

TRANSPORT IMPLEMENTATION COMMITTEE – 20 JULY 2006

KIDLINGTON PREMIUM BUS ROUTE – BUS LANE ORDER

Report by Head of Transport

Introduction

1. Traffic using Kidlington road network experience delays during the weekday peak hours. Kidlington lies on the Banbury to Oxford corridor, which has been identified as a Premium Bus Route. Approval to proceed with implementation of bus priority measures was gained after consideration of a report to Transport Implementation Committee on 8 January 2004, following a study undertaken by Halcrow Consultants. This report seeks approval for officers to proceed with detailed design and implementation of the scheme and approval to make the Bus Lane Order having considered formal consultation results.

Background

2. The Kidlington Premium Bus Route was selected for early development because of the high numbers of buses and bus passengers using services between Kidlington and Oxford. A meeting with partner bus operators highlighted some serious problems in Kidlington that affected bus service reliability. These problems included significant delays incurred at certain times of the day for buses turning right from Yarnton Road into Oxford Road and for buses approaching the Kidlington roundabout from the north. These delays then create significant disruption and unreliability for buses travelling along the entire Banbury Road and London Road corridors in Oxford.
3. Consultants Halcrow were commissioned to undertake a feasibility study of possible traffic management measures to assist bus movement in the Kidlington area, in the context of other known traffic management and road safety issues in the area.
4. The methodology deployed by Halcrow was to calculate the extent of delays accorded to buses on different sections of road in the Kidlington area and to generate a series of options to tackle these delays. This process of option development and refinement was developed through a series of working meetings, culminating in a Key Stakeholder Workshop, held in Exeter Hall, Kidlington. This was attended by a local County Councillor and representatives of Cherwell District Council, Gosford & Water Eaton Parish Council, Kidlington Parish Council, Stagecoach and the National Federation of Bus Users.
5. Following comments received at that meeting, a public exhibition was arranged in Exeter Hall, Kidlington on 30 June and 1 July 2003, attended by over 230 people. A further 110 people attended the unstaffed exhibition in the week afterwards and completed a reply-paid questionnaire. It is estimated that this response represents around 2.5% of Kidlington's population. This exhibition was widely publicised, with posters affixed to many prominent places around the village, an article placed in the Parish Magazine, flyers and posters in buses and a press release.
6. The responses received from the exhibition showed general support for the principle of providing priority measures for buses in Kidlington and the particular proposed options providing priority measures for buses at the southbound approach to Kidlington roundabout.
7. Jacobs Bactie Consultant Engineers have been commissioned to develop the proposal and turn it into a workable scheme for implementation. Drawing numbers BPN1059/B3260 and BPN1059/B3261 show the preliminary design and will be on display at the meeting. A plan detailing the location is attached at Annex 1.

8. A requirement of the proposed scheme is the introduction of a Traffic Regulation Order to restrict the use of the new lane to buses and other authorised vehicles as set out in the Order. A copy of the draft Order with Statement of Reasons is attached at Annex 2.

Consultation

9. Formal public consultation on the proposed bus lane was carried out between 4 May and 1 June 2006.
10. Consultation was carried out with the Emergency Services, County Councillors, Cherwell District Council, Kidlington and Gosford and Water Eaton Parish Councils, bus companies and nearby residents. Copies of the public notice appeared in four editions of the local press and were posted on street furniture along the affected road.
11. Cherwell District Council has confirmed its support but has raised concerns relating to on street parking, the affect on turning traffic at the roundabout and facilities for cyclists and pedestrians. These issues can be addressed during the detailed design stage.
12. Approximately 40 letters were sent to frontagers with a further 13 to Councillors, Emergency Services, District and Parish Council and Bus Companies. 10 responses were received, 6 in support, 2 against and 2 making general comments neither for nor against. Numerous issues were raised and these are summarised along with an officer response at Annex 3. Copies of the correspondence are available in the Members' Resource Centre.

