

Division(s): Barton, Sandhills and
Risinghurst; Headington and Quarry;
Marston and Northway

CABINET MEMBER FOR ENVIRONMENT – 13 NOVEMBER 2014

A40 OXFORD NORTHERN BYPASS – BARTON PARK DEVELOPMENT - PROPOSED 50MPH SPEED LIMIT AND TRAFFIC RESTRICTIONS (INCLUDING BUS LANE) AT PROPOSED JUNCTION WITH A40 AND ACCESS ROAD TO FOXWELL DRIVE

**Report by Deputy Director of Environment & Economy
(Commercial)**

Introduction

1. This report presents the objections and other comments received during the course of the statutory consultation on two separate proposals: (i) for a 50mph speed limit on the A40 Oxford Northern Bypass between the A40 Headington roundabout north westwards to include the proposed new junction with the Barton Park development; (ii) for traffic restrictions at the latter junction and for a proposed link road from this junction to Foxwell Drive– plans showing both of these proposals are shown at Annexes 1, 2 and 3 respectively (Annex 3 comprises the outline plan of the landscaping at proposed junction to complement the detail of the traffic restrictions given in Annex 2) .
2. The proposals arise from the development of land adjacent to the A40 for housing and related uses. Those relating to the proposed link road between the A40 and Foxwell Drive are conditional on construction of this road being approved. This is subject to the consideration of an application for the designation of a Town Green that was the subject of a recent public enquiry, with this matter due to be determined at a future meeting of the Planning and Regulation Committee following receipt of the Inspector's report and recommendations.

Background

3. The principle of development of the land west of Barton ("Barton Park") was established in Oxford City Council's Core Strategy, adopted in March 2011. In December 2012, the Barton Area Action Plan (AAP) was adopted by the City Council, providing a detailed planning framework for the site.
4. The AAP includes proposals to reduce traffic speeds on the A40 and create a new junction to serve the development and provide pedestrian, cycle and bus links across the A40. The AAP recognises the need to work with the county council as Highway Authority to secure the necessary infrastructure and any related changes to traffic regulation orders. The County Council has supported these principles.

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5. In summer 2013 the County Council responded to an application for outline planning consent for up to 885 homes and related uses and infrastructure. In its response to the application the County Council supported in principle the proposed A40 junction layout and a reduction in the speed limit from 70 mph to 50 mph – subject to the necessary Traffic Regulation Order process.
6. The proposed 50mph limit (in place of the current national speed limit of 70mph) would apply from the existing 30mph limit west of Headington roundabout to the following points: a) on the westbound carriageway, for a distance of 2080 metres b) on the eastbound carriageway, for a distance of 2430 metres as shown at Annex 1.
7. The proposed traffic restrictions and bus lane (see plan at Annex 2) comprise the following:
 - a) A prohibition of dangerous turns at the planned new signalised junction as follows:
 - No U turn from the east or westbound carriageway at the junction
 - No Right Turn from the A40 eastbound carriageway at the junction into the planned link road to Foxwell Drive
 - No Right Turn from the A40 westbound carriageway at the junction into the planned link to Foxwell Drive
 - b) A prohibition of vehicles except local buses and pedal cycles using the planned link road between the new junction and Foxwell Drive;
 - c) a short `ahead only` Bus Lane on the approach to the junction from Barton Park for buses and pedal cycles only.

Consultation

8. The consultation on the proposals was carried out between 11 September and 10 October 2014. Details of the proposals were displayed near the proposed junction on the A40 and on Foxwell Drive, and in a public notice published in the Oxford Times. Supporting documentation and plans were deposited for public inspection at County Hall, Oxford. Additionally, letters were sent to 381 properties in the Northway residential area in the vicinity of the proposed link road from the A40.
9. A total of fourteen responses have been received. Objections were received from Thames Valley Police and six members of the public; a further five responses were received expressing some concerns over various aspects of the proposals, including from Cllr Glynis Phillips. Oxford City Council's planning department expressed strong support for all the proposals, and Barton Community Association supported the proposed speed limit, but were unable to support the proposals for the junction without more detailed information on the bus routeing, and also raised queries on a number of other issues. A summary of these responses, along with officer comments, can be

found in **Annex 4**. Copies of all the consultation responses are available for inspection in the Members Resource Centre. It should be noted that this summary focusses on the parts of the responses directly relevant to the proposals as advertised, rather than the broader issues made in relation to the merits of the development and in particular those relating to the application for a Town Green (see paragraph 2).

Objections

10. The Thames Valley Police objection related to the proposal for a 50mph speed limit on the grounds that the road environment - excepting the proposed junction itself - would not encourage drivers to reduce speed (noting also that no information on current speeds or details of supporting measures to help achieve compliance with the proposed limit had been supplied as part of the consultation). This would both present an on-going expectation for police enforcement, and could compromise safety if the layout of the junction was designed on the basis of the proposed limit, rather than the actual likely speeds.

