

Technical Note – Modal Filter/Shared Use Facility

Introduction

- 1.1 This Technical Note has been prepared in respect of the Blue Star Land Development Waterlooville.
- 1.2 Hampshire County Council's (HCC) letter dated 20th November 2025 (Ref .058293) is a recommendation for refusal of the Blue Star Land outline planning application Ref. APP/23/00471 and contains the following reasons for objection.

The Highway Authority therefore recommend refusal on the following grounds:

1. Access:
In the opinion of the Highway Authority, the proposals involve access arrangement(s) into the site that cannot be reconciled with the National Planning Policy Framework in that the access arrangement into the site would cause highway safety issues contrary to National Planning Policy Framework 116
2. Sustainable Transport Opportunities:
In the opinion of the Highway Authority, the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that it would result in users of the development being unable to make use of sustainable transport opportunities. This would result in an overreliance on the private car which is contrary to NPPF paragraph(s) 109, 111, 115, 117, and Hampshire County Council's LTP4
3. Travel Plan:
In the opinion of the Planning Authority the proposal involves development that cannot be reconciled with the National Planning Policy Framework in that there is insufficient provision of, or support for, sustainable transport options. This will create a greater number of trips via private car which will create a severe impact on the local transport network and the environment and is contrary to NPPF 109, 111, 115, 117, 118, and Hampshire County Council's emerging Local Transport Plan 4.

Extract from HCC Response: Page 9

- 1.3 In accordance with instructions from Savills, this Technical Note considers the matter of the "Modal Filter" discussed throughout the planning process and includes additional commentary following the November 2025 response from HCC.
- 1.4 This note also considers separate, specific matters requested to be addressed in this note, relating to site access visibility and the proposed shared use facility.

- 1.5 The following drawings have been updated to co-ordinate with the points raised in this document:

Drawing Ref.	Updates	Reason
GTWVILLE_BSL/SK/02/T	Cycle track alignment at connection with carriageway	To provide compliant visibility for cyclists joining the carriageway.
	Peasgood Lane Junction	Hatching provided to highlight shared surface and vehicle crossover (pedestrian priority).
	Signage and road markings added	To improve information for cyclists joining and leaving cycle track.
	Cycle sign relocated	To avoid obstruction to cyclists.
GTWVILLE_BSL/VT/01/H	Omission of vehicle manoeuvres into and out of internal private access.	The private access location and need will be dependent on the Reserve Matters Application (RMA) proposed layout and will be presented for review at RMA stage.
GTWVILLE_BSL/SK/17	New drawing showing Alternative layout to GTWVILLE_BSL/SK/02 without cycle track.	Layout complies with LTN1/20 whereby it is appropriate for cyclists to be accommodated on the carriageway based on traffic flows and design speed. Revised layout enables uncontrolled crossing to be relocated further from Peasgood Lane junction.

Modal Filter

- 1.6 In their November 2025 response, HCC maintain their view that a modal filter is necessary to make the scheme acceptable and its absence would be contrary to NPPF para 116 and reference back to their reasoning set out on 13th November 2024.
- 1.7 It is noted that HCC believe the submitted drawings (GTWVILLE_BSL/VT/01 Rev E) demonstrate the vehicle movements cannot be achieved in a *“safe and suitable manner when utilising Peasgood Lane to access and egress the proposed development. The modal filter would therefore prevent these movements from occurring and allow for better integration of cyclists to access Laxton Leaze for the segregated shared use provision”* [page 7 para 3 of Nov 25 HCC letter].
- 1.8 Drawing GTWVILLE_BSL/VT/01 Rev E (they also had receipt of Rev G) does not include any swept path analysis which is unachievable or unsafe. Peasgood Lane has 25mm upstand kerbs and a carriageway width of 4m (less than the minimum recommended width for a Tertiary Street) so is considered to be a shared surface where vehicles will enter the service margins when necessary to negotiate corners and to pass oncoming traffic.



Figure 1.1 Laxton Leaze looking towards the BSL Development.



Figure 1.2 Peasgood Lane looking towards Laxton Leaze

- 1.9 The photographs in **Figure 1.1 and 1.2** show the existing arrangement at the connection of Peasgood Lane with Laxton Leaze. The connection comprises a vehicle crossover whereby the Laxton Leaze footway is continuous and pedestrians have the right of way. A change in surface treatment prior to the crossing makes the crossing more perceivable to oncoming traffic and reinforces that this is not a standard major/minor priority junction. Therefore, vehicles approaching Laxton Leaze are required to slow and yield to pedestrians using the footway and then yield to all traffic, including cyclists, using the Laxton Leaze carriageway. Subsequently, vehicle speeds during any manoeuvre on to Laxton Leaze will be very slow.
- 1.10 The proposed access arrangements for the development will not change the operation above except that vehicles will also be able to turn left out of Peasgood Lane into the

development site access. The existing layout already allows vehicles to turn right out of Peasgood Lane and they can achieve this without encroaching beyond the defined vehicle crossover.

- 1.11 **Figure 1.3, Figure 1.4 and Figure 1.5** are extracts from **Drawing GTWVILLE_BSL/VT/01**, showing a large van, a fire tender and a large refuse vehicle respectively, negotiating the turn from Peasgood Lane into the development and vice versa. As for the existing condition, all vehicles will be able to negotiate the turn without encroaching beyond the defined vehicle crossover.

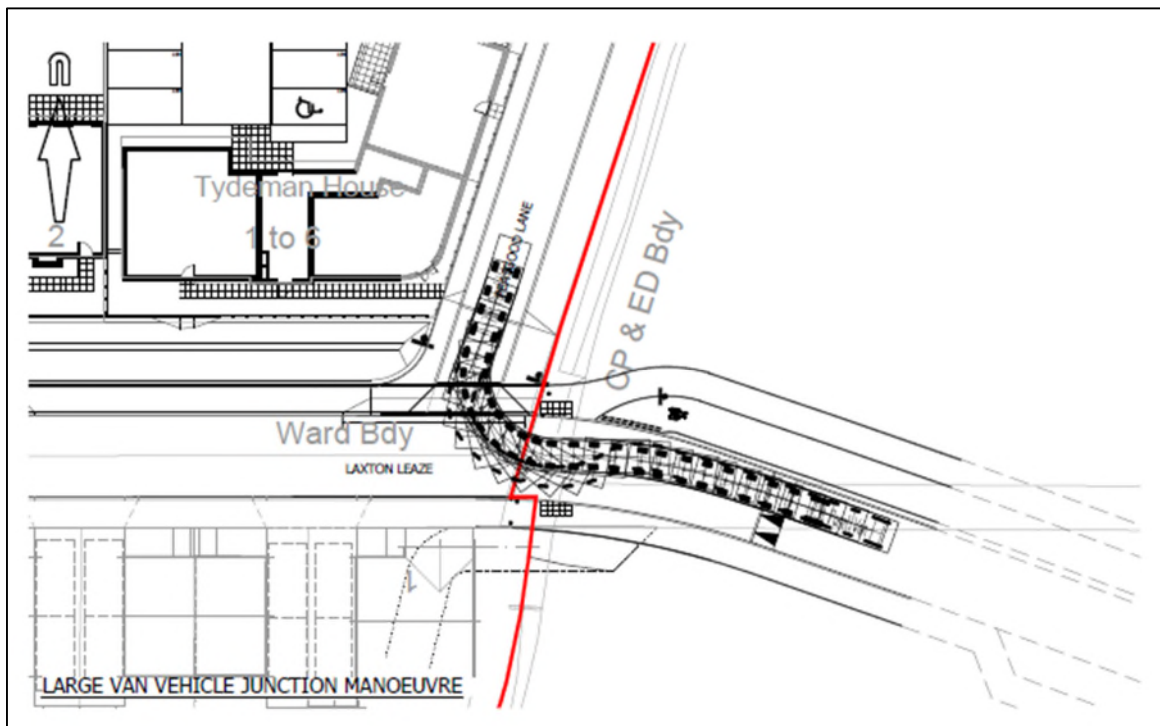


Figure 1.3 Extract from Drawing GTWVILLE_BSL/VT/01 – Large Delivery Van

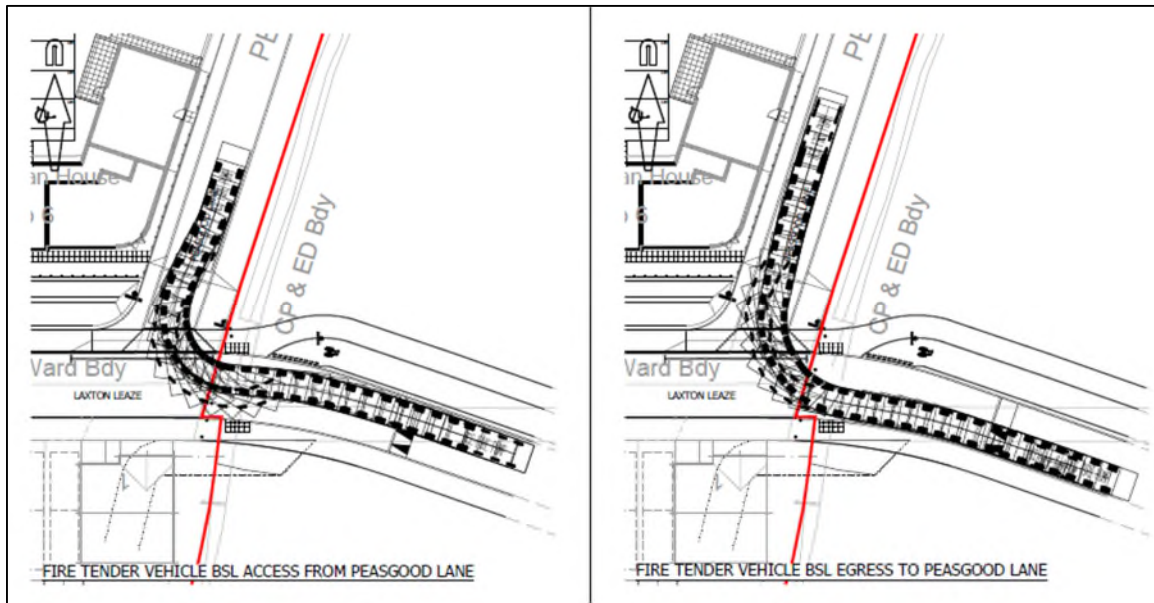


Figure 1.4 Extract from Dwg GTWVILLE_BSL/VT/01 – Fire Tender



Figure 1.5 Extract from Dwg GTWVILLE_BSL/VT/04 – Large Refuse Vehicle

- 1.12 All vehicles will use the full width of the carriageway throughout Peasgood Lane. This is acceptable provided there is adequate forward visibility to enable drivers to anticipate oncoming traffic. Hampshire Technical Guidance Note line TG/2 Section 3.2.8 sets out the acceptable limits for vehicles negotiating junctions. So, there will be no adverse impact on the operation of Peasgood Lane as a result of the proposed development. Furthermore, the Road Safety Audit has not raised any problem relating to the operation of the Peasgood Lane connection.
- 1.13 A copy of **Drawing GTWVILLE_BSL/VT/01 Rev H** and **Drawing GTWVILLE_BSL/VT/04** are provided in **Appendix A**.
- 1.14 We believe HCC's maintained objection is on the following premise:
- (1) that the previously submitted drawings do not show a refuse vehicle turning left from Peasgood Lane into the development access, which is a manoeuvre it may try.
 - (2) Additionally, as set out in their November 2024 response, the original concern relating to the general use of Peasgood Lane as a “cut-through” and interactions between pedestrians, cyclists and vehicles.

Refuse Access

- 1.15 On the first of these two issues, **Drawing GTWVILLE_BSL/VT/04** demonstrates that a refuse vehicle can negotiate the left turn out of Peasgood Lane into the site access, provided the service margins are used (as it has been designed to be used). Under the development proposals, the intent is that refuse access to the site would be achieved via Laxton Leaze on a route that can be pre-determined as part of their collection routing.

General Use of Peasgood Lane

- 1.16 In relation to the second point and with regard to the Peasgood Lane Modal Filter Feasibility report prepared by Mayer Brown (19th February 2025), it is noted that the estimated development trips likely to use Peasgood Lane are 29 vehicles in a 12 hour period. This was not disputed by HCC.
- 1.17 Base flows set out in the February 2025 Modal Filter Report identified 29 existing vehicles using Peasgood Lane (2.4 vehicles per hour average, or one every 25 minutes), with the development adding a further 29 over the same period.
- 1.18 These base and development flows are plainly not significant figures.
- 1.19 Indeed, it is noteworthy that the Modal Filter Report identified that the provision of a modal filter would actually introduce difficulties for HGV's currently using Peasgood Lane and included swept path analysis to that effect.

