

Divisions affected: *Banbury Grimsbury and Castle*

**CABINET MEMBER FOR HIGHWAY MANAGEMENT – 17
NOVEMBER 2022**

**BANBURY - NEW RESIDENTIAL DEVELOPMENT WEST OF A423
SOUTHAM ROAD: PROPOSED 20MPH LIMIT**

Report by Corporate Director, Environment and Place

RECOMMENDATION

1. The Cabinet Member for Highway Management is RECOMMENDED to approve as advertised the proposed speed 20mph.

Executive summary

2. This report presents responses received to a statutory consultation on proposed 20mph speed limits on the new residential roads to the west of the A423 Southam Road as shown in **Annex 1**.

Financial Implications

3. The cost of the consulting on the proposal and its implementation if approved will be funded by the developers of the land.

Equality and Inclusion Implications

4. No implications in respect of equalities or inclusion have been identified in respect of the proposals.

Sustainability Implications

5. The proposal will improve the safety of all road users including pedestrians and pedal cyclists.

Consultation

6. Formal consultation was carried out between 22 September and 21 October 2022. A notice was published in the Banbury Guardian newspaper and an email sent to statutory consultees & key-stakeholders, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Bus operators,

countywide transport, access & disabled peoples user groups, Banbury Town Council, Cherwell District Council, the local District Cllrs, and the local County Councillors representing the Banbury Grimsbury & Castle, and the Banbury Hardwick divisions.

7. 18 responses were received during the formal consultation, comprising of 13 objections two expressions of concern and two in support and one non-objection.
8. The responses are shown at **Annex 2**, and copies of the original responses are available for inspection by County Councillors.

Officer response to objections/concerns

9. Thames Valley Police raised no objection but did raise concerns that speed limits should be considered as part of a package of measures to manage vehicle speeds and improve road safety. Stating that changes to the highway (for example through narrowing, providing vertical traffic calming or re-aligning the road) may be required to encourage lower speeds.
10. Stagecoach Bus Company raised concerns about the possible impact on bus services noting that the link road between the A423 Southam Road and Dukes Meadow Drive is scheduled to be used by buses. Noting this concern, the length of the link road – being under 200 metres – is very short and in this case the impact on bus journey times of the proposed 20mph limit as compared to a 30mph limit would in absolute terms be very low.
11. Cherwell District Council expressed no objection.
12. The Hanwell Fields Development Action Group expressed an objection both to the development and the proposed 20mph speed limit, citing lack of need both within the development and also concerns that proposals for 20mph limits may be extended to include the established Hanwell Fields residential area, with the group also expressing strong reservations on 20mph speed limits in general noting that there appear to be no resources to monitor and/or enforce such limits. Noting these latter concerns, all proposals for 20mph speed limits are subject to statutory consultation which will provide an opportunity for all interested parties to provide their comments for consideration.
13. The remain responses were from members of the public comprising twelve objections and two expressions of support; the objections cited concerns including over the need for and effectiveness of the proposals and wider concerns relating to parking, traffic movements and priorities for traffic measures in the area.

