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Date	1 July 2025	*Email*	[redacted]

For attention of Miss Emma Jones

Dear Miss Jones

Re: 25/01047/FULLN At Western Avenue, Andover, Hampshire

Closure/stopping up and removal of southbound carriageway of 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

The Highway Authority's comments are based upon the supporting information submitted by the applicant, i.e. – drawings, plans and dimensions. The Highway Authority has not been made aware of any departures from this information by TVBC that should be considered and as such the assessment of the proposal is provided against this context.

Preamble

The submitted Transport Assessment (TA), prepared by Stantec in support of the above planning application, sets out the highway and transport considerations associated with a strategically significant proposal forming part of the wider Andover Town Centre Masterplan.

The development seeks to transform the southern section of the Western Avenue gyratory into a linear riverside park, reconfiguring vehicular circulation while delivering substantial public realm and active travel enhancements.

The proposed scheme involves the permanent closure and stopping up of the southbound carriageway of Western Avenue, with all vehicular traffic being

redirected to a newly reconfigured two-way carriageway on the western side of the River Anton.

As a result, West Street, currently operating one-way, will be converted to accommodate two-way traffic to retain access to key destinations including the Lidl supermarket, Chantry Centre service yards, Andover bus station, and residential properties at Portland Grove and Chantry Lodge.

A new all-movements signalised junction is proposed at the junction of Western Avenue and West Street, along with a priority junction at Waterloo Court.

The linear riverside park will incorporate hard and soft landscaping, play areas, river platforms, public art, lighting, and a new pavilion for community and event use. The scheme also proposes a continuous off-road cycleway connecting into National Cycle Network Route 246, in line with the Test Valley Local Cycling and Walking Infrastructure Plan (LCWIP).

From a transport and highway authority perspective, the proposals represent a fundamental shift in how this part of the town centre functions in terms of circulation, access, and modal hierarchy.

The application is underpinned by a strategic objective to prioritise sustainable travel modes, reduce car dominance within the core town centre, and enhance the pedestrian and cycling environment in accordance with both national and local policy.

These aims are strongly supported in principle; however, such transformative proposals require careful scrutiny of their operational impacts, including vehicle redistribution, access management, servicing logistics, and network resilience.

The Highway Authority has reviewed the TA and accompanying documentation, including the Planning Statement, Covering Letter, and relevant design drawings. The following detailed response is provided in line with the structure of the TA.

The Highway Authority has consulted internally with the Highways Development Agreements Team (HDA) and other colleagues and comments have been received and are incorporated within this response.

Given the considerable amount of associated highway design drawings submitted, they are not listed independently, but individual drawing numbers have been referenced within the following comments where relevant.

The following comments broadly reflect the chronological order as they are presented within the submitted assessment.

Introduction

The introductory section of the TA appropriately frames the proposed development as a key element of the adopted Andover Masterplan. It recognises the importance of the scheme in unlocking opportunities for public realm transformation through the removal of a heavily trafficked carriageway and reallocation of space to sustainable travel and green infrastructure.

The TA identifies that the proposals are non-trip generating and are instead a redistribution of existing vehicle movements. This distinction is helpful in setting expectations for the form and scope of assessment as agreed during pre-application discussions.

Policy

The TA provides a summary of relevant national, regional, and local policy documents, outlining how the proposed scheme aligns with each. The Highway Authority acknowledges that this section is comprehensive in scope and appropriately structured across the various policy tiers.

At the national level, the TA correctly references the February 2025 revision of the National Planning Policy Framework (NPPF), highlighting relevant paragraphs concerning the promotion of sustainable transport, provision of safe and suitable access, and the requirement for Transport Assessments to support developments that generate significant movement.

The Highway Authority supports the application of Paragraphs 115–117 in appraising the scheme's design principles and potential impact on the local transport network.

Reference to supporting national guidance, including the National Design Guide, Manual for Streets (MfS and MfS2), and LTN 1/20: Cycle Infrastructure Design, is welcomed.

The TA asserts that the scheme has been developed in accordance with these documents, particularly in relation to the prioritisation of active travel users. This is an important consideration given the site's proximity to the town centre and the intended place-making objectives of the Masterplan.

At the regional level, the TA appropriately considers the Hampshire Local Transport Plan 4 (LTP4), adopted in 2024.

The scheme is aligned with key policies within LTP4, notably Policies C1 (Putting People and Places at the Heart of Decisions), C6 (Encouraging Sustainable Travel Behaviour), and HP1 (Delivering Infrastructure to Support Walking and Cycling).

It is considered that the TA demonstrates a reasonable understanding of the Healthy Streets framework and the County Council's principles for reallocation

of road space, which are relevant to the removal of the gyratory and the provision of segregated walking and cycling infrastructure.

At the local level, the TA outlines how the development proposals support the Test Valley Borough Revised Local Plan (2011–2029) and the Regulation 18 Draft Local Plan 2040.

In particular, Policy T1 of the Revised Local Plan is correctly cited in relation to the scheme's impacts on accessibility, sustainable travel modes, and network functionality.

The Andover Town Access Plan SPD (2015) and the Andover Town Centre Masterplan (2020) are appropriately referenced. It is noted that the Masterplan explicitly identifies Western Avenue as a priority area for transformation, and the scheme responds positively to this vision.

Finally, the TA acknowledges the role of the Draft Test Valley (North) Local Cycling and Walking Infrastructure Plan (LCWIP) and identifies how the proposed active travel routes through the site will form part of Route 100 within the LCWIP's primary cycle network.

The Highway Authority supports the integration of LCWIP principles into the scheme design and agrees with the TA that this strengthens the policy basis for the proposed layout.

Overall, the policy review is considered acceptable and aligns the scheme with national and local policy objectives.

The Highway Authority is satisfied that the development has been framed within a supportive policy context and that relevant documents have been correctly interpreted in relation to the development proposals.

<u>Consultation and Engagement</u>

The TA outlines the consultation and engagement activities undertaken by the applicant between August 2024 and March 2025, encompassing stakeholder, resident, and public engagement.

The Highway Authority acknowledges the broad and inclusive approach taken to community consultation, and the inclusion of highway-specific engagement through both the formal pre-application scoping process and subsequent liaison with Hampshire County Council.