The Police had no objection to the proposed traffic restrictions on the link road provided camera enforcement is provided, and similarly had no objection to the proposed turning restrictions providing the traffic signing is adequately signed to encourage compliance (but noted that even when properly signed, such restrictions are often not well observed, and that police resources for enforcement are limited).

11. The other objections and concerns primarily related to fears that the proposed 50mph speed limit and creation of the new junction on the A40 would lead to delays and congestion, aggravate noise and air pollution, and result in increased numbers of accidents. Similarly, strong objections and concerns were expressed over the construction of the proposed link road between the A40 and Foxwell Drive on the grounds of an increased road safety risk for users (especially children) of the open space adjacent to Foxwell Drive and adjacent roads, an increase in noise and air quality problems, and a significant overall loss of environmental amenity. A specific concern in relation to the latter was that although the proposals as advertised restrict the use of the link road to public service vehicles and pedal cyclists only (together with the standard exemption for emergency service vehicles), this could easily be changed in future to permit for example taxis and private hire vehicles, and also that additionally, violations of the restrictions by other vehicles would be difficult in practice to control.

Response to objections and concerns

12. The objection from Thames Valley Police to the proposed 50mph speed limit is noted, and it is accepted that other than at the proposed junction, the road environment will not - pending the completion of the Barton Park development which is anticipated to take several years- appear to be significantly built up. Although it would be possible for a shorter 50mph speed limit to be considered to include only the junction approaches and the junction itself, this

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would lead to quite short lengths of road subject to the national speed limit and a 50mph limit. While these would still exceed the Department for Transport's recommended minimum lengths for a speed limit, this approach could lead to a possibly confusing number of different limits on this part of the ring road. Designing the junction to operate within the current national speed limit (70mph for cars) would in theory be possible, but this option is not deemed to be consistent with the aspirations to provide an attractive link across the ring road, and similarly would not result in the wider benefits seen on other parts of the ring road where a 50mph speed limit has already been introduced. All other signalled junctions (excepting a number of signalled roundabouts, where speeds are constrained by their layout) on County dual carriageways are now subject to speed limits of 50mph or less.

13. 50mph speed limits have already been introduced on much of the Oxford ring road, and have helped improve safety and reduce noise pollution. There appears to be no evidence of their resulting in increased congestion (as raised by other objections), and although obviously in free flow conditions journey times can be increased, in the context of the proposals, the actual increase in journey times would be low.
14. The police concerns over non-compliance and the resulting expectations for enforcement are noted; however as shown in Annex 5, it is proposed to in addition to the standard 50mph repeater signs, carriageway 50mph roundels together with a vehicle activated sign.
15. Similarly the police concerns over the non-compliance with the proposed turning and access restrictions at the proposed junction and link road to Foxwell Drive are noted. Signing complying with national regulations will be provided and enforcement cameras provided on the proposed link road; although as with any restriction there can be a risk of non-compliance, there is no reason to suppose that the enforcement demands here will be any higher than the large number of sites where similar restrictions have already been introduced.
16. Many of the objections and concerns relating to the proposed link road between the A40 and Foxwell Drive would appear not to be related directly to the specific proposals as presented in this report but rather to the principle of creating the new road, which relates to the Town Green application and public inquiry. The proposed restrictions will not be implemented if the link road is not constructed.
17. While it is impossible to rule out a future proposal to allow taxis and private hire vehicles from using the new link road, the current proposals are evidence that such usage is not deemed appropriate. Should this position change, it would be necessary to promote an amendment to the current proposed restrictions that will be subject to wide consultation and the consideration of objections. The concern expressed over the proposed exemption for emergency service vehicles is noted, but this is a standard provision, and it would be unreasonable to make an exception on this case, particularly given the proximity of the John Radcliffe Hospital.

18. The concerns of the Barton Community Association on the bus routeing, and also the more general issue of the accessibility of the consultation materials to residents unfamiliar with plans etc. are noted.

How the Project supports LTP3 Objectives

19. The proposals support the following LTP objectives:

- Reduce casualties and the dangers associated with travel
- Improve accessibility to work, education and services
- Secure infrastructure and services to support development
- Improve air quality, reduce other environmental impacts and enhance the street environment
- Develop and increase the use of high quality, welcoming public transport Develop and increase cycling and walking for local journeys, recreation and health

Financial and Staff Implications (including Revenue)

20. The appraisal of the proposals and consultation has been undertaken by E&E officers as part of their normal duties. The cost of designing and implementing the proposals will be met by the developers.

