

SURREY COUNTY COUNCIL

LOCAL COMMITTEE (RUNNYMEDE)

DATE: 2 DECEMBER 2013
LEAD OFFICER: ANDREW MILNE, AREA TEAM MANAGER



SUBJECT: A30 EGHAM HILL/A328 ST JUDE'S ROAD – PEDESTRIAN IMPROVEMENTS

DIVISION: ENGLEFIELD GREEN

SUMMARY OF ISSUE:

To update the Local Committee on progress with the proposed introduction of controlled pedestrian crossing facilities at the junction of the A30 London Road/Egham Hill with A328 St Jude's Road and D3191 Bakeham Lane.

To update the Local Committee on the total estimated cost of the scheme, which exceeds the original estimate and the available budget, and present a way forward.

RECOMMENDATIONS:

The Local Committee (Runnymede) is asked to agree that:

- (i) the previously agreed pedestrian improvements should still be installed at the junction despite the increase in the estimated cost of the works (detailed in section 2 of this report).
- (ii) its full anticipated 2014/15 ITS and capital maintenance budget allocation of £266,572 is allocated to the scheme, to enable the improvements to be installed.

REASONS FOR RECOMMENDATIONS:

There are currently no controlled pedestrian crossing facilities at the busy signalised junction of the A30 London Road/Egham Hill with A328 St Jude's Road and D3191 Bakeham Lane. Surveys indicate that a very large number of pedestrians cross at the junction which has a poor record of pedestrian safety.

Surrey Police have expressed concerns about pedestrian safety at the junction and have asked Surrey County Council to urgently consider installing controlled pedestrian crossing facilities. There is also considerable local concern about the junction and the Local Committee has received a petition with 1174 signatories asking for controlled crossing facilities to be installed.

The proposed pedestrian improvements will make it easier and safer for pedestrian to cross at the junction whilst minimising any additional delays at an already congested junction.

1. INTRODUCTION AND BACKGROUND:

- 1.1 At present there are no controlled pedestrian crossing facilities at the signalised junction of the A30 London Road/Egham Hill with A328 St Jude's Road and D3191 Bakeham Lane.
- 1.2 The junction is located near both Egham and Englefield Green and is adjacent to the Royal Holloway University. A very large number of pedestrians therefore cross the road at the junction. However, the layout of the junctions means it can be difficult for pedestrians to decide when it is safe to cross.
- 1.3 Analysis of accident data has identified a concerning ongoing problem with pedestrians being injured in accidents in the junction. (Since January 2007 there have been 7 accidents at the junction which have resulted in pedestrian injury. Tragically, 2 pedestrians sustained fatal injuries in these accidents).
- 1.4 The issue has therefore been considered by the Runnymede Road Safety Working Group (a partnership of specialist road safety Officers from Surrey Police and Surrey County Council that seeks to identify measures to improve safety at sites with a poor accident record).
- 1.5 Surrey Police has also written to the County Council expressing serious concerns about pedestrian safety at the junction and requesting consideration is urgently given to introducing controlled pedestrian crossing facilities at the junction.
- 1.6 In addition, the local community has complained widely about both the difficulty and danger involved in crossing at the junction. The extent of the local concern was reflected in an e-petition presented to the Local Committee which had 1174 signatories calling for controlled pedestrian crossing facilities to be introduced at the junction. The Local MP has also contacted the County Council on a number of occasions in response to representations from local residents.
- 1.7 As a result of the poor pedestrian safety record at the junction and the extensive concerns expressed, the Local Committee initially agreed that a study should be undertaken to assess the possible introduction of controlled pedestrian crossing facilities at the junction.
- 1.8 Surveys undertaken as part of the study confirmed that a very substantial number of pedestrians cross at the junction (over 2,200 pedestrians crossed at the junction in a 12 hour period). This is due in part to its proximity to the Royal Holloway University of London. However, surveys indicate that a large number of pedestrians other than students also cross at the junction (including parents and children walking to and from local schools).
- 1.9 Due to the number of pedestrians that cross at the junction, a proposal to introduce controlled crossing facilities on all 4 arms of the junction was initially considered. However, this would require the introduction of an all-red phase and traffic modeling suggested this would result in significant additional delays for drivers. In response to concerns about these delays, the

