

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Leader and Executive Member for Hampshire 2050 and Corporate Services
<b>Date:</b>	9 March 2023
<b>Title:</b>	Andover Road (Winchester) Strategy
<b>Report From:</b>	Assistant Chief Executive and Director of Hampshire 2050

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#### Purpose of this Report

1. The purpose of this report is to agree the Andover Road Corridor Strategy.
2. Changes have taken place which have a bearing on the Andover Road Corridor and mean it is timely for the County Council to take a view on what strategy and key measures should and can apply to the corridor. These include the development and agreement of:
  - a. The adopted Winchester Movement Strategy which sets a city-wide framework for change including a need to reduce traffic levels in the City Centre and inclusion of a site for a northern park and ride;
  - b. The draft Winchester City Council Local Plan Reg 18 and indicative suggestion that sites to the North of Barton Farm may now feature in the next local plan;
  - c. Improvements to M3 Junction 9, which stand to change some strategic routing options for traffic, potentially impacting Andover Road.
3. A report is needed now in order that the County Council is well placed to input into the evolving local plan, to National Highways proposals for Junction 9 of the M3, and also to respond to public representations that have been made to change the plan to close Andover Road to all traffic.

#### Recommendations

4. That the Leader and Executive Member for Hampshire 2050 and Corporate Services notes the current representation made by Kings Barton Residents Association to keep Andover Road open to through traffic.
5. That the Leader and Executive Member for Hampshire 2050 and Corporate Services notes that the County Council as Highway Authority is not lawfully empowered to meet this request and that any change to the planning

permission can only be achieved through a full planning application from the developer to the Local Planning Authority.

6. That the Leader and Executive Member for Hampshire 2050 and Corporate Services agrees the elements of the transport strategy proposed in this report and delegates authority to the Director of Hampshire 2050 to safeguard land as necessary, and to develop, design and engage on the transport strategy and its component schemes.

### **Executive Summary**

7. The Winchester Movement Strategy (WMS) was adopted in 2019 by the County Council and Winchester City Council following an extensive process of public engagement. The WMS identified the Andover Road corridor as playing an important role in reducing city centre traffic levels and that it may need to include a new Park and Ride site because other sites in Winchester serve demand from the South. Technical work has since identified that there is a good case for a northern Park and Ride site and that supporting bus priority measures would make it more attractive for users.
8. The emerging local plan for Winchester has identified future development sites on the northern stretch of Andover Road. These have the potential to facilitate a northern Park and Ride being delivered and change the travel and traffic demand on the corridor.
9. National Highways, which operates the Strategic Road Network (motorway), has articulated what changes it plans to make to Junction 9 of the M3. It includes significant alteration to the A33/A34, which in turn stands to change the way traffic accesses the city from the North and East. It has an impact on the Andover Road Corridor as well as other routes into the city. The nature of changes to the Cart and Horses junction stands to have a significant impact on how traffic redistributes following the changes and needs careful consideration so that the changes complement the objectives of the WMS.
10. Planning permission for the Kings Barton development was granted in 2012 by the Secretary of State (SoS) following an Appeal. The permission includes 2,000 homes, district centre, primary school and a 200 space park and ride "light". The planning permission included the re-routing of through traffic that currently uses Andover Road through the development site (along the Winchester Avenue spine road) and the closure of Andover Road to traffic.
11. A petition by Kings Barton Resident Association, with 3,000 signatures, and lobbying by some local resident groups and individuals has called for Andover Road to be kept open to through traffic. The County Council response to the petition stated that as Highway Authority it was not the determining Planning Authority on this matter and that the County Council cannot lawfully unilaterally undo this planning application. This remains the case.
12. This paper considers the issues and opportunities above and seeks to approve a strategy for Andover Road and the north of Winchester which:
  - promotes the introduction of a large Park and Ride site to the north of Winchester accessed off Andover Road;