RECOMMENDATION

21. **The Cabinet Member for the Environment is RECOMMENDED to:-**

- (a) approve the introduction of a 50 mph speed limit on A40 as advertised;**
- (b) approve the introduction of traffic restrictions at the proposed junction on A40 as advertised;**
- (c) approve the introduction of traffic restrictions on the proposed link road from Foxwell Drive to A40 should that road be constructed.**

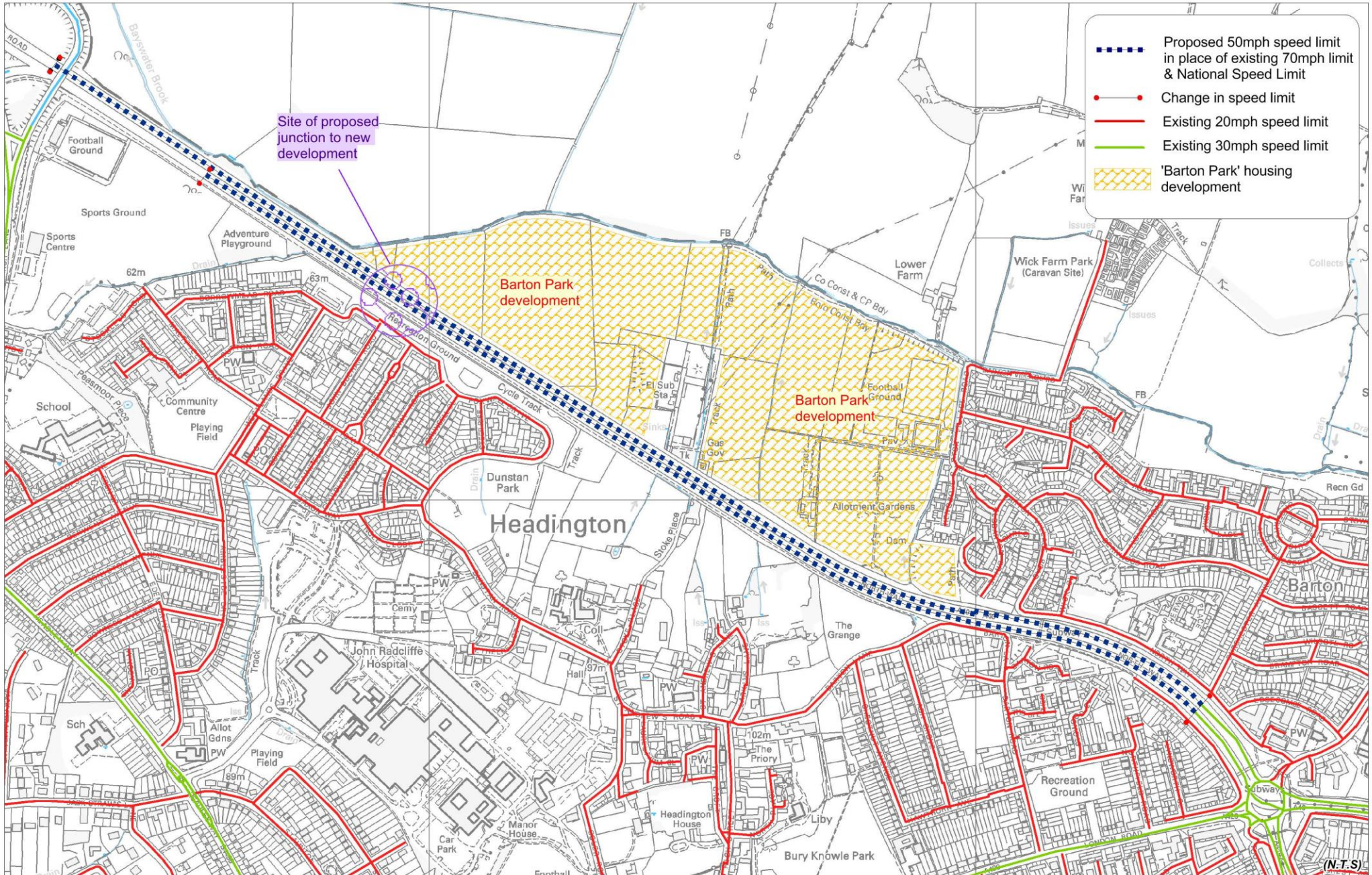
MARK KEMP

Deputy Director of Environment & Economy (Highways & Transport)

Background papers: Plans (speed limit & traffic restrictions)
Consultation responses