How the project supports LTP2 objectives

13. The aims of the scheme are to:
 - (a) improve journey times and make travel by bus more reliable, convenient and preferable to driving, thus encouraging greater bus use;
 - (b) improve bus priority through the Kidlington corridor;
 - (c) enhance facilities for pedestrians and cyclists; and
 - (d) minimise any accident risks.
14. These aims will provide benefits required in LTP2 by improving accessibility with additional benefits to congestion and air quality by improving public transport.

Financial Implications (including Revenue)

15. The current estimated cost of the scheme is £400,000 and is proposed to be funded from the Public Transport Developments Premium Bus Routes Programme budget for construction in 2006. Design work and construction will be carried out by Oxfordshire Highways.

RECOMMENDATION

16. **The Committee is RECOMMENDED to authorise:**
 - (a) **the making of The Oxfordshire County Council (A4260 Kidlington, Oxford) (Bus Lane) Order 2006, as set out in Annex 1 to this report subject to minor variations arising from (b) or minor clerical amendments ; and**

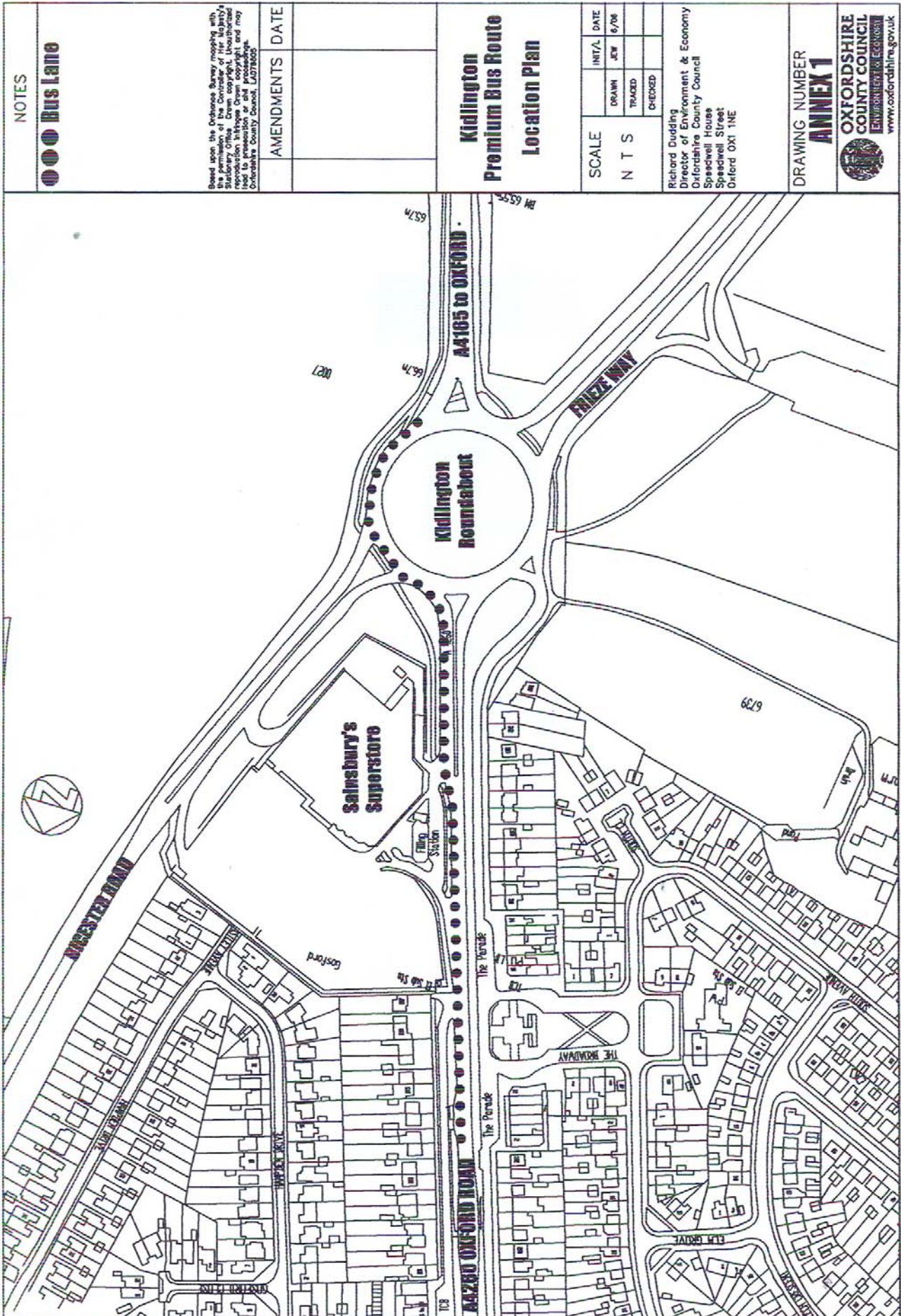
- (b) detailed design and implementation of the proposed bus lane scheme as shown on the plans numbered BPN1059/B3260 and BPN1059/B3261 and further authorising the Head of Transport in consultation with the Cabinet Member for Transport to resolve any concerns or comments which might result from the detailed design or the Road Safety Audit process should any arise.**

