

HAMPSHIRE COUNTY COUNCIL

Officer Decision Record

Decision Maker:	Director of Universal Services
Title:	Project Appraisal: Pedestrian Crossing – Clifton Terrace, Winchester Phase 1.

Contact name: Jakub Styszynski

Tel: 0370 779 2660

Email: Jakub.styszynski@hants.gov.uk

1. The decision:

- 1.1. That the Director of Universal Services approves the Project Appraisal of the Pedestrian Crossing – Clifton Terrace, Winchester Phase 1, as set out in this report.
- 1.2. That the Director of Universal Services gives approval to procure, spend and enter into necessary contractual arrangements, in consultation with Legal Services, to implement this scheme, at a total estimated cost of £448,233, with an additional £15,000 of site maintenance to be funded from Developer Contributions.
- 1.3. That the Director of Universal Services gives authority to make an experimental traffic regulation and a temporary traffic order to implement the scheme.

2. Reason(s) for the decision:

- 2.1. The purpose of the scheme is to construct phase 1 of the works which is an experimental traffic management arrangement including a signalised Puffin pedestrian crossing and a contraflow cycle lane with associated road layout changes.
- 2.2. The primary aim of this scheme is to make it easier and safer for people to cross Romsey Road. The route across Romsey Road links the railway station to the Hospital and University and is a Primary Route in the draft Local Cycle and Walking Infrastructure Plan (LCWIP). A survey in October 2022 showed that Romsey Road was crossed by pedestrians 1,608 times between 7am and 7pm.

3. Other options considered and rejected:

- 3.1. Alternative options considered were:

- Banning the right hand turn out of Clifton Terrace and positioning the crossing west of Clifton Terrace in Romsey Road. This option was rejected due to:
 - a) The crossing location would not be on the pedestrian desire line;
 - b) the layout would introduce an additional road to cross for pedestrians to get to the crossing.
 - c) additional utility diversions are likely to be required; and
 - d) larger vehicles such as refuse lorries would not be able to easily navigate the most direct diversion route to travel west along Romsey Road from Clifton Terrace.

- Do Nothing – this option was rejected as it would not allow the primary objective of this scheme to be achieved which is to make it easier and safer for people to cross Romsey Road.

4. Conflicts of interest:


4.1. Conflicts of interest declared by an Executive Member who is consulted by the officer which relates to the decision: none.

5. Dispensation granted by the Head of Paid Service:

5.1. None.

6. Supporting Information:

6.1. None.

<p>Approved by:</p> <div style="text-align: center; margin-top: 10px;">  </div> <hr style="border-top: 1px dashed black; margin-top: 5px;"/> <p>Patrick Blogg Director of Universal Services</p>	<p>Date:</p> <p style="text-align: center; margin-top: 10px;">22 August 2023</p> <hr style="border-top: 1px dashed black; margin-top: 5px;"/>
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HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Director of Universal Services
Title:	Project Appraisal: Pedestrian Crossing – Clifton Terrace, Winchester Phase 1

Contact name: Jakub Styszynski

Tel: 0370 779 2660 **Email:** Jakub.styszynski@hants.gov.uk

1. Executive Summary

- 1.1. The purpose of this paper is to seek approval from the Director for Universal Services for the implementation of the experimental Puffin signal-controlled pedestrian crossing on Romsey Road at its junction with Clifton Terrace, Winchester.
- 1.2. The scheme will allow pedestrians to cross the busy road in a much safer manner than they currently are. It will also introduce additional facility (cycle lane contraflow) for cyclists to use which will maintain bicycle connectivity through this area of Winchester.

1.3. Scheme Outline

The scheme will seek to construct an experimental traffic management arrangement consisting of a signalised Puffin pedestrian crossing on Romsey Road and a contraflow cycle lane on Clifton Terrace with associated road layout changes on Romsey Road and Clifton Terrace, in order to improve safety and accessibility for pedestrians using the existing uncontrolled pedestrian crossing point.

