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

From: Hermes Luli (Head of Planning & Development)
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CC: transportplanning@dft.gov.uk
spatialplanning@nationalhighways.co.uk

Council's Reference: O/25/99506

Location: Navigator Quarter, Eastleigh, SO18 2NL

Proposal: Hybrid Planning Application - Outline application for development of the land adjacent to Southampton Airport to provide employment floorspace of up to 92,000 sqm (GIA) within Use Classes E(g) (ii & iii), B2 and B8 with ancillary offices and areas for service yards, car parking, landscaping, ancillary buildings and associated activities, and access from Wide Lane (all matters reserved except for access). Full planning application for initial infrastructure works and construction of new access road including site levelling and other engineering works. (EIA development)

National Highways Ref: NH/25/12107

Referring to the consultation on a planning application dated 18 July 2025 referenced above, in the vicinity of the M27 that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is as follows:

~~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: [redacted]	**Date: 15 January 2025**
Name: Mrs Beata Ginn	**Position:** Spatial Planner Area 3 National Highways planningSE@nationalhighways.co.uk
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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 has been 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 SRN, in this case the M27.

We have previously issued holding responses for this planning application on 1 August 2025 and 23 October 2025.

National Highways' initial review of the Transport Assessment available on Eastleigh District Council's planning portal (accompanying National Highways' first NHPR dated 1 Aug 2025) identified a number of issues requiring further clarification/ more information.

They included:

- The absence of a 'worst case' assessment assuming greater parcel distribution activity on the site (5% and 10% parcel distribution do not represent a potential 'worst case trip generation' for the site). Should the applicant stand by the statements in the TA that the assumed scenarios represent 'worst case' assessments, National Highways will want information concerning the mechanisms the applicant will be proposing to limit parcel distribution activities on the site to those assumed in the assessment.
- A review of the off and on slips in both directions (e.g. CD 122 assessments) to confirm that the additional traffic generated by the proposed development will not create or aggravate safety issues on the off and on slips.
- The M27 J5 model files and all materials used to develop them (traffic surveys, drawings, etc.).

National Highways also strongly recommended that a meeting between National Highways, Hampshire County Council, Southampton City Council and the applicant to discuss next steps was set up.

Subsequent engagement with the applicant's transport consultants regarding National Highways' initial review included the following:

- The provision of a technical response on the part of National Highways to modelling files for M27 J5 received from the applicant's modelling consultants on 12th September 2025.

- National Highways' response on the amended Outline Construction Environmental Plan on 23rd September 2025.
- Joint Highways and Transportation meeting involving the applicants, EBC, HCC, SCC and NH on 2nd October 2025.
- National Highways' agreement on TEMPro growth factoring for the M27 J5 signalised junction and the M27 J5 off and on slips confirmed at the meeting of 2nd October 2025.
- Receipt of CD 122 assessments of the M27 J5 off and on slips from the applicant's transport consultants 16th October 2025.
- The provision of a technical response on the part of National Highways to the CD 122 assessments of the M27 J5 off and on slips on 4th November 2025.
- Receipt of responses on National Highways' initial review of the Transport Assessment available on Eastleigh District Council's planning portal and subsequent queries from the applicant's transport consultants on 27th November 2025. With the exception of three matters, the responses provided by the applicant's transport consultants satisfactorily addressed National Highways' questions and requests. National Highways responded on the three matters on 18th December 2025. Only two of the matters required a response from the applicant's transport consultants. The applicant's transport consultants provided materials addressing one of the outstanding matters on 23rd December 2025.
- Materials supplied to consultees by the applicant's transport consultants on 12th December 2025 have also been reviewed by National Highway and responded to on 12th January 2026.

The only outstanding matter concerns the M27 flows used in the Merge and Diverge Assessment. The applicant's transport consultants hope to issue relevant information in due course.

National Highways will continue to work with the applicant's transport consultants to ensure the impact from the proposals on the SRN is fully and appropriately assessed to be able to provide the Local Planning Authority with fully informed advice.

Recommendation:

National Highways recommends that the Local Planning Authority does not grant planning permission for the application ref: O/25/99506 until 15 April 2026 to enable the applicant to supply required information and for us to review it. This does not prevent the authority, if they so wish, to either refuse the application or agree an extension of time beyond 15 April 2026.

Reason: To allow National Highways to understand the impact of the development on the safe and efficient operation of the Strategic Road Network and provide the Local Planning Authority with fully informed advice.

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.