate is at Land west of Woodhouse Lane, Hedge End.

[9] Land at 30-32 Queens View, Netley; Land at 237 Chamberlain Road, Eastleigh; and Land at Station Road (Arch Theatre), Chandlers Ford

111. No alteration is to be made to Land west of Horton Heath and the sites in the Council's Housing Programme. With regard to these sites, the Council is clearly taking a proactive stance and in particular with Land west of Horton Heath the Council is committing a significant amount of resource to deliver a substantial development. This weighs significantly in my view with regard to demonstrating clear evidence of delivery. No alteration is to be made to the windfall allowance.

112. Overall, this results in a reduction of 337 units from the Council's trajectory. This means that the Council supply of deliverable sites is 4.7 years.

Benefits

The Provision of Housing and Mix

113. The proposal would make a contribution of 61 units towards the Council's minimum housing requirement figure and it would support the Government's objective under the Framework of significantly boosting the supply of homes. It would assist in reducing the shortfall against the deficit in the Council's 5 year HLS position, whilst also accepting that the extent of the shortfall is moderate. It would provide for a housing mix with the provision of both general market and affordable housing, and a variety of types of houses. Housing provision and mix attracts significant weight as a benefit.

Affordable Housing

114. Although the provision of 35% of the units as affordable housing would be required to ensure that the proposal would accord with Policy DM28 of the Local Plan, it would also have the greater benefit of enabling provision for those who would not be able to obtain general market housing.

115. The Council's affordable housing Local Plan target and monitoring data shows for the most recent years that the target has been exceeded. While clearly the Council is making good progress, it is a minimum target and those who are in need of affordable housing can be in an acute state related to homelessness, overcrowding or living in properties that are not fit for habitation, amongst other unacceptable situations. It is therefore necessary to consider both the Local Plan evidence and the housing register/waiting list. Overall, there is need for continued affordable housing provision so that all those in need can be adequately catered for. The delivery of affordable housing is also a corporate priority.

116. In taking these considerations together, affordable housing attracts significant weight as a benefit.

Economic Benefits

117. The proposal would benefit the economy through construction. The future occupiers would also support the economy through their expenditure and sustain existing services. Both the construction and operational phases would no doubt result in further employment. The proposal would also contribute towards broader economic growth through increased housebuilding. This accords with Central Government's economic objectives and at a time when it is fair to say that the country is facing economic challenges. Whether this is an appropriate, or 'right', location is though dependent on my views on suitability with regard to development plan and national planning policy.

118. With regard to the Framework, it would align with the aim of helping to build a strong and competitive economy. The weight to be attached to a specific proposal as regards supporting economic growth depends on its particular contribution within the broader ambit of where paragraph 81 of the Framework states that significant weight should be placed on the need to support economic growth and productivity. The economic benefits attract significant weight in its favour.

Biodiversity Net Gain

119. The proposal would provide for 10% Biodiversity Net Gain (BNG). As it stands, there is not a specified level of gain that is required to be provided under the policy framework. Policy DM11 of the Local Plan looks for a net gain of biodiversity on all development sites, whilst paragraph 174 of the Framework sets out that planning decisions should contribute to and enhance the natural and local environment by, amongst other matters, minimising impacts on and providing net gains for biodiversity. Paragraph 180 also refers to securing measurable net gains for biodiversity.

120. The appellant has assessed the biodiversity net change on site through applying DEFRA's Biodiversity Metric 3.1, which is a credible tool to aid decision-making on this issue. The net loss has then been calculated, as has the number of off-site units that would be needed to include the 10% gain. The units would be created in a site in the New Forest.

121. While there would be some loss of ecological value of the site by virtue of the proposal, this would be limited and more than compensated for through the BNG. As it would be a 10% gain, it would also exceed what is currently required under policy. As such, the BNG is a benefit. It attracts moderate weight in favour of the proposal.