- 1.20 It is accepted that any large delivery/servicing vehicle (that is not a refuse vehicle) would not necessarily be subject to a pre-determined routing in the same manner but consider it likely that Laxton Lease will be the route of choice given the more generous geometric dimensions. Given that the HCC refuse vehicle is some 11.2m long and can access the site via Peasgood Lane, it is considered that the majority of large rigid vehicles could also do the same, with relative ease.

Conclusion (Modal Filter)

- 1.21 Reason for Refusal 1 above references Paragraph 116 of the NPPF which identifies that refusal could be warranted if there was unacceptable impact on highway safety or severe impacts. .
- 1.22 The arrangements have been subject to an independent Stage 1 Road Safety Audit which raised no highway safety concern in relation to leaving Peasgood Lane open to all traffic.
- 1.23 Naturally “severe” is open to an element of professional judgement but nonetheless a high bar, well beyond inconvenience or even moderate harm, and needs to be considered in the context of both the environment and vehicles flows involved. Having regard to the extremely low volumes of existing and proposed cars and cyclists using Peasgood Lane, it seems difficult to argue that severe impact could be a justifiable reason for refusal.

Visibility

- 1.24 It is noted that HCC accept that the visibility splays for cyclists can be achieved at the site access junction but dismiss the need for vehicular visibility on the basis a modal filter will be implemented and such visibility is not, therefore, required.
- 1.25 Notwithstanding this, **Drawing GTWVILLE_BSL/SK/02** demonstrates 2.4m x 25m vehicular visibility splays are achievable, which are commensurate to the design/layout of the junction.

- 1.28 Omitting the segregated facility would remove an element of complexity/interaction at the junction, simplifying the arrangement.
- 1.29 This would place cyclists on-carriageway, contrary to HCC's wishes. However, LTN 1/20 does permit this type of arrangement where traffic flows are <2,000 per day (which they would be), so does not contradict relevant guidance.
- 1.30 Furthermore, HCC Technical Guidance TG10 – Pedestrian and Cycle Facilities points towards the cyclists remaining on the carriageway stating:

3.1.6. The main primary roads through an area will need segregated cycle infrastructure in line with LTN 1/20, whereas local residential streets should be designed so that people can mix safely with other user groups. Providing space for each of these groups avoids conflict between them, increasing subjective safety, making cycling the instinctive choice. This need for separate spaces is reduced in local residential streets, but consideration of the likely interactions is important in ensuring safety.

And

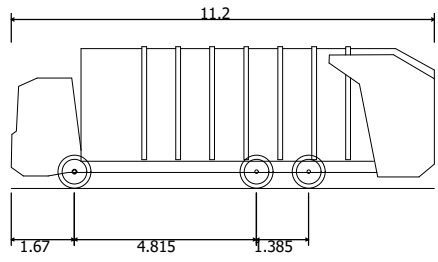
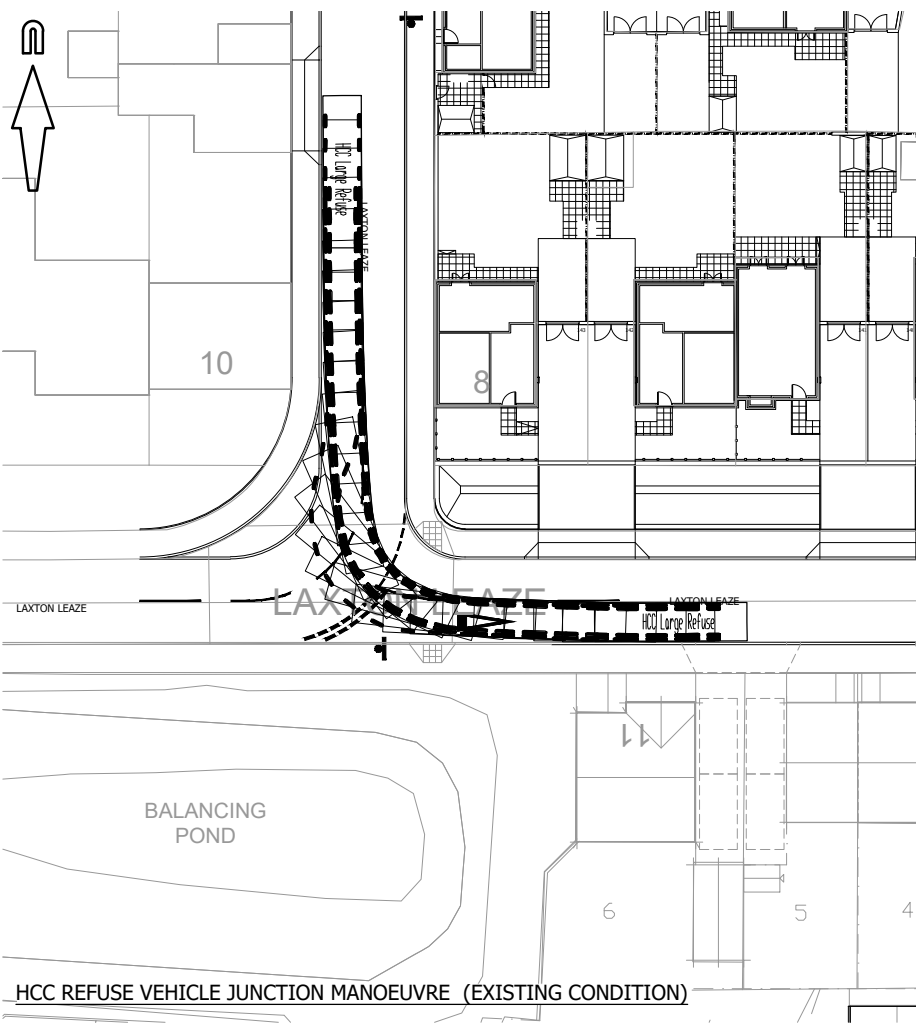
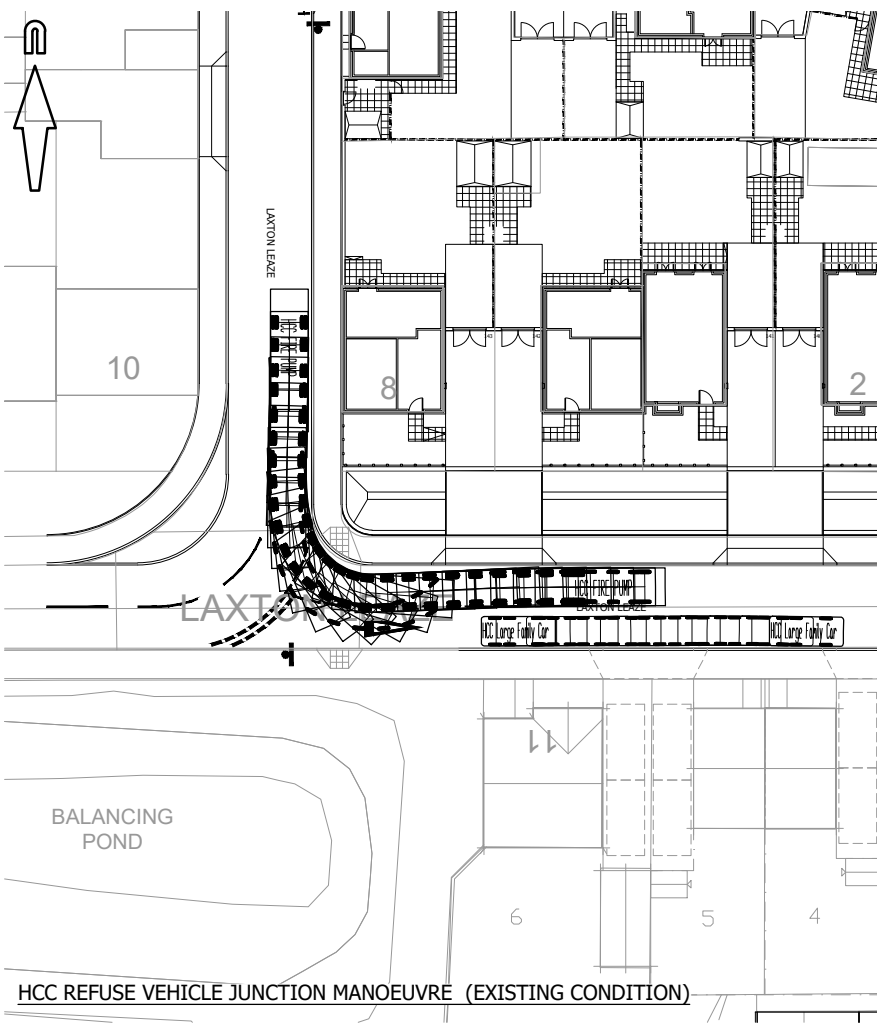
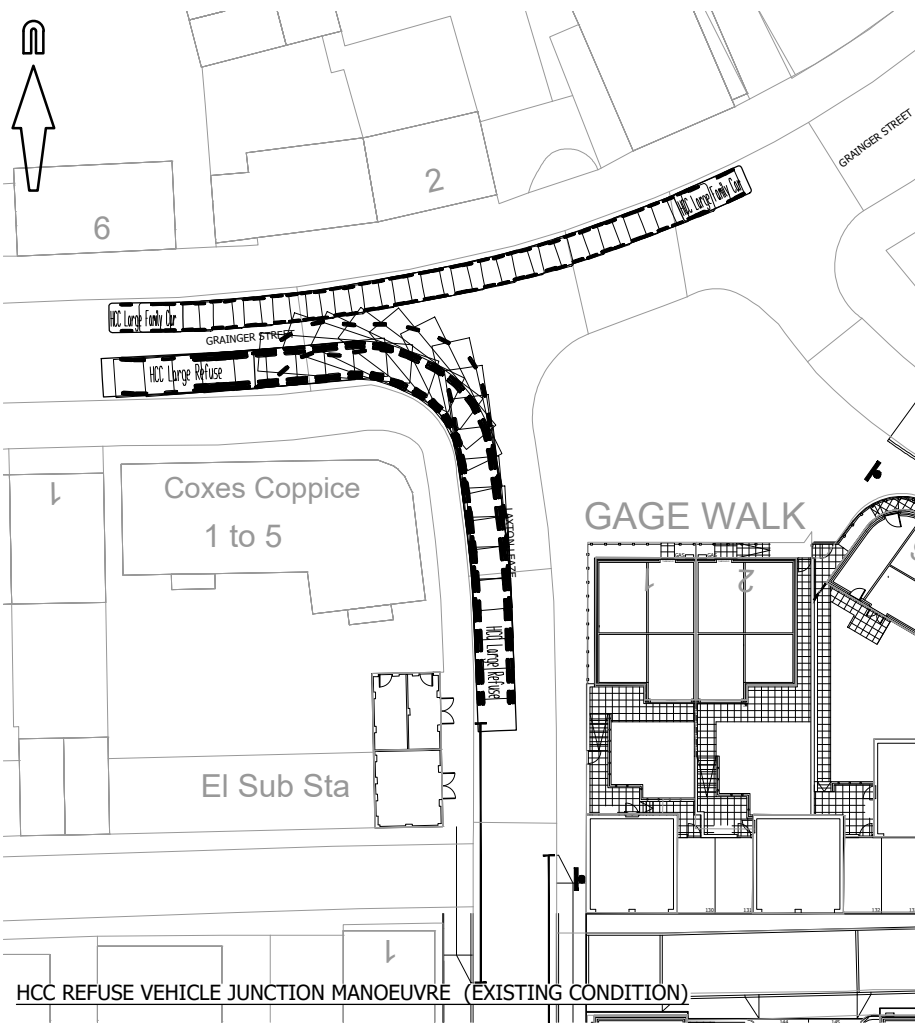
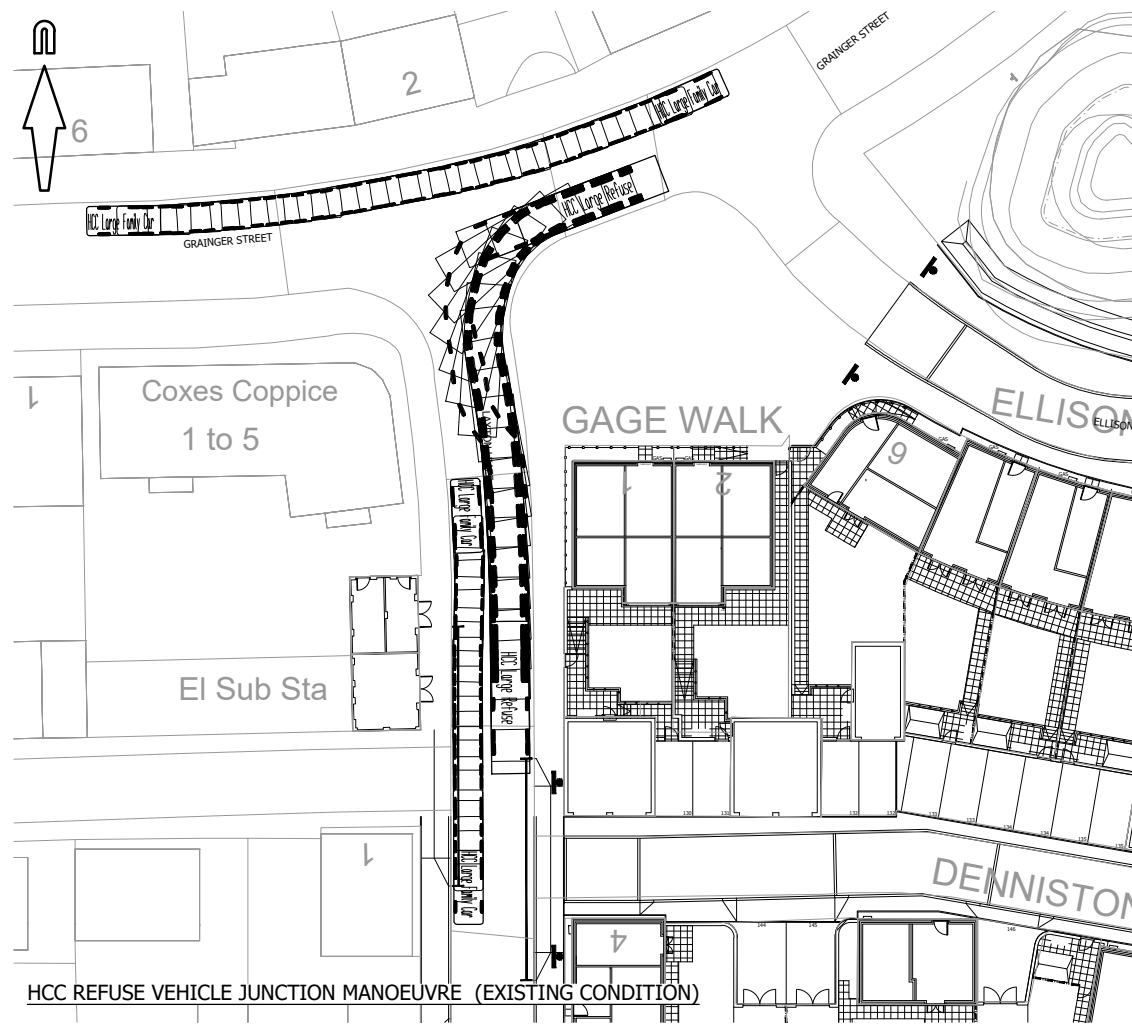
5.1.1. The preferred approach is to have full segregation between footways, cycle tracks and carriageway, using horizontal or vertical segregation (apart from low traffic streets within developments where speeds and traffic levels are low enough to enable cyclists to safely and comfortably use the carriageway).

