

**The Welborne Plan – Pubic Examination**  
**Statement of Winchester City Council (WP041)**

Issue 7

Transport, Access and Movement (WEL23 – WEL28)

**Question 7.1 - The development at Welborne is reliant on the creation of an ‘all-moves’ junction 10 on the M27. A final scheme has not been agreed but the Strategic Framework Diagram is based on Option 3 of the Transport Strategy. Does this have the support of the Highways Agency? Have all realistic options been considered and been subject to sustainability testing and when will the preferred option be selected?**

The issue of traffic from Welborne travelling northwards on the A32 through Wickham and impacting on routes such as Mayles Lane and subsequently through other villages on the A32, A334 or B2177 has consistently been raised a matter of concern for the City Council. If an ‘all moves’ junction is not implemented then it is inevitable that traffic will use the A32 northwards and, as such, the development must be contingent upon an all moves junction being agreed and implemented. The Highways Agency needs to confirm that an ‘all moves’ junction can be provided and will meet design standards.

**Change sought – the Plan must be explicit in terms of the development being contingent upon the provision of an ‘all moves’ Junction 10 being agreed and implemented. In this respect the Council seeks a change to policy WEL2 as follows:**

**- Amend WEL2 6th bullet point (4th sub-bullet) to read: "Access will be principally to/from the south via the A32 and junction 10 of the M27, with the development designed so as to reinforce this;"**

**Question 7.2 - What will be the consequences, in terms of traffic and movement, of not completing the M27 J10 improvements until 2022?**

Travel patterns become established at an early stage and if there is a delay in providing M27 J10 improvements new residents of Welborne will start to use the A32 northwards to access different parts of the County due to long delays which would be incurred by seeking access to the M27 from other junctions.

**Change sought – the Plan must limit the location and quantity of development until the M27 Junction 10 improvements are in place – see the Council’s response to Question 7.8 below.**

**Question 7.3 - Is there any evidence to demonstrate that traffic to and from the proposed community at Welborne would have significant adverse effects in terms of highway safety and movement of traffic that cannot be mitigated**

The issue of traffic from Welborne travelling northwards on the A32 through Wickham, and on routes such as Mayles Lane and subsequently through other villages on the A32, A334 or B2177, has consistently been raised a matter of concern for the City Council. While some impact is inevitable, it is important to minimise this by establishing the principle that Welborne looks to the south for its key transport links, via the A32 and M27, and designing development to prioritise these links rather than those northwards. Any north-bound traffic will impact on important conservation interests, either in Wickham Conservation Area or the South Downs National Park.

It is understood that initial transport modelling suggests that only a small percentage of traffic is expected to travel north-wards. If true, this is to be welcomed but this projection would appear to be optimistic unless measures are designed into the development to make sure it is achieved. The assumptions used in relation to journey times and trip generation need to be clearly tested to back up these assertions. Such assumptions influence the transport modelling and, if they are not carefully validated, they will underestimate the impacts on villages to the north of Welborne and the necessary measures to deter this will not be forthcoming.

**Change sought - Amend WEL23 (iii) to read: "Achieves a development which is southwards-facing in transport terms through the delivery of access via the A32 (south) and an improved junction 10 of the M27, with design and traffic management measures to limit north-bound traffic movements."**

**The transport assessment which has not yet been completed will need to ensure that assumptions about journey times and trip generation are carefully validated and tested.**

**Question 7.4 - Policy WEL23 refers to both a Transport Framework and a Transport Assessment. The former is not included in the Glossary but is referred to in paragraph 7.14. Is it clear exactly what is required in each document? Is there the risk of information being duplicated?**

The transport assessment needs to set out the full impacts of the development and how these will be mitigated. The Strategy is a high level document which does not provide the necessary information and assessment work to fully assess the impacts of the development and to mitigate the impacts.

**Change sought - Flexibility needs to be built into the process so that mitigation measures identified through the Transport Assessment can be delivered.**

**Question 7.5 - Is criterion (ii) of policy WEL23 sufficiently clear – what is ‘Travel planning’ (not in Glossary)?**

Proposals to develop smarter travel choice initiatives in tandem with travel planning measures to make people aware of them, and to change attitudes towards using sustainable transport provision, will be very important and could also provide tangible benefits to existing communities in the area.

**Change sought – clarity in relation to what travel planning will include and seek to achieve.**

**Question 7.8 - Is there any evidence that traffic to and from Welborne would have an adverse effect on highway safety in Wickham, Knowle or Funtley that could not be satisfactorily mitigated? Should policy WEL25 make it clear that Welborne should look to the south for its key transport links?**

The Plan fails to specify the important transport principle that the development, and particularly its access arrangements, should be 'southwards-facing'. The concerns relate not only to highway safety but also to issues of delays and congestion and associated effects. This needs to also be taken fully into account.

It is therefore, unsound in this respect and does not have adequate regard to the evidence (e.g. Transport Strategy 2013) or the impacts of the development.