The engagement with key transport stakeholders, particularly Unity and Stagecoach, is welcomed and appears to have had a tangible influence on the scheme's design.

Of particular note is the physical testing of the proposed West Street road layout by Stagecoach operatives using actual vehicles.

The results of this trial prompted refinements to the proposed alignment of West Street and alterations to the bus turning space within the bus station forecourt.

This level of early-stage operational testing and iterative design development is strongly supported, and the Highway Authority considers this an important example of best practice in ensuring bus operability is maintained post-implementation.

The proposed reconfiguration of the Unity community bus bay and accommodation of layover facilities within West Street are noted and supported in principle.

The section of the TA also summarises responses to engagement with commercial stakeholders, including Brenntag, Costa, Lidl, and the Chantry Centre.

These have reportedly led to refined servicing arrangements, such as the relocation of refuse bin storage from Western Avenue and improved chemical delivery logistics.

The Highway Authority welcomes these revisions insofar as they reduce loading and servicing activity from the primary movement corridors and improve operational efficiency within the rear service yards.

In relation to residential engagement, it is understood that three sessions were held with residents of Portland Grove and Chantry Lodge, resulting in the scheme’s evolution to include a reduction in local speed limits and alterations to pedestrian crossings.

The Highway Authority supports the proposed reductions in speed limits from 40mph to 30mph on Western Avenue and from 30mph to 20mph on West Street.

These measures are consistent with the principles of place-making and help reinforce the objective of shifting priority toward active travel modes and public realm quality.

Modifications to pedestrian crossings on West Street are also welcomed in principle, subject to further technical review.

Engagement with the wider public is recorded as having taken place in March 2025 through events at the Chantry Centre, with attendance reported at 430 individuals.

The feedback is described as generally positive and supportive of the green space and connectivity objectives of the scheme.

The Highway Authority recognises the importance of public support in enabling substantial changes to local highway layouts and welcomes the transparent and iterative approach to community consultation.

The submission of a Transport Scoping Report by LUC and the pre-application meeting held with the Highway Authority on 6th February 2025 are acknowledged.

The TA correctly references the formal response issued by the Highway Authority dated 19th February 2025. The content of the TA is broadly consistent with the principles and scope agreed through this pre-application process.

The Highway Authority is satisfied that its role as statutory consultee has been appropriately integrated into the development of the assessment methodology.

In summary, the consultation and engagement section of the TA is robust, and the actions taken in response to stakeholder input have directly informed the scheme design. The Highway Authority considers this to be a positive and transparent approach that aligns with the principles of collaborative planning and inclusive design.

Site Context

The TA provides a contextual overview of the application site, focusing on the existing transport network, surrounding land uses, and a Personal Injury Collision (PIC) review.

The Highway Authority is broadly satisfied that this sets an appropriate baseline understanding for the subsequent assessment of impacts and operational performance.

The site is correctly identified as falling partly within the defined Andover Town Centre boundary and is located adjacent to key links including Western Avenue, West Street, and Waterloo Court.

These roads serve a critical function in terms of providing vehicular and pedestrian access to a mix of commercial, residential, and public service uses, including the Chantry Centre, Waitrose and Lidl stores, the Andover Bus Station, and the adjacent car parks.

The TA offers a clear and accurate description of the existing local road network. Western Avenue is appropriately described as a dual carriageway forming part of the A3057 ring road, transitioning from two to one lane in the southbound direction, and operating with a posted speed limit of 40mph (reducing to 30mph south of the gyratory).

West Street is described as a one-way access road which currently loops around the Lidl site, with access to a range of key uses, while Waterloo Court functions as a short cul-de-sac servicing a number of commercial premises and providing rear access to the Chantry Centre.

The summary of the strategic road network is sufficient and recognises the strategic function of the A3057 in connecting to the A303, A34, and M3. The Highway Authority concurs that the scheme's impacts will be concentrated on the local town centre network rather than the wider strategic corridor.

The review of PIC data for the most recently available five-year period (2019–2024) concludes that eight slight-injury incidents were recorded, two involving pedal cyclists and one involving a pedestrian.

Based on the data presented, the Highway Authority accepts that the local network does not exhibit any systemic road safety issues.

The assertion that the scheme may reduce risk to vulnerable users by improving pedestrian and cycle infrastructure is noted. However, this statement would benefit from being supported by a qualitative review of how the proposed layouts address existing risk factors, particularly at key conflict points such as crossing locations, bus egress movements, and areas of shared surface.

It is further noted that the full PIC data and study area plan are contained within Appendix B. The Highway Authority reserves the right to review this data in more detail should further commentary be required.

In summary, the TA provides a sufficient and accurate account of the site context and local transport network, forming a reasonable foundation for the impact and capacity assessments that follow.

The descriptions of access arrangements, road classifications, and nearby land uses are appropriately detailed, and the review of personal injury collisions is acceptable based on the information presented.

Development Proposals

The TA provides a detailed overview of the proposed changes to the highway network, forming part of the wider Andover Riverside Park scheme.

The Highway Authority acknowledges that this is a significant reconfiguration of the existing gyratory system and considers this to be the critical part of the assessment.

The proposals centre on the removal of the eastern (southbound) arm of the Western Avenue gyratory and the relocation of southbound traffic to a new alignment alongside the retained northbound carriageway on the western side of the River Anton.

This would enable the creation of a linear riverside park, supported by the closure of the existing West Street exit and its conversion to a two-way access for local traffic only.

A new all-movements signalised junction at Western Avenue / West Street and a new priority junction at Western Avenue / Waterloo Court are proposed to manage network access.

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.

The conversion of West Street to a two-way local access road is central to the operational success of the scheme.

The access to the Lidl car park, Chantry Centre service yard, Portland Grove, Chantry Lodge, and the bus station are to be retained and the removal of through movements is supported in principle, subject to the detailed modelling and capacity assessments later within the TA.

The proposed speed reduction to 20mph is also supported in terms of aligning with the place-making and safety aspirations of the scheme, provided the supporting infrastructure (e.g. signage, carriageway markings, street design) is capable of reinforcing this reduced speed environment.