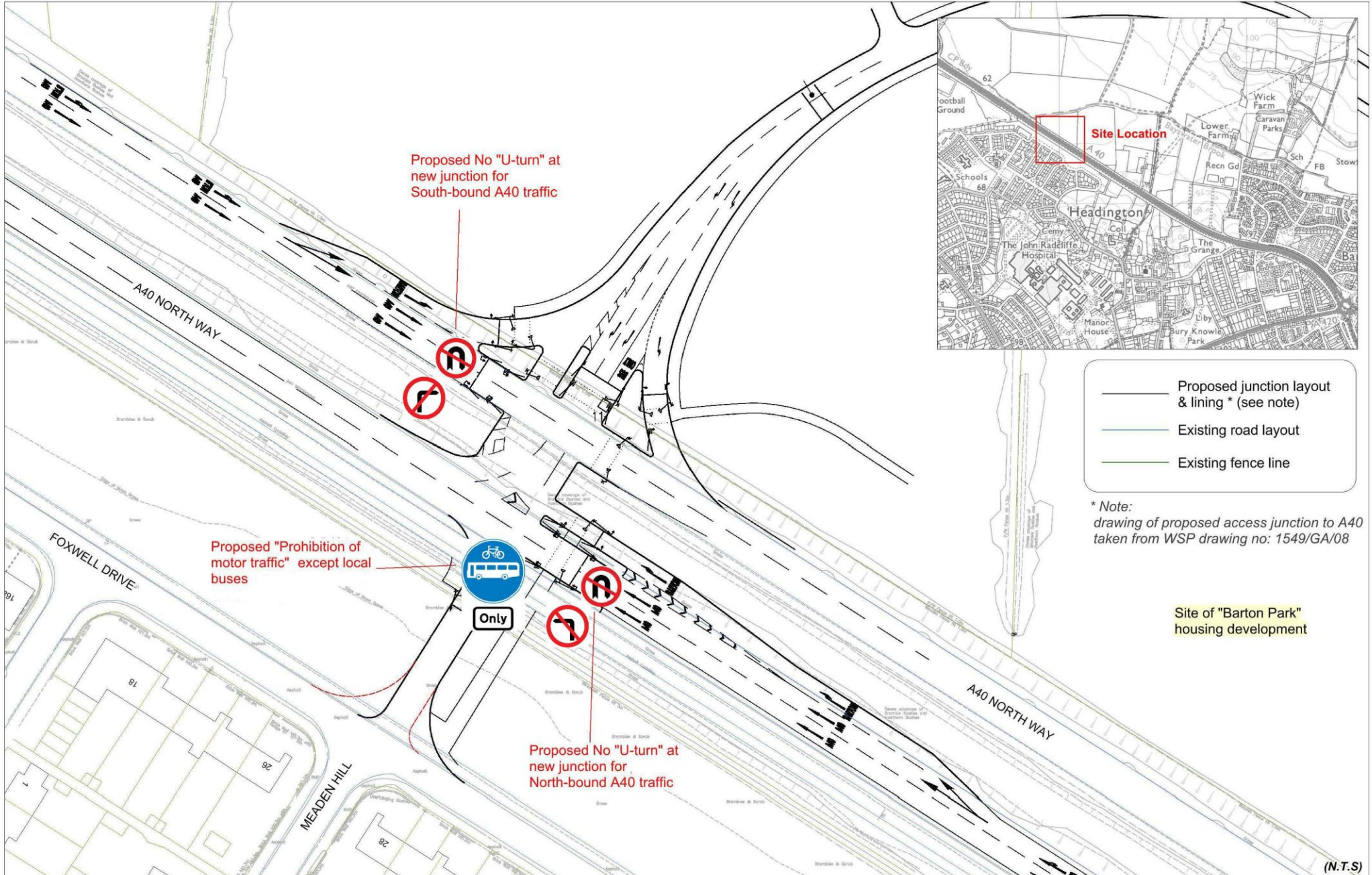
Contact Officers: Jim Daughton 01865 323364

November 2014



- - - - Proposed 50mph speed limit in place of existing 70mph limit & National Speed Limit
- - ● Change in speed limit
- Existing 20mph speed limit
- Existing 30mph speed limit
- 'Barton Park' housing development

(N.T.S)



ANNEX 3



ANNEX 4

RESPONDENT	Draft summary	OFFICER COMMENTS
Thames Valley Police	<p>Objects to the proposal for a 50mph speed limit on the grounds that the road environment - excepting the proposed junction itself – would not encourage drivers to reduce speed (noting also that no information on current speeds or details of supporting measures to help achieve compliance with the proposed limit had been supplied as part of the consultation). This would both present an on-going expectation for police enforcement, and could compromise safety if the layout of the junction was designed on the basis of the proposed limit, rather than actual likely speeds.</p> <p>No objection to the proposed restrictions applying to the proposed link road provided camera enforcement is enforced as was discussed when the proposals were originally submitted for police comment.</p> <p>No objection to the proposed turning restrictions providing the traffic signing is adequately signed to encourage compliance (but noted that even when properly signed, such restrictions are often not well observed, and that police resources for enforcement are restricted).</p>	<p>While it is accepted that at least in the short term (pending the completion of the proposed development, which is anticipated to take several years) the road environment will not appear – other than at the proposed junction – especially built up, the proposed signing and road markings (Annex 5) should promote compliance. It would not appear advisable to consider a shorter length of 50mph restriction focussed on the proposed junction, both as this arrangement would result in frequent changes in limit that could be confusing, and also because the safety and noise reduction benefits of a lower limit would be reduced.</p> <p>Camera enforcement would be provided on the proposed link road if this is approved.</p> <p>The signing of all restrictions will be in accordance with national regulations and Department for transport guidance.</p>
Cllr Glynis Phillips (Barton, Sandhills & Risinghurst)	<p>Concerned that the consultation on the restrictions specifically relating to the link road to Foxwell Drive were carried out ahead of the outcome of the public enquiry relating to the Town Green application.</p>	<p>Noted – however the introduction of the restrictions relating to the link road would be conditional on the outcome of the public inquiry and the decision of the Planning and Regulation committee on this matter.</p> <p>See above comments in relation to police objection</p>