- 1.31 Moreover, such an arrangement is consistent with the adjacent Berewood development site and would remove any inconsistencies for cyclists travelling across the wider site (as identified in the Stage 1 RSA, which recommended its removal).
- 1.32 Accommodating cyclists on carriageway is demonstrated at **Drawing GTWVILLE/SK/17** provided in **Appendix C**, illustrating the simplified arrangement.
- 1.33 The applicant is content to implement either option shown on **Drawing GTWVILLE/SK/02 Rev T** or **Drawing GTWVILLE/SK/17**.

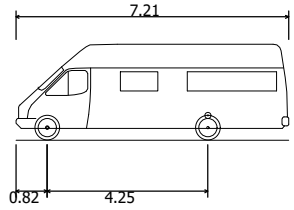
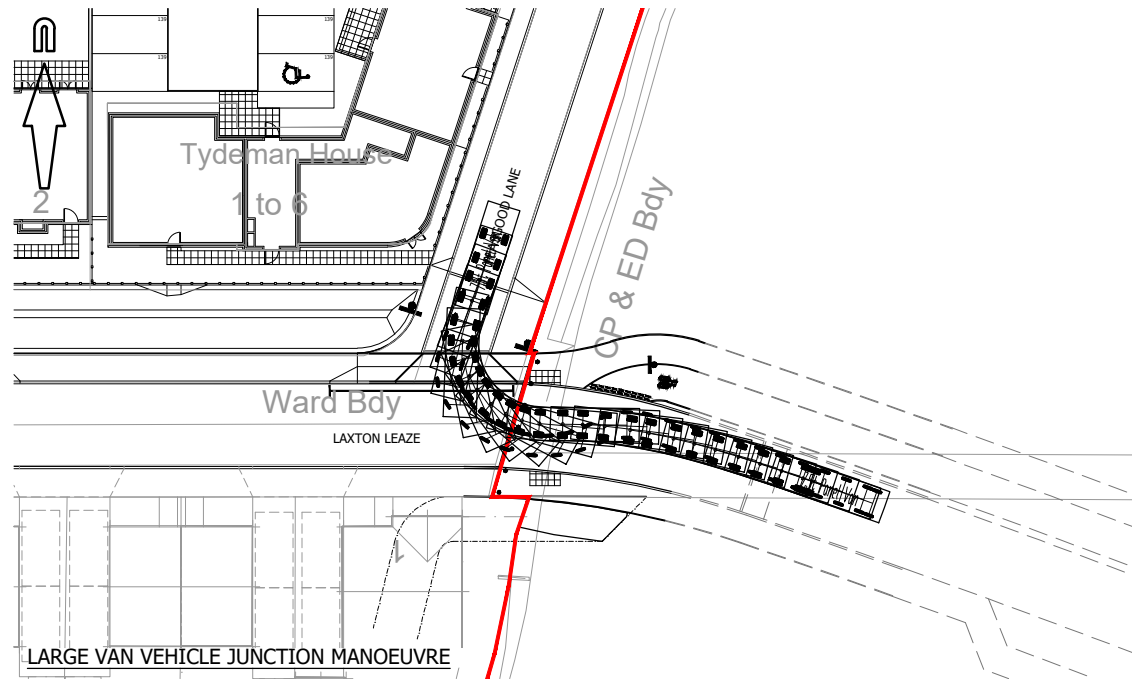
Author: RA/AJP/NE

Date: 6th February 2026

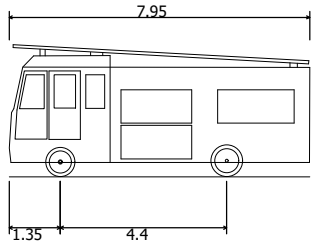
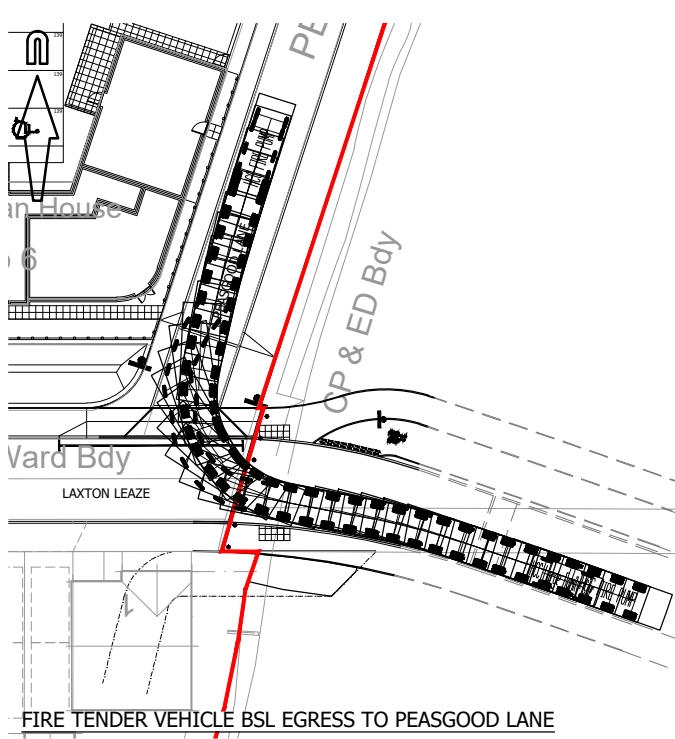
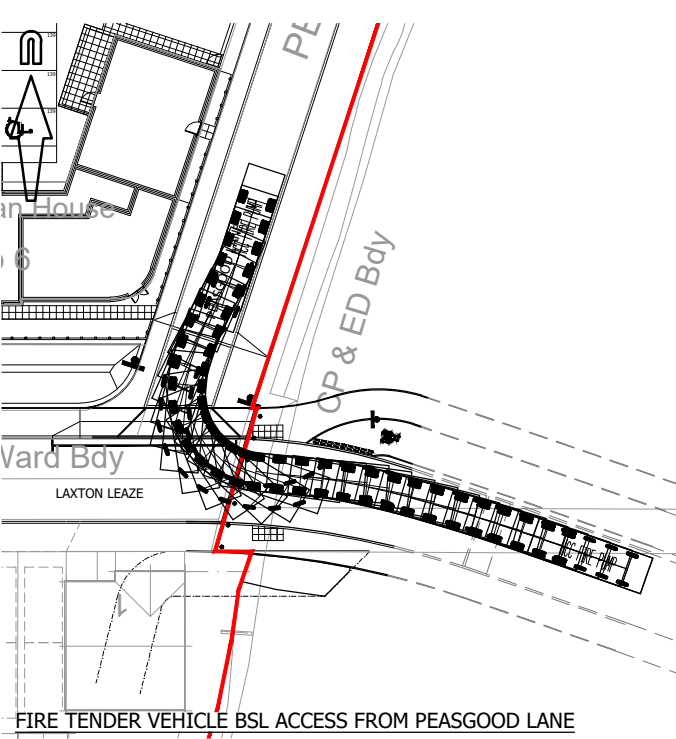
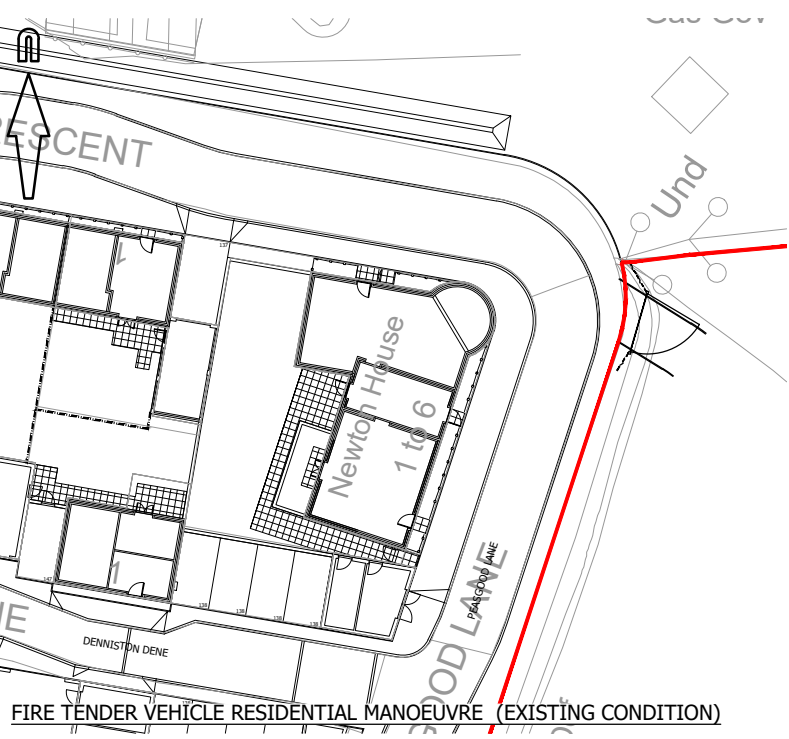
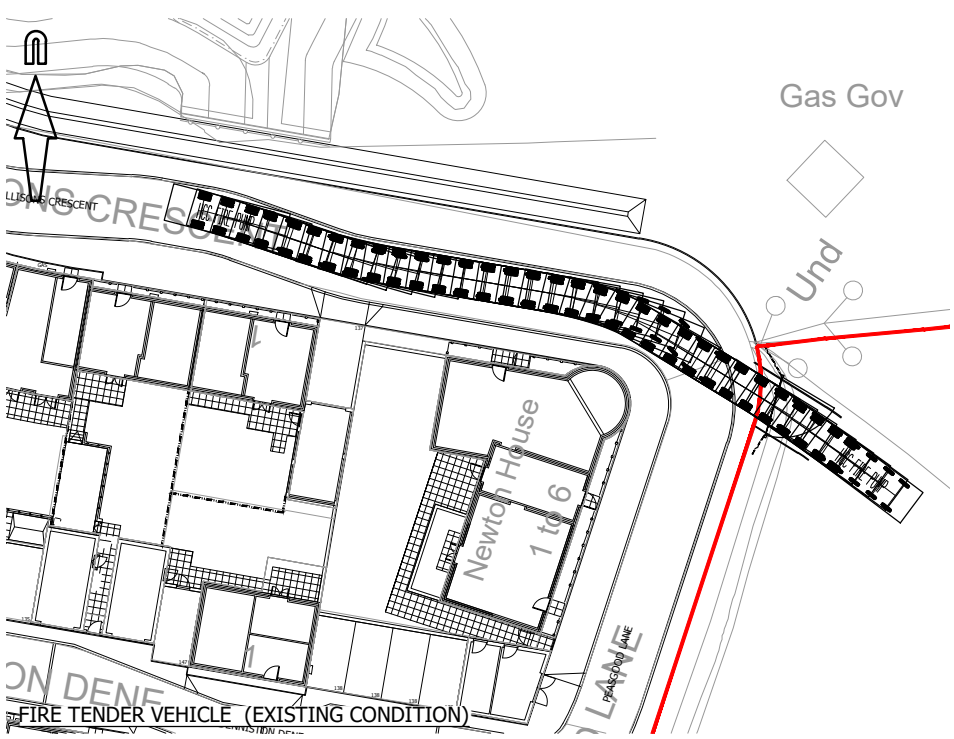
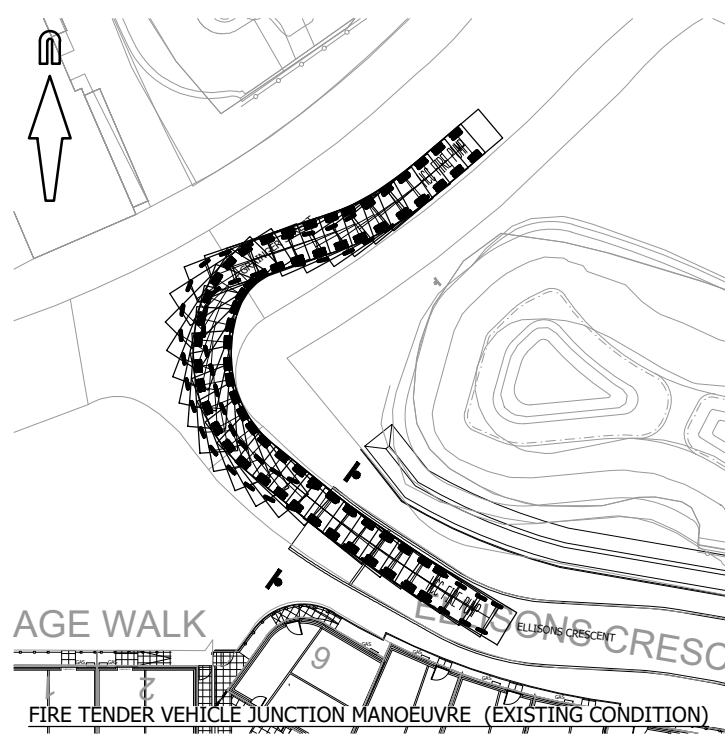
APPENDIX A: Drawing GTWVILLE/VT/01 & GTWVILLE/VT/04



