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PLANNING PERMISSION REF: 25/01047/FULLN

TEST VALLEY BOROUGH COUNCIL

TOWN AND COUNTRY PLANNING ACT 1990

SECTION 247

PROPOSED STOPPING UP OF HIGHWAY AT WESTERN AVENUE, ANDOVER, HAMPSHIRE

OS GRID REFERENCE [436202, 145700 – 436283, 145515]

PROOF OF EVIDENCE

ON BEHALF OF THE APPLICANT

HIGHWAY AUTHORITY

DAVID JOWSEY

AREA STRATEGY AND SCHEME DEVELOPMENT MANAGER

HAMPSHIRE COUNTY COUNCIL

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1. INTRODUCTION

- 1.1. This proof of evidence is prepared on behalf of the applicant, Test Valley Borough Council (“the Council”) and produced in support of an application under section 247 of the Town and Country Planning Act 1990 (“TCPA 1990”) to stop up highway in the Borough of Test Valley in relation to planning permission reference 25/01047/FULLN.
- 1.2. Reference to CD/[x] are to documents in the Core Documents.

2. QUALIFICATIONS, EXPERIENCE AND SCOPE OF EVIDENCE

Qualifications and Experience

- 2.1. My name is David Jowsey and I am the Area Strategy and Scheme Development Manager within Integrated Transport at Hampshire County Council with responsibility for leading the development of new transport strategies and transport schemes across the County. This includes acting as sponsor for a number of highway and transport projects.
- 2.2. I have been the Area Strategy and Scheme Development Manager at Hampshire County Council since August 2018 and since that time I have overseen the development of a number of high profile transport schemes totalling over £100m in value. This includes major schemes in Basingstoke, Farnborough and South East Hampshire. Before working at Hampshire County Council I was at Transport for London and led on the long term planning of transport infrastructure to support regeneration and development in London working on a variety of major transport and public realm schemes.
- 2.3. I hold an MSc in Transportation Planning and Engineering.
- 2.4. Hampshire County Council (“HCC”) is the local highway authority for the Development and therefore I have been involved with the Development overseeing the transport planning team covering Test Valley. My team and I worked closely with Test Valley Borough Council when the Andover Town Centre Masterplan was developed and subsequently as proposals for Western Avenue were developed.

Declaration

- 2.5. The evidence which I have prepared and provide in this proof of evidence is true. I confirm that the opinions expressed are my true and professional opinions.

Scope of Evidence

- 2.6. This Proof of Evidence should be read in conjunction with the Statement of Case dated 29 May 2026 (CD/9.01) and the proofs of evidence of Phil Brady (Transport) (CD/11.01), Tim Rose (Air quality and noise) (CD/11.03), Ross Rawlings (Road Safety) (CD/11.02) and Fay Smiles (Planning) (CD/11.05).
- 2.7. My evidence is made in support of the SUO Application which was submitted by the Council to the Secretary of State for Transport on 28 July 2025 (CD/1.01) and which is to be considered and determined by the Secretary of State for Transport following a Public Inquiry (“Inquiry”) beginning on 30 June 2026.
- 2.8. In my evidence I use the term:-
 - 2.8.1. “SUO Application” to mean the application made pursuant to section 247 TCPA 1990 and submitted by the Council to the Secretary of State for Transport to stop up sections of highway at Western Avenue, Andover to enable the Development to be carried out;
 - 2.8.2. “Development” to mean the development authorised under planning permission reference 25/01047/FULLN for the closure / stopping up and removal of the southbound carriageway of the Western Avenue gyratory and associated changes to the highway network, including West Street and Waterloo Court, to allow for the

development of a park with areas of hard and soft landscaping, play areas, lighting, pavilion, river viewing platforms and an off-road cycleway in Andover, Hampshire.

- 2.9. For a summary of the Development and an explanation of the purpose of the SUO Application, including a description of the site and current highways proposed to be stopped up pursuant to the SUO Application, please refer to the proofs of evidence of Phil Brady (Transport) and Fay Smiles (Planning).
- 2.10. The purpose of this proof is to provide evidence in support of the proposed SUO Application from the local highway authority. In particular my evidence:
 - 2.10.1. discusses HCC's role as statutory consultee in respect of the Development;
 - 2.10.2. summarises the impacts of the SUO Application on the highway from the local highway authority perspective and addresses whether the stopping up of the highway is acceptable from the local highway authority's perspective; and
 - 2.10.3. explains the local highway authority's position in relation to the Development and the need for the SUO Application to give effect to the Development.