The issue of traffic from Welborne travelling northwards on the A32 through Wickham and subsequently through other villages on the A32, A334 or B2177 has consistently been raised a matter of concern for the City Council. While some impact is inevitable, it is important to minimise this by establishing the principle that Welborne looks to the south for its key transport links, via the A32 and M27, and designing development to prioritise these links rather than those northwards. Any north-bound traffic will impact on important conservation interests, either in Wickham Conservation Area or the South Downs National Park.

It is understood that initial transport modelling suggests that only a small percentage of traffic is expected to travel north-wards which, if correct, is to be welcomed but this projection would appear to be optimistic unless the principle of a southwards-facing development is established and measures are designed into the development to make sure it is achieved. This should be dealt with in the transport principles (WEL23, see response to Question 7.3 above), as well as in policy WEL25. These assumptions need to be carefully tested through a full transport assessment process and modelling work which is fully validated.

The Plan divides the development into 5 main phases, with the first phase (2015-2019) proposed to start close to the A32, including residential development north of the Knowle Road and possibly the Local Centre in that area. It is anticipated that this would deliver about 500 homes both north and south of the Knowle Road. The second phase would see development continue to the north and south of Knowle Road, with both the District and Local Centres being at least partially completed in this phase (2019-2022). Employment development would start in this phase and the first primary school and upgrading of M27 junction 10 to all-moves would be required by the end of this stage. The second primary school would be required within phase 3 (2022-2026) and the third primary school and secondary school would be within phase 4 (2026-2030).

There is little explanation in the Plan of the phasing programme, particularly the location of the various phases, other than that development needs to begin near the A32. While this is logical, it is not clear why the development is proposed to start

close to the Knowle Road, to the north of the site, when the main access routes will be from the south and key facilities such as employment and the District Centre are also to the south of the development. Given that the improvements to M27 junction 10 may not be complete until the end of phase 2 (or later, see below), by which time 1,500 dwellings could have been built, the focus on developing in the northern part of Welborne is not logical or justified by any evidence. It is likely to unnecessarily increase traffic pressure on Wickham and other settlements to the north and lead to these transport patterns becoming established and difficult to change, even once the junction 10 improvements are implemented.

The situation may be exacerbated by the references in the Plan to flexibility in the phasing and a 'deferral of contributions' policy (policy WEL41). While the Plan must have a reasonable level of flexibility, policy WEL41 provides too many opportunities for key infrastructure provision to be delayed or even avoided. The developer is required to produce and submit the main phasing plan and this would then be kept under review. This already provides considerable flexibility for the developer to propose a viable phasing of development. However, the policy also allows the phasing to be changed if existing infrastructure is available, for infrastructure to be spread across phases and for the activation of the 'deferral of contributions policy' where viability issues are demonstrated.

The effect of flexibilities within the plan could be that key items of infrastructure such as M27 junction 10 improvements, provision of schools or the delivery of the District and Local Centres are not implemented in step with development, or at all. This has implications for the delivery of the Plan and for residents of the development and surrounding communities. The trajectories for development in Tables 1.1 and 1.2 do not include the requirements and phasing of key infrastructure requirements.

Accordingly, the City Council considers the plan to be unsound in focusing the early phases on the northern areas of the development and by allowing too much flexibility over the provision of key infrastructure items.

**Change sought - The development should be designed and phased such that consequences for Wickham, Knowle, etc are minimised.**

**- Amend WEL25 as follows:**

**First sentence:** "The principal vehicular access to Welborne will be from the **south via the A32** and junction 10 of the M27."

