CABINET MEMBER FOR ENVIRONMENT – 21 MAY 2020

ABINGDON – NORTHCOURT ROAD: PROPOSED AMENDMENTS TO TRAFFIC CALMING MEASURES

Report by Interim Director of Community Operations

Recommendation

 The Cabinet Member for the Environment is RECOMMENDED to approve the proposed amended traffic calming measures on Northcourt Road, Abingdon as advertised.

Executive summary

2. The provision of traffic calming measures is reviewed when there are changes to the road layout as a result of development, when requested by local councils as a result of road safety concerns, when there are proposed major maintenance schemes and as part of the on-going monitoring of reports on road accidents. Specific proposals are assessed applying national regulations and guidance on the use of traffic calming measures.

Introduction

3. This report presents responses received to a statutory consultation to provide amended traffic calming measures (originally installed in 1990 as a safety scheme) as a result of a major maintenance scheme for the road The amendments having been put forward by the Area traffic team in consultation with the local member and other officers. The proposals are shown at Annexes 1 and 2.

Consultation

- 4. Formal consultation was carried out between 8 April and 8 May 2020. A notice was published in the Oxfordshire Herald series newspaper and an email was sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, the Vale of White Horse District Council, Abingdon Town, and the local County Councillor. Letters were sent directly to approximately 200 properties in the immediate vicinity with public notices also placed on site.
- 5. Twenty-one responses were received. Eight objections (38%), four in support (19%), and nine expressing concerns (43%) or not objecting (including Thames Valley Police). The responses are recorded at Annex 3 (with a further

detailed response located at Annex 4). Copies of the full responses are available for inspection by County Councillors.

Response to objections and other comments

- 6. Thames Valley Police did not object but noted that speed cushions would not present as much of a restraint to speeding by motorcycles as compared to the current traffic calming comprising full width road humps.
- 7. The Vale of the White Horse District Council did not object.
- 8. The Oxford Bus Company supported the proposals noting that the road is used by buses as part of an emergency diversion route and requested that the speed cushions should be of a 'bus friendly' design.
- 9. Dunmore Primary School while expressing support for the overall scheme also expressed concerns over the lack of a formal pedestrian crossing point by the school as opposed to the current informal raised crossing point, noting the large number of students and parents who cross the road each school day.
- 10. The Oxford Cycling Network objected and requested that consideration be given to closing the road to motor vehicles at a suitable point to prevent through motor traffic, while still providing full access to the road either side of the closure point to all vehicles requiring access and also requested that a 20mph speed limit should be introduced in the area, to include Northcourt Road and adjacent roads.
- 11. The remaining sixteen responses were from members of the public. Seven were objections, six expressed concerns and three expressed support, although included in the latter were concerns that cushions may damage car tyres and also that wider measures were needed to address traffic problems in the area.
- 12. The grounds for objection and concern were that the scheme would not fully address the traffic issues on the road and that further measures were needed including a road closure, a 20mph speed limit and formal crossings by the schools. However, some respondents were concerned about increased emissions arising from traffic calming measures and pointed to the need for speed enforcement as a more suitable way of addressing excessive speed. Additionally, concerns were raised that the existing traffic calming was used by some drivers to facilitate driving onto the grass verges to park.
- 13. Noting the above responses, it should be stressed that the proposals comprise relatively small changes to the road layout as part of a major maintenance scheme and that there is no funding currently to progress the wider measures sought including for example the formal crossings or 20mph speed limit. Noting the above the scheme, however, in no way precludes further measures being brought forward subject to funding being available and should also help address some of the concerns raised over the operation of

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the current scheme. Specifically, on the design of the speed cushions, while these are wider than the minimum dimension, they will still be less severe for buses and their passengers as compared to the current layout, while still achieving a good level of speed control for other vehicles.