The primary aim of this scheme is to make it easier and safer for people to cross Romsey Road. The route across Romsey Road links the railway station to the Hospital and University and is a Primary Route in the draft Local Cycle and Walking Infrastructure Plan (LCWIP). A survey in October 2022 showed that Romsey Road was crossed by pedestrians 1,608 times between 7am and 7pm.

1.4. Alternative Options Considered and Rejected

Alternative options considered were:

- banning the right hand turn out of Clifton Terrace and positioning the crossing west of Clifton Terrace in Romsey Road. This option was rejected due to:
 - a) The crossing location would not be on the pedestrian desire line;
 - b) the layout would introduce an additional road to cross for pedestrians to get to the crossing.
 - c) additional utility diversions are likely to be required; and
 - d) larger vehicles such as refuse lorries would not be able to easily navigate the most direct diversion route to travel west along Romsey Road from Clifton Terrace.

- Do Nothing – this option was rejected as it would not allow the primary objective of this scheme to be achieved which is to make it easier and safer for people to cross Romsey Road.

1.5. Measures of Success

The approval sought in this project appraisal is for the implementation and construction of the experimental traffic management arrangement and pedestrian crossing for a period of at least twelve months between January 2024 and January 2025 so that it includes winter and summer months.

Due to the experimental nature of the scheme and concerns raised during consultation with the public and stakeholders the County Council will undertake extensive monitoring through a mixture of traffic surveys and video based smart traffic monitoring. We will monitor:

- The number of people using the crossing
- The number of people cycling using the contraflow cycle lane
- The extent of issues of vehicles blocking the Clifton Terrace/Romsey Road junction
- Changes to traffic flows at the Clifton Terrace/Romsey Road junction
- Changes to traffic flows in the wider area

The success of the new crossing and associated traffic management will be assessed by analysing traffic data before and after the introduction of the scheme, and on any comments and representation received. The trial nature of the scheme means it may be possible to adjust the scheme based on any observed issues.

If the trial is deemed successful then the ambition is to proceed with the implementation of phase two which will consist of permanent measures and this would be presented in a further Project Appraisal report.

The scheme is planned to be assessed from month one to month eight of the trial. Following the assessment, a further Project Appraisal will be submitted after month seven for Phase 2. If approved, it is anticipated that the construction of phase 2 will begin after month twelve. It is currently anticipated that the scheme will have a positive impact on the pedestrians crossing the road as well as other road users.

2. Background

2.1. The pedestrian crossing scheme features as one of the priorities in the Winchester Walking Strategy and the Winchester Station Approach redevelopment proposals.

2.2. Following a meeting in 2010 with Steve Brine MP, a scoping assessment reviewed possible uncontrolled and controlled crossing options. Due to complex layout of the junction, several reiterations of the design were analysed. This assessment was updated during 2018 to include a similar scoping assessment for a full signal-controlled junction (including pedestrian crossings) to include Clifton Road (immediately south-west of the Clifton Terrace/Romsey Road junction).

At that time the updated assessment concluded that a puffin crossing was the preferred option although with design constraints that included:

- A ban on turning moves with no exit from Clifton Terrace on to Romsey Road.
- Risk of banned traffic from Clifton Terrace/Romsey Road using narrow and unsuitable residential side roads, potentially requiring a new mini one-way system.
- Removal of some on-street residential parking in the immediate area of the crossing particularly on Clifton Terrace but also on other residential side roads.

In addition, further complications for a crossing generally but specifically for a puffin crossing included:

- The natural pinch-point created by the narrow Victorian rail bridge and the very restricted footways directly north-east of the crossing.
- The short section of Romsey Road between the proposed crossing and mini-roundabout at the Westgate and therefore limited queuing capacity creating the increased risk and frequency of congestion on principal traffic routes and particularly the one-way system and therefore the AQMA area.
- Romsey Road being a principal traffic route for the city and a main bus route including buses serving the South Winchester Park and Ride, increased delays and congestion and therefore extended journey times, particularly for buses is an important consideration.