STEVE HOWELL
Head of Transport

Background papers: Drawing numbers BPN1059/B3260 & BPN1059/B3261, Draft Order and Statement of Reasons and summary of consultation responses

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July 2006



NOTES



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AMENDMENTS	DATE

Kidlington Premium Bus Route Location Plan

SCALE	INITIAL	DATE
N T S	DRAWN	JCW 6/06
	TRACED	
	CHECKED	

Richard Dudding
 Director of Environment & Economy
 Oxfordshire County Council
 Speedwell House
 Speedwell Street
 Oxford OX1 1NE

DRAWING NUMBER
ANNEX 1



OXFORDSHIRE COUNTY COUNCIL
 ENVIRONMENT & ECONOMY
 www.oxfordshire.gov.uk

**ROAD TRAFFIC REGULATION ACT 1984
THE OXFORDSHIRE COUNTY COUNCIL
(A4260 KIDLINGTON, OXFORD)(BUS LANE) ORDER 2006**

STATEMENT OF REASONS

This scheme is being promoted for the purpose of facilitating the expedient passage of public service vehicles along the A4260 through Kidlington and into Oxford.

By providing a dedicated Bus Priority Lane, public service vehicles will bypass general queuing traffic and link into existing bus priority facilities leading into Oxford.

This will increase the desirability and reliability of public transport and encourage its use, thereby reducing general traffic congestion and pollution in the area and improving access to the city centre.

ROAD TRAFFIC REGULATION ACT 1984
THE OXFORDSHIRE COUNTY COUNCIL
(A4260 KIDLINGTON, OXFORD)(BUS LANE) ORDER 2006

The Oxfordshire County Council ("the Council") in exercise of its powers under Sections 1(1), 2(1) and (2), 4(1) and (2) of the Road Traffic Regulation Act 1984 ("the Act") and of all other enabling powers and after consultation with the Chief Officer of Police in accordance with Part III of Schedule 9 to the Act, hereby makes the following Order:-

PART 1- GENERAL
(IMPLEMENTATION, CITATION, DEFINITIONS AND CONSTRUCTION)

1. This Order shall come into operation on **[date- within 14 days after advertisement]** and may be cited as The Oxfordshire County Council (A4260 Kidlington, Oxford)(Bus Lane) Order 2006
2. In this Order, except where the context otherwise requires the following expressions have the following meanings;

"bus" means:-

- (a) a motor vehicle constructed or adapted to carry more than eight passengers (exclusive of the driver); or
- (b) a local bus not so constructed or adapted.

"bus lane" means, in relation to a road, a part of the carriageway reserved for buses and having as a boundary, which separates it from another such part, a road marking of the type designated in the definition of "traffic lane" in Regulation 4 of the Traffic Sign Regulations 2002;

"disabled persons' vehicle" means a vehicle lawfully displaying in the relevant position a disabled persons' badge

"local bus" means a public service vehicle used for the provision of a local service not being an excursion or tour;

"local service" has the meaning given in section 2 of the Transport Act 1985;

"postal packet" means a letter, parcel, packet or other article transmitted by

post;

“private hire vehicle” means a vehicle as described in section 80 of Local Government (Miscellaneous Provisions Act 1976) and licensed under Section of that Act;

“public service vehicle” has the meaning given in Section 1 of the Public Passenger Vehicle Act 1981;

“restricted hours” means the whole twenty-four hours of every day;

“restricted road” means any length of road specified in Schedule 3 to this Order;

“taxi” means a vehicle licensed under section 37 of the Town Police Clauses Act 1847;

“traffic sign” means any object, device, line or mark for conveying to traffic warnings, information, requirements, restrictions or prohibition of any description as provided in Section 64 of the Act

“universal service provider” has the meaning given in Section 4 of the Postal Services Act 2000.

