

Divisions affected: *Ploughley*

## **CABINET MEMBER FOR HIGHWAYS MANAGEMENT – 3 JUNE 2021**

### **UPPER HEYFORD: CAMP ROAD AND ADJACENT RESIDENTIAL ROADS – PROPOSED 20MPH SPEED LIMIT**

Report by Corporate Director, Environment and Place

#### **RECOMMENDATION**

1. The Cabinet Member for Highways Management is **RECOMMENDED** to approve the 20mph speed limit on Camp road and the adjacent residential roads as advertised.

#### **Executive summary**

2. This report presents responses received to a statutory consultation on a proposed 20mph speed limit on Camp road and adjacent residential roads as shown in the plan at Annex 1.

#### **Financial Implications**

3. Funding for consultation on the proposals has been provided by the developers of adjacent 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 proposals would help facilitate the safe movement of traffic and, in particular, pedestrians and cyclists.

#### **Consultation**

6. Formal consultation was carried out between 18 March and 16 April 2021. A notice was published in the Bicester Advertiser newspaper and an email sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Cherwell District Council, Heyford Park & Upper Heyford Parish Councils and local County Councillor.
7. Seventeen responses were received during the formal consultation. 5 objections, 1 expression of concern, 10 in support and 1 non-objection. The

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responses are shown at Annex 2 with copies of the original responses available for inspection by County Councillors.

8. Thames Valley Police did not object to the proposals.
9. Cherwell District Council's Major Projects Planning team support the proposals.
10. Upper Heyford Parish Council expressed support but also requested that a 20mph speed limit be introduced on other village roads. Noting this request, a general county-wide project is due to be progressed this year that will facilitate parish and town councils wishing to introduce 20mph speed limits on existing roads, outside the context of proposed or current development as applies in the case of the proposals under consideration.
11. The Oxford Cycling Network also expressed support, though noted that achieving compliance is vital and recommended that speed monitoring is carried out and that average speed cameras be installed if speeds are found to be excessive. Noting these comments it is agreed that achieving compliance with all speed limits - and in particular 20mph limits - remains a challenge and while not a reason for not progressing with this specific proposal, developing more effective speed management tools - including enforcement by average speed cameras - is a priority and is being explored by officers, particularly in the context of encouraging walking and cycling. Speed surveys have been carried out on Camp Road and these will provide an opportunity to monitor the effects of the 20mph limit should it be approved.
12. Five objections and one expression of concern were received from residents that the proposals are excessive particularly in respect of Camp Road, which forms the main road through the village and links to the wider road network. While noting these concerns, the proposed 20mph speed limit on Camp Road is considered to accord with national guidance issued by the Department for Transport on setting local speed limits taking account of its character and function of the road.
13. Seven expressions of support were received from members of the public, six of whom are residents of Heyford Park or Upper Heyford.

BILL COTTON

Corporate Director, Environment and Place

Annexes

Annex 1: Consultation Plan

Annex 2: Consultation responses

Contact Officers:

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May 2021

Drawing No. Revision 0

**Key**

- Proposed 20mph speed limit
- Existing 30mph speed limit to remain

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Rev.	Date	Purpose of revision	Drawn	Checked	Approved

