

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	19 September 2017
Title:	Review of the Casualty Reduction Options for the A33/B3047 (Cart and Horses) Junction, Winchester
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. This report provides an update on work undertaken following the interim review of the effectiveness of the casualty reduction scheme at A33/B3047 Cart and Horses junction (“the Cart and Horses junction”), reported to the Executive Member for Environment and Transport (March 2017).
- 1.2. The report also seeks support for the approach proposed in response to concerns about the effectiveness of existing measures, and seeks authority to implement traffic monitoring CCTV and street lighting at the junction, subject to further consultation.

2. Contextual information

- 2.1. The new layout at the Cart and Horses junction, Kings Worthy, Winchester, was the subject of a Project Appraisal submitted to the Executive Member for Economy, Transport and Environment on 9 September 2014. The Project Appraisal described safety and pedestrian access improvements proposed for the junction, and included casualty reduction measures developed to address the principal safety issue of vehicles waiting in the central reserve to turn right overhanging the A33 main carriageway.
- 2.2. The main works for the scheme were finished on 25 May 2016. A stage three safety audit was carried out on 14 June 2016, and the final report received on 10 August recommended a number of remedial measures which were completed on 31 October 2016.
- 2.3. In the five year period prior to the initial scheme there were sixteen injury accidents at the Cart and Horses junction of which three involved serious injury. Of these the majority were concentrated on the southern arm of the junction at the London Road (Kings Worthy) turning. These collisions primarily involved right turning vehicles leaving London Road being struck by

ssnorthbound A33 traffic, and right turning vehicles leaving the central reserve waiting area to travel towards the A34/M3 being struck by southbound vehicles.

- 2.4. In the interim period between the initial scheme completion and the remedial measures, there were a further four injury accidents. Of these, one involved a motorcyclist losing control on gravel when turning left from the Abbotts Worthy arm, and another a left turning vehicle in collision with a northbound motorcyclist. Neither of these involved motorists negotiating the revised junction layout.
- 2.5. On 23 November 2016 there was a fatal accident at the Cart and Horses junction. The collision involved a car and a pedestrian who was crossing the road at the junction. An inquest into the fatality concluded that the junction layout was not a factor in this accident.
- 2.6. Following a deputation to Hampshire County Council and the expression of critical views regarding the current junction layout, an interim review of the effectiveness of the casualty reduction scheme at the Cart and Horses junction was reported to the Executive Member for Environment and Transport in March 2017. The report made a number of recommendations aimed at responding to local concerns, including a reduction in the speed limit through the junction and a restriction on turning to reduce the conflict between turning traffic.
- 2.7. The Executive Member for Environment and Transport approved a reduction in the speed limit through the junction, but instructed the department to undertake further monitoring and evaluation of alternative options to reduce the conflict between turning traffic and respond to concerns about driver confusion with the current layout.
- 2.8. Work is now progressing on introducing a new 40mph speed limit. This is intended to lower the existing speed limit of 50mph on the A33 between appropriate points north and south of the Cart & Horses junction. The land south of the junction is owned and controlled by Highways England (HE) and so its approval is required. Discussions have taken place with HE representatives, who required clarification on a number of points. They have recently confirmed their approval of the proposal, subject to a Road Safety Audit, which Hampshire County Council will arrange.
- 2.9. The implementation of the 40mph limit is subject to the outcome of statutory consultation and advertising as part of the Traffic Regulation Order procedure. Depending on the nature of any objections received, a further report may need to be submitted to the Executive Member to consider objections received. If there are no significant objections received, it is anticipated that the new speed limit could be implemented in the autumn.
- 2.10. The process of advertising a speed limit proposal, receiving objections, including requests for reducing or increasing the extents of the revised limit, and responding to these with the aim of resolving them prior to submitting a

formal proposal to the Executive Member that sufficiently reflects the democratic process, can take many months. If there are significant objections, it is anticipated that a formal report seeking an Executive Member decision on whether or not to implement a new speed could be prepared for the spring of 2018.

