

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	10 June 2014
Title:	Project Appraisal: Weyhill Road/The Drove Andover – Shared Use Pedestrian/Cycle Route
Reference:	5817
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

- 1.1. That approval be given to procure and spend and enter into necessary contractual arrangements to implement the proposed Weyhill Road/The Drove shared use pedestrian cycle way and crossing improvements as set out in this project appraisal, at an estimated cost of £230,000 to be funded from a contribution from the Hampshire Sustainable Transport Towns Local Sustainable Transport Fund and local developer contributions.
- 1.2. The proposed scheme will implement a range of improvements including widening the existing footway on the southern side of Weyhill Road to allow it to be used safely by cyclist and pedestrians. It will also upgrade the zebra crossing outside the Meadow Way shops to a Puffin crossing to address local concerns over the safety of the existing crossing. A new uncontrolled crossing will also be installed to improve accessibility to The Drove and Tesco's store and provide a safe crossing at the end of the cycle route.
- 1.3. Providing the new shared use facility on the northern side of Weyhill Road was investigated, but the minimum 3m required to allow cyclists and pedestrians to share was not achievable.
- 1.4. An on-road facility was also ruled out due a lack of sufficient carriageway width.
- 1.5. Also ruled out was an on footway segregated facility as this requires at least 4m of available footway, which wasn't achievable.
- 1.6. The Police recently carried out a survey that showed that 25 % of cyclists are cycling on the pavement. This was primarily due to the concerns of cyclists with the volume of traffic and lack of space given by motorists when

negotiating the traffic calming. At present the Police are only warning cyclists of the offence of cycling on the footpath in the knowledge that this scheme could be implemented shortly. The Police are in support of the scheme.

- 1.7. Success of the measures will be through qualitative feedback from local people, including the Police. On site cycle surveys will also be undertaken to establish uptake.

2. Background

- 2.1. The Andover Town Access Plan identifies the need to provide good pedestrian and cycling links between the recent development of the Andover Airfield and other key destinations within the town. The link proposed by this project appraisal will connect new sections of cycleway, provided as part of the Andover Airfield Site development, to existing routes to the town centre.
- 2.2. In 1998 traffic calming was applied to Weyhill Road with pinch points, islands and pedestrian refuges. It has been noted that some traffic still passes between the cyclists and the traffic calming features without slowing significantly. This has made some cyclists migrate to the footway where it is deemed to be safer.
- 2.3. A Community Street Audit carried out on 15 February 2011 and attended by Cllr Z Brooks, four residents of Weyhill Road, Mr Burbidge of the Bakery and officers of Test Valley Borough Council and Hampshire County Council made the following observations:
 - Pinch-Points along this section of the road push traffic closer to pedestrians and cyclists, increasing risk for these vulnerable road users. Cyclists were observed using the pavement instead. It was therefore agreed to look at providing a cycle route along the southern side of Weyhill Road from Hundred Acre Corner to Meadow Way and include the scheme in the Hampshire Sustainable Travel Towns Local Sustainable Transport Fund bid.
 - A request was made to consider signalling the zebra crossing by the shops as a large number of people cross there, including school children, and cars are sometimes reluctant to stop. It was agreed to organise a traffic and pedestrian count at the junction of Meadow Way and the Zebra crossing.
- 2.4. The police have been aware that some cyclists already use the southern footway rather than the carriageway. They carried out a survey in September 2013 when they noted that a significant number of cyclists used the footway (illegally) rather than the busy road. No penalty notices have been issued to those using the footway, instead they have been educating cyclists to cycle on the carriageway and informing them of the proposal to formalise the on footway cycling.

2.5. The scheme will help to provide improved cycle and pedestrian links on this key route into the town from the west including to the Andover Railway Station.

2.6. The zebra crossing at the Meadow Way shops has been the subject of a number of complaints to the County Council's Intelligent Transport Systems team. The railings associated with the zebra crossing obscure pedestrians waiting to cross, in particular school children, leading to a number of near misses. The proposed upgrade to a light controlled crossing will remove this safety issue, making it safer for all.

2.7. Objectives

- a) Deliver highway improvement measures to address the existing use of the footway by cyclists by providing a shared use cyclist and pedestrian facility along a section of Weyhill Road from Monxton Road to The Drove.
- b) Provide a safer controlled crossing facility at the Meadow Way shops and an uncontrolled crossing opposite the Tesco direct store on the corner of The Drove to improve the safety and accessibility of pedestrians and cyclists.
- c) Deliver a more sustainable and safe cycle link into the town centre along Weyhill Road.