Similarly, the closure of the existing Western Avenue southbound carriageway and introduction of a two-way road using the existing northbound alignment is noted. The proposed 30mph speed limit is considered appropriate for the modified cross-section and urban context, subject to final design validation.

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 TA notes that this layout has been subject to swept path testing for buses, HGVs and refuse vehicles.

The Highway Authority accepts the principle of signalisation in this location, particularly given the loss of the gyratory' s free-flow characteristics.

The introduction of a segregated left-turn lane and two-lane northbound approach reflects a pragmatic attempt to balance operational performance with the scheme's overarching movement and place objectives.

At the southern end, the proposed priority T-junction at Western Avenue / Waterloo Court includes a ghost island right-turn lane and parallel pedestrian/cycle crossing facilities.

The inclusion of setback cycle priority crossing and connectivity to the riverside park is welcomed.

As noted within the pre-application response, this junction must accommodate access to the proposed New Theatre site, and the sensitivity of the design to future traffic patterns is recognised.

This junction's final arrangement must ensure safe and unobstructed access for large vehicles, particularly in light of the operational requirements for theatre servicing and existing commercial land uses.

The submitted TA also identifies two areas where Departures from Standard (DfS) are required relating to visibility near the Chantry Street loading bay and the bus stand east of the pedestrian crossing.

The Highway Authority notes that both departures have been verbally accepted by the Engineering Services DfS Panel, with formal submissions to follow post-RSA Stage 1.

On the basis of the technical engagement to date, and subject to receipt and review of the RSA and formal DfS submissions, these departures are not considered unacceptable in principle.

The TA correctly references that design relaxations (e.g. taper length and pedestrian-priority crossovers) are consistent with guidance, and the application of discretion is supported where underpinned by sound technical reasoning.

The proposed alterations to the bus station forecourt and operational flows are acknowledged. 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, subject to the operational viability being maintained for all expected manoeuvres.

The Highway Authority notes that further detail on public transport strategy is provided in a later section of the TA.

Changes to the location of bus stands and taxi ranks are noted, and it is understood that existing stands on Western Avenue will be lost.

The proposed reallocation of space for bus layover on West Street, and new loading and taxi arrangements, appear operationally reasonable. However, it is noted that proposed taxi re-provision on Waterloo Court lies outside the application red line and may therefore fall outside the direct control of this application. As such, its deliverability should be clearly addressed as part of a subsequent planning condition.

The proposal for pedestrian and cycle routes is clear and consistent with the scheme’s strategic aims.

The introduction of a dual-direction 3.0m cycleway and a separate pedestrian corridor is strongly supported and aligns with LTN 1/20 and HCC TG10.

The Highway Authority welcomes the provision of compliant crossings and enhanced NMU connectivity, which will be considered further within these comments.

Active Travel Benefits

The submitted assessment outlines the active travel infrastructure proposed as part of the Riverside Park development, supported by contextual information regarding existing conditions and the scheme's alignment with local and national walking and cycling policy.

The Highway Authority welcomes the prominence given to active travel within the scheme design and agrees that the section demonstrates a strong policy-led approach to encouraging modal shift and improving access and permeability for non-motorised users (NMUs).

The TA appropriately frames the benefits of active travel enhancements in terms of their environmental, health, accessibility and safety outcomes.

These aspirations are strongly aligned with the Hampshire Local Transport Plan 4 and the wider objectives of the Andover Town Centre Masterplan.

The reference to Active Travel England (ATE) as a statutory consultee is noted, and the application of the ATE Route Assessment Tool to West Street and Western Avenue is welcomed.

While detailed outputs are provided in Appendix F, a high-level summary of key route scores and their implications for design compliance would have been beneficial within the main body of the TA.

The baseline review of existing pedestrian and cycle infrastructure reveals a number of constraints that currently deter walking and cycling within the site area.

These include limited footway provision on the Western Avenue northbound arm, poorly defined crossing opportunities, inconsistent widths and surfacing on West Street, and substandard tactile paving along existing shared-use sections of NCN Route 246.

The Highway Authority agrees with the general assessment that these conditions currently restrict movement and legibility for NMUs, particularly for pedestrians crossing the gyratory or cyclists accessing the bus station and local retail destinations.

The TA accurately situates the site within the proposed Andover Route 100 of the Draft Test Valley (North) LCWIP, identifying the Riverside Park scheme as forming a central section of this primary route.

The design proposals for new and improved cycleways, particularly the introduction of a continuous, segregated 3.0m bi-directional facility on the western side of the river are consistent with HCC TG10 guidance and represent a substantial improvement over the fragmented and ambiguous facilities currently in place.

The use of shared pedestrian and cycle routes within the park is supported in principle, provided that appropriate surfacing, signage, and delineation measures are implemented to manage potential conflict.

The integration of natural seating areas, play features, and improved public space is also consistent with the Healthy Streets framework and supports longer-term modal shift through the creation of safe, attractive and inclusive environments.

The design of the Western Avenue / West Street signalised junction includes a new Toucan crossing to connect with improvements toward Folly Roundabout and Andover Station.

The Highway Authority supports this strategic linkage and acknowledges that the feasibility of this crossing has been tested by HCC Engineering Services, with the preferred design option catering for all NMU desire lines.

It is assumed that all tactile paving and kerb alignments will be delivered in accordance with current DfT guidance, however this should be confirmed.

The proposed removal of the on-road cycle lane on West Street (between Chantry Street and the bus station) is necessitated by the new two-way vehicular operation.

While this results in a modest re-routing of cycle trips (via the footway/cycleway adjacent to the Andover Leisure Centre and the new crossing), the Highway Authority accepts that the resulting route is safer and more consistent with current guidance.

This is supported by the peak hour survey data indicating very limited cyclist demand for the removed link, with minimal volumes directed toward West Street.

The proposed crossings at Waterloo Court are acceptable in principle. A priority cycle crossing is proposed to the west, maintaining continuity along the north-south corridor, while a parallel pedestrian and cycle crossing is provided to the east.

The Highway Authority notes that these facilities tie into existing infrastructure south of the A3057 and support enhanced access to the Town Mills area and onward routes.