- supports the potential use of Andover Road, once closed to through traffic, as a bus priority corridor when and if a large northern Park and Ride site is completed;
  - provides bus priority on Andover Road in the vicinity of the Worthy Lane junction (a scheme likely to take the form of a new signal junction with bus priority facilities and potentially requiring a land safeguarding as part of the emerging local plan process);
  - improves the Cart and Horses junction in light of the M3 Junction 9 proposed improvements (also potentially requiring a land safeguarding as part of the emerging local plan process);
  - provides improvements for people walking and cycling between Kings Barton and the city centre; in the short term via Abbots Barton and in the longer term via a direct route along Andover Road; and
  - monitors and manages the impacts of traffic on surrounding roads following the diversion of Andover Road.
13. Introducing a bus priority corridor on Andover Road would be subject to engagement, technical assessment and a business case.
14. This approach is considered to be aligned with the planned new Hampshire Local Transport Plan 4, the Winchester Movement Strategy and responds to the emerging Winchester City Council Local Plan.

### **Development Context and Local Plan**

15. The Kings Barton development was given planning permission in 2012 by the then Secretary of State for the Department of Communities and Local Government following initial refusal by Winchester City Council, the Local Planning Authority, and subsequent appeal by the developer CALA Homes.
16. As part of the appeal, a Statement of Common Ground on Highways and Transport Issues was published in January 2011. Hampshire County Council accepted the traffic volume assessment which underpinned the proposal to realign Andover Road through the development and closing Andover Road to through vehicular traffic. It is important to note that a statement of Common Ground is about what is technically agreeable not what is in dispute. Hampshire County Council's agreement was that the diversion would have sufficient capacity.
17. The developer is obliged to deliver the new development spine road, termed Winchester Avenue, and associated junction changes prior to the occupation of 650 housing units in the development. Based on the developer's estimates the highway changes are likely to be delivered around mid-2025.
18. There has been public concern expressed over the closure of Andover Road to through traffic and this has culminated in a petition which was submitted in July 2022. The petition had over 3,000 signatories and asked Hampshire County Council and CALA Homes to reconsider the current planning permission and instead keep Andover Road open for vehicular traffic. The concerns raised focussed on the impacts of the road diversion on the new

residents of Kings Barton including noise, air quality, severance and safety implications from traffic passing through the development.

19. The County Council responded to the petition stating that it was the Highway Authority and not the determining Planning Authority on this matter. In such circumstances the County Council cannot lawfully and unilaterally undo this planning decision. This means the County Council has no power to direct the developer to keep Andover Road open to all traffic.
20. As the County Council has done through the development of the WMS, it will be appropriate for the County Council to continue to engage with all parties including the developer and Local Planning Authority to satisfy themselves that the closure of Andover Road to vehicular traffic as set out in the planning application is necessary. The County Council will continue to work with the developer and its designer to ensure new highway within the development is fit for purpose as far as possible within the constraints of the approved planning position.
21. In October 2022 Winchester City Council commenced consultation of its draft Regulation 18 Local Plan which sets out how development will be planned and delivered across the whole of Winchester District up to 2039. The draft Local Plan includes a number of proposed sites relevant to this report:
  - Sir John Moore Barracks: mixed use site comprising 750-1,000 homes with a Park and Ride facility provided with a capacity of approximately 850 spaces;
  - Station Approach regeneration area: mixed use development incorporating sites around the station including the Cattle Market car park; and
  - site adjacent to Cart and Horses Junction which will require highway changes to access and could help contribute towards funding for the future improvement scheme.