3. (1) Any reference in this Order to any enactment shall be construed as a reference to that enactment as amended or replaced by any subsequent enactment
- (2) Words importing the masculine gender shall also include the feminine gender and words in the singular include the plural and vice versa
- (3) The restrictions imposed by this Order shall be in addition to and not derogation from any restriction or requirement imposed by any other enactment
- (4) Any reference in this Order to a numbered Article or Schedule shall unless the context otherwise requires be construed as a reference to the numbered Article or Schedule bearing that number in this Order.
- (5) Headings are inserted for convenience and shall not affect the construction or interpretation of this Order.

PART II
BUS LANES

4. Save as provided in Articles 5 and 6 of this Order no person shall, except upon the direction or with the permission of a police constable in uniform, cause or permit any vehicle to enter, proceed or be in any of the lengths of road described in Schedule 1 to this Order which is a bus lane during the bus lane hours.
5. Nothing in Article 4 of this Order shall apply to any:-
 - (1) bus (including but not by way of limitation a bus being used in the provision of a local service waiting at any bus stop in order to set down or pick up passengers);
 - (2) cycle;
 - (3) ambulance;
 - (4) vehicle of the fire service in an emergency
 - (5) police vehicle;
 - (6) taxi (including but not by way of limitation in order to set down or pick up passengers);
 - (7) private hire vehicle in order to set down or pick up passengers only.
6. Nothing in Article 4 of this Order shall apply so as to prevent a vehicle using any of the lengths of road described in Schedule 1 to this Order which is the bus lane for any of the following purposes or eventualities, for so long only as may be necessary to enable it to be so used:-
 - (1) when the person in control of the vehicle is required by law to enter proceed or stop in a bus lane or is obliged so to do in order to avoid an accident or is prevented from avoiding a bus lane by circumstances outside his control;
 - (2) when the vehicle is waiting while any gate or other barrier at the entrance to premises to which the vehicle requires access or from which it has emerged is being opened or closed, if it is not reasonably practicable for the vehicle to wait otherwise than in a bus lane while such gate or other barrier is being opened or closed;
 - (3) the vehicle is in the service of a local authority or water undertaking in pursuance of statutory powers or duties;

- (4) the vehicle is in the service of a universal service provider and is waiting while postal packets are being loaded, unloaded, delivered to or collected from premises or posting boxes in or adjacent to a bus lane;
- (5) to enable a vehicle to cross the bus lane to get to or from any road or layby adjacent to the bus lane or any vehicular access to premises adjacent to the bus lane;

PART III

REVOCATION OF EXISTING TRAFFIC ORDERS

7. The Oxfordshire County Council (A4165 Kidlington Roundabout to Oxford City and A44 Peartree Park and Ride to Wolvercote Roundabout)(Bus Lanes and Traffic Management) Order 2006 is hereby revoked.

This provision was included inadvertently since this order is not incorporating the provisions of the Oxfordshire County Council (A4165 Kidlington Roundabout to Oxford City and A44 Peartree Park and Ride to Wolvercote Roundabout)(Bus Lanes and Traffic Management) Order 2006. This order will therefore not be revoked.

GIVEN UNDER the Common Seal of the Oxfordshire County Council this **<DAY>** day of **<MONTH>** 2006.