Subject to detailed design and appropriate tactile paving provision, these crossings are considered appropriate for the context and function of the network.

It is noted that further improvements to Folly Roundabout lie outside the scope of the current planning application, but the scheme has been designed to integrate with these potential future enhancements.

The Highway Authority supports this coordinated approach and encourages continued alignment between town centre movement strategies and future LTP4/LCWIP investments.

In summary, the active travel elements of the Riverside Park scheme represent a substantial and well-considered uplift in the quality, safety and continuity of walking and cycling infrastructure within the town centre.

The proposed designs are consistent with adopted guidance, reflect meaningful stakeholder and policy input, and support the wider aims of the Andover Masterplan as well as Hampshire's LTP4.

Subject to delivery of the detailed design as proposed, the Highway Authority supports the active travel improvements proposed.

Public Transport Strategy

The TA describes the existing operation of Andover Bus Station, the proposed reconfiguration of bus access arrangements as part of the Riverside Park scheme, and potential implications for bus journey times and connectivity.

The Highway Authority considers this an essential component of the assessment given the scheme's direct impact on bus infrastructure, operations and routing.

The assessment identifies that the bus station lies within the red line boundary of the development and serves as a key transport interchange for Andover town centre.

The existing layout enables buses to enter the bus station from either direction on Western Avenue via West Street and to exit southbound via the gyratory.

The forecourt includes 10 bays and is served primarily by Stagecoach South, operating a wide range of local and regional services.

The Highway Authority agrees that the station represents a vital node in the local transport network and that its continued operability must be protected during and after implementation of the scheme.

The proposed highway reconfiguration removes the southbound arm of the gyratory and re-purposes West Street as a two-way local access road.

This necessitates a change to bus egress movements, with all buses now exiting eastbound along West Street to rejoin Western Avenue at the newly signalised junction.

The TA explains that the forecourt has been redesigned to accommodate turning movements and that Stagecoach tested the proposed layout on site with operatives and vehicles and amendments were made to the turning area and alignment as a result of this exercise.

The Highway Authority strongly supports this proactive engagement with the local bus operator, and the use of physical testing to inform the design provides confidence that the revised forecourt will function effectively for the intended range of vehicle types and manoeuvres.

It is noted that the revised layout enables retention of all inbound and outbound routing functions required for the current level of service.

The proposed signalised junction at Western Avenue / West Street must be capable of managing these turning movements during peak periods, and the performance of this junction is considered later within the assessment and these comments.

In terms of operational practicality, the proposed solution is considered acceptable, subject to appropriate signal timings and priority being incorporated into the final design.

In terms of infrastructure changes, the closure of the southbound Western Avenue carriageway results in the loss of existing bus layover space and school coach stop facilities.

The proposal includes a replacement layover bay on West Street near the bus station. While the provision of replacement layover capacity is essential, the Highway Authority highlights that this must be formally secured within the scheme and clearly integrated into the Traffic Regulation Order framework to ensure operational integrity is maintained.

The TA also notes that school coach operations using the current southbound stand are informal and not subject to planning controls.

While their exclusion from the new layout may not require mitigation under planning control, the Highway Authority encourages continued engagement with relevant schools and operators to manage this displacement effectively.

The removal of the existing taxi rank and limited waiting bay on West Street is also acknowledged.

The proposal to re-provide taxi facilities on Waterloo Court (adjacent to the proposed new theatre) is reasonable in principle but falls outside the red line boundary of this application.

The Highway Authority therefore considers the deliverability of this element to be uncertain and recommends that interim provision be identified within or adjacent to the application site to avoid a potential service gap.

The TA briefly comments on bus delays, noting that the relocation of bus movements onto the new signalised junction may introduce some queuing. However, the scale of delay is not quantified.

In terms of wider connectivity, the TA makes a passing reference to the proximity of Andover rail station and the role of the scheme in improving links to the wider public transport network.

While the proposal does not directly alter rail access, the enhanced active travel corridors and improved crossings are likely to strengthen intermodal connectivity and support increased use of sustainable modes.

The Highway Authority supports the proposed public transport strategy in principle. The continued viability of the bus station is a critical success factor, and the evidence presented, particularly the engagement with operators, physical layout testing, and revised forecourt design gives confidence that bus operations can be maintained.

Subject to confirmation that replacement layover and taxi facilities are fully secured, the Highway Authority raises no objection to the proposed public transport arrangements.

Delivery and Servicing Plan

The TA sets out the existing servicing arrangements for premises within and adjacent to the development area and details how these will be accommodated and rationalised within the proposed layout.

Given the town centre location and mix of residential, retail, leisure, and transport functions, servicing considerations are a key part of ensuring the proposed layout remains functional and resilient.

The assessment provides a clear summary of existing servicing operations, noting that West Street currently accommodates a range of delivery and refuse collection activities associated with Lidl, the Chantry Centre, Portland Grove, Chantry Lodge, and the Andover Bus Station.

The proposed changes to access arrangements, particularly the conversion of West Street to two-way operation and the closure of the eastern gyratory arm necessitate a comprehensive review of servicing routes and manoeuvres.

The Highway Authority acknowledges that revised arrangements have been developed in close consultation with affected stakeholders, and that the new servicing strategy seeks to balance the operational needs of each occupier with the desire to reduce servicing activity within the primary movement corridor and improve safety for non-motorised users.

Specifically, the proposals include the following servicing arrangements:

- **Lidl:** The revised access and egress will be from West Street via the new signalised junction, with the car park reconfigured to support this arrangement.

- **Chantry Centre service yards:** Access will be retained from West Street and Chantry Street. The development proposals seek to remove the reliance on Western Avenue for refuse collection and deliveries, relocating bin storage to within service yard E.

This is supported in principle, as it removes vehicle interactions from the primary public realm and consolidates operations in a secure location.

- **Portland Grove and Chantry Lodge:** Vehicular access will continue to be taken from Chantry Street and West Street, with egress directed via the new signalised junction.

- **Waitrose service yard:** The TA indicates that existing arrangements are retained with adjusted routing. Provided access and turning can be maintained for appropriate HGV types, this is acceptable in principle.