3. Finance

3.1	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	20	8.5	External Funding	170
	Client Fee	3	1.5	LSTF	60
	Supervision	4	2		
	Construction Land	203	88		
	Total	<u>230</u>	<u>100</u>	Total	<u>230</u>

3.2	<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	4	0.004%
	Capital Charge	22	0.014%

4. Programme

- 4.1. It is proposed to start works in September 2014 and complete the works mid December 2014.

5. Scheme Details

- 5.1. To accommodate the shared use pedestrian and cyclist facility the footway will be widened to 3m using areas of highway grass verge. Existing street furniture, including bus shelters, will be relocated to accommodate the wider path.
- 5.2. The carriageway alignment will be altered slightly at the Meadow Way shops, to accommodate the 3m wide footway.
- 5.3. The existing Zebra Crossing at the Meadow Way shops will be upgraded to a Puffin Crossing (signal controlled).
- 5.4. A pedestrian refuge island will be installed opposite Tesco near The Drove junction, and the access arrangements to Tesco from Weyhill Road altered to accommodate this.
- 5.5. Some trees will be removed and others will have to be assessed during the works as the edgings are within a foot or so of their location. However there is sufficient verge to re-plant trees in many cases and the locations will be agreed with the local arboriculture officer.
- 5.6. There is a 20m section where the verge will be removed up to the private property boundary and a 70m section where it will be significantly reduced.

6. Departures from Standards

- 6.1. None.

7. Community Engagement

- 7.1. Councillors Hook and West are the local members for the area of the scheme. At the beginning of January an e-mail update on the scheme was provided to Councillors Hooke, West and Rolt as the members for Andover, and all were offered a briefing. Councillor West accepted this offer and was briefed on the scheme and consultation proposals on the 20 January 2014 where she gave her support to the scheme as the County member for the northern side of Weyhill Road.
- 7.2. Consultation started on the 24 January and ran until 17 February. This consisted of web based information together with a letter drop to 110 properties on Weyhill Road, Meadow Way, Portway Close and Cheavley Close. Local borough Councillors, the Town Council and the Police were also

informed of the details of the scheme. The Police are in support of the scheme.

- 7.3. Only 13 residents responded to the consultation with a mixture of questions and comments. These are detailed in the Consultation Summary in Appendix 2. Of these 13 only 2 were opposed, whilst 11 were supportive but raised some concerns, which have subsequently been addressed by the design engineer.
- 7.4. Since the close of the consultation Councillor Hooke, the County Councillor for the southern side of Weyhill Road, has raised concerns regarding scheme justification following feedback he has had directly from some residents, and on that basis he does not support the scheme.
- 7.5. Table 1 summarises the concerns of the 13 responses received during the consultation and provides the engineer's responses.

Concerns Raised	Engineer's Response
Conflict between pedestrians and cyclists	The cycleway is in response to an existing issue of cyclists using the footway, which the police are aware of. By providing a suitable width for shared use footway this conflict will be reduced.
Conflict with cyclist when entering/existing driveways	We cannot totally remove the risk which is common to all shared use routes in residential areas; however Weyhill Road has good visibility for cyclists and motorists. This risk does already exist as a number of cyclists currently use the existing footway.
Loss of verge/vegetation	Some grass verge will be converted into a tarmac surface although for most of the length a 1.5m verge will remain. However, over a length of 70m, between the Chestnut Pub and the junction with Upper Drove, the verge will be lost up to the property boundaries. Four trees will be removed between The Drove and Portway Close on the south side; these will be replanted in other areas along the route.

<p>Congestion at the proposed traffic island at the Drove</p>	<p>All the existing vehicle movements will remain unaffected by the island at The Drove. Additionally the relocation of Tesco's access to the west side of their plot should deter cars from exiting from this 'in-only' access, and the hatching for the island will provide an informal right turn lane for The Drove. Officers have met with residents with driveways adjacent to the island and agreed to widen their access to allow them easier turning around the island; they are happy with the scheme with those changes.</p>
<p>Cost of the scheme</p>	<p>The funding is sourced from contributions from the Airfield development and the Local Sustainable Transport Fund and the funds are tied to highway improvement for this area. A large proportion of the costs are the resurfacing work to the existing footway and carriageway areas affected, which can be included in this scheme. The works to upgrade the crossing from a Zebra to a Puffin crossing are a safety improvement but are not directly related to the Cycleway.</p>
<p>The scheme is not justified</p>	<p>The response from residents was mixed; some can't see the justification at all, and others stated it has been a long time coming. Officers have pointed out that the Council has had complaints regarding cyclists using the footway dating back to 2011 when the Community Street Audit was carried out, and that the police were engaged in enforcement last year. The route is also key to a link from Weyhill to the Town centre, via the Railway Station and is included in the Andover Town Access Plan</p>