**THE COMMON SEAL of THE
OXFORDSHIRE COUNTY COUNCIL**

was hereunto affixed in the
presence of:

Designated Officer

SCHEDULE 1

BUS LANES

1. Oxford Road

From a point 49 metres south of the existing speed camera and traffic island on Oxford Road at the entry point of the existing bus lay-by in the east verge for a distance of 138 metres south.
2. Oxford Road

From a point 3 metres south of the Sainsburys access for a distance of 63 metres south.
3. Oxford Road

From Sainsburys exit for a distance of 68 metres south to a point 24 metres north of the Kidlington Roundabout.
- 4, Kidlington Roundabout

From the eastern side of the roundabout exit lane for the A34 dual carriageway for a distance of 20 metres south east to the roundabout entry lane from the A34 dual carriageway.
5. Kidlington Roundabout

From the eastern side of the roundabout entry lane from the A34 dual carriageway for a distance of 73 metres south to the A4165 roundabout exit.

ANNEX 3
Summary of comments received during Consultation

Respondent	Support proposal	Comments	Officer Comments
Cherwell District Council	Yes	<p>In support but please consider the following:</p> <ul style="list-style-type: none"> • Drivers park in the nearby service roads and catch the bus into Oxford instead of using the Park & Ride thereby clogging the service roads. Measures should be introduced to control commuter parking. • Concerned about the Sainsburys exit onto Oxford Road and how those wishing to go north will approach the roundabout. • Concerned about facilities for cyclists crossing the Sainsburys exit. • Need a keep clear marking adjacent to the right turn lane into Sainsburys to maintain clear access. 	<ul style="list-style-type: none"> • Outside the remit of this scheme but has been raised with the Area Traffic Engineer. This concern has been reported on previous occasions and when investigated by Area Office staff was not considered to be a significant problem warranting further action. The situation following construction will be monitored. • Traffic leaving Sainsburys will be expected to cross the bus lane and approach the roundabout in the offside lane. At the roundabout the carriageway will divide and drivers can pick the appropriate lane for their chosen route as at present. • There will be little change to the existing arrangements and some cyclists may prefer to use the bus lane. Cyclists needs will be considered during the Safety and Vulnerable Road User Audits. Use of coloured surfacing can be considered during the design. • Agreed. This can be incorporated in the detailed design.
"Motion" Transport Planning Consultants (representing Sainsbury)	Yes	<p>In support of the scheme but wish to object until we can demonstrate how we have considered the following:</p> <ul style="list-style-type: none"> • Concerned that the new bus lane would reduce the available capacity at Sainsburys exit, resulting in 	<p>A meeting was held between Jacobs Babtie, OCC and Motion Transport Planning (on behalf of Sainsbury's) on the 6 March 2006 to discuss the proposals. Babtie have subsequently produced a technical note with the following conclusion:</p> <ul style="list-style-type: none"> • It has been observed that most cars exiting from Sainsbury's currently 'give way' to traffic on Oxford

Respondent	Support proposal	Comments	Officer Comments
		<p>further delay to exiting traffic, thereby increasing queuing and the risk of accidents within Sainsburys site.</p>	<p>Road so that they can enter the outside lane on the approach to Kidlington roundabout. The proposed alterations at the exit to Sainsbury's will make this the necessary movement. Taking this information into account I am satisfied that reducing Oxford Road at the exit to Sainsbury's to one lane will not have a detrimental effect on queues exiting the junction."</p> <p>Motion however were not entirely convinced by this technical note but as the design continues we will remain in discussion and work with Motion in order to achieve the best compromise.</p>
<p>Resident Blenheim Rd Kidlington</p>	<p>No</p>	<p>The bus lane will increase the amount of standing traffic thereby increasing pollution.</p> <p>Traffic will be inclined to avoid the A4260 approach to the roundabout by using the Moors and Bicester Road thereby passing the Primary School causing further potential hazards for the children.</p> <p>How will the left turn at the roundabout be affected?</p> <p>Proposal doesn't show a change to the roundabout to accommodate 'U' turning traffic returning to Kidlington and therefore there will be an increase in standing traffic.</p>	<p>Although the bus lane will occupy a length of the existing carriageway and part of one approach lane for a distance, this will only be the case for approximately 60m. The queue on the approach to the roundabout could therefore increase by a length of approx 60m representing perhaps 7 to 10 extra cars. The carriageway is to be widened to accommodate the bus lane and to minimise the amount of lost queuing space.</p> <p>This is a tortuous alternative route to take through Kidlington which is partially traffic calmed. It is felt that a potential 7 to 10 extra cars on the approach to the roundabout would be insufficient motivation to drivers to divert to this route.</p> <p>There will be a left turn lane at the roundabout. Little practical difference.</p> <p>The roundabout island will not be changed and therefore traffic will be no different than at present.</p>