Other Benefits

122. I would accept that some of the measures that are the subject of the Section 106 Agreement would give rise to a modest benefit because they would potentially have some advantage simply beyond mitigating against the needs of the future occupiers. They would also benefit existing residents. These include community infrastructure, public art, public open space (or recreational open space) and footpath improvements. The highways contribution measures would also be of such a benefit where they relate to bus travel, and improvements to pedestrian and cycle links.

123. A number of other purported benefits that have been put forward attract neutral weight. Matters in relation to accessibility of services are required to demonstrate policy compliance and I am not persuaded there is anything beyond this which is of a particular benefit. The same applies as regards that the site is not of high landscape value and the retention of boundary trees and hedges, in particular as I have found limited harm on character and appearance grounds, including design quality.

Other Matters

Previous Appeal Decision

124. The previous planning permission allowed on appeal concerned an outline scheme for up to 70 dwellings, with matters apart from access reserved. That permission has now lapsed.

125. The main issues in that appeal concerned the effect of that proposal on the character and appearance of the area, and whether the appeal site was sustainable in locational terms, having regard to the proximity and accessibility to local services and facilities. The Inspector also considered the settlement boundary issue, where the site at that time also was outside of it. The issues were considered against the policies of the then development plan, the LPR, and the version of the Framework that was in operation at that time.

126. My conclusions in relation to the character and appearance are similar to that of the previous Inspector who considered there was limited harm and conflict with the policies at that time. The same applies in relation to the accessibility to services in that the previous Inspector also found that proposal to be not unacceptable on this issue. As the previous scheme was in outline form, design quality was not before that Inspector and nor were highway safety related matters. As the Council has pointed out, there was a greater expectation at that time that the Hamble Lane Improvement Scheme measures would be implemented.

127. Matters in relation to EPS and Appropriate Assessment were dealt with in a different way in as far as it meant that the presumption in favour of sustainable development under the Framework at that time could not apply, even though the Inspector found there would not be an adverse effect. The Council could demonstrate a 5 year supply of deliverable housing sites at that time.

128. The appellant considers that there has been little change in relation to the development plan policies, including that the settlement boundary has not changed. However, the Local Plan sets out how much and what type of new development should be provided over the plan period and development principles guiding where it should be located. The Strategic Policies that it sets out are as a consequence of this. It is not simply the case of the settlement boundary being rolled forward into the Local Plan because this forms part of a broader more recently derived spatial strategy and over a different plan period.

129. The Local Plan at the time of the previous decision was only at an emerging stage and was given limited weight. The spatial strategy that the Council has embarked on through the Local Plan was not therefore a matter which that Inspector dealt with substantively. The Local Plan is therefore a considerable change in circumstances since the last appeal decision. In making a planning judgment, I am therefore entitled to reach my own conclusions in light of the adoption of the Local Plan in this regard and the weight which should be attached to the harm that arises.

130. The Inspector did find that the countryside policies of the former development plan were out of step with national policy, but consistency of the current policies with the Framework is not a matter that has been put to me. This is perhaps unsurprising given that the Local Plan was only adopted in April 2022. I deal with the HLS implications, which are also different from the

circumstances at the time of the previous decision, in my planning balance and conclusions.

European Protected Sites

131. The New Forest Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar site lie around 6km from the site. These designations relate to their habitats and species including birds, amongst others. The Solent and Dorset SPA, Solent and Southampton Water SPA and Ramsar Site, and the Solent Maritime SAC (Solent Sites) start approximately 180m from the site. These designations relate to their internationally important populations of bird species and habitats. It is not in dispute that the proposal is likely to have a significant effect on the internationally important interest features of the EPS, alone or in combination with other plans and projects.

132. There is agreement between the main parties and NE that a financial contribution towards the New Forest National Park Authority Habitat Mitigation Scheme would adequately mitigate recreational in-combination effects. With regard to 'in-borough' mitigation, there is not agreement between the Council and NE over the Council's related interim strategy. NE has suggested that the appellant could overcome this remaining part of its objection through bespoke mitigation, taking the form of Suitable Alternative Natural Greenspace.