- **Costa Coffee and bus station offices:** Bin storage is proposed to be consolidated within service yard E. This rationalisation is supported, as it removes refuse facilities from the Western Avenue frontage and reduces visual clutter within the public realm.

- **Waterloo Court:** No major changes to servicing are proposed, but the layout must ensure continued access for service and emergency vehicles, particularly in light of the proposed New Theatre development and the emerging residential conversion of Hambleden House.

The Highway Authority notes that swept path analysis indicates some potential for vehicle conflict in narrow sections of the access road, and that further design refinements may be needed to mitigate these risks.

- **Park maintenance access:** A dedicated northern access point is proposed for maintenance vehicles, which is welcomed. It is essential

that this is clearly signposted, appropriately sized, and not relied upon for general service access.

In summary, the proposed servicing strategy has been developed with appropriate stakeholder engagement and reflects a coordinated attempt to maintain operational viability while improving public realm and pedestrian safety.

The Highway Authority supports the principle of consolidated servicing away from the Western Avenue.

Previous Modelling

The submitted assessment outlines the strategic and micro-simulation modelling work previously undertaken to inform the Andover Town Centre Masterplan, including the current Riverside Park proposal.

The Highway Authority acknowledges that these earlier modelling exercises have provided a foundation for understanding wider network conditions and informing the scope of local junction assessments presented later within the assessment.

Strategic traffic modelling for the Andover Masterplan was undertaken in 2022 using the North Hampshire Transport Model (NHTM19).

This modelling formed part of the Concept Design Report prepared by Atkins, which tested town centre proposals, including the removal of the Western Avenue gyratory, under 2040 forecast conditions.

The Highway Authority accepts that the NHTM19 provides an appropriate basis for macro-level modelling, though its coarse resolution means that it is not suitable for assessing localised junction impacts in isolation.

To address this, the TA details that micro-simulation modelling was subsequently undertaken using VISSIM to assess the impact of the Riverside Park proposals and their interaction with surrounding development.

The use of VISSIM to model tidal flow conditions and to assess operational changes resulting from the loss of the gyratory is supported in principle.

However, the TA does not present VISSIM results directly in this section, deferring detailed assessment to subsequent sections of the submitted assessment.

The Highway Authority acknowledges that this sequencing is reasonable, though reiterates that VISSIM modelling should be used to support the interpretation of local impacts rather than as a standalone validation.

The TA states that previous strategic modelling concluded the overall Andover Masterplan proposals would not result in significant detrimental impacts on journey times or traffic conditions to 2040.

Furthermore, the introduction of a signalised junction at Western Avenue / West Street was forecast to result in a reduction in traffic flow along Western Avenue, potentially reflecting a redistribution of town centre movement patterns in response to the revised network layout.

The Highway Authority notes that while the strategic model provides some reassurance that the proposals do not undermine wider network capacity, it cannot fully account for site-specific issues such as queuing, delay, or interaction with signal timings at the revised junctions.

As such, the use of standalone junction models LINSIG (**LIN**colnshire **SIG**nals) and PICADY (**P**riority **I**ntersection **CA**pacity and **D**ela**Y**) for Western Avenue / West Street and Waterloo Court respectively is both necessary and appropriate. T

This approach is consistent with the advice issued during pre-application discussions and aligns with best practice in transport development management.

It is also noted that no “with development” scenario has been modelled in the strategic assessment, on the basis that the scheme is not traffic-generating in itself.

The Highway Authority agrees that this is reasonable, as the objective of the scheme is to reconfigure existing movement patterns and public space rather than to accommodate additional land use-related trips.

Nonetheless, the re-routing of traffic and associated reassignment must be carefully managed to ensure that local capacity remains sufficient, this is addressed further in these comments.

In conclusion, the Highway Authority considers the summary of previous modelling to be acceptable. The strategic and micro-simulation models have served their intended purpose in informing the overall design framework and justifying the principle of network reconfiguration.

The key conclusion that the Masterplan proposals, including Riverside Park, do not result in materially adverse impacts to 2040 is acknowledged.

Highway Impact

Turning to the impact upon the public highway network, the TA sets out the core evidence underpinning the assessment of highway impact arising from the proposals.

It covers the baseline network conditions, traffic survey methodology, traffic growth forecasts to 2040, and the design and operation of the future highway layout.

Given the scale of change proposed, this is central to determining whether the scheme can be delivered without introducing unacceptable impacts on traffic operation or highway safety.

A review is included of existing highway conditions, which is consistent with the detail provided previously.

The baseline is appropriately defined in terms of the local network configuration, with Western Avenue forming part of the A3057 town centre ring road and operating with significant traffic flows.

The current gyratory layout provides a degree of free-flow capacity that is proposed to be removed in favour of signal-controlled junctions and reduced speed limits.

The baseline traffic data is derived from ANPR and ATC surveys undertaken in April and September 2024.

The Highway Authority acknowledges the use of 13 ATC locations for one-week counts and 8 ANPR survey points for two individual survey days (Thursday 18 April and Saturday 20 April).

However, as stated in the pre-application response, national guidance recommends that surveys undertaken to represent neutral conditions should avoid the two-week period surrounding Easter.

The surveys presented fall immediately after the Easter break, raising a concern that the data may not represent typical weekday or weekend traffic patterns.

Additionally, survey days appear limited to a single weekday and Saturday, which may restrict the robustness of origin-destination analysis.

The Highway Authority invites the applicant to clarify the justification for the chosen dates and to confirm whether validation of data variability was undertaken.

Confirmation of consultation with HCC’s ITS team regarding the methodology and suitability of the ANPR approach is also requested.

The future baseline is forecast to 2040 using TEMPro growth factors and reflects a "Do Minimum" scenario excluding the development proposals but accounting for planned background growth.

The subsequent “Do Something” scenario incorporates the proposed changes to the highway layout but does not assume new development-related trip generation, which is appropriate in the context of a public realm and network reconfiguration scheme.

However, the proposal will alter the assignment of existing traffic flows, particularly in and around West Street and the new signalised junction, and this reassignment must be appropriately modelled.