How the Project supports LTP4 Objectives

14. The proposals would help facilitate the safe movement of traffic.

Financial and Staff Implications (including Revenue)

15. Funding for the proposed measures has been provided by the Oxfordshire County Council major maintenance programme.

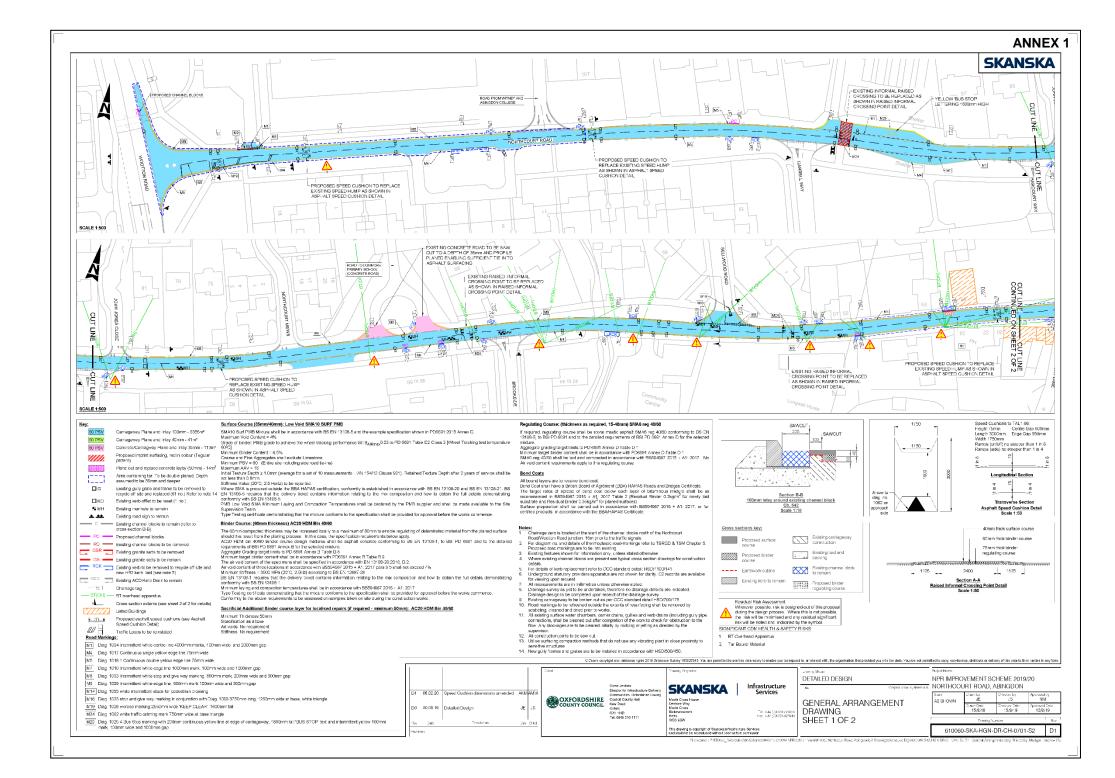
JASON RUSSELL Interim Director of Community Operations

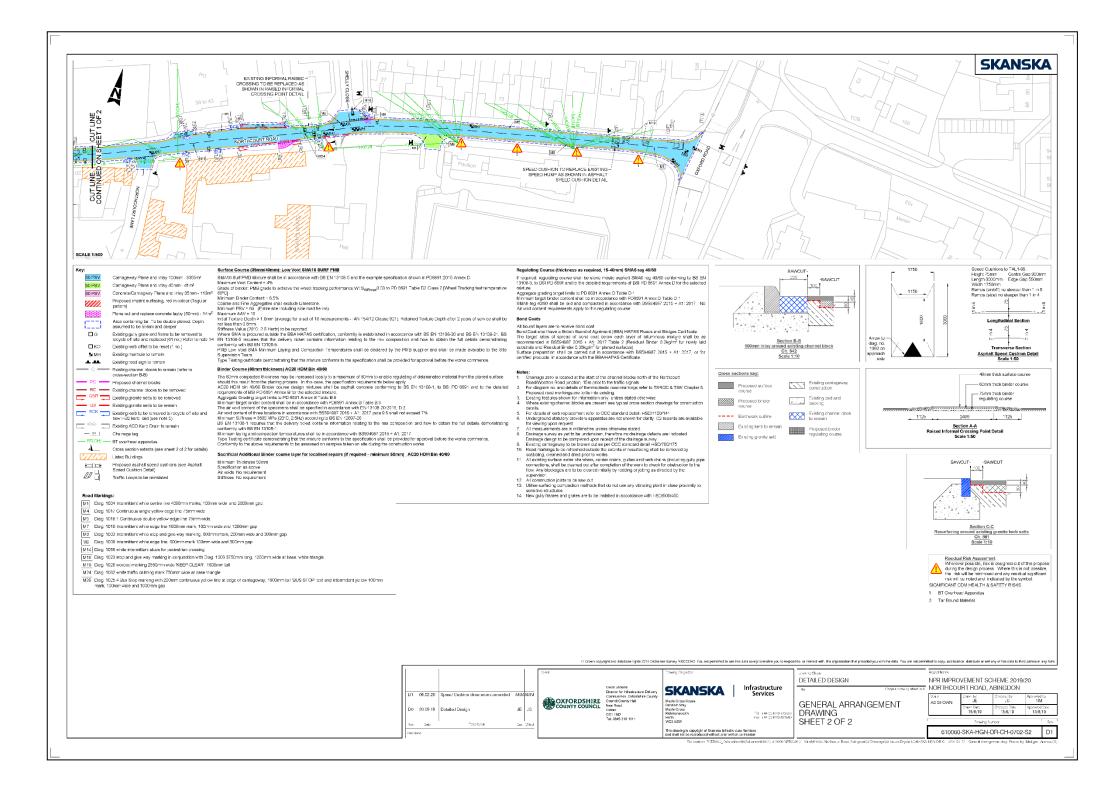
Background papers: Plan of proposed amended traffic calming measures