- 2.11. An independent review of the current casualty reduction measures has been undertaken. The review further confirmed the suitability of basing the new layout on the junction arrangement described in the Design Manual for Roads and Bridges, which regulates the priority in the central reserve opening, but with areas of separation defined by road markings rather than physical islands.
- 2.12. The review supports the implementation of a lower speed limit to encourage correct lane discipline on the A33 and allow drivers to react in a timely manner to either stationary or turning traffic ahead.
- 2.13. The review identified a number of additional, potential changes, including examining the scope for physical islands in place of the current, coloured carriageway surfacing on the A33, and widening the B3047 London Road approach by removing the existing layby. There are a number of considerations affecting these modifications, including the swept path of vehicles using the junction and the impact on bus services, and these would need to be fully assessed before recommending their implementation at a future time.
- 2.14. The review further identifies the need for appropriate maintenance, which is in place, and suggests exploring the potential for additional signing to reinforce the priorities. Supplementary signing has been considered previously, but was not felt to offer benefit over the current signing, particularly as it would necessarily be a non-standard sign that road users would not be familiar with, and with the potential to add to rather than reduce uncertainty.
- 2.15. In the period since the remedial measures were completed on 31 October 2016 there has been one further slight injury accident reported by the police (excluding the tragic fatal accident). The additional accident involved a vehicle turning left from the B3047 London Road to head northwards on the A33 being struck by a vehicle already travelling northbound on that route. The movement is not directly associated with the changes implemented at the junction and not one of the key concerns highlighted by the public, but collisions of this nature could potentially reduce in severity following the introduction of the new lower speed limit.
- 2.16. Investigations into the proposed right turn ban have been ongoing and turning movement surveys at the junction and the surrounding road network were completed on 6 June 2017. The surveys showed that in a 12 hour weekday period 1,772 vehicles made the right turn from the B3047 London Road onto the A33 to travel south towards the A34. In the 7am to 9am peak

period there were 286 vehicles making this manoeuvre compared to 468 movements in the 4pm to 6pm peak.

- 2.17. A proportion of traffic affected by restricted turning moves at the junction could be expected to seek alternative routes avoiding the A33, but the majority could be anticipated to use local diversions to continue to use the A33, with access from adjacent junctions.
- 2.18. Springvale Road provides the principal alternative route for traffic traveling towards the junction from Winchester, with access to the A33 from Lovedon Lane. Traffic speed and volume surveys were completed along this route for a week long period of 5 to 12 June 2017.
- 2.19. Survey data at the southern end of Springvale Road (just north of the junction with Springvale Avenue) showed 2,263 and 2,368 vehicles using Springvale Road in a northbound and southbound direction respectively over a 12-hour period. Data observed at a point near to the junction of Meadowland showed a slight increase in these vehicle flows of 36 northbound and 175 southbound, with these increases likely to be associated with additional traffic joining the route from Nations Hill/Church Lane. At the most northerly end of the route (near to the Vale Way junction), 1,326 northbound vehicle movements were recorded and 1,292 southbound.
- 2.20. This survey data suggests that currently just under half of the traffic using the route has an origin within the Springvale Road catchment and is local rather than through traffic. Restricted turning moves at the Cart and Horses junction could be expected to increase the proportion of through traffic, and the total volume of traffic using the A33/Lovedon Lane junction, which would increase delay on this route. There are no plans at this time to increase the capacity of the A33/Lovedon Lane junction.
- 2.21. Traffic could seek to find other alternative local diversions, including u-turning at the B3047 Martyr Worthy section of the staggered junction, or continuing towards Martyr Worthy to access the A33 from Park Lane. Further traffic restrictions would be needed to prohibit these movements.
- 2.22. It would be technically feasible to implement measures to discourage or prevent additional traffic using these other, alternative local diversions. The impact would be to increase traffic on the Springvale Road - Lovedon Lane route, with a smaller proportion likely to seek alternative routes avoiding the A33.
- 2.23. The additional delay for traffic displaced by the restricted turning movements, and the impact of this additional traffic on local residents, makes this option less attractive given the independent assessment supporting the current casualty reduction scheme.
- 2.24. Retaining the current layout would continue to address the causes of historic collisions here and avoid the need for restricting turning movements, but has been criticised by some road users. The introduction of a 40mph speed limit

will respond to some of the concerns about the junction layout, and it is further proposed to develop proposals for street lighting to further address concerns.

- 2.25. Local residents and road users will be given an opportunity to comment on proposals for street lighting at the junction. While the number of lighting units is likely to be dictated by lighting standards, there will be scope to shield street lights to limit intrusive light output affecting adjacent residential properties, and to dim lighting overnight and/or switch off lighting for part of the night.
- 2.26. To respond to concerns about driver behaviour and to enhance monitoring of the junction operation, it is also proposed to install traffic monitoring CCTV at the junction. The CCTV will be for traffic monitoring only, and is not an enforcement device. It may however provide material to support enforcement action where appropriate.