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**Project title**

PROPOSED 20MPH SPEED LIMIT

**Drawing title**

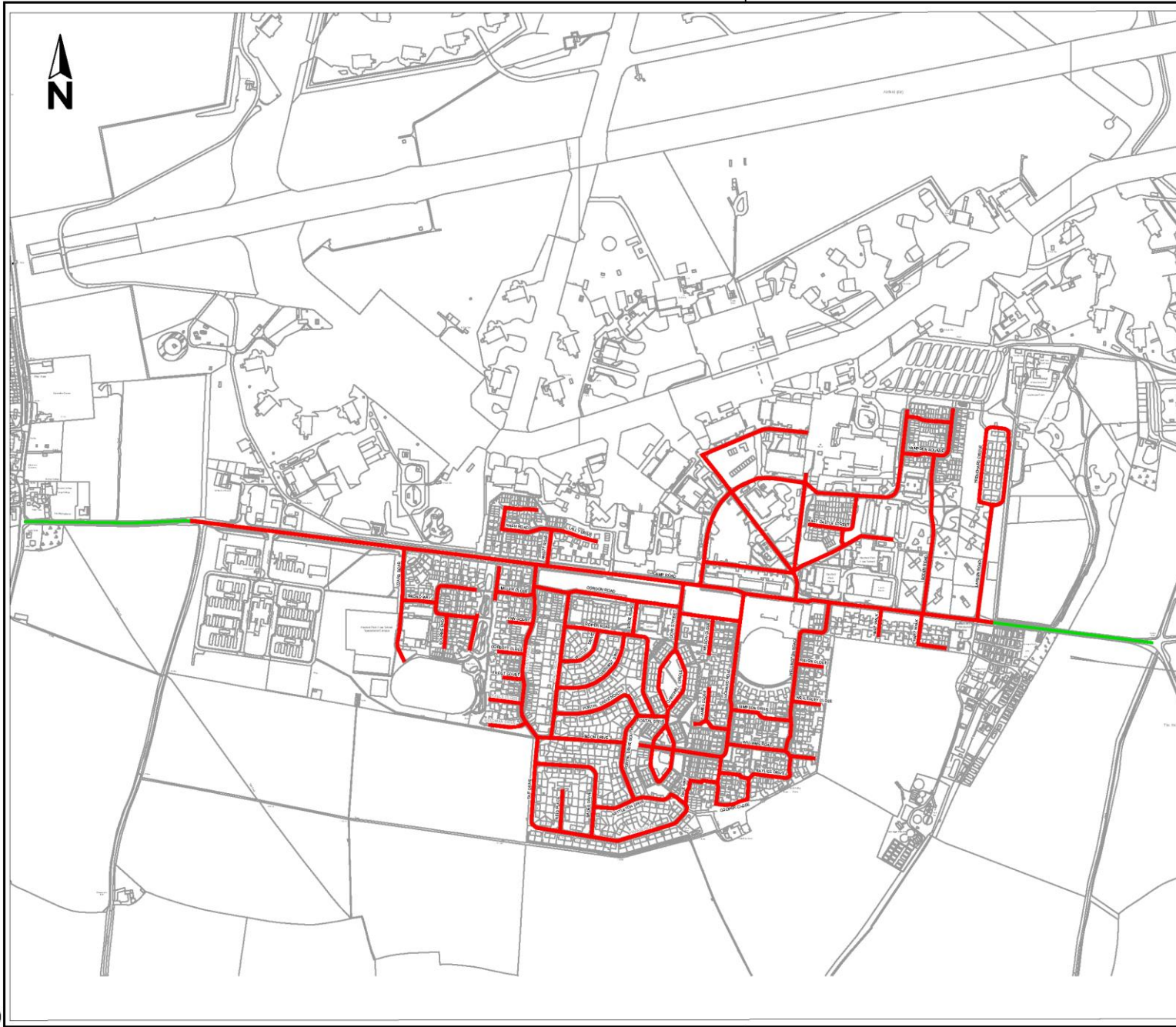
UPPER HEYFORD  
CAMP ROAD DORCHESTER DEVELOPMENT

**Drawing Status**

<b>Scale @ A3</b>	<b>Drawn by</b> JaC	<b>Checked by</b>	<b>Approved by</b>
N. T.S.	<b>Date drawn</b> 01/21	<b>Date checked</b>	<b>Date approved</b>