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	<p>Concerned about the enforcement of the proposed speed limit and traffic restrictions and requests further details of how compliance is to be achieved, mindful for example that there will be a strong incentive for drivers to ignore the access restrictions given the much longer routes using the roads not subject to restrictions.</p> <p>Raised a query as to the provision for cyclists and pedestrians wishing to cross the A40 at the proposed junction.</p> <p>Also concerned about the impact of additional traffic within the existing Barton area noting that some roads – e.g. Fettiplace Road – are narrow and carry bus traffic, and requesting that a one way arrangement is considered.</p> <p>Requests that the spine road within the Barton Park development is completed before any occupation so as to facilitate access to schools, shops and other amenities in Barton, thereby also helping integration of new residents into the area.</p>	<p>to the proposed 50mph speed limit and observations on the other proposals.</p> <p>A signalled crossing point would be available for pedestrians and cyclists.</p> <p>Noted – however these issues are not related to the specific proposals as detailed in paragraph 7 above</p>
<p>Oxford City Council Planning</p>	<p>Strongly supports the creation of the proposed new junction as a vital element of the strategically important Barton Park development, and also the proposed 50mph speed limit.</p>	<p>Noted</p>
<p>Barton Community Association</p>	<p>Supports the proposed 50mph limit to reduce noise and air pollution, and requests speed cameras to help ensure good levels of compliance.</p>	<p>Noted – while not ruling out a future consideration of the provision of speed cameras here, their use would be reviewed taking account of the level of speeding observed after the introduction of the speed limit (if approved) , the safety performance of the road, and the availability of funding.</p>

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	<p>Queried the timing of the consultation on the proposals ahead of the outcome of the Town Green application being determined.</p> <p>Cannot support the proposed junction without being supplied information on the proposed bus routeing.</p> <p>Also queried the format of the consultation on the grounds that the documents supplied were not easily understood by those unfamiliar with maps etc.</p>	<p>Noted – however the introduction of the restrictions relating to the link road would be conditional on the outcome of the public inquiry and the decision of the Planning and Regulation committee on this matter.</p> <p>Noted – the junction is however critical to the viability of the development</p> <p>Noted – this will be considered for future consultations</p>
<p>Resident of Meaden Hill (Chairman of NRA)</p>	<p>Objects to the proposed 50mph speed limit and proposed new junction on the grounds of additional delays, noise and air pollution.</p> <p>Objects to the creation of the new link road to Foxwell Drive as it will remove the degree of shielding from the A40 provided by the existing hedge and fencing and thereby increase noise and air pollution and remove a much valued local amenity; the link road will also present a significant danger to children playing in the area.</p>	<p>While some increase in journey times in free flow conditions will inevitably result from a lower speed limit, the actual increase in journey times will be low; a 50mph speed limit applies on other parts of the Oxford ring road and there is evidence of improved safety, and lower speeds typically result in reduced noise and air pollution.</p> <p>The impact of the proposed link road is noted; however these issues are not related to the specific proposals as detailed in the report, but it is understood that representations on these have been made at the public inquiry on the Town Green application.</p>

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<p>Resident of Carlton Road (Oxford)</p>	<p>Objects to the proposals on the grounds that a lower speed limit would increase journey times and reduce the attractiveness of the ring road, potentially increasing traffic in Headington, Marston and elsewhere in the city. If a link between the Barton Park development and Foxwell Drive is approved, a bridge or underpass would be preferable on safety grounds to the at-grade junction as currently proposed.</p>	<p>Noted – see above comments relating to the proposals for a 50mph speed limit.</p> <p>Although journey times in free flow conditions will slightly increase, the bypass would continue to offer an attractive route for through traffic.</p> <p>While it is accepted that a bridge or underpass would likely provide an optimal safety performance, the additional costs would be very significant even if this were to be in practice a feasible option taking account of site constraints; additionally at grade crossings are typically preferred by pedestrians and cyclists.</p>
<p>Resident of Northway Estate</p>	<p>Concerned that the proposed 50mph limit will add to congestion and impact on other roads in the area.</p> <p>Concerned about the impact of additional traffic through the Northway estate if the proposed link road is approved on environmental and safety grounds (particularly in respect of children and other users of the recreation area and playground), partly as there may be a risk that in time other users – in addition to buses and pedal cycles – will be permitted or otherwise use the link road.</p>	<p>See above comments on the 50mph speed limit and link road.</p> <p>Although a future review of the use of the proposed link road cannot be ruled out, the proposals as advertised reflect the view that use by other users is not appropriate. Should this position ever change, a full public consultation would be carried out.</p>
<p>Resident of Saxon Way</p>	<p>Concerned about the possibility of additional bus use of Saxon Way, noting that the current use creates noise / vibrations for residents.</p>	<p>Noted – it is not anticipated that the actual number of additional buses will be large.</p>