The assessment includes details of future highway trip assignment and reassigned routing as a result of the proposed changes. Figure 10.2 provides link count survey locations, and the TA indicates that the “Do Something” model represents a full reassignment of traffic through the revised layout, including re-routing of bus and servicing movements.

The Highway Authority agrees that reassignment of existing trips is the principal mechanism of change, rather than net increase in traffic, and that this approach is proportionate to the nature of the scheme.

The assessment sets out the operation of the 2040 “Do Minimum” and 2040 “Do Something” network models using the VISSIM micro-simulation platform.

While visual outputs are shown in Figures 10.5 through 10.8, the narrative commentary provided in this section is limited, deferring operational conclusions to Section 11.

The Highway Authority advises that further detail should be included within this section to explain key operational characteristics under the Do Something scenario, including any significant delays, re-routing effects, or new conflict points introduced by the design.

The Highway Authority further notes that some background model results in Appendix materials flag up data warnings, particularly in relation to PICADY parameters (zero flare lengths and HGV percentages) and visibility assumptions.

These issues were previously raised in the pre-application response and should have been addressed in the updated modelling submission. Whilst this is not an issue that would necessarily lead to any formal objection, this is a valid technical concern as it highlights areas where the modelling lacks clarity or robustness and where the applicant should be expected to provide clarification or updated inputs to support the conclusions.

In PICADY, a zero flare length entry often means the model assumes no additional stacking or widening on approach lanes. This can either be a real design feature (e.g. narrow approach with no widening), or it can result from the modeller inputting a default or placeholder value without checking.

If no flare is provided where one exists (or should exist), the model may underestimate capacity, resulting in a conservative but potentially misleading results. If the flare is incorrectly assumed to be zero and it materially affects the capacity output, it would require correction.

A 0% HGV figure in a PICADY model (unless justified by site-specific data) is generally unrealistic, especially in mixed-use town centre locations with service yards and public facilities.

Ignoring HGVs will overestimate junction capacity, since HGVs occupy more space and move more slowly. Even a small HGV presence (e.g. 2–5%) can materially change queue and delay predictions.
Visibility is a key input in PICADY for assessing capacity and safety. If the modeller has assumed visibility values without either demonstrating the source (e.g. from a topographical survey) or reconciling them with known visibility constraints then the modelling may misrepresent reality, either under, or overestimating the available sight distance and thereby affecting both capacity and safety interpretation.

The models must match the actual designed junction layouts. If the microsimulation or junction model geometry (lane widths, flare lengths, radii) doesn't match the latest GA drawings, then any outputs should be technically questioned.

This is particularly important where multiple design iterations have occurred or where models pre-date the latest road layouts.

Additionally, the microsimulation model inputs and design geometries must be verified against the latest detailed drawings to confirm consistency, particularly where assumptions have been made in the absence of measured dimensions.

In terms of highway safety, the TA has previously stated that the removal of the gyratory will reduce vehicle speeds and simplify the environment, benefitting vulnerable road users.

Intrinsically linked to the above, however is a Stage 1 Road Safety Audit (RSA), prepared by Hampshire County Council's Road User Audit Team in April 2025, which has been submitted in support of the application. The audit itself confirms that no safety issues were identified that require action at this stage.

On face value, the Highway Authority would be satisfied that the proposed highway layout does not raise any immediate safety concerns in its current form.

While technical modelling inputs such as assumed visibility and vehicle flare lengths detailed above should still be clarified for robustness, the absence of safety-related observations reduces the level of concern attributed above.

Local Junction Capacity Modelling

This section of the TA presents the results of detailed local junction modelling undertaken to assess the performance of the proposed revised layout under 2040 forecast conditions.

The Highway Authority acknowledges that the introduction of a signalised junction at Western Avenue / West Street and a priority-controlled junction at Western Avenue / Waterloo Court represents a significant departure from the existing gyratory-based configuration and warrants robust capacity assessment.

The assessment area is appropriate and reflects the focus of the Riverside Park scheme, concentrating on the two new primary junctions.

The methodology adopts LINSIG v3 for the signalised Western Avenue / West Street junction and PICADY for the priority-controlled Western Avenue / Waterloo Court junction, which is consistent with standard industry practice and previously agreed at pre-application stage.

The LINSIG modelling assesses three scenarios: 2024 Existing Flows, 2040 Do Minimum, and 2040 Do Something, with assessment undertaken for the AM, PM, and Saturday peaks.

The preferred Option 3 layout is modelled and achieves a practical reserve capacity (PRC) of 32.6% under the 2040 DS AM scenario, with the maximum degree of saturation (DoS) observed on the Western Avenue southbound left/ahead lane at 67.9%.

This suggests that the junction will operate comfortably within theoretical capacity limits across all modelled periods, albeit with increased queuing relative to the existing free-flow gyratory.

The Highway Authority accepts that some additional queuing is a natural consequence of replacing a high-capacity priority system with a signal-controlled junction, but the modelling indicates that these delays remain manageable and do not present a capacity constraint.

Furthermore, the signalisation of this junction enables safer and more equitable crossing conditions for pedestrians and cyclists, which aligns with the strategic place-making objectives of the scheme.

In regard to Waterloo Court, PICADY modelling is provided for the same three forecast periods.

The highest RFC reported in the 2040 DS scenario is 0.47 on the minor arm during the weekday PM peak, with a maximum queue length of 0.9 PCUs. These results confirm that the junction is expected to operate well within its theoretical capacity.

In addition, the applicant has carried out a sensitivity test to account for future traffic associated with the proposed Andover Theatre development, which is anticipated to access the network via Waterloo Court.

Under this sensitivity scenario, the maximum RFC increases to 0.71 with a queue of 2.1 PCUs which is still within the acceptable operational envelope.

The Highway Authority welcomes this proactive approach and agrees that the junction is unlikely to become overburdened by the cumulative impact of the Riverside Park and Theatre developments.

That said, as noted in the pre-application response, the LINSIG model for the Western Avenue / West Street junction has not been subject to equivalent Theatre-related sensitivity testing.

Given the interconnected nature of the two junctions and the likelihood that some Theatre-bound trips will route via West Street, the Highway Authority considers it appropriate for the LINSIG model to be updated in due course to reflect this additional loading, particularly during weekend or evening peaks associated with theatre performances.