**Oxfordshire Project No. & File Ref**

Drawing No. Revision 0



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RESPONDENT	COMMENTS
<p>(1) Traffic Management Officer, (Thames Valley Police)</p>	<p><b>No Objection</b> – The decommissioned USAF base and housing were sold with significant commercial and new residential housing all comprising traffic calmed physical design speed features including Camp Road. This proposal formalises what has been built and I am familiar with it and its compliance to DfT/Police policy.</p> <p>With additional building I would expect the current speed design principals to be compatible. In time it is likely some residents will seek adjustments especially Camp road where some feature may be considered onerous but effective and should be retained if challenged.</p> <p>Thames Valley Police have no objection to the proposal.</p>
<p>(2) Cherwell District Council, (Major Projects Planning Team)</p>	<p><b>Support</b> – Thank you for consulting this Council on the proposed 20mph speed limit at Heyford Park. I confirm we strongly support the principle and the rationale behind it.</p>
<p>(3) Upper Heyford Parish Council</p>	<p><b>Support</b> – Upper Heyford Parish Council fully support the proposed 20mph speed limit, there are too many speeding cars going through our Village currently and we can only see the problem getting much worse.</p> <p>Please could we also ask you to consider making Allens Lane, School Lane, Orchard Lane, High Street and Mill Lane in Upper Heyford 20mph speed limits also?</p>
<p>(4) Local Group, (Oxfordshire Cycling Network)</p>	<p><b>Support</b> – We support the introduction of 20mph speed limits on residential streets. A reduced speed has proven safety benefits and will make the streets safer for people walking and cycling, encouraging active travel and more active lifestyles, which is better for health in the long-term.</p> <p>We are concerned about compliance with 20mph speed limits - evidence shows 82% of HGV, 85% of LCV and 86% of car drivers break these limits. However, the limits do reduce speeds, and although the median is only reduced by 1mph, "Vehicles travelling at higher speeds before the introduction of the 20mph limit have reduced their speed more than those already travelling at lower speeds". <a href="https://www.gov.uk/government/statistics/vehicle-speed-compliance-">https://www.gov.uk/government/statistics/vehicle-speed-compliance-</a></p>

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	<p>statistics-for-great-britain-2019</p> <p>For further impact, we suggest monitoring average speeds and if these are excessive, installing average speed cameras."</p>
(5) Local Resident, (Upper Heyford)	<p><b>Object</b> – I am totally 100% against the 20mph zone. I personally would prefer to see the current fair and reasonable 30mph zone more strictly enforced with speed cameras or other devices to deter speeding.</p> <p>The speed bumps alone are a good deterrent near the school and the unplanned chicane that shouldn't be there by Sainsburys also slows traffic.</p> <p>The main traffic I personally observe speeding are lorries from the business park on the base and transit style vans from builders and the base.</p> <p>I see the 20mph zone as wrong and feel strongly that it shouldn't be approved because of a few people who seem to deem it necessary for a very long length of road.</p>
(6) Local Resident, (Heyford Park)	<p><b>Object</b> – "I am objecting because a 20mph zone on Camp Road between Larsen and Port Way that is a full mile long on a straight road stands no chance of being respected by drivers and simply will make no sense to drivers.</p> <p>The school zone and Village Centre will look like a 20 zone with shops, public shared space and a school crossing. There is a real need for a 20mph zone there. The distance from Soden to Dow is only 1/3 of a mile.</p> <p>Honestly, is the straight 20mph zone in Summertown Oxford even a mile long? At least that is a densely populated urban city, we are a rural village."</p>
(7) Local Resident, (Upper Heyford)	<p><b>Object</b> – "It was with a mixture of sorrow and disgust, I considered the limit too low these major arterial routes I believe there are more effective ways to improve road safety that will do less economic damage.</p> <p>Let's improve these roads, widen them, Put in better footpath maybe even repair them"</p>