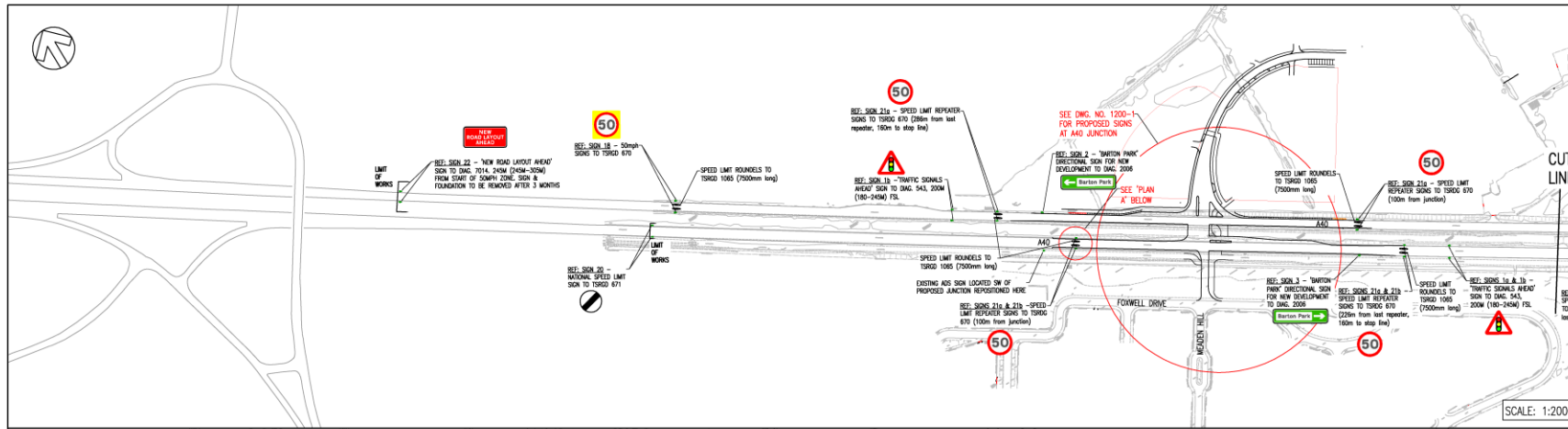
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<p>Resident of Foxwell Drive</p>	<p>Objects to the proposed link road on the grounds of increased danger to pedestrians including children playing in the area, and a loss of environmental amenity, and also concerned that taxis and private hire vehicles would soon be allowed to use the road in addition to buses and cyclists.</p>	<p>See above comments on the link road, and possible changes in the future to the proposed restriction limiting its use to pedal cycles and buses.</p>
<p>Resident of Broadhead Place</p>	<p>Objects on the grounds that the proposed 50mph speed limit and new junction will increase delays to traffic and congestion, and increase the number of accidents, and also that measures such as camera enforcement will not in practice prove effective, therefore resulting in significant violation of the proposed access and turning restrictions here.</p>	<p>See above comments on the effect of the speed limit, and enforcement of the proposed restrictions. A new junction will inevitably create some additional delay and accident risk, but the design will seek to minimise this.</p>
<p>Resident of Broadhead Place</p>	<p>Concerned that the proposed new junction and 50mph speed limit will aggravate existing congestion and delays, and also that the works to create the new junction will result in a loss of a length of long established hedging with a negative impact on wildlife and the environment.</p>	<p>See above comments on the effect of the speed limit and junction, and enforcement of the proposed restrictions.</p> <p>The landscaping proposals aim to mitigate any adverse environmental impacts arising from the proposed creation of the junction and link road</p>
<p>Resident of Saxon Way</p>	<p>Objects to the proposals for the creation of a new junction and the link road on the grounds of increased flood risk, accident risk (including for domestic animals), environmental and habitat degradation from the loss of green space and hedging, air pollution, light pollution, noise and vibrations arising from traffic, and that the local road network within the Northway estate is not designed to accommodate the additional traffic, resulting in additional maintenance being required.</p> <p>Objects to the proposed 50mph limit on the grounds of the</p>	<p>See above comments relating to the creation of the proposed junction and link road, including the environmental impacts. The drainage design would seek to minimise the risk of flooding.</p> <p>See above comments relating to the proposed 50mph speed limit</p>