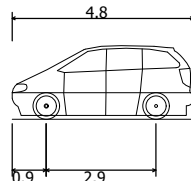
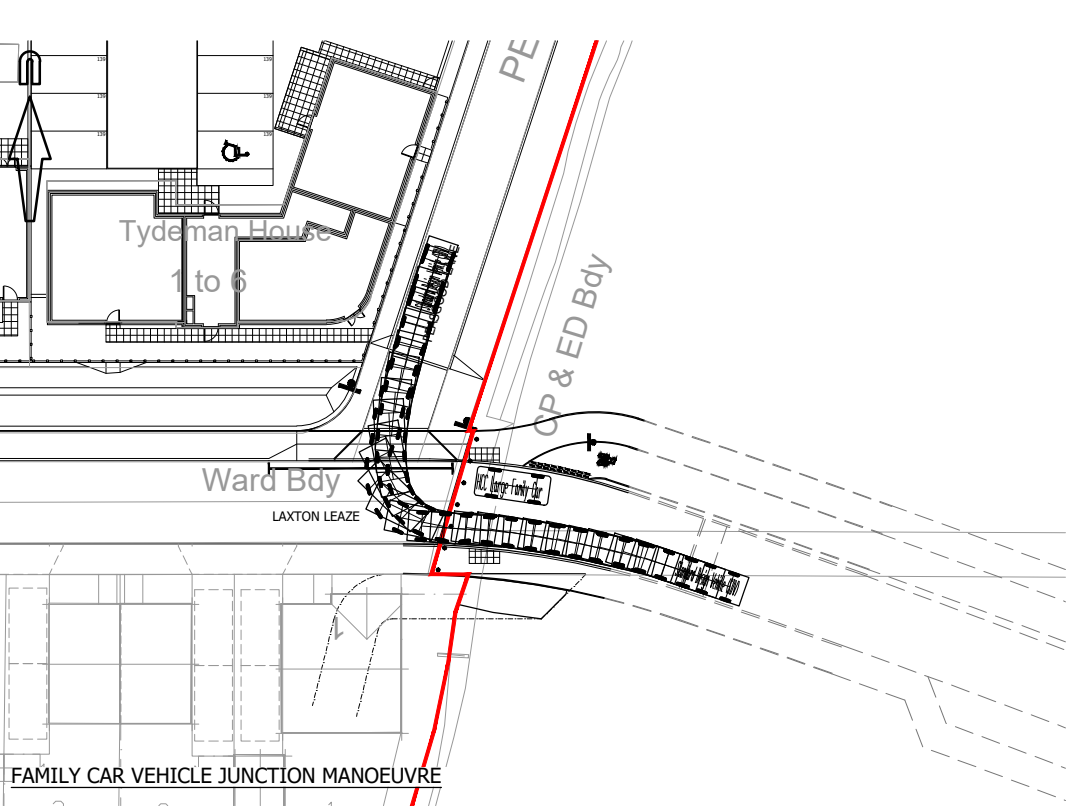
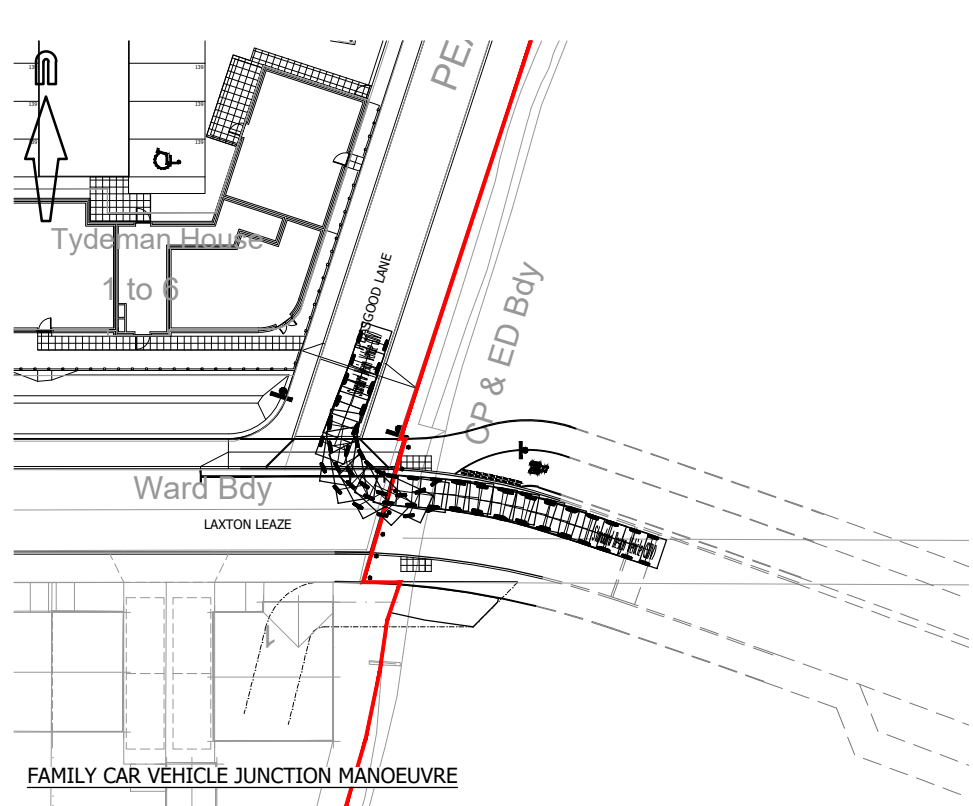
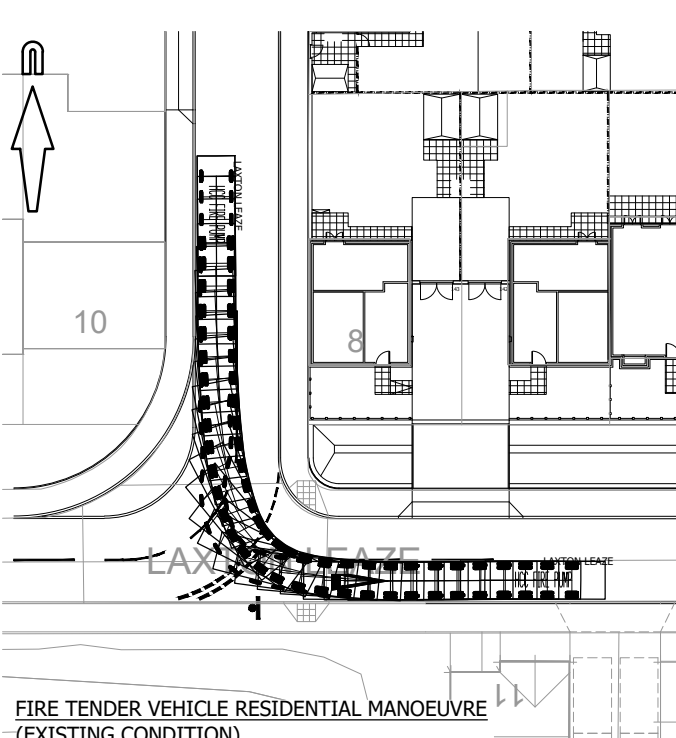
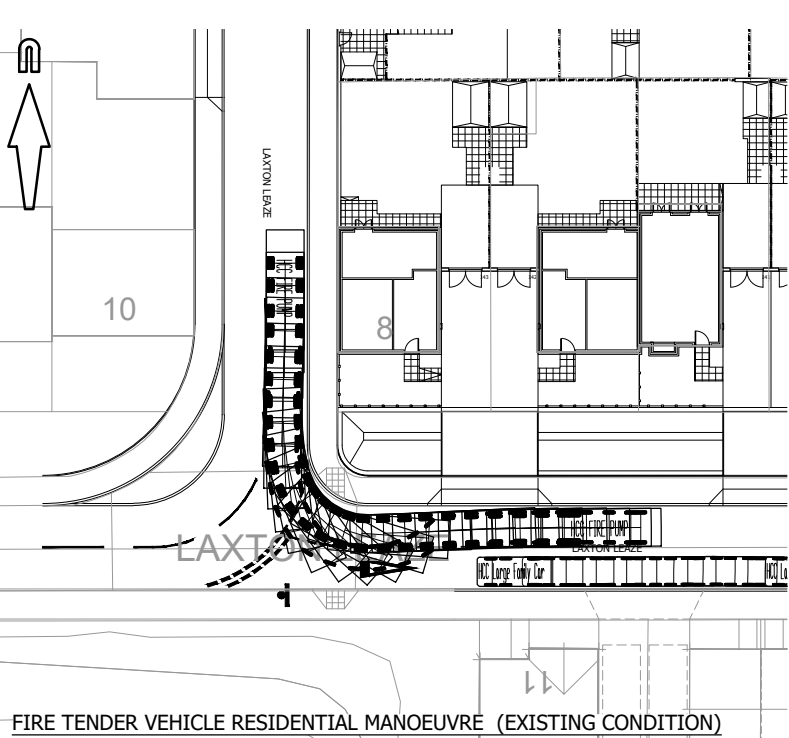
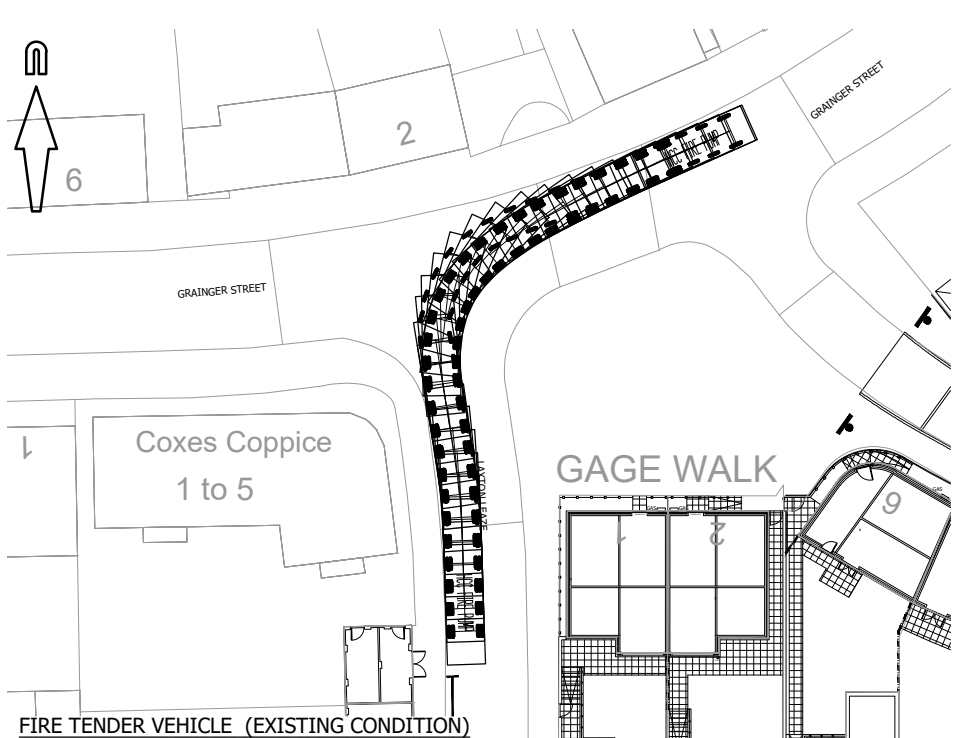
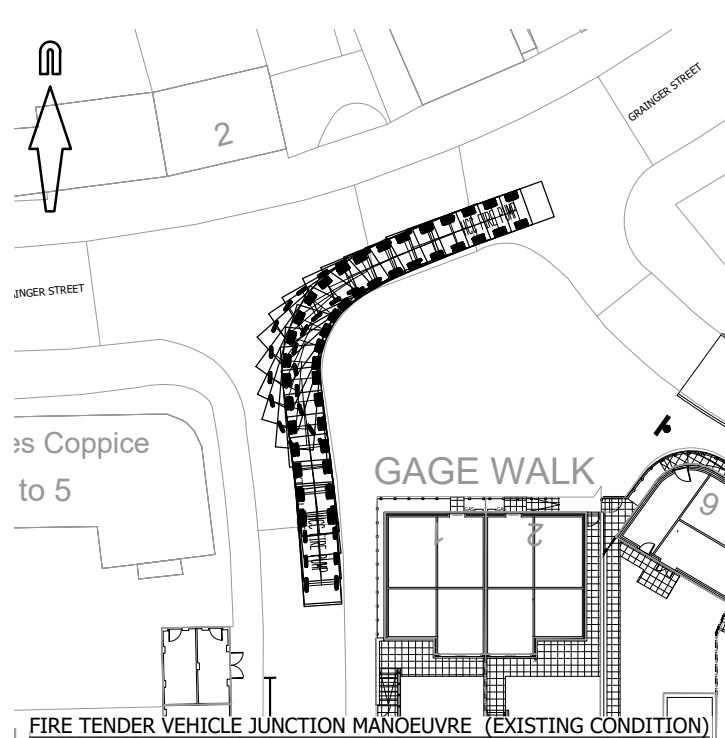
Phoenix 2 Duo (P2-15W with Elite 6x4 chassis)
Overall Length 11.200m
Overall Width 2.530m
Overall Body Height 3.751m
Min Body Ground Clearance 0.304m
Track Width 2.500m
Lock to lock time 4.00s
Kerb to Kerb Turning Radius 9.500m