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<p>(8) Local Resident, (Heyford Park)</p>	<p><b>Object</b> – "The roads to the south and north of camp road are 20 mph anyway as they are narrow so it's not really possible to do 30 on these. Camp Road is full of potholes and in generally bad condition so this makes it quite difficult to do 30mph. Also there are raised sections of the road throughout camp road so getting up to 30mph in between these are is really not warranted to have to decrease speed to 20mph to get over the table. Also no raw data has been shared regarding this consultation. Assuming this comes from the traffic study that was recently done on camp road it would be nice to publish the results so people can make more nformed decision. The problems places are before the Kirtlington/ port way turn off and after the last chicane going east on camp road past the Duvall park homes. Considering there is a walking path to get out to the countryside which is heavily used it would seem this may be where efforts to bring speed limit down would be best concentrated."</p>
<p>(9) Local Resident, (Heyford Park)</p>	<p><b>Object</b> – The reasons document talks of the reason to reduce the limit on the estate roads (which are currently largely un-adopted roads) North and South of Camp Road yet the proposal also covers Camp Road.</p> <p>No objective reason for the speed limit reduction on Camp Road appears to be offered nor does there appear to be any data to support the justification, which leads to the belief that this is at best a subjective proposal and at worse a subjective proposal based upon a perceived problem, which is not proven to exist.</p> <p>When considering an appropriate speed limit for a road it must take into account a significant number of factors:</p> <ul style="list-style-type: none"> <li>• What is the road used for?</li> <li>• What are the consequences of a variety of speed limits?</li> <li>• What are the driver behaviours that are desirable?</li> <li>• What are the problems with the current speed limit, which you are trying to solve?</li> <li>• What does the street scene and road furniture suggest the speed limit is relative to the highway code (e.g. streetlight spacing) and similar built up areas in the vicinity?</li> </ul> <p>The assessment of the area should be split into 3 sections:</p> <ol style="list-style-type: none"> <li>1. Estate roads, which do not lead to other roads.</li> <li>2. Estate Roads off Camp Road, which are through roads and feed other roads.</li> <li>3. Camp Road (a main through road which links multiple villages to the outside world, a single point of access for Heyford Park).</li> </ol> <p>Road Type 1, used for people and deliveries to access housing and in some instances business premises. Street</p>

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scene consists of predominantly housing, driveways, car parking, likely children playing, likely cars parked on the road.

This is reasonable for a 20mph limit due to the likelihood of pedestrians in the road and the nature of the street scene tends towards the slower limit. The lower limit will appear appropriate and will likely be adhered to without any undesirable driver behaviours as a result.

Road Type 2, used to access other housing areas and a means to get from A to B, access for housing and delivery access. Similar in most ways to road type 1 with a much greater proportion of the vehicular movements using it as a transit route rather than for direct access to property. Speed limit, either 30mph or 20mph reasonable and should drive desired driver behaviours, 20mph will tend to start some undesirable behaviours creeping in.

Road Type 3, predominantly used for transit from A to B, minority usage to directly access property, the sole access route into or out of Heyford Park Village. Almost no on street parked vehicles. Street scene has generally wide pavements, almost straight road, good visibility and excellent area of view. Areas of shopping and school staff vehicular and pedestrian access at one location with a speed bump/paved platform present, a Zebra crossing planned and good pedestrian footpaths on both sides of the road. Significant number of side road access points all with good visibility and clear delineation, many junctions already accompanied by raised tables signifying the additional care needed and reducing traffic speeds locally to the junctions. 30mph speed limit reasonable relative to the street scene with some areas of Camp Road actually being more like a 40mph limit in other areas. A 30mph would remain a reasonable speed limit, which already risks undesirable behaviours creeping in due to the straight nature of the road. A 20mph speed limit would be highly likely to drive significant levels of negative driver behaviours as it does not match the street scene.

Therefore, I would broadly support the 20mph speed limit on the estate roads North and South of Camp Road, with detailed consideration given to those which feed significant areas of the estates that may be more appropriate to be higher. However, I would not support the enforcement of these limits as this would drive negative driver behaviours which risks worsening the safety of the area.

The proposed 20mph speed limit on Camp Road I would not support at all as it does not appear to match the street scene at all, would not be in line with surrounding areas and would drive significant negative driving behaviours.

This does lead on to the question of what is driving the proposal, as an objective assessment would expect to see a significant number of accidents occurring. This does not appear to be backed up at all by insurance accident data, the majority of accident claims in the area are actually on the roads outside of Heyford Park and are animal strikes,

## CMDHM7

damage due to poor road surface maintenance and poor standards of driving in reduced quality weather conditions. The significant accidents that have occurred in recent years on Camp Road have been a single fatality due to a medical emergency (RIP) and a branch falling from a tree onto a car.

The presumption of motivation for this proposal is a perceived problem with speeding through the village which may or may not be true as the speed survey data has not been made available to objectively review. Assuming the speed survey which was conducted over a very short area of Camp Road does indeed show that there is a significant number of vehicles which exceed the 30mph limit, you would expect to see this supported by a significant number of minor accidents occurring to qualify that speeding is an issue, in the absence of this link from the insurance data the conclusion can only be that it is unlikely that the traffic speed is causing a real problem and only a perceived problem. If this speed survey data is driving a reduction of the speed limit this does not appear to follow a logical course as it is unlikely to impact those who wish to exceed the speed limit anyway.