Consultation responses

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May 2020





ANNEX 3

RESPONDENT	SUMMARISED COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	No objection – In principle I have no objection but enquire why the existing features are being replaced with speed cushions. My only concern speed cushions have little effect in calming two wheeled motor vehicles.
(2) Vale of White Horse District Council	No objection – Having reviewed the details of the scheme the Vale of White Horse District Council raises no objection.
(3) Oxford Bus Company	Support – We support the replacement of these traffic calming measures. However, as being as this route is used as an emergency diversion route for buses, we would like the measures to be 'bus friendly' please.
(4) Dunmore Primary School	Concerns – We support the resurfacing work that is due to take place in August 2020. We believe that the speed cushions that are part of the proposal are VITAL. However, we are concerned about the nature of 'informal' crossing points. From 8.15am - 9am and 3pm - 3.30pm Northcourt Road is extremely busy with traffic and pedestrians due to the number of children, students, staff and parents arriving at Dunmore Primary School, Fitzharrys Schools and Abingdon and Witney College. At Dunmore Primary School alone, we have over 450 children plus parents/carers arriving and leaving the school site each day. We believe it is necessary that some of the 'informal' crossing points should be replaced with 'formal' crossing points e.g. zebra crossing, pelican crossing to ensure the safety of pedestrians. The raised 'informal' crossing point that is vital for reconsideration for Dunmore Primary School, is the crossing point 17 metres southwest of the junction with Brookside.
(5) Local Group, (Oxfordshire Cycling Network)	Object – See Annex 4 for detailed response.

(6) Local Resident, (Abingdon)	Object - This seems an unnecessarily costly way to (only partly) address traffic calming on Northcourt Road. The existing humps do not work, why change the style of something that is not working? I believe a better approach would be to reduce the speed limit to 20 mph (with average speed enforcement) and add (planted) obstacles at informal crossings for the schools / college. Better yet, go to 10 mph outside the schools. college and shops with camera enforcement. Using humps does not stop the road being a rat run and it increases pollution around the schools through acceleration and braking for humps that are already there. Ideally, put in place a barrier halfway along or add (some) planted give way / chicane obstacles (planters, for example) that make the road less attractive for rat runners but more attractive for pedestrians and cyclists accessing the schools, shops and college.
(7) Local Resident, (Abingdon)	Object - Northcourt Road has the potential to be a much more attractive and safe place for the local community. Replacing speed bumps with speeds bumps is unambitious and does little to reduce traffic speeds, reduce traffic volume and improve conditions for walkers, cyclists and the public realm in general. Why not consider measures such as build outs, planters, informal (or formal) crossings, all of which could play a role in reducing traffic speeds and improving public realm? An additional option would be to restrict traffic through Northcourt Rd by installing some sort of barrier at a suitable midway point. Anecdotally there is evidence that Northcourt Rd experiences rat running. A barrier would prevent this, but consideration to it's best placement would be needed. Northcourt Rd would also benefit from a 20mph speed limit, which should be the default speed limit inside the ring road for all of Abingdon.
(8) Local Resident, (Abingdon)	Object - Northcourt Rd serves housing and a few local services plus the FE college and two schools. Significantly however, it also serves as a "rat run" for motor vehicles moving E/W or W/E between Oxford Road and Wootton Rd. These vehicles SHOULD be using the ring road constructed for that purpose or not used at all. To "calm" traffic to eliminate the extreme dangers to students and others and to help fulfil the OCC and National objectives of reducing

