



National Highways Planning Response (NHPR 25-01) Formal Recommendation to an Application for Planning Permission

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To: Havant Borough Council (FAO Bob Young)
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CC: transportplanning@dft.gov.uk
spatialplanning@nationalhighways.co.uk

Council's Reference: APP/26/00324

Location: Land to the east of Denvilles, Havant, known as Southleigh

Proposal: Outline planning application, with all matters reserved except for means of vehicular access to the public highway and associated highway improvements, for: the demolition of existing buildings; the erection of new residential dwellings (C3); a Local Centre (comprising local retail (E(a)), financial and professional services (E(c)(i), E(c)(ii), E(c)(iii)), restaurants, cafés, and drinking establishments (E(b) and Sui Generis), hot food takeaways (Sui Generis), medical services (E(e)), offices (E(g)(i)) and community facilities ((E(d)), E(f), F2(b), F2(c))); a Primary School (F1(a)); early years provision (E(f)); informal and formal public open space including community park; community food-growing space; Active Travel routes; drainage infrastructure; utilities infrastructure; and all other associated and necessary infrastructure. Accompanied by an Environmental Statement.

National Highways Ref: NH/26/16870

Referring to the consultation on a planning application dated 29 June 2026 referenced above, in the vicinity of the A27 trunk road that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is that we:

~~a) offer no objection (see reasons at Annex A);~~

~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – National Highways recommended Planning Conditions & reasons);~~

c) recommend that planning permission not be granted for a specified period (see reasons at Annex A);

~~d) recommend that the application be refused (see reasons at Annex A)~~

Highways Act 1980 Section 175B is not relevant to this application.¹

This represents National Highways' formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

Should the Local Planning Authority propose not to determine the application in accordance with this recommendation they are required to consult the Secretary of State for Transport, as set out in the [Town and Country Planning \(Development Affecting Trunk Roads\) Direction 2018](#), via transportplanning@dft.gov.uk and may not determine the application until the consultation process is complete.

The Local Planning Authority must also copy any consultation under the 2018 Direction to PlanningSE@nationalhighways.co.uk.

This response and all comments outlined herein are made in respect of planning matters only in National Highways' position as a statutory planning consultee, and does not confer any proprietary rights nor amount to the giving or refusal of consent, assent, approval, or awareness of or by National Highways in or of any other aspects or matters (including, but not limited to, the use of property belonging to National Highways). If anyone wishes for National Highways to consider any aspects which do not relate to planning submissions, they should call our contact centre on 0300 123 5000.

Signature:



Date: 20 July 2026

Name: Letty Askew

Position: Spatial Planner, Area 3

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¹ Where relevant, further information will be provided within Annex A.

Annex A **National Highways' assessment of the proposed development**

National Highways was appointed by the Secretary of State for Transport as a strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

We will be concerned with proposals that have the potential to impact on the safe and efficient operation of the strategic road network, in this case the A27 trunk road.

The proposed development is for a mixed use development in Havant, consisting of 2,100 dwellings, commercial space, 3 form entry primary school, nursery provision, a community park, and a local centre. This outline planning application only includes 1,800 of the allocated dwellings.

The Site is located east of the centre of Havant, northwest of Emsworth and north of the A27. It largely consists of greenfield land bisected by Southleigh Road and Eastleigh Road.

The A27 / A259 Havant Road / Emsworth Road junction (hereafter referred to as the Warblington Interchange) is located approximately 750m to the southwest of the site and is the key access for the site onto the SRN in both directions. The Warblington Interchange consists of a dumbbell arrangement, with two priority roundabouts either side of the A27.

Trip Generation

Three scenarios are presented in the TA for trip generation; Scenario 1 'Business as Usual', Scenario 2 'Do Something', and Scenario 3 'Do Something Plus'. The Transport Assessment (TA) states that Scenario 2 has been used as the core scenario, but the vehicle trip reductions in this scenario generally relate to local measures to encourage mode shift to walking, cycling and bus, and would therefore not have an impact to strategic level trips on the A27. Scenario 1 should therefore be used as the core scenario for testing impacts on the SRN. It is noted that all three scenarios have been tested in the traffic impact section of the TA.

The Scenario 1 two-way residential vehicle trip rates are 0.500 in and AM peak and 0.471 in the PM peak (which reduces to 0.440 and 0.397 respectively in Scenario 2 and 0.339 and 0.319 respectively in Scenario 3).

It is unclear what source has been used to determine these final rates. Table 2.3 in TN005 in Appendix B shows four data sources for vehicle trip rates, none of which match the stated two-way trip rates of 0.500 in and AM peak and 0.471 in the PM

peak. In addition, most of these sources show a higher trip rate than the rates used in the TA, suggesting that the trip rates used in the TA are not robust.

Clarification is requested on the source of the trip rates and why they differ from those presented in TN005. It is suspected that internalisation calculations have been applied to the trip rates without proper explanation in the TA. If this is the case, then the TA should initially present the core trip rates before internalisation has been applied with those reductions later applied, to allow the process to be clearly followed.

Trip generation is also presented for the local centre, primary school and nurseries, but this appears to only account for the employee trips for each. There is no consideration of shopping, education, or escort education trips associated with these land uses. Whilst it is acknowledged that many of these trips will be internal to the site, some external trip generation will still occur, whether these are primary trips or secondary trips like home – school drop off – work. These must be accounted for in the overall trip generation.