133. Mitigation has not been put forward by the appellant in this form. However, the Section 106 Agreement provides for the New Forest Mitigation Strategy to be submitted to the Council for approval and which must be approved before development commences. Accordingly, this would provide the Council with the means to ensure that mitigation would be provided in relation to in-combination and 'in-borough' effects.

134. Nutrient loading of the Solent Sites would be mitigated off-site by way of a wetland creation scheme known as Meon Springs. The operator of that scheme has confirmed there is sufficient capacity and that the proposal has been provisionally allocated. A Nitrate Mitigation Strategy also forms part of the Section 106 Agreement. Surface water would be mitigated on site through permeable paving and storage provided by ponds and underground tanks, as well as measures built into the landscaping and treatment filters.

135. Recreation pressures on the Solent Sites would be mitigated by way of a financial contribution through the Section 106 Agreement based on the Solent Recreation Mitigation Strategy and the Council's Planning Obligations Supplementary Planning Document. Noise and vibration effects would be mitigated through the implementation of a Construction Environmental Management Plan.

136. Taking account of the above, the proposal would not have an unacceptable effect on the biodiversity interests of the EPS. Consequently, it would comply with Policy DM11 where it sets out to protect, conserve and enhance international designated sites and with the Framework where it concern sites of biodiversity, principles when determining applications and the protection that is afforded to habitats sites.

S106 Agreement Obligations

137. The obligations in the S106 Agreement bind the owner to covenants with the Council and the County Council. They concern contributions for community

infrastructure, healthcare, public open space, public art, the Solent Recreation Mitigation Partnership, air quality monitoring, highway contributions, a Traffic Regulation Order and footpath improvement. The obligations also concern affordable housing provision, on site open space land and play area, highway works, and Nitrate and New Forest Mitigation strategies.

138. The highway contributions include Hamble Lane Corridor improvements. As I have set out earlier in my decision, there is uncertainty over whether these will now occur. However, the contribution also includes bus subsidisation and infrastructure, and improvements to pedestrian and cycle links where such monies could be spent. Hence, the contribution is justified in this regard.

139. The highway works are concerned with access junction design and immediately associated works. If I was minded to allow the appeal, this could be ably dealt with through a 'Grampian' type planning condition. The Highway Authority also has its own powers in this regard under Sections 38 and 278 of the Highway Act 1980. This obligation is not thus justified.

140. Having regard to the evidence before me, it has been demonstrated that all of the obligations apart from the highway works are necessary to make the development acceptable in planning terms, directly related to the development, and reasonable in scale and kind. They accord with the tests that are set out in paragraph 57 of the Framework and the Community Infrastructure Levy Regulations (as amended, 2019), where they apply to each of the obligations. As a result, I have taken them into account in my decision. They address matters that are set out in the Council's fifth, sixth and seventh reasons for refusal.

Agricultural Land

141. Under the Agricultural Land Classification, the site is 3b. For the purposes of the Framework, it does not therefore constitute the best and most versatile agricultural land. The site is in any event in use for horsiculture. The loss of such land therefore attracts limited weight in my decision.

Planning Balance and Conclusion

142. With the conflict that I have identified with the development plan policies, the proposal conflicts with the development plan as a whole. Strategic Policies S1, S2, S3 and S5 are central in such a judgment because they deal with whether a proposal would be in a suitable location for housing as part of the spatial strategy of the development plan. The proposal would be in conflict with these policies.

143. The proposal would also not comply with Strategic Policies S1, S5 and S9, and Policies DM1 and DM33, as regards character and appearance, including design quality. The conflict would be limited given the level of harm that would arise. There would not be conflict with Strategic Policies S11 and S12 and Policy DM13 as regards character and appearance, including design quality, accessibility to services and highway safety related issues. These policies, along with the abovementioned Strategic Policies, are all consistent with the Framework.