### **Andover Road and Current Movement Strategy Context**

22. The Andover Road Corridor as defined in this report runs from the Three Maids Hill roundabout at the junction with the A34 to the Carfax junction with City Road. At the northern end it has a National Speed Limit before reducing to 50 mph near the junction to Sir John Moore Barracks. There is a short section of dual carriageway up to the new northern access to the Kings Barton development at Manley Road. The speed limit reduces to 40mph near the new signalised crossing of Andover Road. Andover Road becomes more urban in nature at this point and then the speed reduces to 30mph after the new southern access to Kings Barton.
23. According to permanent traffic counter average annual daily traffic flows are approximately 11,000 vehicles at the northern end and 10,000 vehicles at the southern end. According to surveys in autumn 2022; the middle section which would be subject to the closure to through traffic has daily traffic flows of 7,500 vehicles. Overall traffic levels did not change from 2003 to 2019 and are

currently around 5% below 2019 levels. Andover Road experiences some congestion at peak hours on the approach to the Carfax junction. There is a poor level of service for active travel users along the length of Andover Road and at present a limited public transport service; though a new bus service is planned to be introduced to serve the Kings Barton development.

24. The Winchester Movement Strategy includes a proposal for a northern park and ride site. It also references the potential for Andover Road to include new bus priority measures for park and ride bus services. The rationale for these proposals was to support a reduction in city centre traffic by enabling modal shift in journeys to the city centre from the north.
25. The other key route into Winchester from the north is the B3047 London Road/ Worthy Road corridor and the Cart and Horses junction is an important access point both to Winchester and the strategic road network via the A33 and A34.
26. The County Council has previously stated it would re-examine the case for changes to the Cart and Horses junction in light of proposals promoted by National Highways related to M3 Junction 9 improvements. Engagement has been on-going between the County Council and National Highways in to how the Cart and Horses junction may be altered. The County Council is seeking junction changes that would improve facilities for people walking and cycling and support the objectives of the Winchester Movement Strategy specifically reducing city centre traffic by managing the attractiveness of Worthy Road for through traffic.

### **North Winchester Transport Strategy – Technical Review**

27. In light of the Winchester Movement Strategy objectives and proposal, the emerging local plan but also public representation to keep Andover Road open, a technical study was commissioned by the County Council to inform the corridor strategy and plan. It was undertaken by WSP transport planning consultants.
28. The consultants looked at Andover Road in three sections. The first section was from the Three Maids Hill roundabout to the Harestock Road junction, the second was between the Harestock Road and Stoney Lane junctions (in the area of Kings Barton). The third was from the Stoney Lane area to the Carfax Junction. The technical review looked at current traffic flows and the capacities of various corridor options.
29. The conclusions were that the corridor strategy most likely to be deliverable and achieve the objectives of the movement strategy would involve a plan that consists of:
  - a new large Northern Park and Ride site off Andover Road;
  - enhanced pedestrian and cycle links from Kings Barton and Kings Worthy to central Winchester; and
  - delivery of bus priority measures on the Andover Road corridor including at the middle and southern sections of Andover Road.

30. Between the Harestock Road and Park Road junctions, the plan would involve:
- in line with the agreed planning permission the re-routing of through traffic movements that currently use Andover Road through the Kings Barton site;
  - the closure of Andover Road to vehicular traffic except buses in the vicinity of Henry Beaufort School;
  - the creation of a pedestrian and cycle route along the route of Andover Road; and
  - provision of local vehicular access to residential properties on Andover Road via Kings Barton.
31. Whilst the concerns about noise, air quality, severance and safety implications from traffic passing through the Barton Farm development were given due regard the fact remains that the request to undo the planning permission reached by the SoS is not in the Highway Authority's gift to change. The technical work has shown the level of traffic flow anticipated to pass through the development would be around 10,000 vehicles. Many Hampshire streets of a similar type carry similar levels of traffic, so it is not unusual. However, in a placemaking context such traffic flows are not compatible with the ambitious vision originally set out by the developer for a "shared space" (where there is little or no delineation or level difference between areas for vehicles and people) environment.
32. Hampshire County Council is discussing detailed design issues with the developer and its designer, to ensure that through the Section 278 design approval process the highway will be fit for purpose as far as reasonably practicable within the constraints of the approved planning position. Safety concerns which have been raised will need to be addressed by the developer and its designer involving defined level differences and measures like kerbs and informal crossing facilities.