	carbon emissions and pollution we need to discourage car use and encourage walking and cycling. Your scheme fails to address this. Instead, you SHOULD be using the money to provide a barrier to motor vehicles outside the Community Centre, just west of the Sellwood Rd turn. This would allow access to housing/services from either end of Northcourt Rd but prevent the problem which will not be addressed by your "calming" measures. It would remove much of the traffic and make it possible to walk/cycle to school/college/services without the risk and pollution of cars. To prevent the creation of another "rat run" a similar barrier would also be required on Tatham Road just east of the junction with Brookside.
	Reduced traffic would improve access for school buses from Wootton Rd and would be further improved by yellow lines and slight reconfiguring of the existing "turning circle" opposite the entrance to Fitzharry's School. I would be happy to discuss this further.
(9) Local Resident, (Abingdon)	Object - These measures are too severe. Cars shouldn't have to slowdown to such a degree as progress needs to be made in a timely fashion. I say remove all speed humps but add two crossings for pedestrians. The level of traffic on this road doesn't warrant the measures planned. Please support local residents in minimising this scheme.
(10) Local Resident, (Abingdon)	Object - Being a resident of Sellwood Road at the junction with Northcourt Road for over 16 years I object to the traffic calming measures that are in place as well as the new proposed measures. In term time there is a considerable amount of traffic taking students to the 3 educational establishments in addition to local residents travelling daily along Northcourt Road. The volume of traffic adds to already poor air pollution. As an asthma sufferer I object to vehicles slowing down over these humps/ crossings and then accelerating away thus increasing exhaust output. Larger vehicles shake and rattle their load when driving over which causes increased noise pollution especially at night. Responsible road users keep to the speed limits. Irresponsible drivers who speed and often use the humps as a challenge to go faster will not change their habits for a flatter crossing. What would help traffic to flow smoothly, and reduce the wear on car suspension, is having a decent new road surface instead of dips, holes, and patches. Catch those who are speeding instead of making us all pay for the faults of others.
(11) Local Resident, (Abingdon)	Object - This is a road with a nursery, primary school and a secondary school. This is not an average road. There are also shops, a football pitch and a community centre. More stringent restrictions are warranted including a 20mph

	speed limit and any other system possible to limit traffic around school times to limit pollution kids and parents breathe when walking to school.
(12) Local Resident, (Abingdon)	Object - On the current raised road crossings large puddles are created by the raised crossing which have blocked the gutters stopping the flow of water. Vehicles passing through these puddles splash adjoining properties and sometimes even people walking on the pavement and cycling on the road. Can you confirm that the design will allow water to flow through/under the raised crossings and that the gutters will not be blocked?
(13) Local Resident, (Abingdon)	Concerns - Traffic calming measures are insufficient to protect the health and safety of school children and commuters travelling by bicycle to school and work. I cycle along this road to work at just after 8am and the road is always full of cars. Many of the car drivers do not give cyclists enough room and my children have on occasion been sworn at by motorists. In light of the climate emergency and improvement in air quality due to reduced car travel during Covid-19, this is a golden opportunity to dissuade people from using their cars especially around schools. I propose shutting Northcourt Road around the schools during morning and afternoon arrival and departure times. This could be done easily and at low cost using movable stop signs such as used by "school streets" in London.
(14) Local Resident, (Abingdon)	Concerns - We are residents of Northcourt Road. We fully support the resurfacing of the entire Northcourt Road, but we have safety concerns about some of the proposals for the carriageways and adjoining grass verges in the immediate vicinity of our house. At present there is a speed hump which entirely straddles the road immediately in front of our house. It is proposed to replace it with a speed cushion (Plan 1 point 437). The current speed hump offers car users a ramp by which they can drive up onto the grass area in front of our house. Parents park here in order to drop off and collect their children from Dunmore Infants and Junior Schools, and residents of the nearby flats, which have limited parking areas, often use the grass area to park. We are concerned that the proposed speed cushion will continue allow vehicles to access and park on the grass verge. The vehicular access to our property (via a tarmac driveway) is also frequently used by children both with and without parents on their way to Dunmore Infants and Junior Schools at the peak of rush hour. A great number of families walk from Harcourt Way and use our driveway as a convenient places to cross Northcourt Road.