Bill Cotton
Corporate Director, Environment and Place

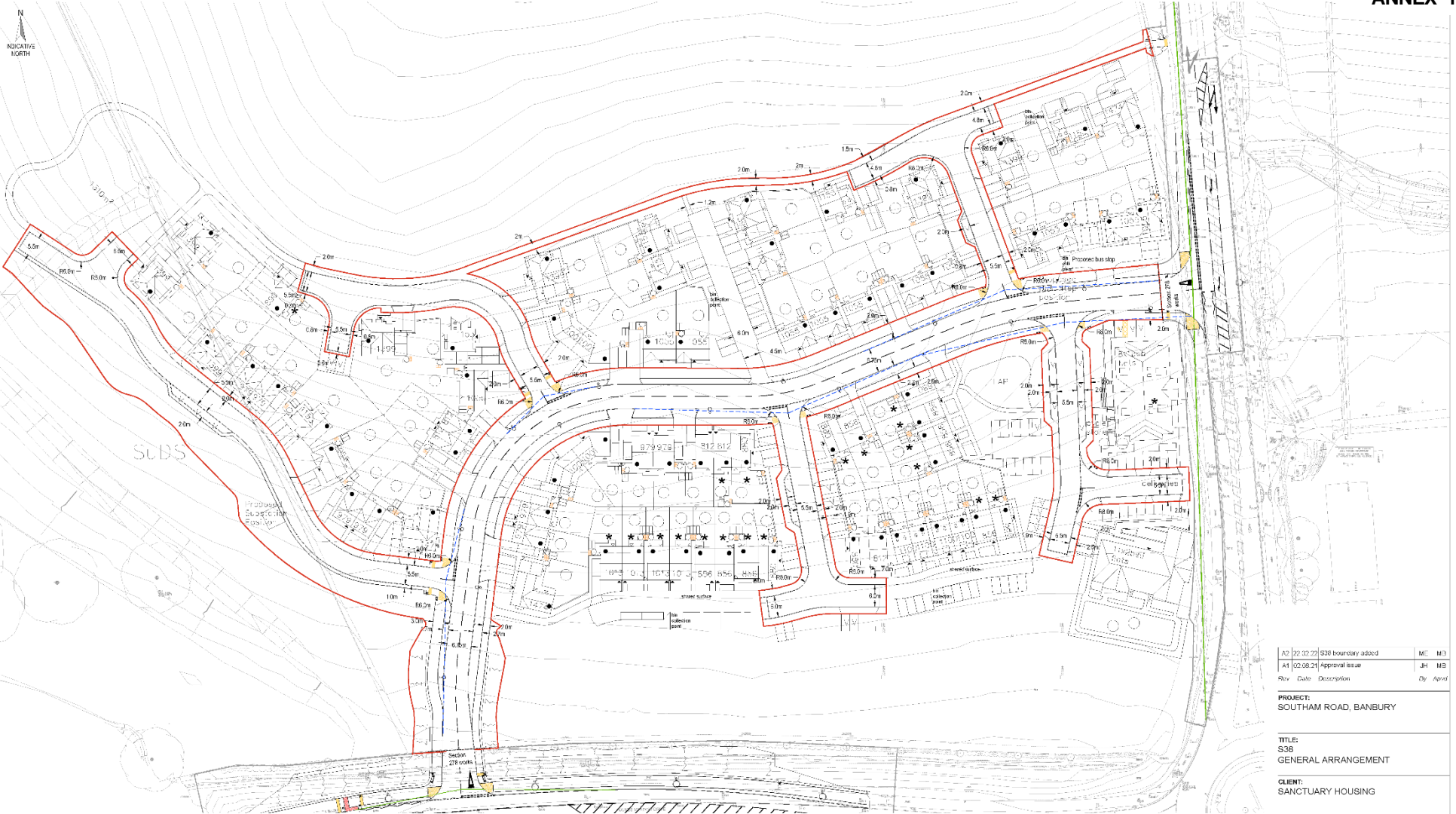
Annexes

Annex 1: Consultation Plan
Annex 2: Consultation responses

Contact Officers:

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November 2022



A2	22.12.22	S28 boundary added	MC	MB
A1	02.08.21	Approval issue	JH	MB
Rev	Date	Description	By	App'd

PROJECT:
SOUTHAM ROAD, BANBURY

TITLE:
S28
GENERAL ARRANGEMENT

CLIENT:
SANCTUARY HOUSING

SCALE@A1:
1:250

PROJECT REF:
19160
DRAWING No:
171

REV:
A2
Revision numbering
P = Preliminary A = Approval T = Tender C = Construction

NOTES

1. Highway boundary taken from DCC highways records
2. Visibility splay taken as 37.5m clear
3. This drawing is to be read in conjunction with the following drawings:
 - 19160_160 site plan
 - 19160_175 Access plan
 - 19160_177 Proposed finished levels
 - 19160_173 Proposed long section sheet 1
 - 19160_174 Proposed long section sheet 2
 - 19160_175 Proposed long section sheet 3
 - 19160_176 Proposed long section sheet 4
 - 19160_178 Proposed cross section sheet 1
 - 19160_177 Proposed cross section sheet 2
 - 19160_176 Proposed cross section sheet 3
 - 19160_102 Refuse bin
 - 19160_177 Jura sign
 - 19160_122 Street layout
 - 19160_120 Highway construction details
 - 19160_1120 Kerling layout sheet 1
 - 19160_1121 Kerling layout sheet 2
 - 19160_1122 Kerling layout sheet 3
 - 19160_1123 Kerling layout sheet 4
 - 19160_1222 Marking and signage