3. HAMPSHIRE COUNTY COUNCIL AS STATUTORY CONSULTTEE

- 3.1. HCC is the local highway authority in respect of the Development. The local highway authority acted as statutory consultee to the planning permission in connection with the Development (reference 25/01047/FULLN). This role included providing advice to the Council on matters relating to highway safety, capacity, accessibility and the continued function of the highway network. In addition, the local highway authority provided detailed pre-application comments on the proposals to the Council, providing engineering comments on the proposed highway layout changes, and a review of the accompanying traffic modelling.
- 3.2. The local highway authority provided a formal substantive response in respect of application 25/01047/FULLN on 1st July 2025 (CD/5.1.19). This response summarised a review of technical information submitted in support of the Development including the Transport Assessment, Planning Statement, Covering Letter, and relevant design drawings. Overall the response concluded no formal highway objection from the local highway authority in principle, with some amendments and or points of clarification required in relation to specific technical matters. A response was subsequently provided by the Council on 25th July 2025 (Appendix 1) to summarise an updated position on the requested amendments and/or clarifications on highways matters titled Response to Highways Comments.
- 3.3. The local highway authority reviewed this information and a further formal response was submitted by the local highway authority on 11th August 2025 (CD/5.1.20) which confirmed no highway objection to the planning permission. A qualitative safety review of the proposals was requested by the local highway authority within this response. It was subsequently agreed with the Council that this would be provided at the subsequent technical approval stage. The local highway authority was satisfied that matters in relation to highway safety, capacity, accessibility and the continued function of the highway network had been suitably considered and were acceptable to the local highway authority.
- 3.4. The local highway authority were subsequently consulted on the SUO Application on 7th October 2025 and confirmed no objection to the draft order on 8th October 2025.
- 3.5. The local highway authority has also seen the proposed modified SUO plan (CD/1.04) and confirm that the proposed amended plan does not change the local highway authority's view on the SUO Application or the previous assessments and responses including our role as local highway authority in assessing the planning application and SUO Application.

4. IMPACTS OF THE SUO APPLICATION ON THE HIGHWAY FROM THE LOCAL HIGHWAY AUTHORITY PERSPECTIVE

- 4.1. The potential impacts of the Development and stopping up the highway were assessed in detail in connection with the planning application for 25/01047/FULLN and considered acceptable. The local highway authority therefore raised no objection to the SUO application.
- 4.2. HCC in its role as local highway authority supports the movement and place objectives of the Development. HCC supports the principle of road space reallocation and is satisfied that any impact on traffic congestion would be minimal. Highway changes associated with the Development align with the HCC Local Transport Plan 4 (CD/5.1.22) and the now adopted Northern Test Valley Local Cycling and Walking Infrastructure Plan (“LCWIP”) (CD/5.2.07) (which was at draft stage during the planning application submission). The local highway authority welcomes the prominence given to active travel within the scheme design. HCC supports improvements to walking and cycling provided by the development and the benefit this will give to wider linkages as outlined in the LCWIP.
- 4.3. The Highway Authority recognises the strategic aspiration to create a high-quality public realm and to facilitate walking and cycling, while acknowledging that this requires a fundamental reconfiguration of vehicular routes. HCC recognises the benefits of an improved public realm which supports regeneration and economic objectives of the Council. The conversion of West Street to a two-way local access road is central to the operational success of the scheme.
- 4.4. HCC accepts the closure of the existing Western Avenue southbound carriageway and introduction of a two-way road using the existing northbound alignment. The proposed Western Avenue / West Street signalised junction appears to be designed to accommodate the full range of turning movements and includes pedestrian and cycle facilities. The local highway authority accepts the principle of signalisation in this location, particularly given the loss of the gyratory’s free-flow characteristics.
- 4.5. The relocation of outbound bus movements to exit eastbound along West Street is a necessary consequence of the proposed two-way conversion and is considered acceptable in principle.