Local Committee agreed that further options should be considered. An alternative scheme was therefore developed proposing the introduction of staggered controlled pedestrian crossing facilities on the A328 St Jude's Road and A30 Egham Hill arms of the junction. This proposal allows the pedestrian crossings to be coordinated with the existing vehicle phases (enabling pedestrian to cross when traffic movements are held as part of the sequence). As a result, there would be minimal additional delay for vehicles whilst crossing facilities for pedestrians would be significantly improved.

- 1.10 Having considered details of the alternative proposal, the Local Committee agreed (at its meeting held on 25 February 2013) that Surrey County Council should introduce staggered controlled pedestrian crossing facilities on the A328 St Jude's Road and A30 Egham Hill arms of the junction.

2. ANALYSIS:

- 2.1 There are a number of factors that complicate the delivery of the proposed scheme and these are listed in the table below together with the progress made:

Issue	Progress
Relocation of apparatus by 6 separate utility companies (including a mobile phone mast).	All works designed and cost estimates provided. Orders have been placed with utility companies and advance payments made.
Planning permission for relocation of the mobile phone mast and the removal of protected trees/vegetation.	Planning consent granted for removal of trees/vegetation. Planning application submitted by utility company for relocation of phone mast.
Dedication of private land by the Royal Holloway University of London (including satisfying legal charges on the land).	Deed of dedication has been prepared and signed/sealed by SCC. Document now with the University's legal representatives to be sealed and completed.
Licence agreement allowing access to private land to facilitate construction of the scheme.	Licence agreement has been prepared and signed/sealed by SCC. Document now with the University's legal representatives to be sealed and completed.
Complex traffic management arrangements due to the sensitive nature of location and traffic conditions.	Traffic management proposals designed and associated costs established.
Need for drainage improvements identified	Works included as part of detailed design for the scheme.

- 2.2 Further to the above, the detailed design for the scheme has been completed and a copy of the scheme plan is attached as **Annex 1**. In addition, the total estimated cost of the scheme has been confirmed as £628,000.
- 2.3 The total cost significantly exceeds the original estimate of £350,000 reported at the Local Committee meeting held on 25 February 2013. This is largely due to the following:

- **Virgin Media providing inaccurate information.** They advised no apparatus would be affected but trial holes subsequently identified equipment that needs to be relocated, resulting in a £60,000 increase in costs.
- **Traffic management requirements.** The full cost and complexity of the traffic management was identified through analysis by our contractor following completion of the detailed design of the scheme. These costs therefore only became known when their final estimate was presented on 21 November 2013 and are significantly more than expected.
- **Drainage works.** There is a historic of problems with drainage at the corner of the A30 with St Jude's Road. Detailed investigations have identified that modifications are required to the drainage system and these have been incorporated in the scheme.
- **Site clearance costs.** Site clearance costs were not known when the initial estimate was provided and adequate provision was not made.

2.4 The estimate has been reviewed in detail and all opportunities for reducing costs or achieving more efficient working methods are being investigated. As a result, the following has been agreed:

- A reduction in traffic management costs of approximately 50 percent following robust negotiations with our contractor (although the £628,000 total cost already reflects this reduction).
- The drainage works, which are capital improvements, will be funded collaboratively by Projects and Contractors. Combining these works with the pedestrian improvements will achieve cost savings through the sharing of traffic management.
- Design and site supervision costs have been fixed at £25,000 (a reduction of £16,000 from the £41,000 estimate).

