

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

<b>Decision Maker:</b>	Executive Member for Economy, Transport and Environment
<b>Date:</b>	8 October 2020
<b>Title:</b>	Project Appraisal: Ipley Crossroads Casualty Reduction Scheme
<b>Report From:</b>	Director of Economy, Transport and Environment

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#### Purpose of this Report

1. This report seeks approval for the casualty reduction scheme to stagger the crossroads at Ipley in the New Forest to reduce the numbers of Personal Injury Accidents (PIAs) at this location.

#### Recommendations

2. That the Executive Member for Economy, Transport, and Environment approves the Project Appraisal for the casualty reduction scheme at Ipley Crossroads in the New Forest, as outlined in this report.
3. That approval is given to form a Land Bank agreement between Hampshire County Council, Forestry England, and Natural England, as outlined in this report, in consultation with the Head of Legal Services.
4. That subject to the conclusion of the required land processes, approval be given to procure and spend and enter into the necessary contractual arrangements to implement the proposed casualty reduction scheme, as set out in this report, at an estimated cost of £531,000 to be funded from the Casualty Reduction budget.
5. That authority be delegated to the Director of Economy, Transport and Environment (in consultation with the Head of Legal Services) to progress any appropriate Orders, Notices or Statutory Procedures, enter into any agreements, and obtain any consents, rights, permissions or easements that are necessary to enable implementation of the casualty reduction scheme at Ipley Crossroads.

6. That authority to make the arrangements to implement the scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.

### **Executive summary**

7. This project seeks to reduce Personal Injury Accident (PIA's) at Ipley crossroads. Ipley crossroads has an extensive history of PIA's and several casualty reduction schemes have been implemented previously using measures typically available to the Casualty Reduction Team, but despite some initial success, the numbers of PIA's have gradually increased over time.
8. Funding has been set aside from the Casualty Reduction budget and from Local Transport Plan (LTP) funding for this scheme.
9. As with all casualty reduction schemes, the PIA's will be monitored for a period of five years from completion of construction.

### **Contextual Information**

10. The severity of the PIAs is increasing, with four serious collisions in the first ten year period (1991 – 2000), none in the second ten year period (2001 – 2010) and two fatalities and 11 serious injury accidents in the final nine and a half year period (2011 – August 2019).
11. The five-year PIA record at the time of the last fatality at the junction (01/10/11 to 30/09/16) showed a dominant pattern of 61% (11) of the PIAs from the eastern arm for vehicles travelling in a south-westerly direction, six overshoots, four restarts and one unclassified, including the two fatal collisions involving cyclists travelling south in conflict with vehicles from this arm of the junction.
12. The latest life-threatening collision (classified as serious) on 15 January 2020 is not represented in the collision data above but resulted in neck (broken vertebrae) and leg injuries for the cyclist. The cyclist was travelling ahead of a group south to north on the through road, and the vehicle travelling west to east failed to give way at the STOP sign colliding with the cyclist.
13. Concern was raised by the Serious Collision Investigation Unit of Hampshire Constabulary, that PIAs were continuing to occur at the junction and that the casualty reduction measures previously introduced were not achieving the desired results. It was agreed to investigate the potential to stagger the junction, effectively creating two T junctions, requiring road users to stop or slow significantly prior to turning from the side road arms. Staggering the junction in this way will also change the angle of view for road users

approaching the junction, improving their visibility of approaching traffic, and in particular cyclists, who are the most vulnerable.

## Finance

14.

	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	10	2	Casualty Reduction	531
	Client Fee			Budget	
	Supervision	5	1		
	Construction	516	97		
	Land	0	0		
	Total	531	100	Total	

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	<u>Maintenance Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in maintenance expenditure	1.0	0.001%
	Capital Charges (Depreciation and notional interest charges)	51.0	0.032%

## Programme

16. Works will commence on site at the earliest opportunity. Working in the SSSI (Site of Special Scientific Interest) New Forest presents some challenges to avoid ground nesting bird seasons between March and August.

17. Works are expected to take 4 weeks for the mitigation/compensation land and 6 to 8 weeks, depending on the requirements of the Planning Application, for the main Ipley crossroads works.

## Scheme Details

18. The proposal is to change the layout to make a staggered junction, by altering the western arm of the crossroads as shown on the attached drawing labelled Ipley Cross Beaulieu Safety Improvements, General Arrangement (CJ008720-ECH-HGN-00007777-DR-HE-0101). A new section of carriageway on the approach of the C97 from the West, of 102 metres in

length (measured at the centreline), would join the Beaulieu Road at an angle of ninety degrees 50 metres south of the current crossroads. The existing carriageway no longer needed would be removed and that land allowed to return to forest.