5. OVERALL HIGHWAY STRATEGY AND SUPPORT FOR THE DEVELOPMENT

- 5.1. HCC, in its role as local highway authority, has worked proactively over a number of years with the Council to support the development and delivery of the Andover Town Centre Masterplan (“Masterplan”). HCC support the objectives of the Masterplan and particularly the transport aspects of roadspace reallocation to create enhanced public spaces, and improvements to links for people walking and cycling.
- 5.2. The Masterplan, and this Development, complement other transport schemes (totalling a value of £7.7 million) which HCC are developing and delivering in Andover. This includes an enhanced public realm and improved connections for people walking and cycling to the rail station, and a number of different improvements on key walking and cycling corridors to the town centre.
- 5.3. As part of the collaborative work on the Masterplan, in 2021 HCC commissioned Atkins to undertake transport modelling to test elements of the Masterplan, including proposals that would reduce the scale of certain roads within the town centre and reallocate highway space to support placemaking and regeneration objectives.
- 5.4. The assessments were undertaken using the North Hampshire Transport Model (“NHTM19”), the strategic transport model used to assess network-wide impacts across north Hampshire, together with microsimulation modelling of individual junctions. The scenarios tested involved a reduction in carriageway capacity for motorised traffic as road space was reallocated for other uses. The modelling demonstrated that these changes were not expected to give rise to significant congestion, with junctions continuing to operate within theoretical capacity, albeit with some potential for localised queuing and redistribution of traffic.

- 5.5. This modelling work informed a formal decision made on 3 October 2022 by the Executive Lead Member for Transport and Environment Strategy, approving a policy position in support of the principle of road space reallocation within Andover Town Centre in accordance with the Masterplan.
- 5.6. Following further scheme development by the Council, a preferred highway scheme was brought forward. A subsequent report to the Executive Member for Hampshire 2050 and Corporate Services concluded that the scheme was fully aligned with Local Transport Plan 4 (CD/5.1.22), adopted by Hampshire County Council in February 2024. In particular, the proposals were considered to accord with the guiding principles of providing people with a choice of high-quality travel options, through significant enhancements to walking and cycling infrastructure, and of promoting high-quality, prosperous places that put people first, through the reallocation of highway land to create improved public realm and placemaking opportunities in support of wider regeneration objectives.
- 5.7. The report noted that the existing southbound section of highway between West Street and Waterloo Court would be stopped up and the highway rights extinguished in order to facilitate the creation of a new public park. Detailed design development of the preferred scheme included further junction modelling, which confirmed that any adverse impacts on the highway network were expected to be negligible. The Executive Member approved the indicative preferred highway scheme on 24 October 2024. On 28 November 2025 the final preferred scheme was approved by the Director of Universal Services at HCC (CD/4.05). This decision agreed the final highway layout of the scheme and gave approval for HCC to work with the Council to undertake all necessary legal work to progress orders, notices and statutory procedures.
- 5.8. In light of the transport benefits from the Development and our support for the Masterplan, HCC has contributed £1.1m from developer contributions held by HCC towards the Development.
- 5.9. HCC therefore remains supportive of the proposed development and of the associated Stopping Up Order, which is necessary to enable the delivery of the approved scheme.

6. CONCLUSIONS AND SUMMARY

- 6.1. In conclusion, HCC in its statutory consultee role had no objection to the Development. The local highway authority was satisfied that matters in relation to highway safety, capacity, accessibility and the continued function of the highway network had been suitably considered and were acceptable to the local highway authority.
- 6.2. HCC, in its role as local highway authority, has worked proactively over a number of years with the Council to support the Development and delivery of the Masterplan. HCC support the objectives of the Masterplan and particularly the transport aspects of roadspace reallocation to create enhanced public spaces, and improvements to links for people walking and cycling. The Development aligns with HCC transport policy and complements other transport improvements planned in Andover.
- 6.3. HCC is therefore supportive of the proposed Development and of the associated SUO Application, which is necessary to enable the delivery of the approved scheme.

7. STATEMENT OF TRUTH

- 7.1. I confirm that insofar as the facts stated in this Statement are within my own knowledge I have made clear which they are and I believe them to be true, and that the opinions I have expressed represent my true and complete professional opinion.
- 7.2. I confirm that my statement includes all facts which I regard as being relevant to the opinions which I have expressed and that attention has been drawn to any matter which would affect the validity of those opinions.

Signed:



Name: David Jowsey

Date: 9 June 2026

Appendices

- 1 Response to Highways Comments dated 25 July 2025