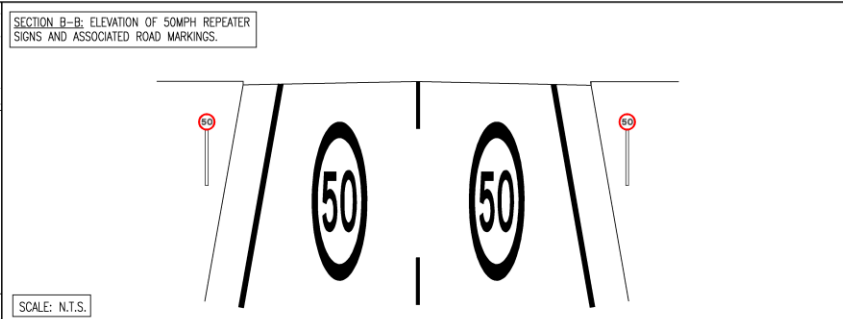
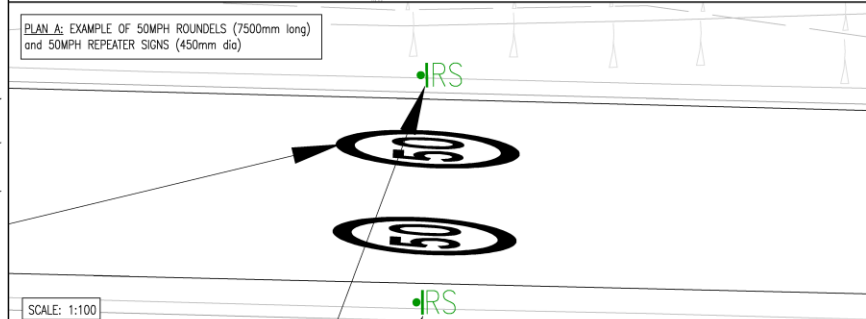
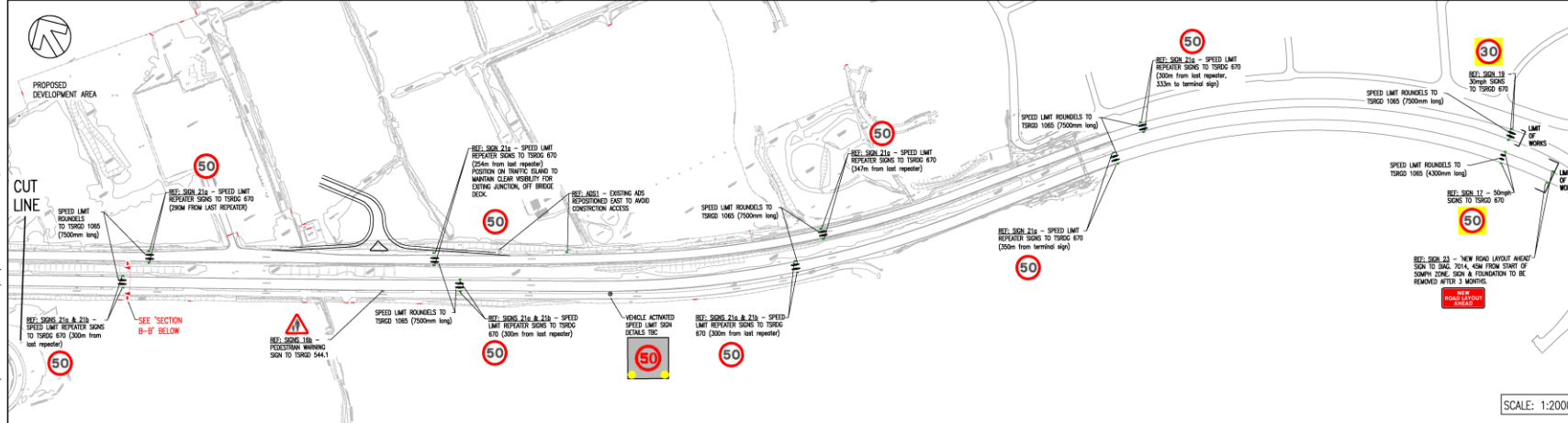
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	<p>likely non-compliance of the limit and increased accident risks, together with increased congestion and delays, noting also the objection of the police.</p> <p>Concerned that the notice of proposals did not mention the exemptions for emergency services to the proposed restrictions.</p> <p>Also expressed very strong concerns relating to planning and procedural issues over the proposed link road across the existing green space adjacent to Foxwell Drive.</p>	<p>Noted - however these issues are not related to the specific proposals as detailed in the report, but it is understood that representations on these have been made at the public enquiry on the Town Green application.</p>
<p>Resident of Meaden Hill</p>	<p>Objects to the proposed 50mph limit and new junction on the grounds of the impact on the already very busy A40, resulting in congestion and encouraging traffic to divert on to less suitable roads within Oxford. The proposals will result in additional noise and air pollution and loss of recreational space for residents of Northway, and an increased accident risk in particular for children playing in the area due to traffic using the link road.</p>	<p>See above comments on the 50mph limit proposals and the proposed creation of the junction and link road</p>
<p>submitted via email</p>	<p>Concerned that the proposals will significantly aggravate the existing congestion and air quality problems, and that the creation of the link road to Foxwell Drive will result in safety problems, especially for children playing in the area.</p> <p>Also expressed concern that the consultation on the restrictions specifically relating to the link road to Foxwell Drive were carried out ahead of the outcome of the public inquiry relating to the Town Green application.</p>	<p>See above comments on the 50mph limit proposals and the proposed creation of the junction and link road.</p> <p>Noted – however approval of the restrictions relating to the link road would be conditional on the outcome of the public inquiry and the decision of the Planning and Regulation committee on this matter.</p>