Table 1 – Concerns raised during consultation and engineer's responses

7.6. A full consultation summary is included in Appendix 2 of this project appraisal and gives details of comments made and if the respondent supports the scheme or not. In some cases they made contact to raise concerns that have

subsequently been addressed by Officers. Despite the letter drop and online consultation, as well as publicity from correspondence with Test Valley Borough Council in the Andover Advertiser, only 13 responses have been received in total. The majority (11) were supportive of the scheme but had some concerns that have been addressed by the engineer where possible, but two residents are opposed to the scheme and have been in correspondence with the Andover Advertiser. Both Test Valley Borough Council and Hampshire County Council have responded to these letters.

8. Statutory Procedures

8.1. Not applicable.

9. Land Requirements

9.1. Not applicable as the scheme takes place on the public highway.

10. Maintenance Implications

- 10.1. The additional maintenance implications will be minimal as only a small section of widened footway is to be added. It is not anticipated that any maintenance will be required for a considerable period.
- 10.2. There will be an increased maintenance cost associated with the conversion from a Zebra to a Puffin. This will be minimal as the Puffin will utilise new equipment removing the existing maintenance liability of the older, existing Zebra.

11. Recommendation

- 11.1. That approval be given to procure and spend and enter into necessary contractual arrangements to implement the proposed Weyhill Road / The Drove shared use pedestrian cycle way and crossing improvements as set out in this report, at an estimated cost of £230,000 to be funded from a contribution from the Hampshire Sustainable Transport Towns Local Sustainable Transport Fund and local developer contributions.

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 Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	no
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

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

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 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

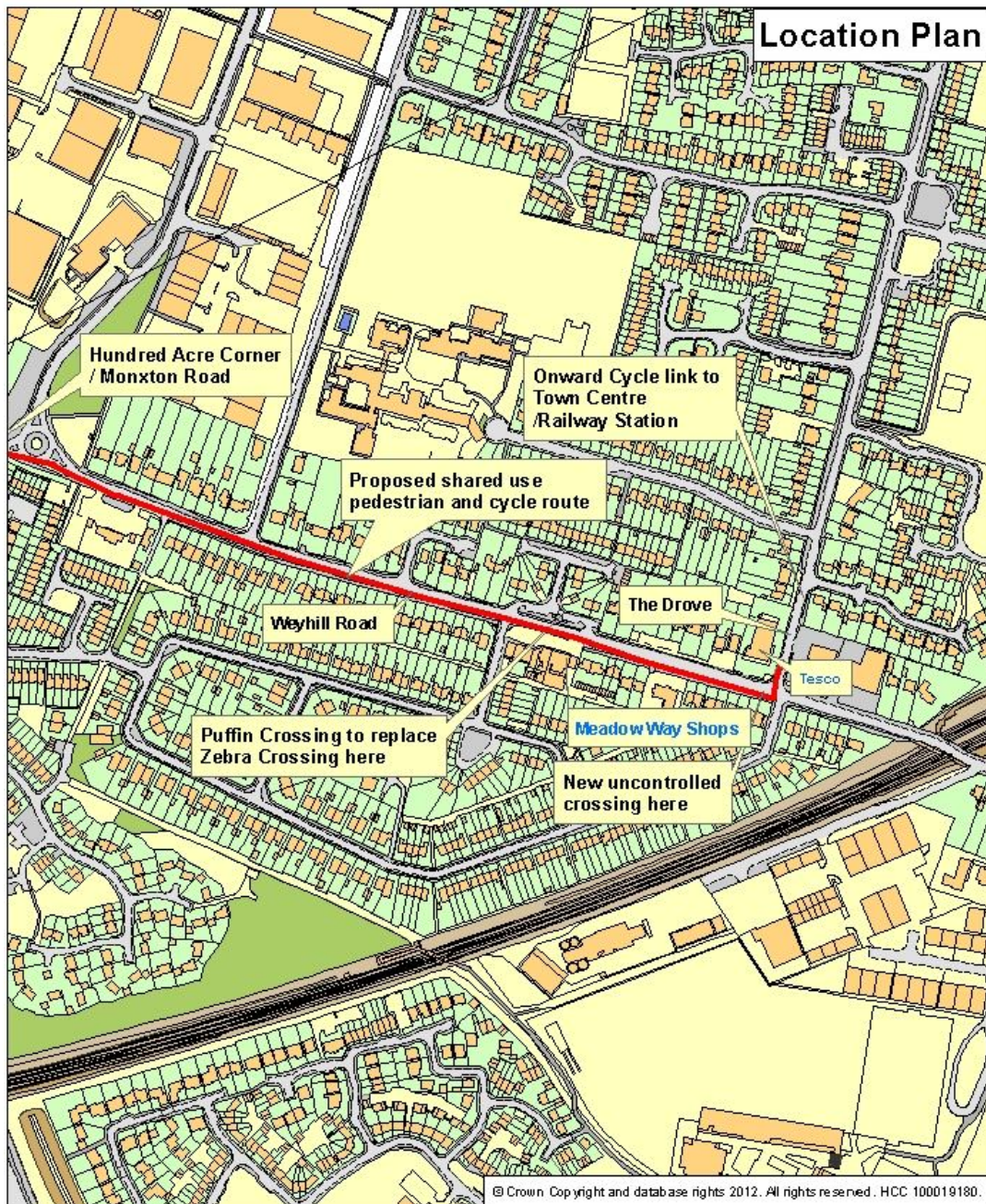
2. Impact on Crime and Disorder:

