

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Environment and Transport
<b>Date:</b>	23 March 2017
<b>Title:</b>	Interim review of the effectiveness of the casualty reduction scheme at the A33/B3047 (Cart and Horses) junction, Winchester
<b>Reference:</b>	8202
<b>Report From:</b>	Director of Economy, Transport and Environment

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### 1. Executive Summary

- 1.1. This report provides an overview of casualty reduction measures implemented at the A33/B3047 (Cart and Horses) junction, (“the Cart and Horses junction”) Winchester, and describes the impact of the measures on vehicle speeds at this location, which are a concern locally.
- 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 alternative measures on an interim basis, and to undertake further monitoring and assess further options, as set out in the report.

### 2. Contextual information

- 2.1. Following a recent deputation to Hampshire County Council and the expression of critical views regarding the new junction layout, it has been decided to exceptionally bring forward an interim review of the effectiveness of the casualty reduction element of the scheme.
- 2.2. The new layout at the A33/B3047 Cart and Horses junction in 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.

- 2.3. During the development of the safety measures, consideration was given to introducing a 40 mph speed limit. Traffic speed data indicated mean speeds in the area just to the south of the junction to be 53.8 mph on the northbound carriageway and 50.6 mph on the southbound, confirming that the current 50 mph limit was generally well observed (see **appendix 1**).
- 2.4. The mean speeds suggested that introducing a 40 mph speed limit would be unlikely to have a significant effect on driver behaviour. Hampshire Constabulary concurred with this view, and did not support a reduced limit without further speed reduction measures. While a decision in respect of a speed limit is the responsibility of the County Council, the view of the Roads Policing Unit of the Constabulary is an important consideration, both in relation to its likely effectiveness, and to avoid creating an enforcement issue for them by raising a community expectation or demand for Police enforcement at a level which they would be unable to meet.
- 2.5. In light of the prevailing speeds and the proposal to introduce a new junction layout, it was agreed that further speed checks would be undertaken once the current scheme was implemented in order to assess whether the measures had reduced speeds in the area to a level that would be appropriate for a 40mph speed limit.
- 2.6. The County Council is the Highway Authority for the Cart and Horses junction itself, but the southern A33 approach to the junction forms part of the Motorway and Trunk Road Network for which Highways England is Highway Authority, and a number of measures were implemented on the Highways England road network which immediately abuts the junction to the south.
- 2.7. 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.
- 2.8. 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 accidents primarily involved right turning vehicles leaving London Road being struck by northbound A33 traffic, and right turning vehicles leaving the central reserve waiting area to travel towards the A34/M3 being struck by southbound vehicles.
- 2.9. 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 Abbots Worthy arm, and another a left turning vehicle in collision with a northbound motorcyclist. Neither of these involved motorists negotiating the revised junction layout.

- 2.10. On 23 November 2016 there was a fatal accident at the Cart and Horses junction. The collision involved a car and a 21 year old pedestrian who was crossing the road at the junction. An inquest into the fatality has been set for 4 April 2017 and there are no final conclusions pending the Inquest.
- 2.11. A measured reduction in vehicle speeds has been achieved, with the results of the recent December 2016 speed surveys indicating mean speeds had reduced by 2.71mph at the Cart and Horses junction compared to those taken in July 2013 (see **appendix 1**).
- 2.12. Whilst current 24 hour mean speeds in the immediate vicinity of the Cart and Horses junction are appropriate for a 40mph limit, they are higher further away from the junction, particularly at the point furthest south, where vehicle speeds were 49.2mph southbound and 46.8 mph northbound. Further speed surveys in January 2017 at the potential 40mph terminal point showed southbound mean speeds of 46.9mph and northbound mean speeds of 47.2mph. 12 hour survey results were also analysed to assess whether speeds are reduced further during the period when higher numbers of vehicle journeys are made, but these showed only a marginal difference in mean speeds compared to those averaged over 24 hours.
- 2.13. A further consideration in potentially implementing a 40mph limit is achieving sufficient distance between the existing 50mph limit terminal point located 1.14 km to the north.
- 2.14. The County Council, as Highway Authority, is able to set speed limits as considered appropriate. However, the view of Hampshire Constabulary is important in ensuring speed limits are enforced where necessary and appropriate. New speed limits are also subject to public consultation, and objections may be received to the formal advertisement for the associated Traffic Order even if a body of local support has been established, as is the case here. In this specific location Highways England would also need to be consulted on the change affecting their network.

### **3. Other key issues**

- 3.1. This report considers the development of specific casualty reduction measures for the A33/B3047 (Cart and Horses) junction, Winchester, and the impact of the scheme on vehicle speeds, which are an issue of particular local importance.
- 3.2. 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.
- 3.3. At this stage, a major scheme (either full roundabout or signalisation) is not expected to be a viable short term option. The County Council would not be

able fund the high cost of the construction and land acquisition, and a scheme would be unlikely to attract LEP funding as it would not be likely to bring forward development.

- 3.4. 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 A36 already identified.