7.5t Panel Van
Overall Length 7.210m
Overall Width 2.192m
Overall Body Height 2.544m
Min Body Ground Clearance 0.316m
Track Width 1.865m
Lock to lock time 4.00s
Kerb to Kerb Turning Radius 7.400m



HCC FIRE PUMP
Overall Length 7.950m
Overall Width 2.500m
Overall Body Height 3.498m
Min Body Ground Clearance 0.383m
Max Track Width 2.400m
Lock to lock time 6.00s
Kerb to Kerb Turning Radius 7.750m



Standard Design Vehicle (SDV)
Overall Length 4.800m
Overall Width 2.000m
Overall Body Height 1.950m
Min Body Ground Clearance 0.100m
Track Width 2.000m
Lock to lock time 4.00s
Wall to Wall Turning Radius 6.000m

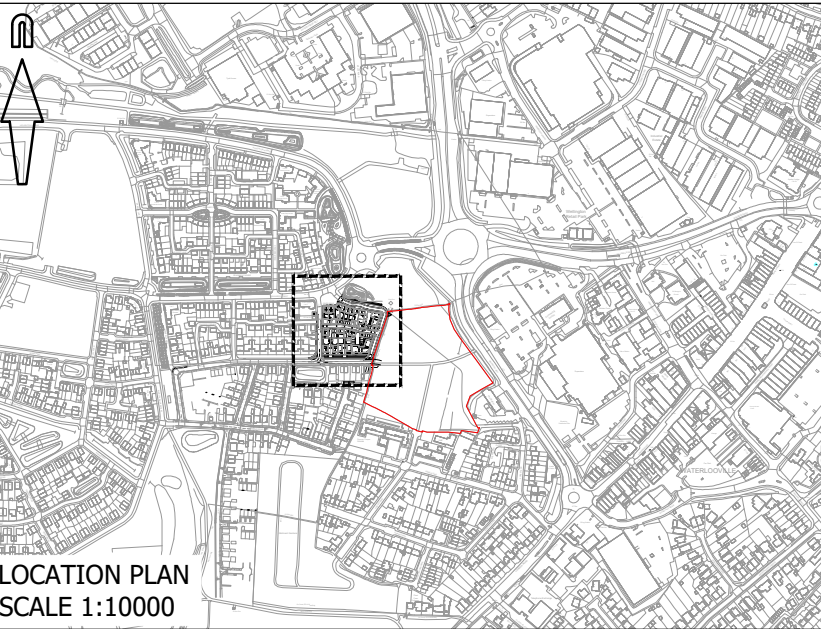
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NOTES.

1. TRACKING SPEED OF 10mph FOR FORWARD MANOEUVRES AND 5mph FOR REVERSING MANOEUVRES.
2. MANOEUVRES INTO AND OUT OF PEASGOOD LANE WILL BE SUBJECT TO POTENTIAL CLOSURE OF PEASGOOD LANE / LAXTON LEAZE ACCESS TO MOTORISED TRAFFIC.



FOR APPROVAL
NOT FOR CONSTRUCTION

H	Private access maneuvers omitted.	RHA	04/02/2026
G	Fire Tender details updated. Tracks & Note 2 added.	RHA	14/10/2025
F	Development boundary updated.	RHA	18/09/2025
E	Development boundary updated.	RHA	18/08/2025
D	RLB amended following client comments 16/07/2025.	RHA	01/08/2025
C	Note for tracking speed added.	RHA	14/07/2025
B	Additional vehicles added.	RHA	14/02/2025
A	Road alignment revised. Tracking updated.	RHA	03/12/2024

rev.	amendment	checked	date
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client **grainger plc** Investing in homes since 1912