These combined measures will reduce the total cost of the scheme to **£600,000.**

2.5 In addition, Kiers and Surrey County Council are holding a value engineering workshop in December 2013. The purpose of this workshop is to scrutinise all site arrangements and working methods to identify any further opportunities to reduce costs. For example, since a large proportion of the overall costs are due to traffic management, there is potential to make significant savings through careful coordination of the utility works and other elements of work.

2.6 It should be noted that the estimate makes no provision for contingencies and the nature of highways works means that the risk of unforeseen costs cannot be entirely eliminated. However, every effort has been made to reduce the risks through careful design and detailed investigations (including digging trial holes and undertaking a drainage survey).

3. OPTIONS:

3.1 The Local Committee has the following options available:

3.2 **(a) Proceed with installing the proposed pedestrian improvement**

3.3 Additional funding is required to enable the scheme to proceed. The Local Committee would therefore need to agree to allocate its capital maintenance and capital ITS budgets for 2014/15 to the scheme. The initial phase of the works (site clearance and utility diversions) could then be undertaken during the current financial year using funding already allocated. The second phase (civils and signals works) would then be completed at the beginning of the 2014/15 financial year using the additional funding allocated.

This is the Officer's recommended option for the following reasons:

- The crossings would be on the pedestrian desire line which will maximise their use. (Surveys indicate that the pedestrian desire line is predominantly at the junction).
- The proposal allows the pedestrian crossings to be coordinated with the existing vehicle phases (enabling pedestrian to cross when traffic movements are held as part of the sequence). As a result, there would be minimal additional delay for vehicles whilst crossing facilities for pedestrians would be significantly improved.
- Crossings located at the junction are likely to result in the greatest improvement in pedestrian safety. (Since January 2007 there have been 7 accidents at the junction which have resulted in pedestrian injury including 2 fatalities).
- Whilst the scheme is high cost, it is still considered to represent good value because of the large number of pedestrians that will make use of the crossing facilities on a daily basis.

3.4 **(b) Abandon the scheme completely**

3.5 This would result in abortive costs of approximately £52,000 during the current financial year, in addition to approximately £20,000 of costs incurred during 2012/13. (This is due to the design work and transport modelling already undertaken together with utility design fees. In addition, advance payments have been made to utility companies which may not be fully refundable). In addition, further complaints and requests for action are likely to be received, especially if the pattern of pedestrian injuries at the junction persists. The Local Committee would also have to agree an alternative spending plan for the funding it has already allocated to the scheme. (At this stage in the financial year it is recommended that the programme of Local Structural Repair works provisionally discussed for 2014/15 is used as the basis for contingency spending in this financial year, if the Committee chooses this option – see section 2.6 and Table 6 in **Item 7B**).

- 3.6 **(c) Introducing a staggered controlled pedestrian crossing on only the A30 Egham Hill arm of the junction (arm most heavily crossed by pedestrians).**
- 3.7 This option would still require most of the utility apparatus to be relocated and therefore the estimated cost would be **£500,000**. Whilst this is a significant reduction it still exceeds the budget currently available and the proposal would offer significantly less benefit to pedestrians.
- 3.8 **Other options considered**

Consideration has also previously been given to installing signal controlled pedestrian crossing(s) located away from the junction. However, it was decided not to investigate this option further for the following reasons:

- Standalone crossing facilities would have to be located a significant distance from the junction. This is to prevent traffic waiting at the crossing from queueing back across the junction and also to avoid the risk of drivers becoming confused and responding to the wrong signal head. As a result the crossings would not be on the desire line. A significant number of pedestrians are therefore likely to continue crossing at the junction even if signal-controlled crossings were installed at significant expense (£250,000 would be an indicative cost for installing 2 signal controlled crossings).
- Stand alone crossings could not be coordinated with the signals at the junction to minimise delays for traffic in the same way as they can if the crossing facilities are provided at the junction.