2.3. Following many discussions with the local County Member Martin Tod, local residents and the local cycling group it is proposed that the scheme will consist of:

- a puffin crossing on Romsey Road
- contraflow cycle lane on Clifton Terrace
- moving a section of the on-street parking from the southern part to the northern part of Clifton Terrace near Allison Way
- banning left hand turns from Clifton Terrace to Romsey Road (except for cycles)
- banning entry from Clifton Terrace to Clifton Hill (except for cycles)
- banning left hand turns for traffic coming from Clifton Hill turning into Clifton Terrace (except for cycles)

2.4. Urban context

The proposed crossing is positioned at one of the main 'gateways' to the city centre. It lies within the Winchester Conservation Area boundary and is adjacent to early 19th century, Clifton Terrace, and the nearby St James' Terrace which are both Grade II listed buildings.

3. Finance

3.1	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	114	25	Developer contributions	448
	Client Fee	48	11		
	Supervision	18	4		
	Construction	268	60		
	Land	0			
	Total	448	100	Total	448

The design and client fee percentage is above the average proportion expected due to the level of investigation completed to find the most suitable layout.

Developer contributions have been identified which are appropriate for use on this scheme and align with the terms of the planning agreement.

Following the trial phase, there is currently sufficient CIL funds held to cover the costs of Phase 2 of the scheme. In the event that Phase 2 will not proceed, the removal costs of the scheme will be funded by revenue.

3.2	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in maintenance expenditure	0	0.000%
	Capital Charges (Depreciation and notional interest charges)	38	0.022%

Maintenance will be carried out by the contractor at a cost of £15,000 for the duration of the trial to be funded by developer contributions, hence net increase in maintenance expenditure costs in Para 3.2 can remain at zero.

4. Programme

	Gateway Stage			
	3 - Project Appraisal	Start on site	End on site	4 - Review
Date (mm/yy)	8/23	1/24	1/25	1/26

5. Scheme Details

The proposed scheme is to provide a Puffin signal-controlled pedestrian crossing including changes to the road layout. A proposal plan is shown at the end of this report and includes:

1. Construction of a pedestrian puffin crossing and associated infrastructure.
2. Construction of a contraflow cycle lane and associated infrastructure.
3. Installation of temporary lining and flexible bollards to enforce turning restrictions and create additional space for pedestrians.
4. Road sign relocation and installation works.
5. Road markings installation.
6. Moving a section of the on-street parking (estimated seven spaces) from the southern part to the northern part of Clifton Terrace near Allison Way.

6. Departures from Standards

6.1. None

7. Community Engagement

7.1. A public consultation was carried out in February and March 2021. The results were as follows:

On the question of “Installing a signal-controlled ‘puffin’ pedestrian crossing for pedestrians to cross Romsey Road” 79% agreed or strongly agreed, 12% disagreed or strongly disagreed.

On the question of “Making Clifton Terrace 'no entry' to vehicles from Romsey Road?” 41% agreed or strongly agreed, 35% disagreed or strongly disagreed.

On the question of “Making Clifton Hill 'no entry' to vehicles from Clifton Terrace?” 40% agreed or strongly agreed, 31% disagreed or strongly disagreed.

On the question of “Only permitting vehicles exiting Clifton Terrace to turn right when joining Romsey Road?” 40% agreed or strongly agreed, 36% disagreed or strongly disagreed.

Subsequently, an online meeting was also held with Cllr Tod and the residents to address their concerns and to go through the design. Design was further amended following this meeting to address the concerns.

7.2. A letter will be sent out to residents prior to implementation of the scheme to inform the residents of the experimental traffic management proposal and how to provide feedback during the trial.

7.3. County Councillor Martin Tod supports the scheme.

7.4. County Councillor Dominic Hiscock supports the scheme.

8. Statutory Procedures

8.1. Implementation of an Experimental Traffic Order (ETRO) under sections 9 and 10 Road Traffic Regulation Act 1984, the effect of which will be to prohibit left hand turns from Clifton Terrace as well as for traffic entering Clifton Terrace from Romsey Road. Majority of Clifton Terrace (from Allison Way to Romsey Road) will also be effectively made one way and Clifton Hill will have a prohibition of vehicles entering from Clifton Terrace.