### **National Highways Junction 9 and Cart and Horses Junction**

33. The Cart and Horses junction in Kings Worthy is a staggered priority junction located on the A33 where it intersects the B3047. In light of the proposed highway changes by National Highways at M3 Junction 9, and a strong local desire to see the junction redesigned to better accommodate vehicular movements the County Council will develop proposals to improve the junction.
34. At the Cart & Horses junction initial optioneering design work has been undertaken to examine different junction options in light of the National Highways proposed changes to the A30 as part of the M3 Junction 9 project. The design options are for either a signalised junction, or two compact roundabouts. No funding has been identified to deliver a scheme, so the County Council will work with National Highways to develop a delivery and funding plan.

35. Once designed it may be necessary to safeguard the preferred scheme design for the junction improvement. This will need to be done through the local plan process. The funding of the scheme may require borrowing in advance of development taking place which would in due course be paid back from local development.

## **Finance**

36. Further work will be required to assess the case for bus priority on Andover Road once the location and size of the northern Park and Ride is confirmed, this will include design considerations for how bus priority connects with the highway network. Any further study work will be funded through existing revenue resources.
37. In terms of the finance elements of making improvements to the Cart and Horses junction, feasibility and preliminary design work, and associated activities will be funded through existing revenue resources. This is likely to require a call upon local and national funding sources which have not yet been secured. This may need to include a mix of Local Transport Plan Grant funding, locally held Community Infrastructure Levy funding (subject to the agreement of Winchester City Council), borrowing against future development contributions (potentially available if the Local Plan allocates certain sites) and national funding made available via National Highways. At this time there is no certainty that a funding plan can be achieved but best endeavours will be made to do so.

## **Consultation and Equalities**

38. The Winchester Movement Strategy has had considerable engagement as part of its adoption and subsequent prioritised action plan.
39. As part of the most recent engagement exercise on the action plan undertaken between December 2021 to February 2022, views were sought on the proposals for a northern Park and Ride and associated bus priority measures along Andover Road; including the use of the Andover Road as a bus priority corridor.
40. The engagement had 896 responses and there was a high level of agreement that a new northern P&R and associated interventions would support the priorities of Winchester Movement Strategy; 72% agreed it would reduce city centre traffic and 64% agreed it would support sustainable growth. A total of 44 respondents provided comments that they disagreed with the closure of Andover Road to through traffic.
41. Full results of the 2022 engagement can be found on the Council website: <https://documents.hants.gov.uk/transport/WMS-NextStepsProposals-LCWIP-EngagementFindingsReport.pdf>
42. The Andover Road strategy outlined in this report has been discussed with relevant Local County Councillors and Winchester City Council. Both the local councillors and Winchester City Council were supportive of the general

approach, but it is recognised there are detailed considerations that need to be resolved.

43. This specific decision is considered to have a neutral impact on people with protected characteristics as this report is associated with a policy direction. As proposals outlined within this report are developed further engagement and consideration of the equality impacts will be required.

### **Climate Change Impact Assessments**

44. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

### **Climate Change Adaptation**

45. Approval of the Andover Road Strategy will have no impact on climate change itself, however climate change adaptation is a key consideration for the Local Planning Authority and Local Highway Authority in assessing any future development proposals.

### **Carbon Mitigation**

46. Approval of the Andover Road Strategy will have no impact on climate change itself, however climate change mitigation is a key consideration for the Local Planning Authority and Local Highway Authority in assessing any future development proposals.



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	no
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	no

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>City of Winchester Movement Strategy</u>	19 Sept 2017
<u>Winchester Movement Strategy</u>	23 April 2019
<u>Winchester Movement Strategy – Consultation and Engagement</u>	18 Nov 2021
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss 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. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

This specific decision is considered to have a neutral impact on people with protected characteristics as this report is associated with a policy direction. As proposals outlined within this report are developed further engagement and consideration of the equality impacts will be required.