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- DO NOT SCALE**
- NOTES:
1. REFER TO SEPARATE SIGN SCHEDULE FOR DETAILS OF ALL SIGNS. ALL DIMENSIONS ARE IN MILLIMETRES UNLESS OTHERWISE STATED.
 2. ALL TEMPORARY AND PERMANENT TRAFFIC SIGNS SHALL COMPLY WITH THE TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS 2002 AND ACCOMPANYING DOCUMENTS WHERE APPLICABLE - CHAPTER 3 OF THE TRAFFIC SIGNS MANUAL; REGULATORY SIGNS 1986, CHAPTER 4 OF THE TRAFFIC SIGNS MANUAL; WARNING SIGNS 2004 AND CHAPTER 7 OF THE TRAFFIC SIGNS MANUAL; THE DESIGN OF TRAFFIC SIGNS.
 3. ALL TEMPORARY TRAFFIC MANAGEMENT TO BE IN ACCORDANCE WITH CHAPTER 8 OF THE TRAFFIC SIGNS MANUAL.
 4. TRAFFIC SIGN POSTS TO BE INSTALLED IN ACCORDANCE WITH APPENDIX 12/1.
 5. PRIOR TO PLACING THE CONCRETE THE CONTRACTOR SHALL ENSURE THAT SIGN POSTS ARE VERTICAL AND CORRECTLY ORIENTED.
 6. SIGNS SHALL ONLY BE FITTED AFTER ERECTION AND CONCRETING OF THE POSTS.
 7. THE MINIMUM CLEARANCE TO ANY PART OF A SIGN ASSEMBLY OR AN ILLUMINATED BOLLARD SHALL BE 450MM AND IN ACCORDANCE WITH THE MINIMUM CLEARANCES SPECIFIED IN THE TRAFFIC SIGNS MANUAL.
 8. EXACT LOCATION OF RELOCATED SIGNS AND POSTS SHALL BE AGREED WITH THE ENGINEER ON SITE PRIOR TO THE PREPARATION OF FOUNDATIONS/EXCAVATIONS AND SIGN ERECTION.
 9. FOR FURTHER DETAILS OF PROPOSED TRAFFIC SIGNS FOR THE A40 JUNCTION, REFER TO DRG. NO. 1200-1. FOR DETAILED DESIGN SIGN PARAMETERS REFER TO DRG. NOS. 1200-3 & 1200-4.
 10. REFER TO STREET LIGHTING DRG. NO. 1300-1 FOR DETAILS OF POWER PROVISION FOR ILLUMINATED SIGNS.
 11. FOR REMOVAL OF EXISTING SIGNS AND POSTS REFER TO DRG. NO. 1549-200-1.
 12. LOCATION OF MEASURES ARE INDICATIVE AND SUBJECT TO DISCUSSION WITH COUNTY COUNCIL AND POLICE.



REV	DATE	BY	DESCRIPTION	CHK	APP
D	19/09/2014	SC	BRIDGE DECK REMOVED		
C	26/08/2014	RP	DRAWING STATUS CHANGED, JUNCTION LAYOUTS ADDED		
B	26/07/2014	CM	INCLUSION OF ROUNDEL NOTES		
A	17/05/2014	CM	FIRST ISSUE		

ISSUING OFFICE: TENDER DRAWING

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CLIENT: BARTON OXFORD LLP

TERENCE O'ROURKE

PROJECT: LAND AT BARTON, OXFORD

TITLE: A40 CORRIDOR & PROPOSED ACCESS JUNCTION SIGN LAYOUT & DESIGN

SCALE @:	CHECKED:	APPROVED:
SEE DWG	MPB	MJH
DRAWN:	DESIGN/DRAWN:	DATE:
1549-1200-2.DWG	CAM	January 14
PROJECT NO:	DRAWING NO:	REV:
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