#### **4. Proposals**

- 4.1. It is proposed to advertise and implement on an interim basis a 40 mph speed limit on the A33 in the vicinity of the A33/B3047 Cart and Horses junctions. Further work is required to determine the extent of the new limit, and will involve agreement with Highways England where the new limit affects their network. There is additionally a statutory consultation period for the associated Traffic Order, and subject to any objections, further authority to introduce the revised speed limit may be required. It is proposed that the effectiveness of a new limit be reviewed as part of proposed monitoring, and may be altered or removed as part of subsequent measures for this location.
- 4.2. It is further proposed to implement on an interim basis a restriction on turning movements at the A33/B3047 Cart and Horses junctions to reduce the conflict between turning traffic, and in order to respond to concerns about driver confusion with the current layout.
- 4.3. The specific turning movement to be prohibited is the right turn from the B3047 London Road to the A33. This will remove uncertainty over priority at the junction, which has been identified by residents and the local elected member as leading to conflict, while continuing to tackle the principal causes of earlier collisions at the junction arising from opposing turning movements. This will affect traffic travelling from Winchester towards M3 junction 9. The maximum volume of traffic making this movement is 152 in the morning and 190 in the evening (survey 23.10.2014). A number of alternative routes exist for this traffic.
- 4.4. While prohibiting this turning movement will respond to public concern about confusion regarding the priority of turning traffic here, it may potentially

create a new traffic related problem should motorists make U-turns to avoid the restriction. It is therefore proposed to additionally prohibit on an interim basis the U-turns at the A33/B3047 (to Alresford) junction.

- 4.5. Revisions to the physical layout of at the A33/B3047 Cart and Horses junctions may be required to discourage traffic from attempting the prohibited movements. Installing traffic surveillance CCTV will act as a further deterrent and will improve monitoring of the effectiveness of measures here. It may additionally support enforcement, with the agreement of the Hampshire Constabulary Roads Policing Unit.
- 4.6. To permit their swift introduction, it is proposed to introduce the restricted movements on an experimental basis for a maximum of up to 18 months.

## **5. Finance**

- 5.1. The costs of advertising and implementing the associated Experimental Traffic Regulation Orders for the prohibition of turning at the A33/B3047 Cart and Horses junctions will be met from the existing Traffic Management capital programme.
- 5.2. The costs of advertising and implementing the associated Traffic Order for the 40mph speed limit at the A33/B3047 Cart and Horses junctions will be met from the existing Traffic Management capital programme.
- 5.3. The costs of the altering the junction to deter drivers from contravening the turning restrictions will be met from the existing Safety Engineering casualty reduction capital programme.
- 5.4. 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.

## **6. Future direction**

- 6.1. Introducing restricted turning movements will require drivers to use alternative routes, with the potential to displace traffic onto other local roads. Consideration will need to be given to the roads affected in order to avoid creating safety problems or community concerns in these locations. The proposal to introduce the restricted turning movements on an experimental basis provides an objection period during the first six months of operation. Any objections received will be considered, together with the results from monitoring, and a decision made after the first 12 months of operation to either make the restrictions permanent or to rescind the Traffic Regulation Order.
- 6.2. 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.

- 6.3. It is proposed to implement the revised 40 mph speed limit on an interim basis, to be reviewed as part of proposed monitoring of the effectiveness of the measures. A further decision will be required to remove or alter the limit should further changes be proposed.
- 6.4. An independent review of the current casualty reduction element of the scheme has been commissioned. The review will comment on the as built layout in terms of compliance with, and/or departures from relevant design standards, and identify any non-conformity. Where appropriate, the review will also identify any potential improvements to the current casualty reduction element of the scheme in relation to tackling the causes of the collisions and reducing the driver confusion that is reported at the site. This review will form part of the further evaluation of options in determining whether to make permanent the interim measures described in this report.

## **7. Recommendations**

- 7.1. That the Executive Member for Environment and Transport notes the interim review of the effectiveness of the casualty reduction element of the scheme at the A33/B3047 (Cart and Horses) junction and supports the approach being taken in responding to concerns about the effectiveness of the casualty reduction measures as detailed in the report.
- 7.2. That the Executive Member for Environment and Transport agrees and authorises the implementation on an interim basis of a 40 mph speed limit on the A33 in the vicinity of the A33/B3047 (Cart and Horses) junction.
- 7.3. That the Executive Member for Environment and Transport agrees the approach proposed for further monitoring and authorises the implementation on an interim basis of additional restrictions on right turns onto the A33 from the London Road (B3047), and of U turns at the A33/B3047 (to Alresford) junction as set out in the supporting report.
- 7.4. That the Executive Member for Environment and Transport agrees and authorises the implementation on an interim basis of appropriate measures, including the installation of CCTV, to support enforcement of the new trial arrangements, providing the measures are agreed with the Hampshire Constabulary Roads Policing Unit where appropriate.
- 7.5. That authority is delegated to the Director of Economy Transport and Environment to proceed with the proposals for the A33/B3047 (Cart and Horses) junction, and to take all the necessary measures and steps to implement the changes on an interim basis, including the approval of associated Traffic Regulation Orders and any temporary works necessary to support the revised interim junction arrangements.

7.6. That monitoring arrangements are made in relation to assessing the impact of the trial arrangements.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u> Project Appraisal: A33/B3047 Cart & Horses Junction Safety & Pedestrian Access Improvements, Kings Worthy	<u>Reference</u> 6040	<u>Date</u> 9 September 2014
<b>Direct links to specific legislation or Government Directives</b>		
<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>
None	



## **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 little or no impact upon groups with protected characteristics.

### **2. Impact on Crime and Disorder:**

2.1. No significant impact.

### **3. Climate Change:**

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

No significant impact.

3.2. 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.