8.2. The ETRO will enable the proposed traffic scheme to be trialled and the effects of which to be monitored and evaluated. The ETRO will last for a maximum of 18months. During the first 6 months of the experimental traffic

scheme, there will be opportunity for the public and other interested parties to contribute their views and anyone who is opposed to the restrictions continuing on a permanent basis to submit an objection. Such representations will be considered carefully and will help to determine whether permanent order/s should be made, whether to modify the scheme, or whether to remove the scheme entirely. Emergency services will be consulted as part of the ETRO process.

8.3. The Intelligent Transport Systems (ITS) team has also undertaken the advertisement of the proposed puffin crossing in line with Road Traffic Regulation Act of 1984.

Emergency services have not raised any objections.

Feedback and representations were received as follows:

There was a total of 49 responses.

21 objected to the crossing either directly or indirectly.

Many objected for more than 1 reason. The reasons cited for objecting were:

20 objected due to the adverse impact of diverted traffic on surrounding roads (including Clifton Road, Clifton Hill, West End Terrace, and Upper High Street)

5 objections mentioned the negative impact on parking in Clifton Terrace

4 objected wanting an alternative form of crossing.

1 objected due to a lack of provision for cyclists

27 stated their support for the crossing. However even some of these did raise wider concerns. Again, some raised more than 1 reason. The reasons given were:

6 mentioned the adverse impact of traffic on surrounding roads.

3 wanted better provision for cyclists.

1 wanted an alternative form of crossing.

1 was neutral and requested further information.

Following the public consultation in 2021 the proposed scheme was changed to address concerns originally raised by residents. These changes will mitigate many of the issues raised above. In addition, extensive monitoring (detailed in Paragraph 1.7) will be undertaken to assess the impact of the scheme in particularly the traffic impact on surrounding streets.

8.4. A Temporary Traffic Order will be required for closing Romsey Road and sections of Clifton Road and Clifton Terrace in order to carry out the traffic signals cable slot cutting works. This process has started and the TTRO will be in place before these works commence.

9. Land Requirements

9.1. None, as the works area is within the highway boundary.

10. Maintenance Implications

10.1. Maintenance of the traffic management trial is included in the scheme budget.

10.2. The Asset Management team has been consulted on the proposals and has agreed to the materials included in the scheme. The proposed scheme should not have an impact on the maintenance budget during the experimental period, and a figure has been included for maintenance in the construction cost.

11. Ecology

11.1. Environmental impact assessment has been undertaken and has not raised any issues preventing the project from being implemented.

11.2. An ecology assessment has been undertaken and the report indicated there were no concerns or issues preventing the project from being implemented.

11.3. Arboriculture team does not need to be consulted as all the work is within paved area with no trees or vegetation.

12. Climate Change Impact Assessments

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

12.2. Carbon Impact RAG Status

Colour	Criteria	Place an X in the relevant box
GREEN (below net zero)	The main scheme objective promotes choice of modes to reduce car dependency which aligns with the County Council's climate change strategy.	
AMBER (net zero)	The scheme contains an element of improvement to walking, cycling and passenger transport provision within its scope. However, this is not the key objective. List the elements in the box below.	x
	List of elements that make this RAG amber:	
RED (above zero)	Scheme may contain elements that would increase carbon emissions.	

Brief Explanation of Carbon RAG

The construction of the pedestrian crossing will make the crossing of the carriageway safer at this location for pedestrians. It should encourage the use of alternative forms of transport for local residents such as walking.

Climate Change Adaptation

The adaptation tool has identified the below vulnerability:

Due to this scheme being trial, the use of lining and flexible bollards will be in place.

12.3. The project is relevant for meeting Hampshire County Councils' strategic priorities:.

12.4. By constructing the crossing at this location pedestrians will find it much safer to cross the carriageway as it is a well-known crossing point. This should in turn lead to encouraging alternative forms of transport such as walking. This should have a positive impact on the overall carbon emission in the future.