This leads to a number of possible options around how to enforce or educate appropriately, speed cameras etc. One of the most effective methods of reducing speeds in key areas would be signs which flash up your speed and a happy or sad face, these could be located at suitable higher risk areas such as near the school and shops.

I have mentioned negative driver behaviours on a number of occasions, where the speed limit is inappropriate to all of the other messages the driver is receiving from street scene, lighting etc. This can very easily lead to a bored/disengaged driver who will be significantly more likely to become distracted by things such as their phone or the entertainment system in the car and pay less attention to the road. The alternative reactions can be drivers spending an increased amount of time watching their speedometer rather than the road ahead and their surroundings through fear of risking breaking a speed limit. Another unfortunate effect may be increasing the risk of drivers pushing through the narrowed areas on the road through a sense of frustration/lack of progress or an incorrect perception of how slowly other vehicles are driving.

Another negative impact would likely be seen on the road through Caulcott and the environment, as drivers would tend to go the quickest route rather than shortest route increasing mileage and pushing more traffic onto roads such as the Kirtlington Road which is currently barely fit for purpose as a bus route as it is not wide enough for the growth of Heyford Park.

Simply reducing the speed limit does not automatically improve safety and in some areas has been shown to increase the number of accidents for a variety of reasons such as pedestrian complacency.

It is also hard to see why Heyford Park would be significantly different to all the surrounding villages and towns in the



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	<p>areas which have almost no 20mph limits on through roads. Perfect examples would be Ambroseden and Arcott which are very similar military designed villages with similar existing traffic calming measures in place.</p> <p>To give this viewpoint context I work in Vehicle Safety Testing and Insurance Research. We are regularly interviewed by both government and media for an expert viewpoint on topics of safety and vehicle security. I would like to think this offers an objective data driven viewpoint rather than what can be a very subjective viewpoint, which is often used to lobby local councillors particularly on social media where misinformation is rife. Any decision to make changes like this should be driven by data and not a perception of a non-existent or different problem to help ensure the correct problem (if there is one) is actually being solved.</p>
(10) Local Resident, (Upper Heyford)	<p><b>Concerns</b> – I support a 20mph zone, but feel the proposed length is too long and this will make it less effective. Think it should be from Soden Road to Dow Street.</p>
(11) Local Resident, (Heyford Park)	<p><b>Support</b> – The current 30mph speed limit is too fast for a road with many junctions, school crossing, bus stops etc. Even with the current speed calming measures both cars and lorries exceed the limit.</p>
(12) Local Resident, (Heyford Park)	<p><b>Support</b> – This would be a most welcome addition. Due to the current narrow path width directly outside the Heyford Park School it is currently very unsafe walking up the school side of the road with children in tow.</p> <p>My only concern is that there is no deterrent/penalty for those that do not abide by the restrictions.</p>
(13) Local Resident, (Heyford Park)	<p><b>Support</b> – It is a matter of safety to make Camp Road 20 MPH as the traffic continues to increase and it is a pedestrian area.</p>
(14) Local Resident, (Heyford Park)	<p><b>Support</b> – I have lived here for 16 years the traffic calming measures do not work, there is a high risk outside the school and new shops so this should be an enforceable 20mph zone</p>
(15) Local Resident, (Heyford Park)	<p><b>Support</b> – With two school sites + local shops being situated on bend in Camp Road any means to keep the traffic slower and pedestrians safer should be embraced</p>

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<p>(16) Local Resident, (Upper Heyford)</p>	<p><b>Support</b> – lots of residents particularly young children. School, Sainsbury's, Dentist. Busy area becoming even busier. Big trucks running along camp road coming through far too fast.</p> <p>20mph is definitely fast enough especially around the school. I lived in Canada for many years and the policy there in Alberta is 20kmh around all school areas.</p>
<p>(17) Resident, (Bicester)</p>	<p><b>Support</b> – I work nearby and my friends' children go to school in Heyford park. I feel it is appropriate for a road next to a school to have a speed limit of 20mph</p>