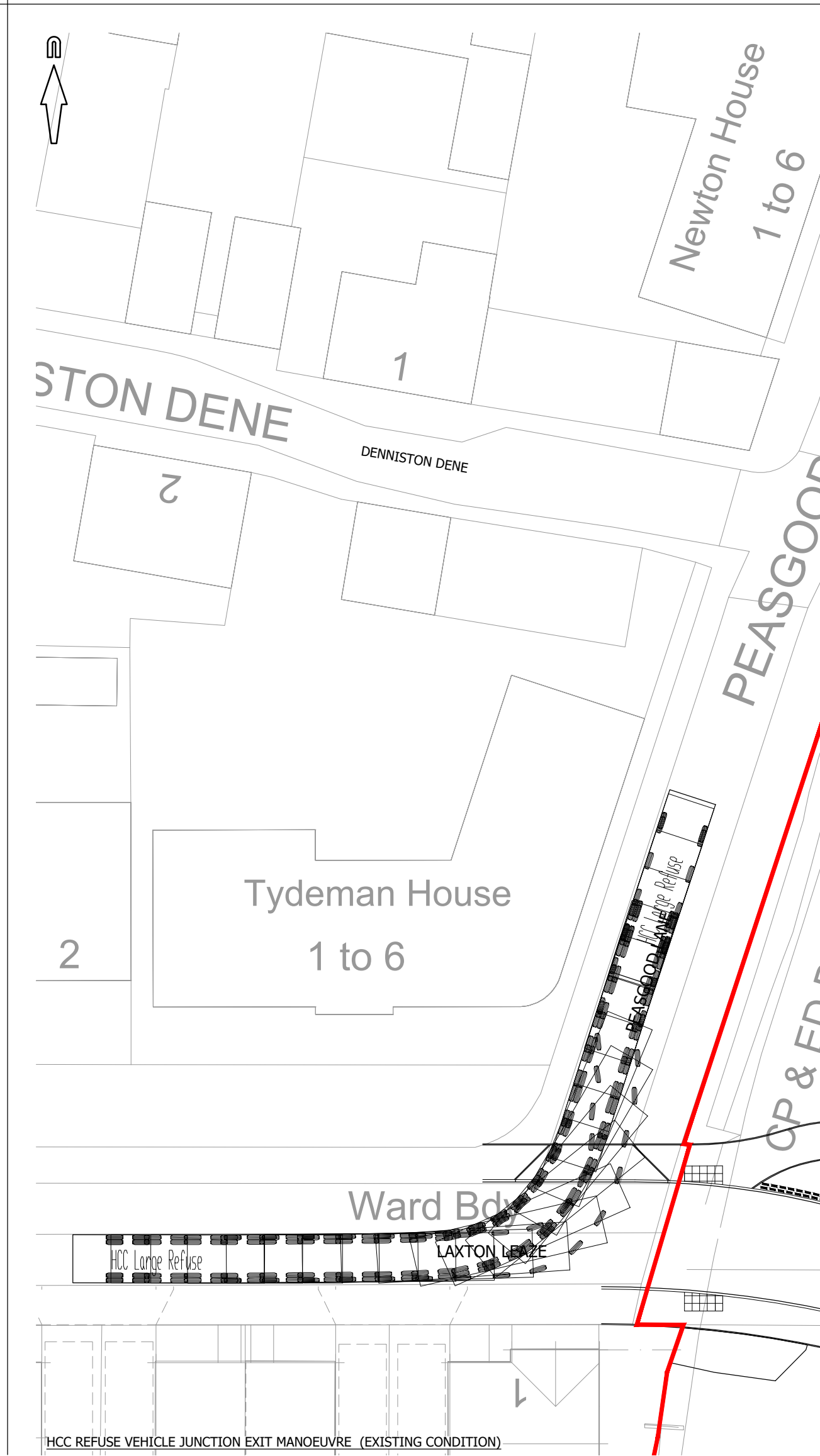
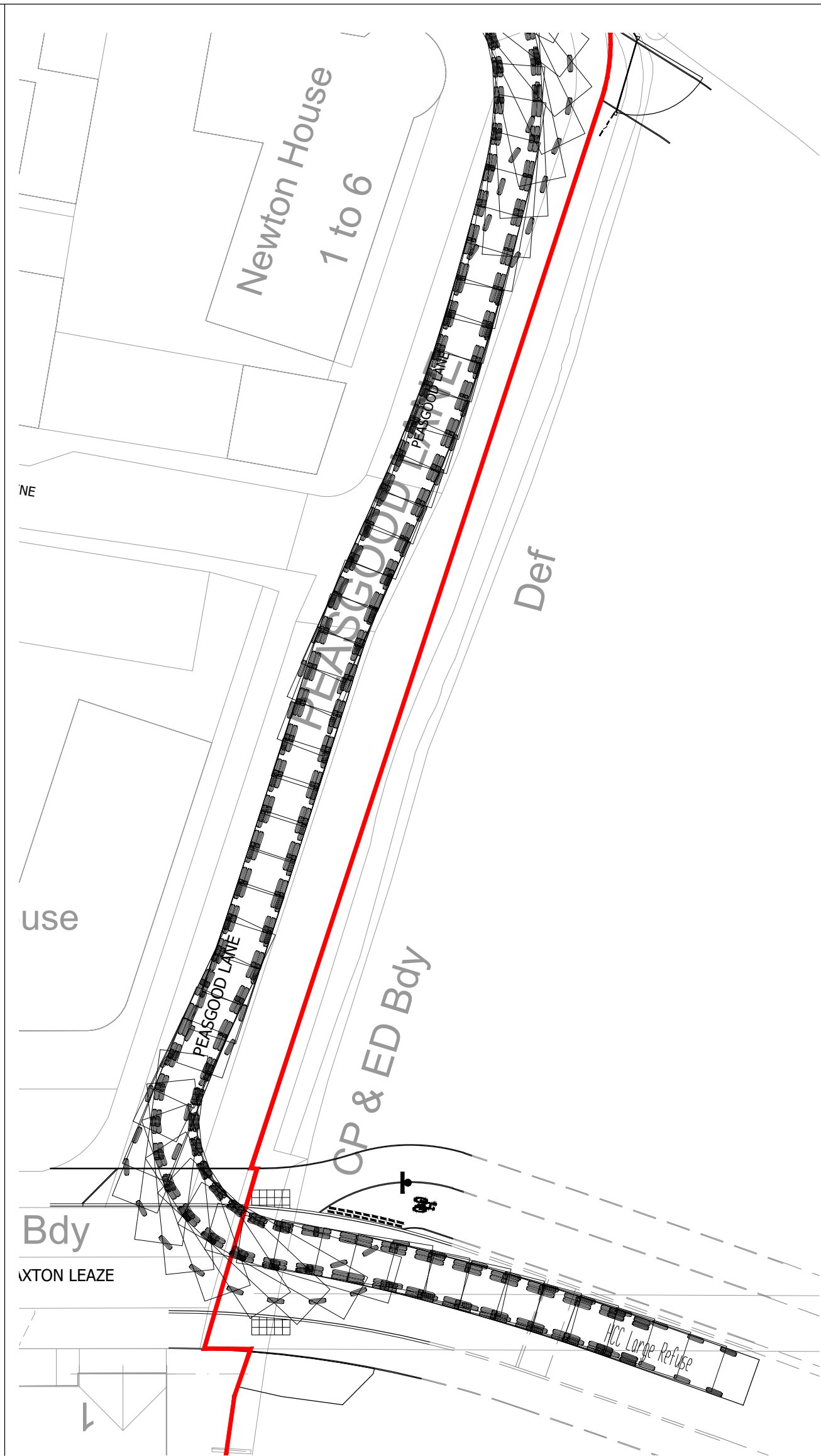
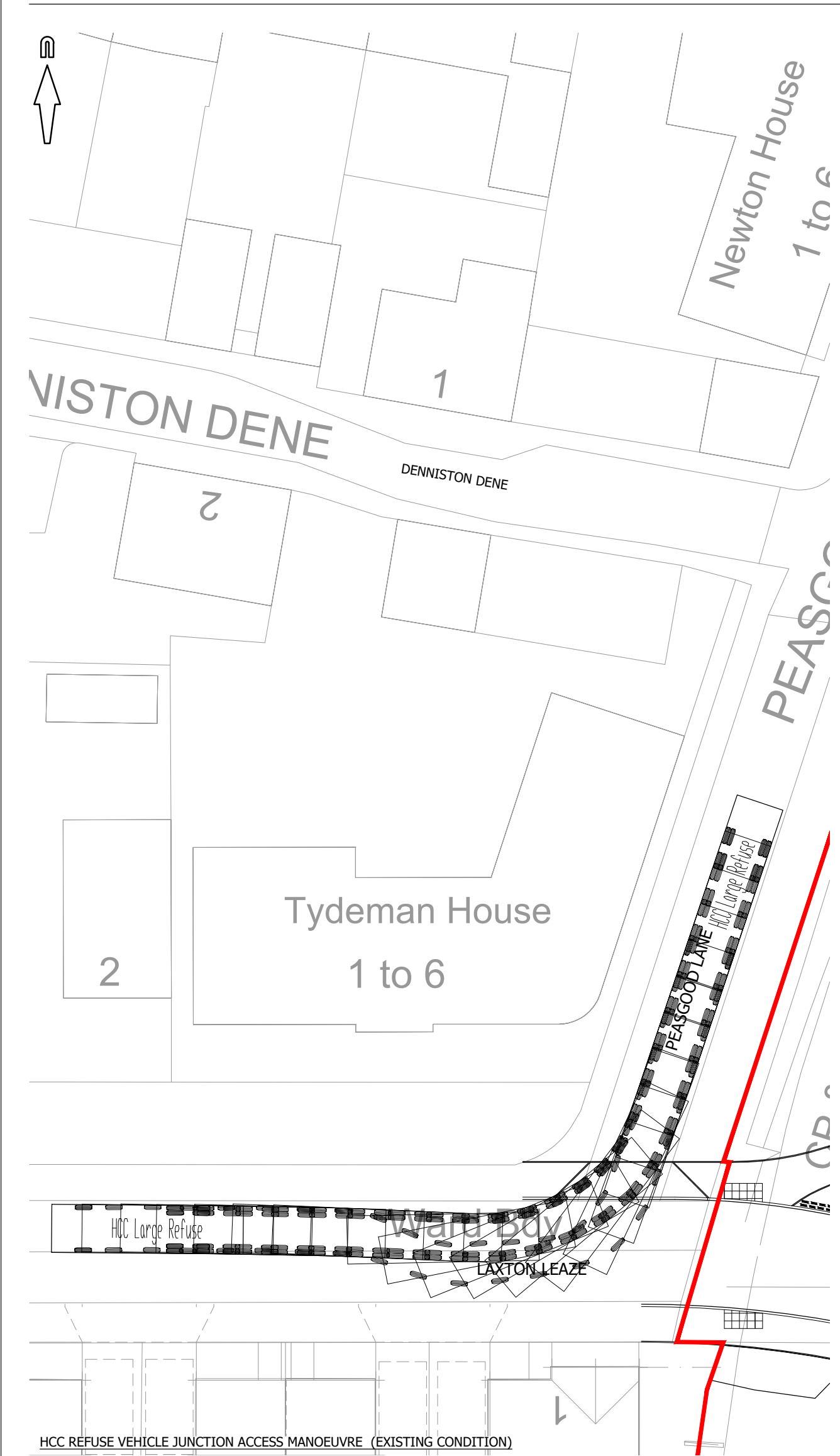
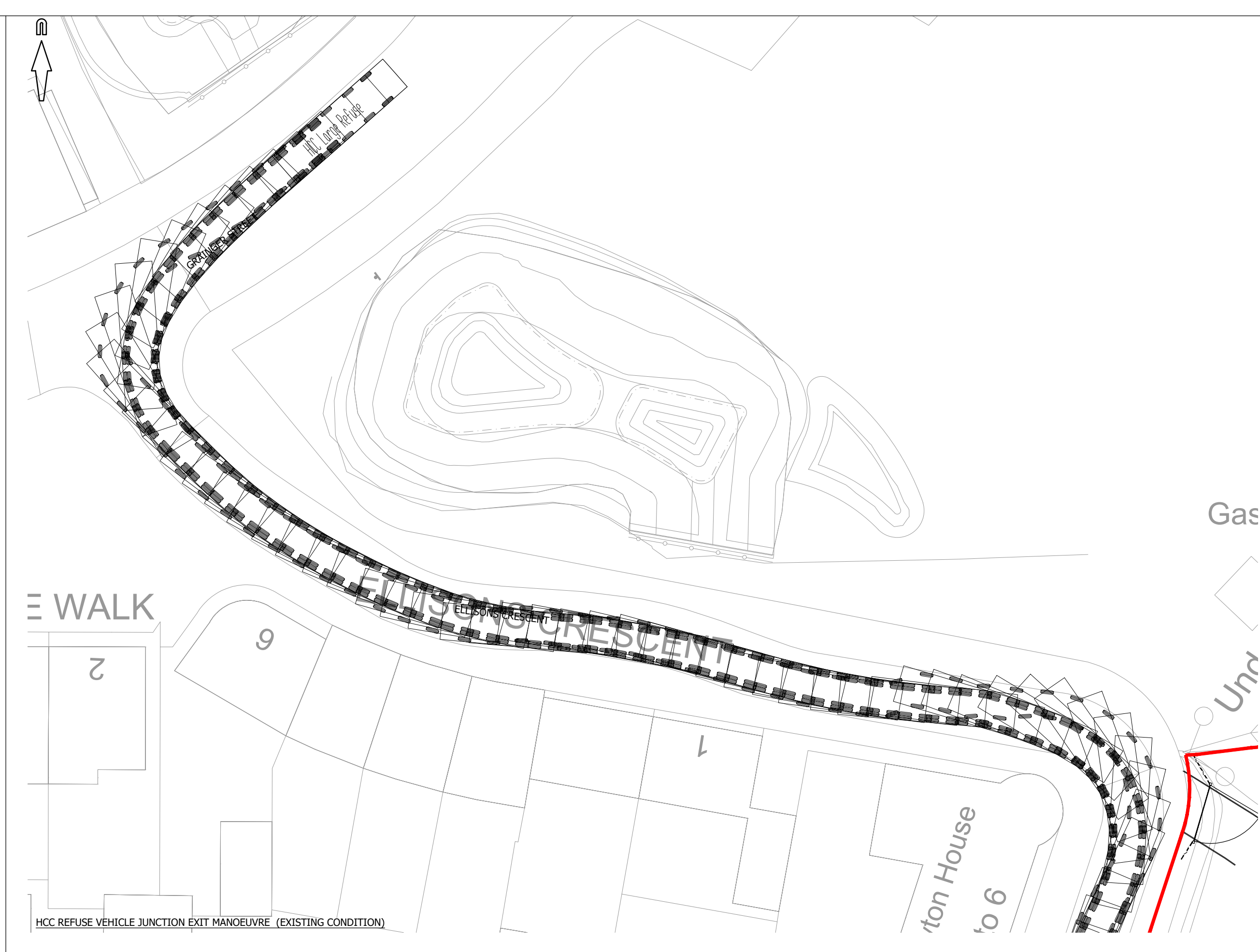
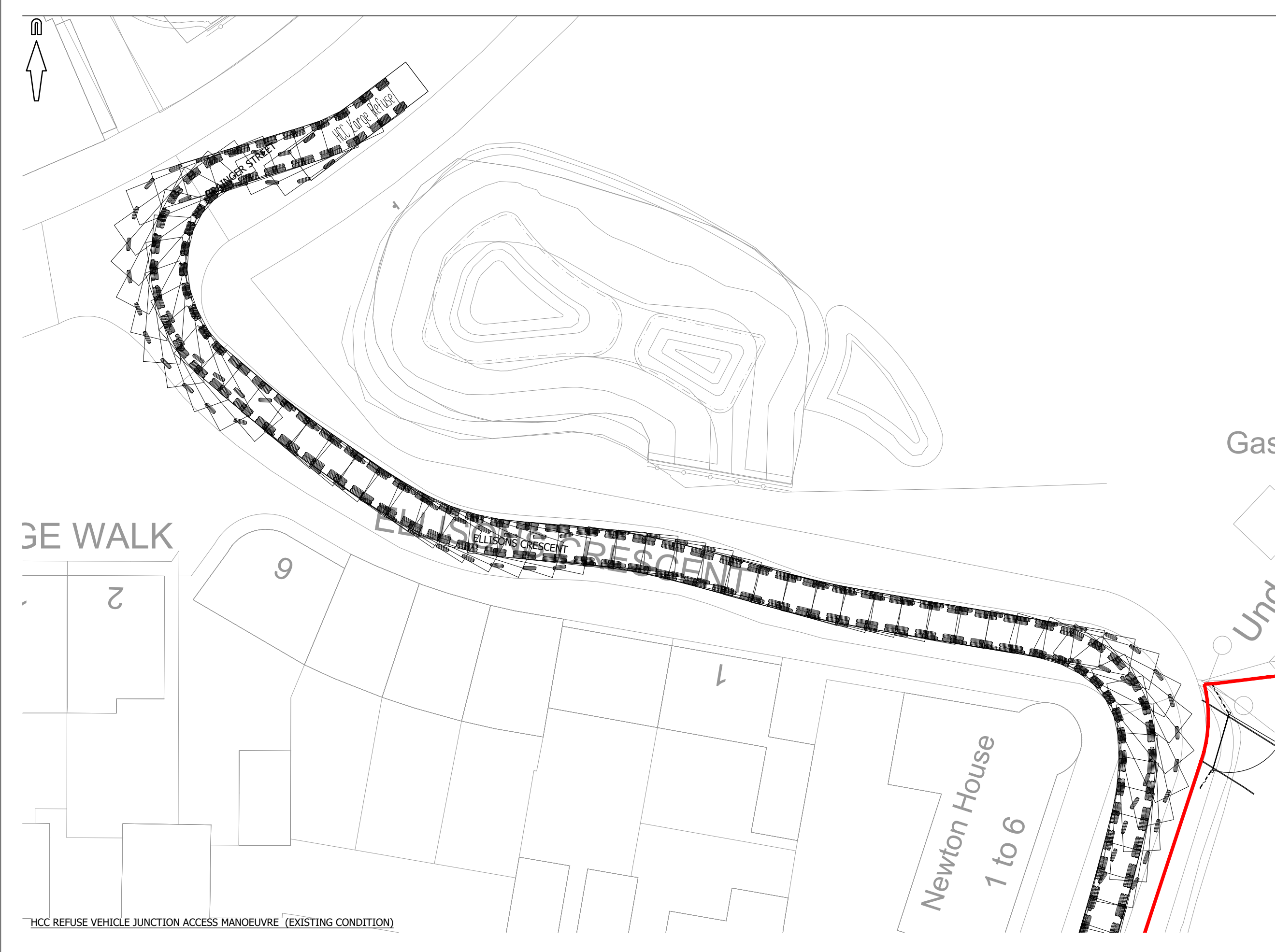
project **BLUE STAR LAND WATERLOOVILLE**