It is not clear as to why this has not been included when it has been discussed specifically within pre-application meetings and within the Highway Authority's pre-application response.

Trip assignment diagrams are included in Figures 6.6 to 6.9 and provide a general indication of the distribution of development traffic across the local network. However, the diagrams do not show how these assigned trips relate directly to the individual entry flows at modelled junctions, nor how reassigned background flows have been routed. Further clarity or supplementary tabulation would improve transparency and facilitate cross-checking against model inputs.

As previously identified, some background modelling assumptions, particularly zero flare lengths and HGV percentages in PICADY, raise questions about input accuracy.

However, the results are sufficiently low as to provide confidence that even with revised inputs, the junction is unlikely to breach capacity thresholds.

This interpretation is further supported by the Stage 1 Road Safety Audit, which identified no safety issues at either junction.

In summary, the Highway Authority considers the local junction capacity modelling to be generally robust and supportive of the proposed scheme.

The evidence indicates that both the new signalised and priority-controlled junctions will operate within capacity under 2040 conditions, with or without the inclusion of the emerging Theatre development.

Subject to confirmation of model inputs and the future inclusion of cumulative sensitivity testing at the signalised junction, the proposed layout is considered acceptable in operational terms.

Notwithstanding the above comments and intrinsically linked with the above comments, the Highway Authority has undertaken a comprehensive review of the submitted General Arrangement, Swept Path Analysis, visibility splays and highway geometry drawings submitted with the application and the following comments are made:

Highway Geometry

Key Drawings Reviewed:

- CJ009625-HEH-HGN-40012558-DR-CH-0001 to 0004 – General Arrangement (Western Avenue, West Street, and core area)
- CJ009625-HEH-HGN-40012558-DR-CH-0010 – Overview Layout and Sheet Index
- CJ009625-HEH-HML-40012558-DR-CH-1020 to 1023 – Highway Markings and Setting-Out

The general arrangement drawings demonstrate an appropriate transition to a lower-speed, place-led environment, with geometry reflecting the balance between highway function and public realm, however, kerb radii, taper lengths, flare lengths, and entry widths are not consistently annotated. These elements are critical for validating the junction modelling (LINSIG/PICADY) and for assessing operational safety and capacity.

In line with this, the applicant should include full annotation of flare lengths, radii, and entry widths on all layout drawings.

The applicant should also Cross-verify junction geometry with the assumptions used in the submitted junction models, particularly where capacity claims are sensitive to lane allocation, and ensure future technical approval submissions include cross-sections and kerb-to-kerb widths to demonstrate adequate pedestrian and NMU space.

Visibility Splays

Key Drawings Reviewed:

- CJ009625-HEH-HGN-40012558-DR-CH-1014 to 1018 – Visibility Splays / Stopping Sight Distance Plans

No splays are shown in vertical section or with reference to potential obstructions such as trees, street furniture, or level changes, although the RSA Stage 1 did not raise visibility concerns, formal technical approval will require all visibility envelopes be clearly dimensioned and justified.

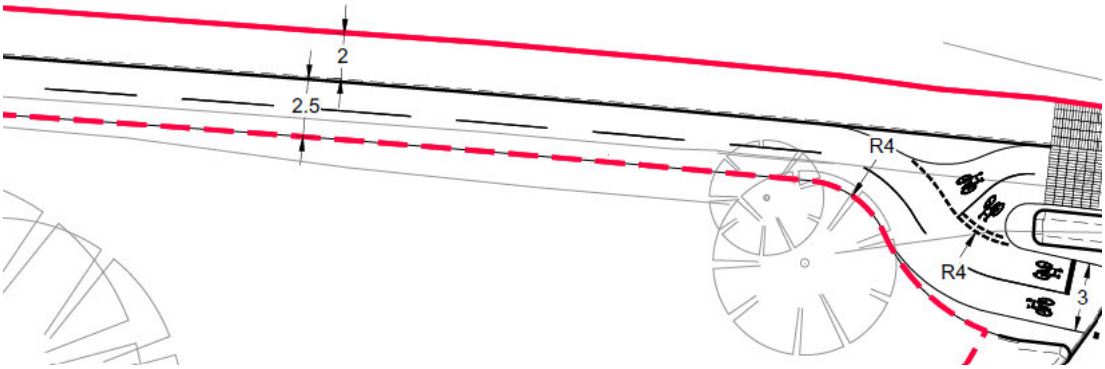
Additionally, Identify and mitigate any visibility obstructions, including proposed landscaping, street furniture, or topographical changes and include visibility envelopes within cross-section or longitudinal profile drawings where applicable.

Further to the above, the Highway Authority's Highway Development Agreement Team have also reviewed the submitted drawings and the following comments are made (Verbatim/Italics):

Geometries (Sheet 1 of 4)

The proposed 2-way cycle lane is below the desirable minimum requirements of HCC TG10 at 2.5m. The desirable minimum (for <300 peak hour flows) should be 3.0m.

It is however noted that 2.5m has been introduced due to constraints over a length of c.50m, and the proposals do meet the absolute minimum width requirements of TG10.