12.5. The scheme works to overcome inequalities by enhancing the pedestrian accessibility.

13. Carbon Mitigation

13.1. What remains to be seen is the impact of the new junction layout and the crossing (the entire TM trial) on the traffic in the area (cut throughs, queuing etc).

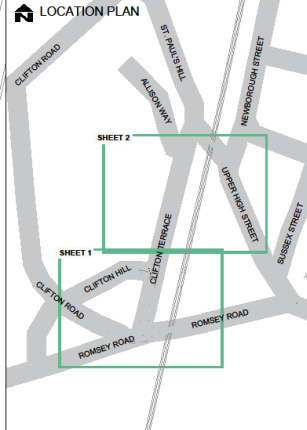
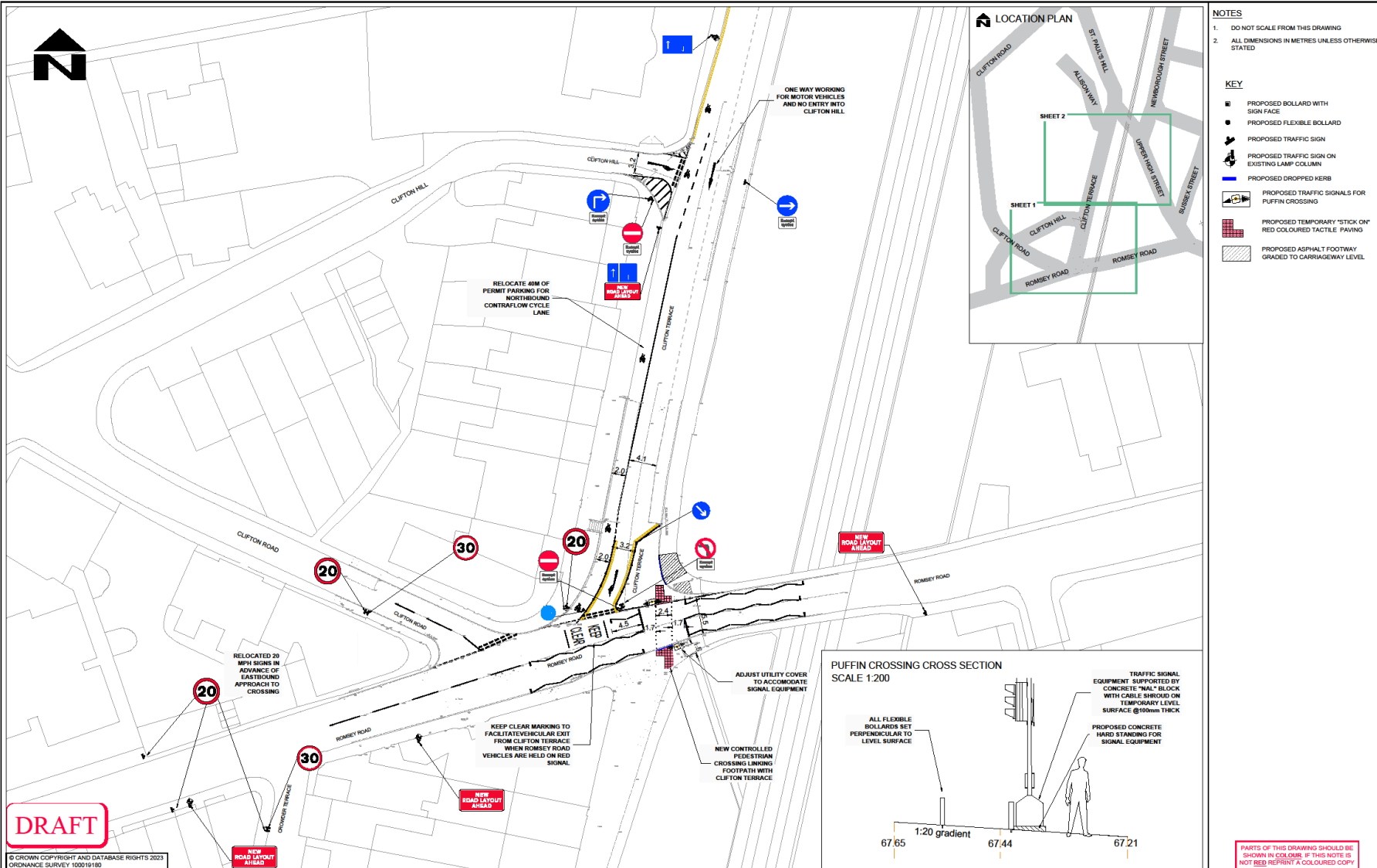
13.2. It is considered at this point in time that since this is a trial, the carbon emission effects can be considered negligible at this stage. Any mitigation measures will be reviewed in phase 2 of the scheme.