RESPONDENT	COMMENTS
(1) Thames Valley Police, (Traffic Management Officer)	<p>Concerns – Thames Valley Police welcome the opportunity to engage on plans for road safety improvement and acknowledge that 20mph limits can be a useful tool in road safety. There are other reasons 20mph limits may be desirable for communities, such as environmental concerns, and creating a shared space environment to encourage greater diversity of road users.</p> <p>Compliance with 20mph limits is a challenging issue as there is a difference between the achievable results of the various available schemes. For example a sign-only scheme will only have a limited effect on the mean speeds, as opposed to other schemes that influence the road environment, which is recognised as being key to achieving compliance. If a speed limit is set too low and is ignored then this could result in the vulnerable road user being less safe. It can also cause a dis-proportionate number of drivers to criminalise themselves and could bring the system of speed limits into disrepute.</p> <p>Thames Valley Police have no policy to enforce based on arbitrary speed limits alone but will enforce based on threat of harm, risk and resourcing. 20mph limits are not excluded from this and will be enforced where appropriate. There should be no expectation that the police would be able to provide regular enforcement if a speed limit is set too low as this could result in an unreasonable additional demand on police resources and there are no additional resources available to support extra enforcement. Messages from partners that police will not enforce need to be discouraged. Such messaging can encourage non-compliance and should be avoided.</p> <p>The policy of Thames Valley Police is to use sound practical and realistic criteria (Setting local speed limits - GOV.UK (www.gov.uk)) when responding to Highway Authorities in an effort to promote consistency and to reduce the burden of constant and unnecessary enforcement. The advice shown in Circular Roads 1/2013 states.</p> <p>The key factors that should be taken into account in any decisions on local speed limits are:</p> <ul style="list-style-type: none"> • history of collisions • road geometry and engineering • road function • composition of road users (including existing and potential levels of vulnerable road users) • existing traffic speeds • road environment

	<p>However I recognise Oxfordshire County Council now have their own Policy for Setting Speed Limits and I expect full compliance of that policy going forward in relation to both monitoring , future engineering and self-enforcement through Community Speed Watch .</p> <p>Our stance remains that primarily 20 mph speed limits and zones should be self-enforcing</p> <p>Speed limits should be considered as part of a package of measures to manage vehicle speeds and improve road safety. Changes to the highway (for example through narrowing, providing vertical traffic calming or re-aligning the road) may be required to encourage lower speeds in addition to any change in speed limit. Though these may be more expensive, they are more likely to be successful in the long term in achieving lower speeds without the need for increased police enforcement to penalise substantial numbers of motorists.</p>
<p>(2) Stagecoach Bus Company, (Head of Strategic Development & the Built Environment)</p>	<p>Concerns – Unlike the great majority of the statutory consultations underway in respect of the Council's 20mph policy, the consultation is in respect of new roads yet to be constructed and adopted. This is the first such consultation we are aware of - certainly in recent times - involving a new development and a street intended for use by buses.</p> <p>The development was consented in Outline a very considerable time ago and reserved matters have been approved for some time.</p> <p>Stagecoach has no objection at all to new residential side streets, access and collector roads, including shared accessways and other adopted spaces to be used by vehicle, being under a formal 20 mph limit. In fact, it is in practice almost impossible to exceed that speed in any event due to width, alignment and parked vehicles.</p> <p>Where there are new streets intended for use by buses, these will be aligned and tracked in such a way that typically two large vehicles can comfortably pass. Accordingly, these are streets that will be those where passive control of traffic speeds is harder. As our nationally published guidance makes clear - implicitly endorsed by the Chartered Institution of Highways and Transportation by a national award - traffic calming on such streets needs to be considered very carefully.</p> <p>In addition, as we have already made clear to the Council, assuming all bus routes should operate at speeds no higher than 20 mph within urban areas has such profound implications for the operating costs, relevance and utility of bus services, that this risks very seriously compromising the medium to long term viability and sustainability of such services.</p>

	<p>The spine road through this development is designed to accommodate a bus route. We thus need to consider the implication of this specific proposal, but also having regard to first principles.</p> <p>I would stress that creating a bus route through this development is not something we have either sought or endorsed at any stage - rather the contrary. It was proposed entirely unilaterally by the developer promoting the land both east and west of Southam Road, which initially was progressed as a single application where as many as 240 dwellings were originally to be sited in the broad location of this development. This quantum was cut subsequently to just 90 dwellings.</p> <p>The significant diversion of any bus service to serve just 90 dwellings is entirely beyond what we would normally expect to do, especially when stops exist or could be added immediately adjoining the development on the existing route. In this instance it ostensibly involves extending a service to operate a curious figure-of-8 loop that is neither readily understandable and sets up long one-way journeys - for example from this site, sitting on a bus for 7-10 minutes first heading out of town, where the destination is the town centre, or vice versa. Thus, from first principles, notwithstanding the design intent, we are very sceptical of the merit and relevance of diverting a bus service through the site.</p> <p>Irrespective making this stretch of street, would no doubt hinder the reliable operation of the service on an extended loop. As it is the Hardwick Hill section of the existing route in effect already acts as a 20 mph zone. Achievability would need to be looked at in due course should we be instructed by the County Council to divert the Southam Road service in this manner as part of our current or any future contract for operating service B4.</p> <p>Given this background, it would be disproportionate to raise a formal objection in this instance. This response should be treated as informative.</p> <p>We would however certainly do so, where much longer lengths of spine road are likely to accommodate regular bus services, especially where the development concerned is en-route rather than at or close to a terminus.</p> <p>As such, this response if the information of officers and starts to outline the basis for our position on the Council's approach in this area of concern. For this reason I have copied in some relevant colleagues in the Council and at Go-Ahead, as well as internally.</p>
(3) Cherwell District Council, (Development Management)	<p>No objection – Upon review of the information forming part of the consultation, we confirm that Cherwell District Council has no objections and no observations to make with regard to the above.</p>