We need to exit our property by reversing our cars onto Northcourt Road, but cars parked on the grass verges prevent us seeing oncoming vehicles, cyclists and walkers including many young children. As residents we are very concerned that there is a danger to cyclists and other road users, especially children.

When we first moved into our house there were wooden bollards along the edge of the grass verges to prevent car users driving on to the grass verges. Over the years the bollards have been knocked over by cars being driven onto the grass verges to be park.

As part of the Traffic Calming Amendments, we suggest that the opportunity is taken to fully enclose the grass area in front of our house with some kind of barrier, such as bollards, that will prevent parking on the grass by stopping access either from the road or from our driveway. A precedent for this has already been set with wooden bollards being installed to protect the grass area in front of the block flats 70-80 Northcourt Road and with the wooden barriers in front of houses 17 and 18 Cheney Walk. We believe something similar could effectively resolve this safety concern caused by parking cars on the grass in front of our houses, not to mention to unsightly muddy quagmire these cars cause when they are driven onto the grass verges.

In summary, we welcome the proposal to resurface the carriageways along Northcourt Road. However, we think Oxfordshire County Council should take the opportunity to reduce the risk to cyclists, young children and their parents and other road users caused by cars parking on the grass verges.

(15) Local Resident, (Abingdon)

Concerns - I was dismayed to see that the 'informal crossing' between Brookside and Dunmore School is to be retained but not turned into a full crossing. I use this area of the road to cross daily and its nature makes it more dangerous for both pedestrians and vehicular traffic. I have witnessed a number of near misses where people have stepped in front of cars barely able to stop in time. I was also, along with my three children, nearly knocked down by a group of cyclists who passed a line of queuing cars which had stopped to let us cross. No crossing at all here would be better than this half crossing.

One of the things that makes this 'crossing' more dangerous is the tendency for cars to park on the grass verges alongside it severely impeding the view of pedestrians and drivers. If a crossing of sorts is retained in this place, please could consideration be given to the installation of bollards to stop cars getting on to the grass verges on either side of the crossing. Cars do pull off Northcourt Road to part indiscriminately with no heed to the damage it does to the verges or for the safety of other road users. Wooden bollards similar those in place around the green spaces on Brookside would make a big difference.

(16) Local Resident, (Abingdon)	Concerns - It must be made clear to pedestrians and motorists where the 'informal' crossing points are and what the expectations are at these points. Currently, there appears to be no distinction between crossing points and speed bumps leading to confusion at these points where pedestrians may start to cross as one car has stopped but a car on the opposite side of the road continues as they do not believe they are meant to stop. With 2 schools and a college on this road, I question why there is no plan for a zebra crossing, in particular opposite the primary school?
(17) Local Resident, (Abingdon)	Concerns - I have no objection or concerns to the planned works, but I wish to comment that it is unacceptable that there isn't a crossing on Northcourt Road. There are two schools. It is another inditement of the fact that Abingdon is a car centric town, that cares little for other road users, and particularly its children and young people. Please consider amending the plans to include at least one crossing.
(18) Local Resident, (Abingdon)	Concerns - We are residents of Northcourt Road. We fully support resurfacing the entire length of Northcourt Road but have safety concerns and reservations about some of the proposals that affect the carriageways and adjoining grass verges in the immediate vicinity of our houses. We want to set out our reservations about the proposed amendments. As residents we are very concerned that the present road layout is a danger to cyclists and other road users, as well as pedestrians, many of whom are young children. The situation is compounded by our need to exit our properties by reversing our cars onto Northcourt Road, when cars parked on the grass verges obscure oncoming vehicles, cyclists and walkers including many small children. At present there is a speed hump which entirely straddles the road immediately in front of our houses. It is proposed to
	replace it with speed cushions (Plan 1 point 437). Unfortunately, the current speed hump offers car users a ramp by which they can drive up onto the grass area in front of our houses. Parents park here in order to drop off and collect their children from Dunmore School, and residents of the flats which have limited parking areas, often use the grass area to park. We are concerned that the proposed speed cushions will be less effective in reducing speed for larger vehicles and motorbikes and continue to allow vehicles to access and park on the grass verge. We are fearful that this increased road speed together with a continued lack of visibility will result in a serious accident.