19. The proposed new layout, involving a T-junction for traffic travelling East or West on the C97, would mean that instead of traffic being able to drive straight across the junction, vehicles travelling in either direction would be forced to slow down in order to join Beaulieu Road.
20. The proposed scheme minimises impact on the forest and would cause least disruption to traffic.
21. The ecologically sensitive location precludes schemes requiring more land to construct such as a roundabout, traffic signal junction or comprehensive traffic calming.
22. The location of this junction within the national park further restricts the types of measure appropriate here and consistent with the needs of grazing livestock.
23. Resurfacing works on Beaulieu Road will also be required to remove the coloured high friction surfacing and out of date lining and road markings to ensure the surface of the carriageway suits the new road layout.

## **Mitigation**

24. In addition to the core scheme, provision of compensation land for Natural England and mitigation land for Forestry England will be needed.
25. In order to create the new junction layout at Ipley Crossroads, an area of Forestry England land of 663 square metres would be needed for the new carriageway; and the area of land no longer needed as highway, comprising 591 square metres, would be returned to forest. This would result in a net decrease of 72 square metres of forest at Ipley Crossroads.
26. By way of compensation to Forestry England and mitigation for Natural England, the County Council proposes to return to forest an additional area of carriageway elsewhere in the New Forest. This is likely to be at Wilverley Cross (the location of Wilverley Cross is indicated on the attached Location Plan) through removal of one side of the triangular junction as shown on the attached drawing titled Mitigation Land Transfer Plan. This would result in a reduction of 853 square metres of carriageway, with an additional benefit of re-joining the central area of the triangle to the forest.

27. A small adjustment would be required to the remaining junction as requested by Forestry England and the Verderers to allow the safe movement of the Forestry England logging lorries, larger goods vehicles (over 7.5 ton) and towed vehicles through the junction. This proposal is currently the subject of discussion with the bodies concerned, and in design, but is estimated to require a land take of approximately 75sqm.
28. The combination of 738 square metres of new carriageway and a total of 1,434 square metres of land being made over to forest would represent a net gain to the forest of 696 square metres. Negotiations are currently underway with Natural England and Forestry England to reach a land bank agreement whereby future land requirements for highway schemes in the New Forest could be offset on a square metre by square metre basis by virtue of highway rights already extinguished on land in the New Forest. At present this agreement has yet to be finalised.
29. Should the necessary land bank not be agreed within the timescales required for the proposed casualty reduction scheme, alternative land currently forming a slip road at the Wotton junction is proposed to form the mitigation and compensation land for a return of 72sqm subject to the agreement of Natural England and Forestry England. Work on the land bank agreement is proposed to continue to aid future highway projects within the National Park. It is therefore recommended as part of this report that the land bank be pursued independently of this scheme should it not be possible to reach agreement within delivery timescales for the Ipley Crossroads Casualty Reduction Scheme.

### **Departures from Standards**

30. Not Applicable.

### **Consultation and Equalities**

31. The local member, Councillor David Harrison, supports the scheme.
32. The primary engagement has been with the Forest Bodies. The National Park, Forestry England, Natural England and the Verderers are all positive with regards the principle of the scheme and are working with the Casualty Reduction Team to reach solutions for their individual concerns and issues about the detail of the scheme implementation.
33. The scheme was presented to the Verderers Court for consideration in June 2020. Confirmation that the Verderers support the scheme was heard at the Verderers Court's hearing on 16 September 2020.

## **Statutory Procedures**

34. It is proposed to implement an exchange of land under Section 256 of the Highways Act 1980. The Notice has been served in the Hampshire Independent on 3 and 10 July 2020 and the consultation ran until 4 September 2020.
35. The County Council will apply to the Magistrates Court under Section 116 of The Highways Act 1980 to stop up highway over any land agreed to form part or all of the land agreed by way of mitigation, and/or compensation over which there are existing highway rights.
36. Several ecological surveys have been carried out and assessment reports prepared to determine impact and mitigation measures necessary to eliminate, where possible, or to reduce the negative impact of the works on the area. As part of this work an Environmental Impact Assessment (EIA) is being undertaken in accordance with the requirements of the New Forest National Parks Authority and Natural England.
37. Any creation of a Land Bank would be agreed under deed.
38. No Traffic Regulation Orders amendments are required for the scheme.

## **Maintenance Implications**

39. The scheme has been consulted on by the County Council's Asset Management team, and which is content with the design, materials proposed and future maintenance issues.
40. The scheme will have a modest impact on future years maintenance budgets, and this is expected to be approximately £1000 per annum. The full maintenance figure for the scheme has been significantly reduced with a significant area of existing public highway being stopped up and therefore no longer requiring maintenance.

## 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
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- 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.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	No
<b>People in Hampshire live safe, healthy and independent lives:</b>	Yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	Yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	No

**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.)**

Document

Location

None

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

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 by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

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

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

The proposal is to stagger a crossroad junction to improve safety. Therefore, a neutral impact is expected for all service users including individuals with protected characteristics.