scale	1:500	drawn by	NT	checked by	RHA
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date	JULY 2024	cad file	VT_01.DWG
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title **VEHICLE TRACKING DIAGRAMS**

drawing number	GTWVILLE_BSL/VT/01	rev.	H
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NOTES.

- TRACKING SPEED OF 10mph FOR FORWARD MANOEUVRES AND 5mph FOR REVERSING MANOEUVRES.
- MANOEUVRES INTO AND OUT OF PEASGOOD LANE WILL BE SUBJECT TO POTENTIAL CLOSURE OF PEASGOOD LANE / LAXTON LEAZE ACCESS TO MOTORISED TRAFFIC.

Phoenix 2 Duo (P2-15W with Elite 6x4 chassis)
Overall Length 11.200m
Overall Width 2.530m
Overall Body Height 3.751m
Min Body Ground Clearance 0.304m
Track Width 2.500m
Lock to lock time 4.00s
Kerb to Kerb Turning Radius 9.500m

LOCATION PLAN
SCALE 1:10000

FOR INFORMATION
NOT FOR CONSTRUCTION

rev.	amendment	checked	date

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client **grainger plc**

project **BLUE STAR LAND
WATERLOOVILLE**

scale	1:250	drawn by	NT	checked by	RHA
date	JANUARY 2026	cad file	VT_04_05.DWG		

title

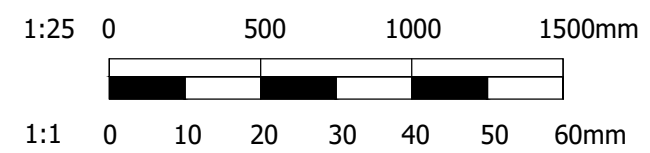
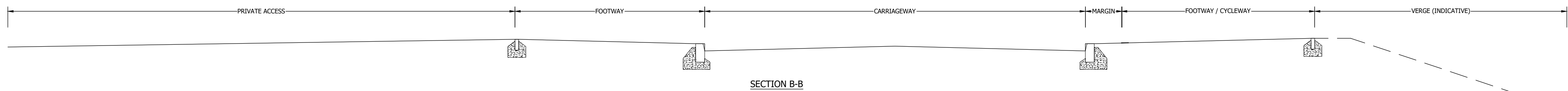
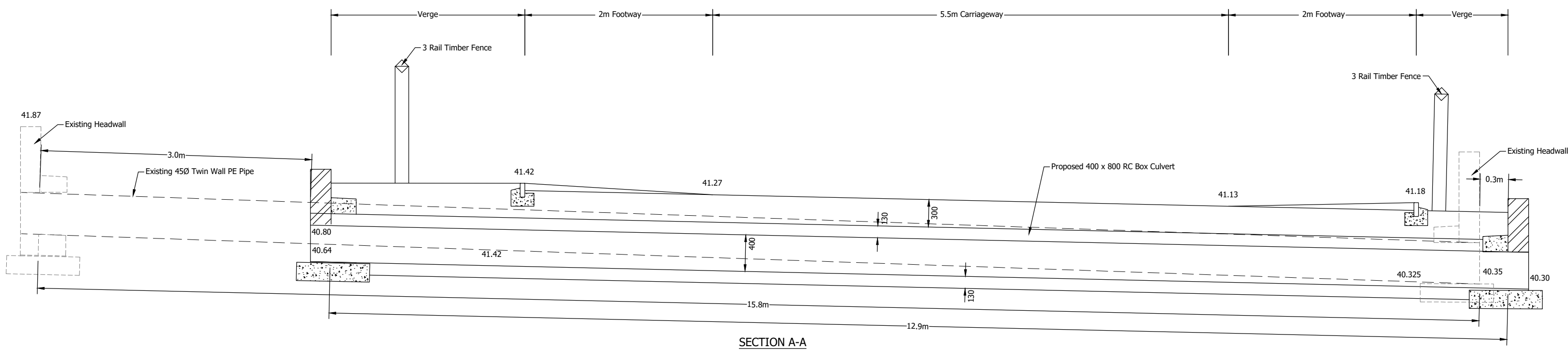
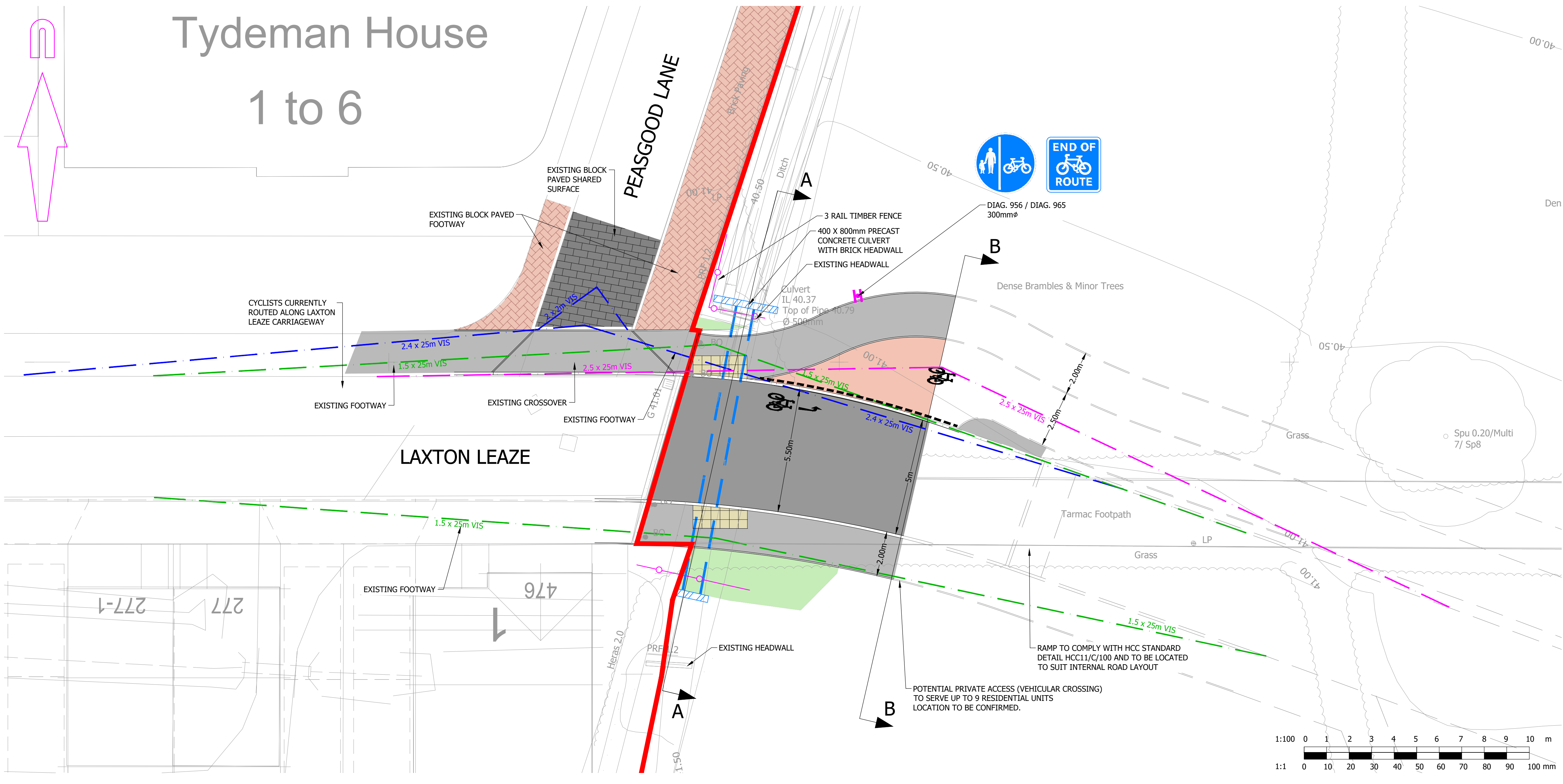
**REFUSE VEHICLE TRACKING DIAGRAM
PEASGOOD LANE**

drawing number	rev.
GTWVILLE_BSL/VT/04	-

APPENDIX B: Drawing GTWVILLE/SK/02 Rev T

Tydeman House

1 to 6



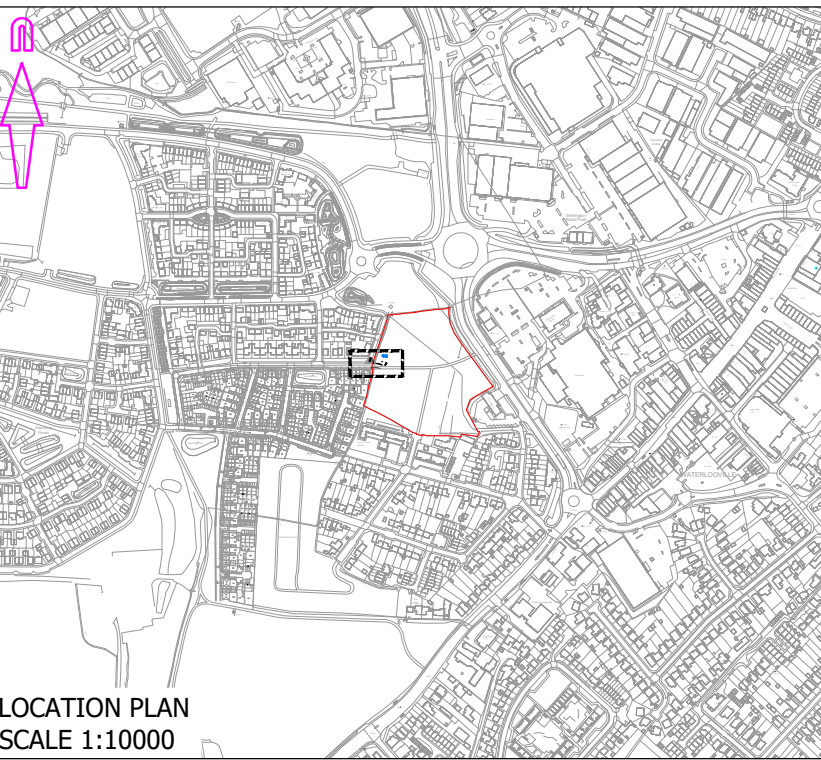
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KEY:

- DEVELOPMENT BOUNDARY
- 2.4 x 25m VIS VEHICULAR VISIBILITY SPY
- 2.5 x 25m VIS CYCLIST VISIBILITY SPY
- 1.5 x 25m VIS PEDESTRIAN VISIBILITY SPY



FOR APPROVAL
NOT FOR CONSTRUCTION

T	Segregated footway / cycleway revised.	RHA	DRAFT
S	Extent of Works Revised.	RHA	14/11/2025
R	Visibility Splays Clarified.	RHA	21/10/2025
Q	Development Boundary Revised.	RHA	17/09/2025
P	Visibility Splays revised.	RHA	09/10/2025
O	Development Boundary revised.	RHA	18/09/2025
N	Extent of Works Clarified	RHA	19/08/2025
M	Development Boundary revised.	RHA	18/08/2025
L	Development Boundary revised.	RHA	31/07/2025
K	Development Boundary revised.	RHA	29/07/2025
J	Development Boundary added. Tactile paving adjusted	RHA	28/05/2025
I	RLB amended following client comments 16/07/2025.	RHA	17/07/2025
H	Dimensions Clarified	RHA	08/07/2025
G	Culvert revised	RHA	28/02/2025
F	Site access details revised to suit architects layout.	RHA	07/02/2025
E	Corduroy paving removed, segregated footway/cycleway sign revised, bollard removed.	RHA	24/01/2025
D	Feasibility study revisions. Sections added	RHA	06/12/2024
C	Layout revised notes and key updated.	RHA	02/12/2024
B	Visibility added. Notes added. Dimensions added.	RHA	23/07/2024
A	Further details added.	RHA	26/05/2023

rev.	amendment	checked	date
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client **grainger plc**

project **BLUE STAR LAND
WATERLOOVILLE**

scale **AS SHOWN** | drawn by **KD** | checked by **RHA**

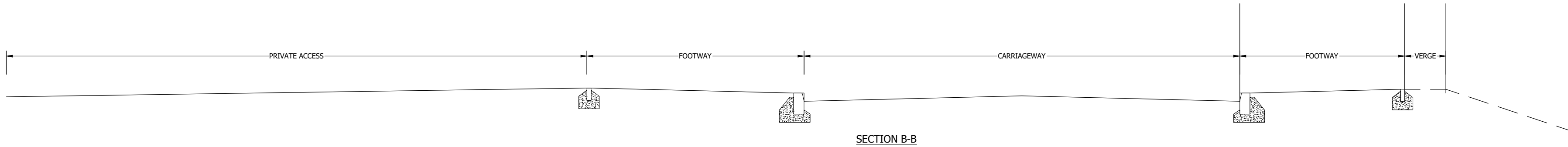
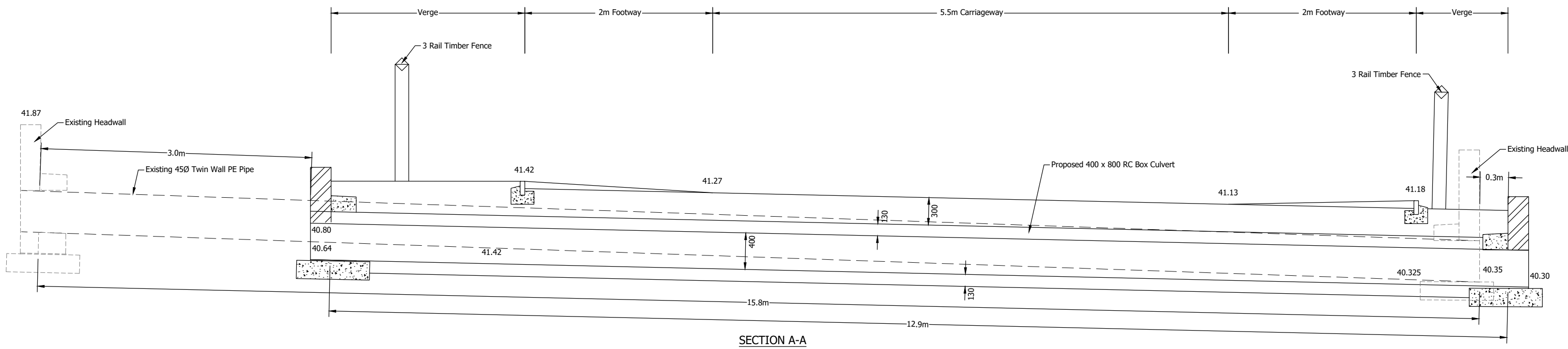
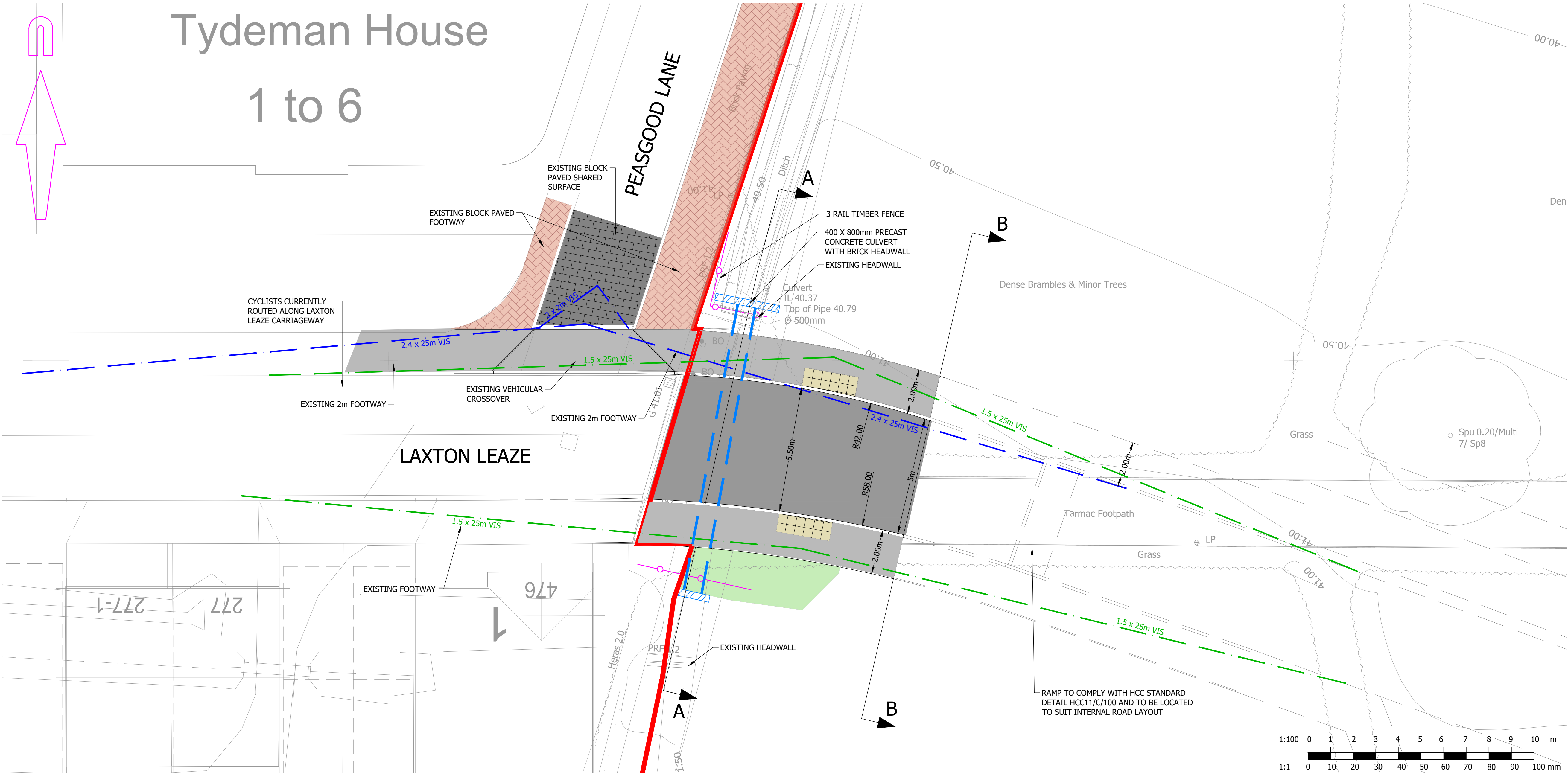
date **MARCH 2023** | cad file **SK_02.DWG**

title **PROPOSED VEHICULAR ACCESS**

drawing number **GTWVILLE_BSL/SK/02** | rev. **T**

APPENDIX C: Drawing GTWVILLE/SK/17

Tydeman House
1 to 6



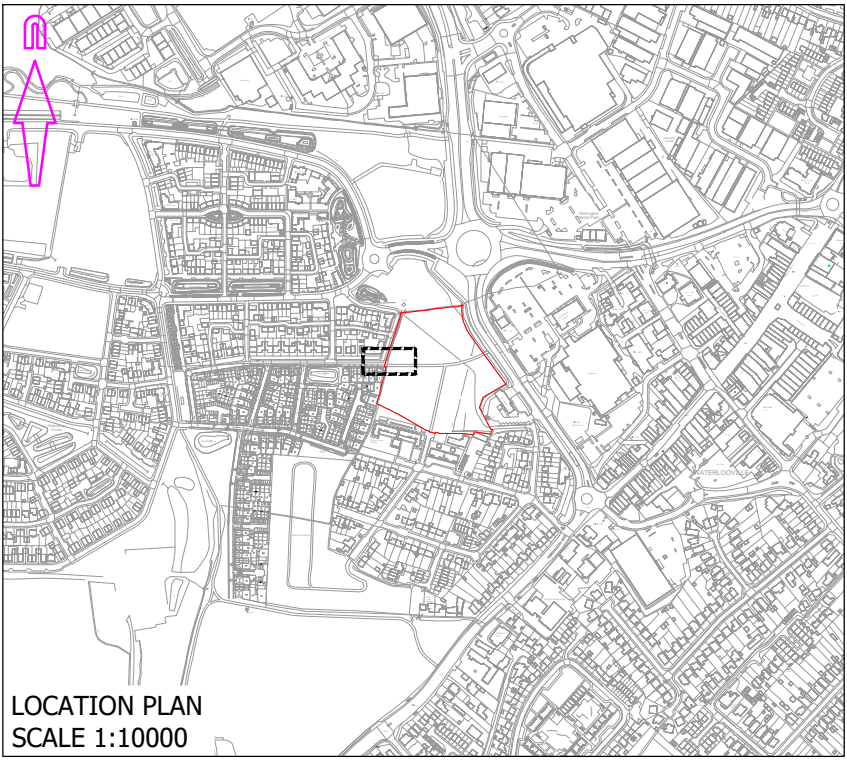
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A1 ORIGINAL

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KEY:

- DEVELOPMENT BOUNDARY
- 2.4 x 25m VIS VEHICULAR VISIBILITY SPY
- 1.5 x 25m VIS PEDESTRIAN VISIBILITY SPY



FOR INFORMATION
NOT FOR CONSTRUCTION

A CYCLE VISIBILITY SPY OMITTED RHA 05/02/2026

rev.	amendment	checked	date
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client **grainger plc**

project
BLUE STAR LAND
WATERLOOVILLE

scale AS SHOWN drawn by KD checked by RHA

date JANUARY 2026 cad file SK_17.DWG

title
PROPOSED VEHICULAR ACCESS
ALTERNATIVE LAYOUT

drawing number GTWVILLE_BSL/SK/17 rev. A