Trip Internalisation

Table 8.2 of the TA presents the trip internalisation percentages for employment (to the local centre, primary school and nurseries), the primary school, shopping, entertainment, day trip and other trip purposes.

Given the large scale of the residential element of the site and the nature of the employment available (only at the local centre and primary schools / nurseries), these internalisation percentages are accepted.

Trip Distribution and Assignment

Trip distribution uses a combination of the Solent Regional Transport Model (SRTM) and a spreadsheet tool. However, no data has been provided showing the trip distribution calculations from either of these tools.

We request access to the spreadsheet tool, or detailed outputs from this tool, so that the trip distribution calculations can be checked. It is noted that a summary of trip distribution is incorrectly referred to as a summary of trip assignment in Table 9.1, but without the data behind this table, the trip distribution cannot be properly reviewed.

The method of trip assignment is described in the TA, but no data is made available showing either the calculations or the final assignment percentages. The vehicle flow diagrams in the appendices are referred to, but these also do not contain the trip assignment data behind the final development trip numbers on the network.

The trip assignment calculations are requested, assuming these are different from the spreadsheet tool requested above. A correct summary of the trip assignment is also requested to be included in the TA.

Junction Modelling

Existing layout

The initial results (subject to agreement of trip generation and distribution) show that the southern dumbbell roundabout of the Warblington Interchange operates over capacity in both the AM and PM peak, but the over capacity arms are all on the local road network (the A259 east, Church Lane and A259 west in the AM peak, and just Church Lane in the PM peak). The A27 westbound off slip operates within capacity in both peaks.

The initial results at the northern dumbbell roundabout of the Warblington Interchange show that it operates over capacity in the AM peak, but similarly only on the local road network (Emsworth Road only) and close to capacity in the PM peak (both Emsworth Road and the A27 eastbound off slip).

The junction mitigation scheme at the Warblington Interchange is therefore driven by the local road network capacity requirements, not for the SRN. It is important that the demonstrated capacity on the A27 off slips is not traded to bring benefits to the local road network.

Proposed scheme

The proposed mitigation scheme introduces signal control to the two roundabouts and removes part of the circulatory of each to create a single elongated junction. This creates long internal queuing space for the stoplines over the A27 bridge, but short internal queuing space for the stoplines on the roundabout circulatory. The Linsig modelling for this scheme must therefore show that the queues on these internal links do not exceed the available space.

The initial results show that queues on the south roundabout internal link are 8.7 vehicles in the AM peak and 11.2 vehicles in the PM peak. This queue is longer than the available queueing space for this internal link on the circulatory. This queue will therefore block back to impact on the A27 westbound off slip and the southbound bridge link. The proposed Linsig model is therefore not correct and must be adjusted so that the queue on this link is contained within the available space on the circulatory. The queues on this link in the other assessment scenarios (which have lower flows) are likewise too high.

In addition, the give way parameters for the Church Lane arm of the Linsig model has the incorrect 'Max flow while giving way' and 'lane co-efficient' parameters for a give way arm at a partially signalised roundabout. They have been left as the default values generated by Linsig when the arm is selected to be giving way (1439 max flow and a co-efficient of 1.09). The applicable default values for give way arms on a partially signalised roundabout are 1000 max flow per lane and a co-efficient of 0.33. Alternatively, more accurate and specific values for each can be obtained from the existing Junctions 11 model.

Emsworth Road is also treated as having two full lanes in the Linsig model, each with a 60m length, instead of having a shorter flare lane for one of these lanes.

The mitigation scheme can't be accepted until the assessment flows have been agreed and the modelling errors mentioned previously are fixed, at which point updated results will need to be provided.

Summary

We request that the applicant provide the following information:

- Clarification on how the presented residential trip rates have been calculated and which source they are based on;
- Trip generation for the shopping, education and escort education for the local centre, primary school and nurseries;
- Details on how the trip distribution and assignment have been calculated, including access to the spreadsheet tool used for these purposes;
- A correct summary of the trip assignment to be presented in the TA; and
- Updated junction modelling results for the Warblington Interchange mitigation scheme, considering the internal queueing space available on the roundabout circulatory, the give way parameters on Church Lane, and the lane lengths on Emsworth Road.

Recommendation

National Highways recommends that the Local Planning Authority does not grant planning permission for the application (Ref: APP/26/00361) until 20 October 2026 to enable us to provide the Local Planning Authority with comprehensive and informed advice. This does not prevent the authority, if they so wish, to either refuse the application or agree an extension of time beyond 20 October 2026.

Standing advice to the local planning authority

The Climate Change Committee's [2022 Report to Parliament](#) notes that for the UK to achieve net zero carbon status by 2050, action is needed to support a modal shift away from car travel. The NPPF supports this position, with paragraphs 77 and 110 prescribing that significant development should offer a genuine choice of transport modes, while paragraphs 109 and 115 advise that appropriate opportunities to promote walking, cycling and public transport should be taken up as part of a vision-led approach.

Moreover, the carbon reduction hierarchy (avoid-switch-improve) as set out in clause 4.3 of PAS2080:2023 promotes approaches and measures to minimise resource consumption and thereby reduce carbon emissions.

These considerations should be weighed alongside any relevant Local Plan policies to ensure that planning decisions are in line with the necessary transition to net zero carbon.