- 2.1 The scheme will permit and make safe provision for the practice of cycling on the footway which is already in occurrence.

3. Climate Change:

- 3.1. How does what is being proposed impact on our carbon footprint / energy consumption?
- 3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

By providing a safer cycling and walking facility people will be encouraged and enabled to use alternative modes of transport to the car, thus reducing carbon emissions and increasing flexibility to travel by different means.



TITLE: Weyhill Road - The Drove Andover, shared use pedestrian cycle route



Scale: 1:10,000 FS21845

DIRECTOR OF ECONOMY, TRANSPORT AND ENVIRONMENT

Date 16 April 2014

Drawn by: John Sorrell



Hampshire County Council
Economy, Transport and Environment

**Weyhill Road/The Drove Pedestrian-Cycle Way Consultation Responses
24 January 2014 to 17 February 2014**

Response Identifier	Are they against the scheme totally?	Met on site?	Comments Made	Response Provided
1	Yes	No – offer of meeting deferred by resident and not requested since.	General concerns over cars backing into cyclists, cars speeding up if no cyclist on road, wants on road cycle way by widening the carriageway.	It is not possible to accommodate most of the resident's suggestions and he has been informed of that by email on a number of occasions.
2	No – No objections to these improvements	Not required	Lamp column locations – some will be within the cycleway / footpath.	Lamp column locations – officers highlighted these will be moved (along with several telegraph poles) to the back edge of the shared path.
3	No Says 'it's a long time coming'	Site visit held 31.1.14 where it was agreed to replace and reposition bollards	Lamp column location – proximity to property. Coordination with driveway – Concerned with how the edge will coordinate with his drive as the path currently slopes down to his drive.	Lamp column location – Subject to it fitting in with the rest of the lighting scheme. Officers highlighted they are able to be a little flexible with its positioning and also highlighted that if light pollution becomes an issue a lamp shield can be requested. Coordination with driveway – Officers suggested potential options and a site visit to discuss the issue, but also noted that the surfacing of the driveway of the resident and that of his neighbour's' extends beyond their boundary onto the highway.
4	No	Site visit held 31/1/14	Various general concerns regarding street uses – requested a site visit to discuss them.	Happy after site visit agreed to widen splay to assist access to her driveway.
5	No		Has a concern over how the build stage will impact on his business. Wants to be involved in pre-start meetings with contractor.	This has been agreed.
6	No	Site visit held 31/1/14.	Safety on Carriageway – Concerned a pedestrian crossing proposed near Tesco's will cause safety issues at what is already a busy vehicular junction.	Site visit to discuss scheme and agree to widen his access to driveway looks to have allayed his concerns. Resident has sent a number of emails thanking the officer for his help and assistance.