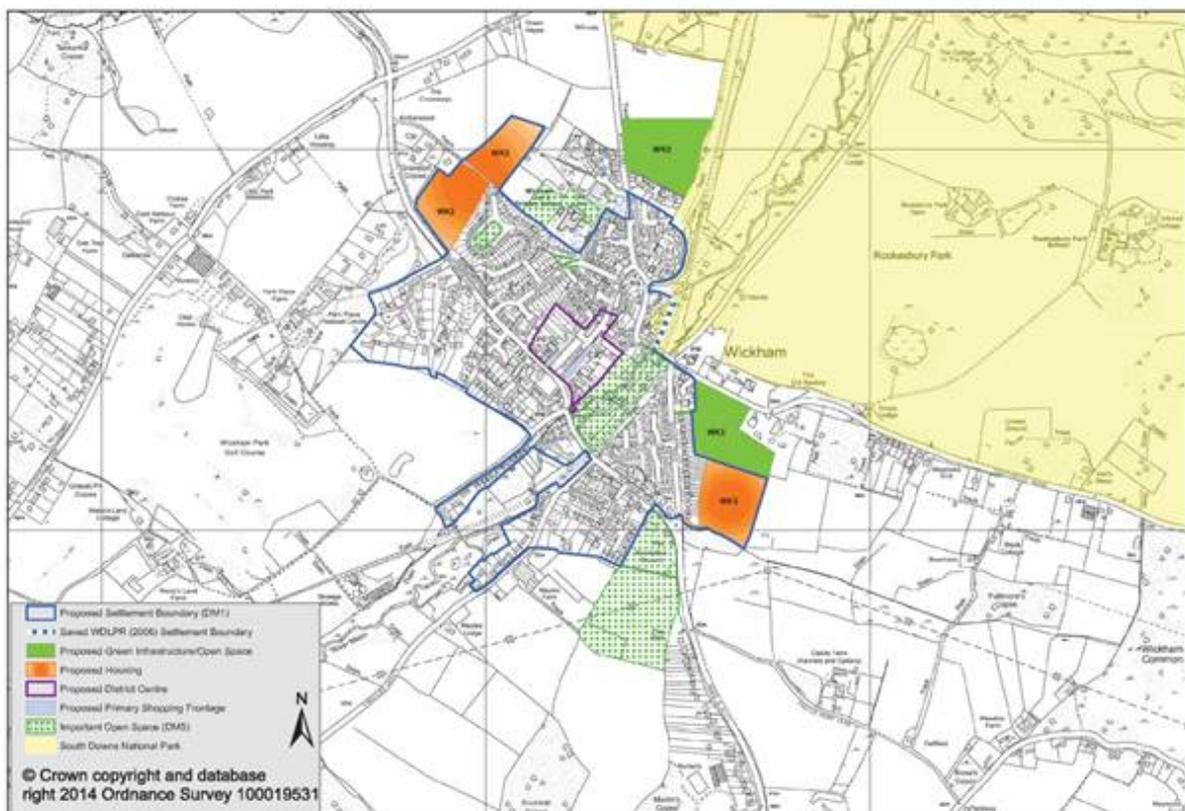
**Criterion (iv), final bullet: add "Knowle" to list of settlements.**

**- Amend WEL41 to delete the final paragraph, with consequential changes to the explanatory text. The addition of a phasing plan would make the phasing arrangements much clearer to understand.**

**Question 7.9 - Is the last bullet point of WEL25 criterion (iv.) which refers to 'other roads' sufficiently clear? Is the reference to traffic light provision at the junction of the A32/A334 in Wickham justified (paragraph 7.27.1)?**

The explanatory text referring to the A32/A334 junction in Wickham which suggests that it is likely that signals will be required should be deleted at this stage as it is too detailed and is not consistent with the evidence base (the Transport Strategy refers to improvements but does not specify traffic lights). Traffic lights may be an appropriate solution, but it is too early to specify precise measures at this stage, especially as changes to this junction may be needed to serve a proposed development site at Wickham.

The City Council is about to publish its draft Local Plan Part 2 – Development Management and Site Allocations. This will set out how the target for housing development in Wickham will be met, including proposed allocations for housing and open space. These proposals are summarised on the plan below, which indicates that one of the housing sites (coloured brown) is to the south-east of Wickham, accessed from the A32/A334 roundabout, with the other to the north, accessed from the A334.



Any improvements to the A32/A334 junction will, therefore, need to provide an adequate access to the proposed housing site south-east of the village, as well as accommodating any impacts from Welborne. There is every opportunity to ensure that this happens, but paragraph 7.27 (1) of the plan sets out proposals based on the

existing situation of a 3-arm roundabout. If the Local Plan Part 2 allocation goes ahead this will need to be realigned into a 4-arm roundabout, or other arrangement, so references to junction signals being a likely requirement may be misleading.

The Council also considers that references to other junctions on the A32 and A334 should be included, particularly the A32/Southwick Road junction and the A334/Titchfield Lane junction. These are also likely to require improvements or traffic management measures, which would be consistent with the Transport Strategy's reference to "the potential to implement traffic management measures through Wickham to discourage through traffic." It may also be possible to coordinate these with other transport improvements that may be needed as a result of the development allocations proposed in Winchester's Local Plan Part 2.

**Change sought – Paragraph 7.27 (1): delete final sentence (referring to traffic signals).**

**- Make more general references to improvements at the A32/A334 junction in Wickham and that the detail of the improvements will be determined through the transport assessment process. Include references to other junctions listed above.**

**Question 7.13 - Why does policy WEL28 not refer to the provision of the pedestrian and cycle links listed in paragraph 8.38?**

Policy WEL28 deals with walking and cycling and requires that the development includes links to the surrounding communities and countryside. The green infrastructure section of the Plan refers to the value of linking Welborne with the former Meon valley railway line, but neither policy WEL28 nor the policy on green infrastructure connections (WEL32) contains a requirement for the delivery of this key improvement. Without this and other important off-site pedestrian/cycle links there is a danger that Welborne will not have good countryside links and it will be either poorly connected or lead to unauthorised routes being created.

**Change sought – Amend WEL28 (ii) to read: "Links to the surrounding communities of Wickham, Funtley, and longer routes to Whiteley and the surrounding countryside, including delivery of the links specified at paragraph 8.38 of this Plan."**

**- Amend WEL32, second paragraph to read: "Development proposals shall also include enhanced green connections, leading from the site connecting to adjoining settlements and the wider countryside in the locality, including delivery of the links specified at paragraph 8.38 of this Plan."**