Respondent	Support proposal	Comments	Officer Comments
Resident Oxford Rd Kidlington	No	<p>Objects on grounds of safety and value for money. The areas adjacent to Sainsburys entry/exit are already dangerous and adding the bus lane will make things even worse.</p> <p>The bus lane will increase the amount of standing traffic on the approach to the roundabout.</p> <p>Suggests that the existing bus lane to Water Eaton Park & Ride is opened to all traffic wishing to access the Park & Ride.</p>	<p>Current accident figures show that there have been few incidents. Four in the last five years clustered at the Sainsburys exit. All slight, low speed collisions, off the main carriageway, where the drivers failed to observe the actions of another road user. During the design, Safety Audits will be carried out to identify potential hazards and minimise their impact on the new scheme.</p> <p>Although the bus lane will occupy a length of the existing carriageway and part of one approach lane for a distance, this will only be the case for approximately 60m. The queue on the approach to the roundabout could therefore increase by a length of approx 60m representing perhaps 7 to 10 extra cars. The carriageway is to be widened to accommodate the bus lane and to minimise the amount of lost queuing space.</p> <p>A possibility at a future date but beyond the remit of this scheme. Would need a detailed investigation to determine the implications for all bus lanes.</p>
Gosford & Water Eaton Parish Council	-	<p>Concerned over road safety issues. Removing the existing right turn lane serving Fairfax Centre and adjacent houses could lead to rear end shunts when right turning vehicles slow before turning and cause congestion as those behind have to wait. The alternative to using the above is to use the TVP HQ turning. This is not ideal as it involves turning across the full width of the service road, which is often clogged with parked cars, leading to vehicles tailing back onto the A4260.</p>	<p>Unfortunately it has not been possible to retain this facility at the same time as providing the bus lane. Local widening to make provision for a right turn lane has been investigated but existing adjacent features have made this impractical. It will be possible to apply "keep clear" markings on the southbound carriageway in order to minimise delays for right turners and those following. Turning counts have also been scheduled for this location prior to the scheme being built for monitoring purposes. The TVP HQ junction is unaffected by this scheme. The parking issue has been raised with the Area Traffic Engineer. This concern has been reported on previous</p>

Respondent	Support proposal	Comments	Officer Comments
		<p>The current speed limit on this section of the A4260 is 40. Should this be reduced to 30?</p>	<p>occasions and when investigated by Area Office staff was not considered to be a significant problem warranting further action. The situation following construction will be monitored.</p> <p>A possibility at a future date following review.</p>
<p>Kidlington Parish Council</p>	<p>Yes</p>	<p>In support but please consider the following:</p> <ul style="list-style-type: none"> • The bus lane will increase the amount of standing traffic on the approach to the roundabout. • Drivers park in the nearby service roads and catch the bus into Oxford instead of using the Park & Ride thereby clogging the service roads. Measures should be introduced to control commuter parking. • The areas adjacent to Sainsburys entry/exit are already dangerous and adding the bus lane could make things even worse. 	<ul style="list-style-type: none"> • Although the bus lane will occupy a length of the existing carriageway and part of one approach lane for a distance, this will only be the case for approximately 60m. The queue on the approach to the roundabout could therefore increase by a length of approx 60m representing perhaps 7 to 10 extra cars. The carriageway is to be widened to accommodate the bus lane and to minimise the amount of lost queuing space. • Outside the remit of this scheme but noted and can be raised with the Area Traffic Engineer for monitoring. • Current accident figures show that there have been few incidents. Four in the last five years clustered at the Sainsburys exit. All slight, low speed collisions, off the main carriageway, where the drivers failed to observe the actions of another road user. During the design, Safety Audits will be carried out to identify potential hazards and minimise their impact on the new scheme.