4. CONSULTATIONS:

- 4.1 Surrey Police and Royal Holloway University of London have been consulted and confirmed their support for the proposed pedestrian improvement. (Royal Holloway University of London is dedicating an area of private land to enable the scheme to proceed).

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 The total estimated cost of delivering the pedestrian improvements is **£600,000**.
- 5.2 The total budget currently available is £365,000 and consists of the following funding sources:
- £95,000 re-profiled 2012/13 Local Committee capital funding.
 - £43,000 Local Committee capital funding (2013/14).
 - £25,000 contribution from the Road Safety Team.
 - £202,000 developer contributions.

- 5.3 The Local Committee would therefore have to allocate its full anticipated 2014/15 capital budget to allow the improvements to be installed.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

- 6.1 The Highway Service is mindful of its needs within this area and attempts to treat all users of the public highway with equality and understanding.

7. LOCALISM:

- 7.1 The proposed controlled crossing facilities will benefit the local community by making it easier and safer for pedestrians to cross at the junction.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	No significant implications arising from this report.
Sustainability (including Climate Change and Carbon Emissions)	The proposal supports sustainable travel by making it easier and safer for pedestrians to cross at the junction.
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	No significant implications arising from this report.

9. CONCLUSION AND RECOMMENDATIONS:

- 9.1 A large number of pedestrians cross the road at the junction of the A30 London Road/Egham Hill with A328 St Jude's Road and D3191 Bakeham Lane (over 2200 pedestrians were recorded crossing in a 12 hour survey). However, there are currently no controlled pedestrian crossing facilities at the junction and there is a pattern of accidents involving pedestrians.
- 9.2 A proposal to introduce controlled pedestrian crossing facilities on all arms of the junction has been considered. However, detailed assessment and traffic modelling demonstrated this would result in significant additional delays for vehicles at the junction.
- 9.3 The Local Committee agreed that alternative options should be considered and subsequently approved the introduction controlled pedestrian crossing on the A328 St Jude's Road and A30 Egham Hill arms of the junction. This proposal minimises additional delays to vehicles whilst also making it significantly easier and safer for pedestrians to cross at the junction.
- 9.4 Considerable progress has been made towards delivering the scheme which has been complicated by a number of factors (including the need for extensive relocation of utility apparatus, dedication of private land and

planning requirements). Following completion of the detailed design the total cost of the scheme has now been determined. The initial estimate has been reduced following a robust challenge of the cost but is still £600,000. This significantly exceeds the initial estimate and the budget currently available.

- 9.5 Whilst alternative options could be installed for less than £600,000, the associated costs would still be significant and the measures would not address the problems with pedestrian safety as effectively as the proposal previously agreed by the Local Committee. It is therefore recommended that the Local Committee agree to allocate the additional funding required to enable the agreed staggered controlled crossings to be installed on the A30 Egham Hill and A328 St Jude's Road arms of the junction.

10. WHAT HAPPENS NEXT:

- 10.1 If the Local Committee agrees that the scheme should proceed and allocates additional funding then construction works are expected to start on site in January 2014.
- 10.2 If the Local Committee decides to abandon the scheme completely then it will need to agree an alternative spending plan for the funding it has allocated to the scheme.
- 10.3 If the Local Committee decides that an alternative option should be considered then further design and assessment work will initially have to be undertaken.

Contact Officer:

Jason Gosden, Senior Engineer, Telephone: 0300 2001003

Consulted:

Surrey Police.
Royal Holloway University.

Annexes:

Annex 1 – Scheme Plan.

Sources/background papers:

Report to Local Committee on 26 November 2012, Item 9 – A30 Egham Hill/A328 St Jude's Road, Englefield Green – Pedestrian Improvements.

Report to Local Committee on 25 February 2013, Item 8 – A30 Egham Hill/A328 St Jude's Road, Englefield Green – Pedestrian Improvements – Update

Petition (with 1174 signatories) presented to Local Committee on 25 February 2013.

This page is intentionally left blank