14. Recommendations

14.1. That the Director of Universal Services approves the Project Appraisal of the Pedestrian Crossing – Clifton Terrace, Winchester Phase 1, as set out in this report.

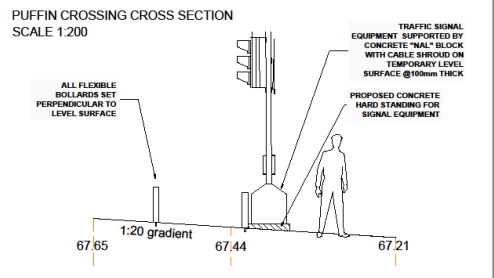
14.2. That the Director gives approval to procure, spend and enter into necessary contractual arrangements, in consultation with Legal Services to implement this scheme, at a total estimated cost of £448,233, with an additional £15,000 of site maintenance to be funded from Developer Contributions.

14.3. That the Director of Universal Services gives authority to make an experimental traffic regulation and a temporary traffic order to implement the scheme.



- NOTES**
- DO NOT SCALE FROM THIS DRAWING
 - ALL DIMENSIONS IN METRES UNLESS OTHERWISE STATED

- KEY**
- PROPOSED BOLLARD WITH SIGN FACE
 - PROPOSED FLEXIBLE BOLLARD
 - PROPOSED TRAFFIC SIGN
 - PROPOSED TRAFFIC SIGN ON EXISTING LAMP COLUMN
 - PROPOSED DROPPED KERB
 - PROPOSED TRAFFIC SIGNALS FOR PUFFIN CROSSING
 - PROPOSED TEMPORARY "STICK ON" RED COLOURED TACTILE PAVING
 - PROPOSED ASPHALT FOOTWAY GRADED TO CARRIAGEWAY LEVEL



PARTS OF THIS DRAWING SHOULD BE SHOWN IN COLOUR. IF THIS NOTE IS NOT BEEN REPRINTED A COLOURED COPY

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NO	REV	DESCRIPTION	DATE	BY	CHECKED	APPROVED
03	PS2	FOR INFORMATION	05.09.2023	UA	AS	GM
03	PS1	FOR INTERNAL REVIEW	12.09.2023	UA	AS	GM
0001	0001	AMENDMENTS		UA	AS	GM
0001	0001	DATE	1	GM	GM	GM
0001	0001	DATE	1	GM	GM	GM