144. The Council cannot demonstrate a 5 year supply of deliverable housing sites and so the policies which are most important for determining the application, namely the abovementioned Strategic Policies related to the spatial strategy,

are out-of-date. Even though the shortfall is moderate, it results in paragraph 11 d) ii. of the Framework being engaged. This means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. That the Local Plan is recently adopted does not prevent the application of paragraph 11 d) ii., with regard to how the presumption in favour of sustainable development operates.

145. In relation to the adverse impacts, the proposal would not be in a suitable location for housing and would have a limited adverse effect on the character and appearance of the area, including design quality. It would not comply with the spatial strategy of the development plan. I have found conflict with the policies in the Framework. I find the harm, when taken together, to be very significant. Set against this would be the addition of 61 dwellings to the housing provision and mix, the contribution to addressing the moderate shortfall against the 5 year HLS, the provision of affordable housing and the economic benefits. When these are considered with the other more moderate and modest benefits, overall, they attract significant weight in my decision.

146. I have taken into account the relevant matters in relation to the economic, social and environmental objectives of the Framework, notwithstanding these are not criteria against which every decision can or should be judged.

147. Taking these matters together, the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. As a result, the application of paragraph 11 does not indicate that permission should be granted. The proposal does not benefit from the presumption in favour of sustainable development.

148. In coming to my conclusion, I have considered all relevant matters that have been raised. The proposal conflicts with the development plan as a whole and there are no material considerations to outweigh this conflict. Accordingly, the appeal should be dismissed.

Darren Hendley

INSPECTOR

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Mr Paul Stinchcombe	Of Kings Counsel, instructed by Helen Devereux, Legal Services Manager, Eastleigh Borough Council
He called	
Councillor Keith House HonRTPI	Leader of the Council, Eastleigh Borough Council
Mr Gary Osmond BA Arch, MA LRTPI	Senior Planning Officer, Eastleigh Borough Council
Mrs Robyn Butcher BA(Hons) Dip LA, FLI	Director, The terra firma consultancy
Mr Matt Grantham BA(Hons),MSc	Principal Development Management Officer, Hampshire County Council
Mrs Emily Howbrook MRTPI, AssocRICS, CertCIH	Strategic Development Manager, Eastleigh Borough Council
Miss Rebecca Altman BA(Hons), MSc MRTPI	Principal Planning Officer, Eastleigh Borough Council
Mr Lloyd Exley MSc	One Horton Heath – Strategic Development Manager, Eastleigh Borough Council – consultancy basis *(Spoke during the Housing Land Supply Round Table Session)*
Mr James Ansell	Senior Project Officer Land Supply, Eastleigh Borough Council *(Spoke during the Housing Land Supply Round Table Session)*
Julia Davies	Senior Solicitor, Eastleigh Borough Council *(Spoke during the Planning Obligations Round Table Session)*

FOR THE APPELLANT:

Mr Christopher Boyle	Of Kings Counsel, instructed by Woolf Bond Planning LLP
He called	
Mr Luke Hillson, BSc(Hons), PGDip MRTPI	Design Director, Stantec
Mr Jeremy Smith BSc(Hons), Dip LA, CMLI	Director, SLR Consulting Limited
Mr John Wilde BEng(Hons), MIHT	Director, Charles & Associates Consulting Engineers Limited
Mr Mark Rose BSc(Hons), MSc, MCIEEM	Associate Ecologist, CS Environmental
Mr Steven Brown BSc(Hons), DipTP MRTPI	Principal, Woolf Bond Planning LLP

Mr Graham Ritchie, BSc(Hons), DipTP	Associate, Woolf Bond Planning LLP *(Spoke during the Housing Land Supply Round Table Session)*
Stephen Ball	Solicitor and Partner, Marshalls Solicitors *(Spoke during the Planning Obligations Round Table Session)*
Steve Carrington	FHL Planning *(Spoke during the Site Visit)*