3. Finance

- 3.1. The costs of advertising and implementing the associated Traffic Regulation Order for the 40mph speed limit will be met by the existing scheme budget, via the Casualty Reduction Programme.
- 3.2. The costs of installing street lighting, at an approximate cost of £65,000, will be met by the existing Casualty Reduction Programme.
- 3.3. The additional revenue costs associated with energy and the maintenance of the street lighting is minimal, and will be met from the existing revenue allocation for street lighting.
- 3.4. The costs of installing traffic monitoring CCTV, at an approximate cost of £6,000, will be met by the existing Casualty Reduction Programme.
- 3.5. The additional revenue costs associated with the operation of the proposed traffic surveillance CCTV is minimal, and will be met from the existing revenue allocation for the operation of CCTV operated by the Intelligent Transport Systems Group.

4. Performance

- 4.1. The results of the previous measures and the introduction of the new speed limit will be closely monitored in terms of accident statistics on a monthly basis for a full five year period after implementation.
- 4.2. Once the new speed limit is introduced, it is proposed to undertake further speed surveys through the junction at regular intervals to determine its effectiveness.

5. Other key issues

- 5.1. Alternative, high cost schemes to create a roundabout or traffic signal controlled crossroads would require external funding, which would likely only accrue from major local development or from the Local Enterprise Partnership (LEP) bringing forward development in the wider area, and as such are longer term options and outside the scope of this report.
- 5.2. Central Government is targeting a spend of £175 million over the next four years on upgrading 50 of England's most dangerous local A Roads where the risk of collisions causing death and serious injury is highest. Of the 50 roads, specific sections of the A32, A27, and A36 in Hampshire have been identified as potentially obtaining funding to improve road safety as part of the Safer Roads Fund initiative. The identification of the most dangerous roads in Britain stem from the British EuroRAP results for 2016 produced by the Road Safety Foundation, which rates the risk of a road user being killed or seriously injured on Britain's major road network. The Department for Transport has invited all the relevant Local Highway Authorities to submit bids for infrastructure interventions to improve the safety on these roads. The A33 between Winchester and Basingstoke does not feature in this listing of the 50 road sections with the highest safety incidents in England, and the County Council can only use allocations from the Safer Roads Fund to improve the eligible sections of the A32, A27 and A35 already identified.

6. Future direction

- 6.1. The proposal to advertise and implement a 40 mph speed limit on the A33 in the vicinity of the A33/B3047 Cart and Horses junctions involves a statutory consultation period for the associated Traffic Order, and subject to any objections, a further decision may be required to introduce the revised speed limit.

7. Recommendations

- 7.1. That the Executive Member for Environment and Transport notes progress made on implementing a reduction in the speed limit from 50mph to 40mph at the A33/B3047 (Cart and Horses) junction, ("the Cart and Horses junction") Winchester.
- 7.2. That the Executive Member for Environment and Transport approves the installation of street lighting at the Cart and Horses junction, at an approximate cost of £65,000, to be funded from existing resources.
- 7.3. That the Executive Member for Environment and Transport authorises a local consultation with key stakeholders and interested parties on the detailed proposals for the street lighting scheme.
- 7.4. That the Executive Member for Environment and Transport approves the installation of traffic monitoring CCTV at the Cart and Horses junction, at an

approximate cost of £6,000, funded from the Casualty Reduction Programme.

- 7.5. That no further action is taken at this stage to implement the proposed right turn ban at the Cart and Horses junction, and that this proposal is re-evaluated at a future date subject to monitoring of the new speed limit, street lighting, and CCTV interventions.
- 7.6. That the Executive Member for Environment and Transport delegates authority to the Director of Economy, Transport and Environment to undertake monitoring and implement additional measures as required to address the causes of historic collisions at this junction.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

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

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Project Appraisal: A33/B3047 Cart & Horses Junction Safety & Pedestrian Access Improvements, Kings Worthy	6040	9 September 2014
Interim review of the effectiveness of the casualty reduction scheme at the A33/B3047 (Cart and Horses) junction, Winchester	8202	23 March 2017
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

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.)

<u>Document</u>	<u>Location</u>
A33/B3047 Cart and Horses Junction, Kings Worthy. Casualty Reduction Scheme Review.	HCC

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. 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 under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) 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.

1.2. Equalities Impact Assessment:

The proposals will have neutral impact upon groups with protected characteristics. The report relates to the review of the casualty reduction options for the A33/B3047 Junction, Winchester, and the scope for a new speed limit and introduction of street lighting and CCTV for traffic monitoring.

2. Impact on Crime and Disorder:

2.1. No significant impact.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption? No significant impact.
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? No significant impact.