<p>(4) As part of a group/organisation, (Hanwell Fields Development Action Group)</p>	<p>Object - we oppose this development in its entirety, and anything associated with it. 20mph is far too slow, it increases pollution in an area that has already seen pollution levels rise to worrying levels. It will also set a precedent in the surrounding area which is not needed. There are no credible reasons to implement such a speed limit. There are also no resources to monitor and/or enforce this limit. OCC is incapable of providing the service, nor are the police. So far, all planned speed-reducing measures have failed in the area. Why bother?</p>
<p>(5) Member of public, (Banbury, Bismore Road)</p>	<p>Object - I object to the new speed limit due to this causing people to park on the roads in question and causing congestion.</p>
<p>(6) Member of public, (Banbury, Lord Fielding Close)</p>	<p>Object - Too many cars in the area, slower speed limit increases the number of houses and therefore more vehicles</p>
<p>(7) Member of public, (Banbury, Lapsley Drive)</p>	<p>Object – No comments.</p>
<p>(8) Member of public, (Banbury, Ashmead Road)</p>	<p>Object - This road is a bottle neck as it is left alone with all the new houses planned. 20mph is just ridiculous traffic is bad enough without slowing it down even more. Someone from the council needs to be out on the roads when it's busy to see where improvement in traffic flow can be made not trying to slow it all down!</p>
<p>(9) Member of public, (Banbury, Wardington road)</p>	<p>Object - It'd be ridiculous, I live opposite a school and there's no speed limit there, priorities are wrong</p>
<p>(10) Member of public, (Banbury)</p>	<p>Object - Living on an estate that will be impacted I object to a 20mph speed limit. There are no houses on the road and there is a controlled crossing. Removing beautiful grass for housing is bad enough for us that see it every day</p>
<p>(11) Member of public, (Banbury, Noral Close)</p>	<p>Object - I object to the change, I live just by there, the speed limit is fine with very few accidents</p>
<p>(12) Member of public, (Banbury, Winston Drive)</p>	<p>Object - This would mean a far greater amount of parking on Dukes Meadow Drive and we are already suffering from too many cars badly parked. I don't want to live in an area jam packed with cars. People do not use their allocated parking spaces they insist on parking as near as possible to their front doors which results in very narrow roads being</p>

	blocked by overcrowded parking. It becomes a nightmare. Then we have to factor in visitors and deliveries, it becomes a nightmare. So no 20mph speed limit please and the cramming in of houses as a consequence of it.
(13) Member of public, (Oxford, Banbury Road)	Object - 20mph is extremely slow and this change has not been adequately justified, nor can it be since the road is perfectly safe and adequate to support traffic at the current speeds. Again this is an unnecessary change proposed by an unfit council which is fundamentally anti-car.
(14) Member of public, (Banbury, Sir Henry Jake Close)	Object - I live on Hanwell Fields off of the first roundabout at the bottom of the hill so drive on this part of Dukes Meadow Drive daily. The introduction of new houses on the opposite side of the ride is bad enough as there are already an obscene amount of new houses in this area, but to lower the speed limit would cause increased congestion which is already awful during rush hour and would also increase pollution in the area.
(15) Member of public, (Banbury, Sir Henry Jake Close)	Object - Lower speed limit has shown to increase pollution and congestion
(16) Member of public, (Banbury, Noral Close)	Object - Will cause a back log of traffic off of a very busy road. Absolute ridiculous idea.
(17) Member of public, (Banbury, Noral Way)	Support - Driving slower will save lives
(18) Member of public, (Banbury, Hart Close)	Support - Any traffic calming i. This area is desirable