CLIENT

HAMPSHIRE COUNTY COUNCIL
UNIVERSAL SERVICES DIRECTORATE
TRANSPORT IMPLEMENTATION

CONSULTANT

Hampshire
County Council

Hampshire
Engineering
Services

TIM LAWTON BEng CEmp FICE FCIHT - ASSISTANT DIRECTOR OF UNIVERSAL SERVICES

DESIGNER: UA

CHECKED: AS | AS

DRAWN: CM | CM

SCALE @ A1: 1:250

DATE: 12.06.2023

SHEET NUMBER: 1 OF 2

SCHEME: ROMSEY ROAD, WINCHESTER - CLIFTON TERRACE CROSSING

PROJECT NO: CJ008758

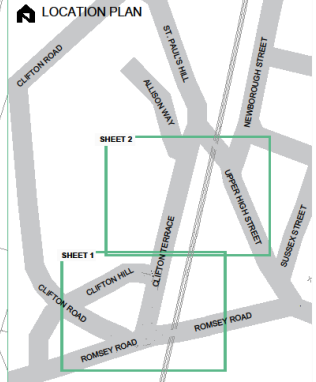
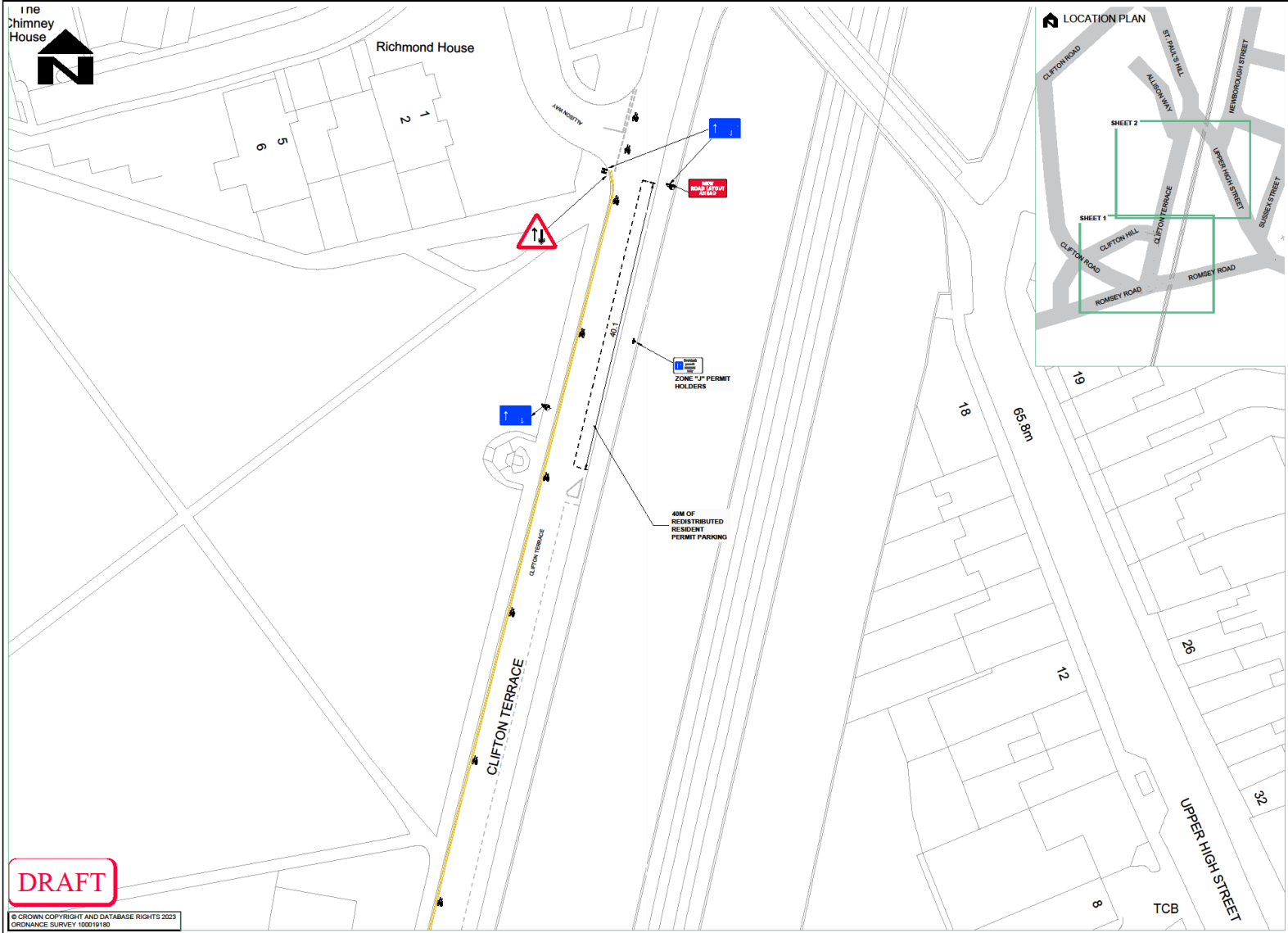
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CHECKED	AS AS	DATE	12.06.2023				
DRAWN	CM CM	SHEET NUMBER	1 OF 2				