INTERESTED PARTIES:

Lis Robinson	Local Resident
Amanda Jobling	Hamble Parish Council
Cllr Liz Jarvis	Eastleigh Borough Councillor for Hamble and Netley
Phil Riley	Local Resident (and spoke on behalf of Jennie Austin)
Jennie Austin	Local Resident *(Spoke during the Site Visit)*

INQUIRY DOCUMENTS

1 Illustrative Landscape Masterplan SL1-REV B
2 Letter and attachments from Persimmon Homes Limited, dated 19 November 2022 (submitted 18 October 2022)
3 Hamble Parish Council spreadsheets
4 Supplementary Ecology Statement, dated October 2022
5 Opening Submissions on behalf of the Appellants
6 Opening Submissions on behalf of Eastleigh Borough Council
7 Statement by Cllr Liz Jarvis
8 Jennie Austin statement
9 Lis Robinson statement
10 Appellant Name details
11 Hampshire County Council highway boundary plans
12 Details of the Council's representatives at the Housing Land Supply round table session
13 Biodiversity Interests round table session agenda (EBC and Appellant Notes)
14 Letters from Natural England dated 31 October 2022 concerning, respectively, planning ref: O/20/89498 land at Burnetts Lane, Fir Tree Lane and Allington Lane, Eastleigh and planning ref: F/20/89500 Land west of Burnetts Lane, Eastleigh, SO30 2HH
15 Agreement Pursuant to Section 106 of the Town and Country Planning Act 1990 and Section 111 of the Local Government Act 1972 relating to land at Satchell Lane, Hamble-Le-Rice, Southampton – Draft version
16 Landscape and Visual Comparison Tables Version No: V4, dated November 2022
17 Costs Application on Behalf of the Appellants
18 5yr Housing Land Supply Response Note: Horton Heath on behalf of Foreman Homes Ltd, dated 7 November 2022
19 Suggested parking location and site visit route
20 Response of Eastleigh Borough Council to the Appellant's Costs Application
21 CIL Compliance Statement (updated 13 October 2022)
22 List of Suggested Conditions-update 27 October 2022
23 Costs Application Reply on Behalf of the Appellants
24 Landscape and Ecological Management Plan, dated December 2020
25 Closing Submissions on behalf of Eastleigh Borough Council
26 Closing Submissions on behalf of the Appellants

DOCUMENTS RECEIVED FOLLOWING THE CLOSE OF THE INQUIRY

27 Agreement Pursuant to Section 106 of the Town and Country Planning Act 1990 and Section 111 of the Local Government Act 1972 relating to land at Satchell Lane, Hamble-Le-Rice, Southampton – Completed version
28 Natural England response to the Supplementary Ecology Statement, dated 28 November 2022
29 Appellant reply to Natural England response, dated 29 November 2022

6

19:40, 5 min

6 - Footpaths and Right of Way

Ian Underdown

Update.

7

19:45, 15 min

7 - Applications for Decision

Ian Underdown

Application No: CS/22/92277
Address: Hamble Airfield, Hamble
Description: HCC Consultation Request: Proposed extraction of sand and gravel, with restoration using imported inert restoration materials, the erection of associated plant and infrastructure and the creation of a new footpath and access onto Hamble Lane at Hamble Airfield
You can access the plans and documents via our portal CS/22/92277

Application No: H/22/94226
Address: 13 SATCHELL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HF
Description: Single storey front; two/three storey side; and single and two storey rear extensions; removal of roof and provision of second floor accommodation; together with alterations to site frontage to enlarge parking area
You can access the plans and documents via our portal H/22/94226

Application No: T/22/94409
Address: 84 HAMBLE LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HU
Description: G1 Mixed - Reduce surrounding trees back from property by 3m to maintain adequate distance.
You can access the plans and documents via our portal T/22/94409