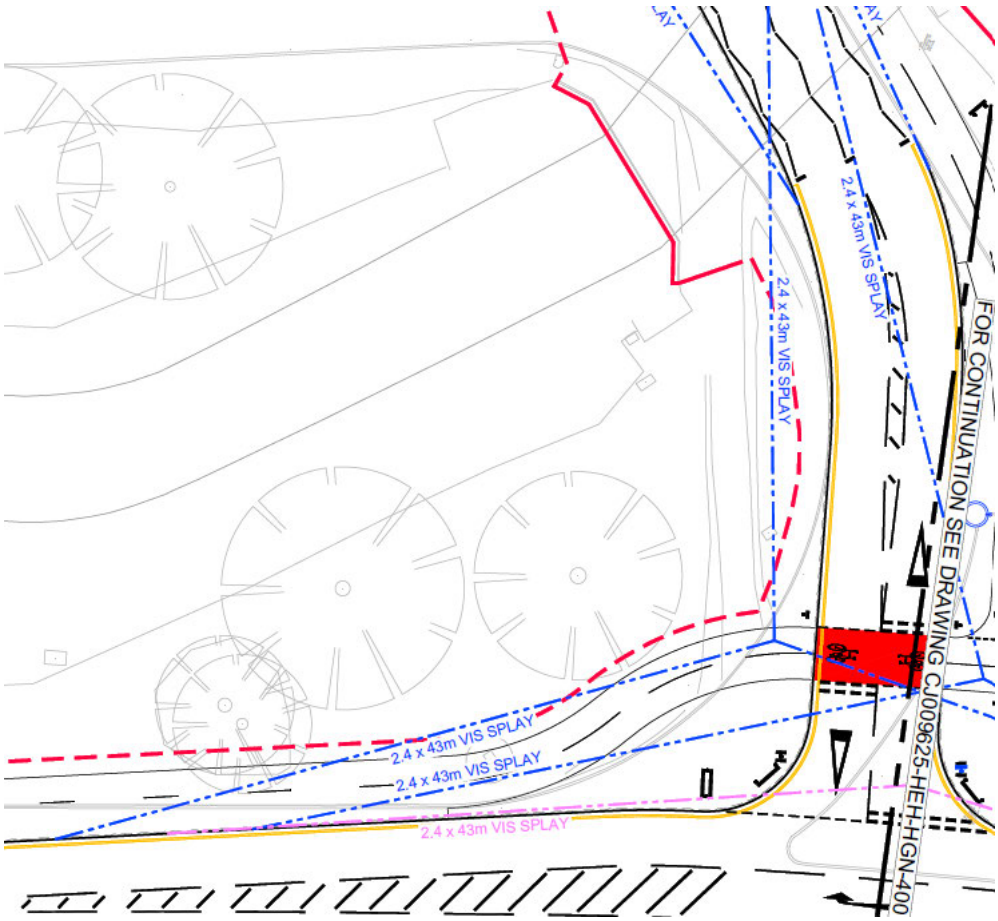


Cycle Route type	Direction	Peak hour cycle flow (either one way or two ways depending on cycle route type)	Desirable minimum effective width (m)	Absolute minimum effective width at constraints up to 100m long (m)
Protected space for cycling (including light segregation, stepped cycle track, kerbed cycle track)	1 way	<200	2.0	1.5
		200-800	2.2	2.0
		>800	2.5	2.0
	2 ways	<300	3.0	2.0
		>300-1000	3.0	2.5
		>1000	4.0	3.0

Visibility Splays and SSD

Splays are noted as based on posted speed limits and not surveys given the vast changes in highway layout. The approach to this would seem sensible given the revised layout and how the highway operates this.

The area adjacent Waterloo Court requires visibility outside the highway. It is noted this area has highway boundary amendments. Any areas required for visibility should be dedicated to the highway authority. The red dashed line should be updated to suit.

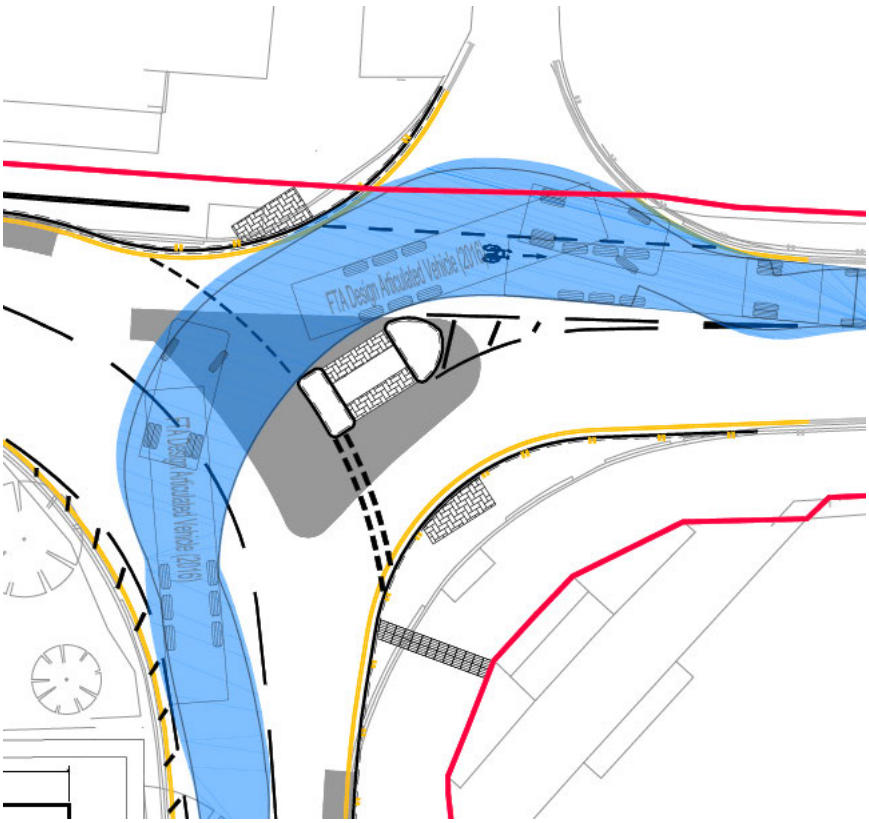


Swept Path Analysis (Various Drawings)

Bus specification does not match that required under HCC TG2; however, it is understood that it has been agreed with Stagecoach to use an updated vehicle which reflects the specification for their fleet of vehicles.

The West Street/Chantry Street tracking has been improved from the pre-app stages with no overhang of pedestrian areas. The right in movement to Chantry Street does however require the vehicle to use the access of the area to the north requiring land outside the extent of the public highway.

Is this a regular movement expected?



Drawing Review Summary

The submitted drawing set is comprehensive in coverage and shows good progress towards an implementable and technically compliant highway design, however a number of amendments or points of clarification are required.

Conclusion

In line with the above comprehensive review and comments, The Highway Authority raises no objection in principle to the proposed development, however, amendments and/or clarifications are required in relation to the specific technical matters addressed before the proposals can be considered acceptable in full or recommended for approval.

Yours faithfully,

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