			<p>Access to properties – Proposed pedestrian crossing, and its effect on the carriageway at the junction could cause safety issues for accessing the resident's drive. Is concerned with the effect the proposal will have on driveway access generally.</p> <p>Damage to Property – a new pedestrian crossing is proposed to be located near his boundary wall, and the grassed verge to his frontage. Concerned damage could be caused.</p> <p>Potential Light pollution – highlights that a new crossing proposed close to the resident's house could cause light pollution within his property.</p>	
7	No	N/A	<p>Concerned with parking on Portway Close access road Specifically whilst works in progress.</p> <p>Cars park on double yellows at busy times - especially during school pick up.</p> <p>Cars park on pavements – makes it difficult and dangerous for pedestrians / pram access.</p> <p>Cars block resident's dropped kerb.</p>	<p>Parking during works - access will be maintained to properties – at all times.</p> <p>Double yellow parking - Will ask parking wardens to visit area specifically, and suggested resident can also call the TVBC parking team to send out a Warden.</p> <p>Highlighted police can take action if resident's access is obstructed.</p>
8	No	N/A	<p>Removing car / cycle conflict on carriageway creates a cycle / pedestrian conflict on footways / cycle ways. Unless there is a clear</p>	<p>Coordination of users – Officers highlighted that the scheme is in response to cyclists choosing to use the footway instead of the carriageway. The footway will be widened to help</p>

			<p>division pedestrians will be put at risk. Will cyclists use the route in both directions?</p> <p>Lamp column locations – some will obstruct footway.</p> <p>Safety on Carriageway – In regard to the carriageway adjustments proposed - concerned about safety for cars on any reduction in width.</p> <p>Access to properties– Concerned what implications the proposals will have on access to resident’s property – particularly due to visitors to Tesco’s – HGVs visiting Tesco’s already block drive.</p>	<p>improve coordination. Proposal is for a shared route as there is not enough space to provide a segregated one. Route will be used in both directions.</p> <p>Lamp column locations – Lamps will be relocated.</p> <p>Safety on Carriageway – Existing 6m width will be maintained.</p> <p>Access to properties – Officers offered to provide any information needed and directed resident to the full scheme proposals.</p>
9	No	Site visit held 10/2/14 and discussed scheme in detail	Left telephone message as wanted more info. Site visit held 10/2/14.	<p>Provided an invitation to meet to discuss the scheme and a link to view the scheme.</p> <p>Officers summarised why the scheme was proposed and included in the Andover Town Access Plan.</p> <p>Officers highlighted that the Scheme is in response to cyclists choosing to use the footway instead of the carriageway.</p>
10	No – but had concerns thinks cycle lane is a good idea if concerns are addressed	Site visit offered 3/2/14	<p>Coordination of users – suggested using one pavement (north or south) for cycling and one for pedestrians. Concerned with cyclists moving at speeds.</p> <p>Access to properties – concerned with exiting property with car. Already has extreme difficulty due to coordination with shop traffic and traffic using adjacent streets. Also felt the proposed pedestrian</p>	<p>Provided an invitation for a site visit to discuss the concerns.</p> <p>Officers summarised why the scheme was proposed and included in the Andover Town Access Plan.</p> <p>Coordination of users – Officer explained that restricting the use of a footway for one use is not an option. Access to properties – The officer made no specific comment in regard to access to the property, recognised that the surrounding routes are busy, but highlighted that he felt the island would</p>

			refuge island would make her situation more difficult.	not make the situation more difficult. He pointed out it would significantly benefit cyclists and pedestrians.
11	No – in favour in principle	Yes, 10/2/14 when scheme was discussed in detail	Concerned that the proposed island near The Drove will increase congestion.	Site visit with Officer and resident was held and the scheme discussed in detail. No further contact so assume now okay with proposals.
12	Yes – Against the scheme	N/A	Letter to CE of Test Valley Borough Council and FOI.	<p>Officer correspondence dated 26/2/14 explained why the scheme was proposed and highlighted that it will help to improve safety for pedestrians and cyclists.</p> <p>Safety - Traffic Speed Reduction – Officer highlighted that engineering solutions, such as speed humps, are not suitable for Weyhill Road. Enforcement and public awareness campaigns are the preferred option.</p> <p>Officer confirmed that a request will be made for visible enforcement from the police and illuminated speed reminder signs from Test Valley Borough Council. Speed Limit Reminders were deployed on Weyhill Road in March/April 2014.</p>
13	No – full support	No	Thinks it will be safer if cyclists are not made to travel along the carriageway side of the shared route, and pedestrians closest to the property boundaries.	Clarified that it will be shared and that a segregated route is not feasible due to the space needed for this.