PROJECT NO: CJ008758

DRAWING NO: C/008758-HEH-GEN-44301208-DR-CH-0001

SCALE: S3 | P 02



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- KEY**
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NO	REV	DESCRIPTION	DATE	BY	CHKD	APPD
01	1	FOR INFORMATION	18.08.2023	UA	AS	GM
02	1	FOR INTERNAL REVIEW	12.06.2023	UA	AS	GM
03	1	AMENDMENTS				

CLIENT
**HAMPSHIRE COUNTY COUNCIL
UNIVERSAL SERVICES DIRECTORATE
TRANSPORT IMPLEMENTATION**

CONSULTANT
Hampshire County Council
Hampshire Engineering Services
TIM LAWTON BEng CEng FICE FCIHT : ASSISTANT DIRECTOR OF UNIVERSAL SERVICES

DESIGNER UA	SCALE @ A1 1:250	SCHEME ROMSEY ROAD, WINCHESTER - CLIFTON TERRACE CROSSING
CAD UA	DATE 12.06.2023	
CHECKED AS - JAS	SHEET NUMBER 2 OF 2	JOB No. C_000758
APPROVED CM - JCM	DRAWING NUMBER CJ008758-HEH-GEN-44301208-DR-CH-0002	

DRAWING TITLE
GENERAL ARRANGEMENT

DATE
12.06.2023

SHEET
S3

REV
P 02

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LTP3 Priorities and Policy Objectives

3 Priorities

To support economic growth by ensuring the safety, soundness and efficiency of the transport network in Hampshire

Provide a safe, well maintained and more resilient road network in Hampshire

Manage traffic to maximise the efficiency of existing network capacity, improving journey time reliability and reducing emissions, to support the efficient and sustainable movement of people and goods

14 Policy Objectives

Improve road safety (through delivery of casualty reduction and speed management)

Efficient management of parking provision (on and off street, including servicing)

Support use of new transport technologies (i.e. Smartcards; RTI; electric vehicle charging points)

Work with operators to grow bus travel and remove barriers to access

Support community transport provision to maintain 'safety net' of basic access to services

Improve access to rail stations, and improve parking and station facilities

Provide a home to school transport service that meets changing curriculum needs

Improve co-ordination and integration between travel modes through interchange improvements

Apply 'Manual for Streets' design principles to support a better balance between traffic and community life

Improve air quality

Reduce the need to travel, through technology and Smarter Choices measures

Promote walking and cycling to provide a healthy alternative to the car for short local journeys to work, local services or school

Develop Bus Rapid Transit and high quality public transport in South Hampshire,
to reduce car dependence and improve journey time reliability

Outline and implement a long term transport strategy to enable sustainable
development in major growth areas

Other

Please list any other targets (i.e. National Indicators, non LTP) to which this
scheme will contribute.

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:	no
People in Hampshire enjoy being part of strong, inclusive communities:	no

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
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.)

DocumentLocation

Impact Assessments

1. Equalities Impact Assessment:

1.1. The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on developing Hampshire's highway network and transport systems.

1.2. Statutory considerations:

Impact	
Age	none
Disability	Medium
Sexual Orientation	none
Race	none
Religion and belief	none
Gender Reassignment	none
Sex	none
Marriage and civil partnership	none
Pregnancy and maternity	Medium
Other policy considerations	
Poverty	none
Rurality	none
Other factors	none
Geographical impact	Winchester

The construction of the Puffin pedestrian crossing will improve accessibility and safety for all pedestrians wishing to cross Romsey Road. It will also especially assist those considered more vulnerable such as blind or visually impaired as well as parents with prams and future parents.