Respondent	Support proposal	Comments	Officer Comments
Kidlington Parish Councillor	Yes	<p>In support but please consider the following:</p> <ul style="list-style-type: none"> • Concerned about the Sainsburys exit onto Oxford Road. Has witnessed “near misses” when cars pull out in front of main road traffic. Suggests vision improvement is included in the scheme. • Drivers park in the nearby service roads and catch the bus into Oxford instead of using the Park & Ride thereby clogging the service roads. • How will the left turn at the roundabout be affected? • There are long rush hour queues approaching the roundabout, how will reducing the number of lanes into the roundabout affect delays and congestion? 	<ul style="list-style-type: none"> • Current accident figures show that there have been few incidents. Four in the last five years clustered at the Sainsburys exit. All slight, low speed collisions, off the main carriageway, where the drivers failed to observe the actions of another road user. The existing junction visibility is substandard. During the design, Safety Audits will be carried out to identify potential hazards and minimise their impact on the new scheme. The existing junction arrangement will remain largely unchanged, but visibility is being improved as far as possible within the constraints of existing highway features and by approximately 6m. Whilst working with Sainsburys we will investigate the possibilities of improving this further. • Outside the remit of this scheme but has been raised with the Area Traffic Engineer. This concern has been reported on previous occasions and when investigated by Area Office staff was not considered to be a significant problem warranting further action. The situation following construction will be monitored. • There will be a left turn lane at the roundabout. Little practical difference. • Although the bus lane will occupy a length of the existing carriageway and part of one approach lane for a distance, this will only be the case for approximately 60m. The queue on the approach to the roundabout could therefore increase by a

Respondent	Support proposal	Comments	Officer Comments
			length of approx 60m representing perhaps 7 to 10 extra cars. The carriageway is to be widened to accommodate the bus lane and to minimise the amount of lost queuing space.
Kidlington Parish Cllr	Yes	<p>In support but please consider the following:</p> <ul style="list-style-type: none"> • Please consider the needs of cyclists who have to cross the various accesses / exits on the approach to the roundabout and also on/around the roundabout. 	<ul style="list-style-type: none"> • There will be little change to the existing arrangements and some cyclists may prefer to use the bus lane. Cyclists needs will be considered during the Safety and Vulnerable Road User Audits. Use of coloured surfacing can be considered during the design.
Thames Valley Police	-	<p>The site has been inspected by a representative of TVP with the following comments:</p> <ul style="list-style-type: none"> • The drawings show narrow running lanes especially so for larger goods vehicles. • Road safety could be compromised for southbound vehicles turning left into Sainsburys. 	<ul style="list-style-type: none"> • The existing road widths at the entrance into Sainsbury's are as follows: Northbound: 3.20m Southbound: 3.50m Right-turn: 2.50m The proposed road widths at the entrance to Sainsbury's are: Northbound: 3.30m Southbound: 3.30m Right-turn: 3.00m TD 42/95: Geometric Design of Major/Minor Priority Junctions states; at through lane junctions, the through lane in each direction shall not be greater than 3.65m wide, exclusive of hardstrips, but shall not be less than 3.0m wide and the desirable width of a ghost island turning lane shall be 3.5m, but a relaxation to 3.0m is permissible. • The bus lane will be curtailed a short distance in advance of the left turn and appropriate road markings will be used to highlight the turn.

Respondent	Support proposal	Comments	Officer Comments
		<ul style="list-style-type: none"> • Road safety could be compromised for pedestrians using the Pelican crossing due to buses obscuring their views of oncoming cars and vice versa. • Capacity of the roundabout circulatory carriageway will be reduced due to the bus lane therefore causing congestion. 	<ul style="list-style-type: none"> • Additional signal heads will be provided to ensure motorists have a clear view of the signals and are able to respond appropriately in good time. • Our view is that the portion of the circulatory carriageway which the bus lane will occupy is little used by general traffic. Therefore the impact on capacity will be negligible but we will continue to monitor the situation following completion.
Oxford Bus Company	Yes	Fully support the proposals and would like to see keep clear markings on the entry/exit points at the roundabout to assist buses entering/exiting the roundabout.	Comments noted and additional keep clear markings can be considered during detailed design stage or added if the problem arises later.