Application No: H/22/94327
Address: ASTONS, 131A SATCHELL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HP
Description: Replace existing first floor front balcony with glass balcony and alterations to fenestrations
You can access the plans and documents via our portal H/22/94327

Application No: H/22/94268
Address: FARTHINGS, SCHOOL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4JD
Description: Single storey rear extension. Double front garage. Alterations to fenestrations and appearance of front of the property
You can access the plans and documents via our portal H/22/94268

Application No: H/22/94297
Address: FERNDALE, HIGH STREET, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4JF
Description: Demolition of the existing rear extension. Demolition of the outbuilding and garage. Two storey side and rear extensions. First floor front extension. Alterations to fenestration
You can access the plans and documents via our portal H/22/94297

Application No: H/22/94414

Address: THE LANTERNS, 9 SATCHELL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HF

Description**:** Retention of two painted wooden garden rooms. Parapets over flat roof and guttering(Retrospective application)

You can access the plans and documents via our portal H/22/94414

For Decision

8

20:00, 5 min

8 - Applications for noting

Ian Underdown

Application No: H/22/94072
Address: 39 VERDON AVENUE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HW
Description: Demolition of the existing conservatory. Full two storey rear extension. Part flat roof with lantern and pitched roof hipped. Canopy over front door. Alterations to fenestrations. Render whole house white except the first-floor front elevation which will be weatherboard cladding. All windows & doors to be grey
You can access the plans and documents via our portal H/22/94072

9

20:05, 5 min

9 - Applications Decided

Ian Underdown

Application No: F/21/91037
Address: 1 ROPE WALK, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HB
Description: Conversion from restaurant to 2no. residential dwellings (1no. two-bedroom and 1no. four-bedroom) with two-storey rear extension, addition of pitched roof to existing single storey rear projection, elevational alterations and internal changes to facilitate conversion.

Application Details T/22/94264 Consent under Tree Preservation Orders Decision 5 Jan 2023
Decision: Part Consent Part Refuse Trees
Proposal 1 no. Ash (T1)- Reduce crown by 2-3 meters. 1 no. Ash (T2) - Reduce crown by 2-3 meters. 1 no. Norway Maple (T3) - Formative prune by up to 1.5 meters and crown raise to 3 meters.
Location 3 SYLVAN LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4QG

NC/22/94333 Notification of proposed works to trees in conservation areas
Decision No Objection
Proposal 1 no. Magnolia Grandiflora (No. 001) - Crown reduction between 1-2m to reduce its weight as it has a significant lean.
Location ROYAL SOUTHERN YACHT CLUB, ROPE WALK, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HB

Application T/22/94098 Consent under Tree Preservation Orders
Decision: Refuse Tree Consent
Proposal 1 no. Oak (in the car park in the grounds of Folland Court)- Remove the big branch that looks deceased back to the trunk.
Location FLAT 19, FOLLAND COURT, 70 HAMBLE LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4JS

Application H/22/93707
Decision: Permit
Proposal Replacement of glazed wall and roof with parapet wall. Alteration to fenestrations
Location 22 CROWSPORT, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HG

Application H/22/93950
Decision: Permit
Proposal To demolish the existing outbuilding and propagator. To replace with more robust building.
Location LAYTON, HIGH STREET, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HA

For Information

10

10 - Exempt Business

Ian Underdown

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 in respect of the following item(s) of business on the grounds that it is/they are likely to involve the disclosure of exempt information as defined in paragraphs 1, 2, 3 of Part 1 of Schedule 12A of the Act. The Schedule 12A categories have been amended and are now subject to the public interest test, in accordance with the Freedom of Information Act 2000. This came into effect on 1st March 2006. It is considered that the following items are exempt from disclosure and that the
public interest in not disclosing the information outweighs the public interest in disclosing the information.

For Decision

11

11 - Enforcement Cases

Clerk - Hamble Parish Council

For Information