The vehicular access to our properties (via tarmacked driveways) are frequently used by children both with and without parents on their way to Dunmore School at the peak of rush hour. A great number of families walk from Harcourt Way and use our driveways as convenient places to cross Northcourt Road.

When we first moved into our houses there were wooden bollards along the edge of the grass verges to prevent car users driving on to the grass verges. Over the years the bollards have been knocked over by cars using the grass verges to park. As part of the Traffic Calming Amendments, we strongly suggest that the opportunity is taken to fully enclose the grass area in front of our houses with some kind of barrier, such as bollards, that will prevent parking on the grass by stopping access either from the road or from our driveways. A precedent for this has already been set with wooden bollards being installed to protect the grass area in front of the block flats 70-80 Northcourt Road and with the wooden barriers in front of houses 17 and 18 Cheney Walk. We believe something similar could effectively resolve this safety concern caused by parking on the grass in front of our houses, not to mention the unsightly quagmire created by cars driving onto and parking on the grass verges. These same concerns were previously raised with the council in 2014 and with the PCSO.

In addition to this measure, as so many families and children cross on this stretch of Northcourt Road each day, we think that a formal crossing somewhere near the entrance to Dunmore School should be considered as an additional safety measure.

In summary:

We are concerned about the safety of road users and pedestrians caused by vehicles parking on the grass area in front of 82 and 84 Northcourt Road and believe that the following actions should take place to help mitigate this concern:

- 1) Fully enclosing the grass area in front of 82 and 84 Northcourt Road with bollards or wooden barriers.
- 2) Consideration of a formal pedestrian crossing for children and families crossing Northcourt Road to get to Dunmore School.
- 3) Solving the problem of inadequate off-street parking for the flats 70-80 Northcourt Road.

(19) Local Resident, (Abingdon)

Support - We recognise the need for improved traffic calming measures but are concerns about the impact of the design of the speed cushions on tyre wear and damage to car suspensions

(20) Local Resident, (Abingdon)	Support - I would like to see the layby parking area opposite Northcourt Mews adjusted. At present vehicles tend to park in echelon fashion, so longer cars or vans stick out into the carriageway. This is a hazard for drivers and especially cyclists, as can be seen on Google Earth, where the cars are also obstructing the footway. The depth of the layby should be reduced so that parallel parking only is possible, but it could also be extended to the west to compensate for lost spaces.
(21) Local Resident, (Abingdon)	Support - I fully support a reduction of the speed limit to 20mph and have long wanted this to happen, not only in Northcourt Road but surrounding residential roads. As you state this is the norm in Oxford and it's about time that Abingdon caught up. I would add that there will be little point in reducing the speed limit if we do not have the accompanying speed cameras to go with it.
	For example, along the nearby Oxford road we currently have a speed limit of 30mph but only one speed camera in operation near to the junction heading north. However, drivers heading south into Abingdon Town centre can quickly speed up when familiar with the fact that there is no speed camera along this stretch of road.
	I agree that an official pedestrian crossing near to the schools should also be a priority.



Northcourt Road Proposed Traffic Calming

This response is on behalf of the Oxfordshire Cycling Network (OCN), which includes members from 30 cycling and supporting organisations in the county. OCN represents the 170,000 cyclists in the county and the 460,000 who would cycle if it was safe, convenient and pleasant.

We OBJECT to the proposals as they are insufficient to achieve policy goals.

Context

Northcourt Road is a residential street, which also has a Primary School, Secondary School, Further Education College, 2 Community Centres (one with a café), 2 shops and a pub – all directly accessed from the road.

In addition to local residents these serve a wider population of Abingdon. There is a strong belief that the road is used as a 'rat-run' to cut between Wooton Road and Oxford Road as an alternative to the ring road. There is unsocial driving by a few people – rapid and noisy acceleration between the speed humps.

During peak hours (the morning peak and the extended afternoon/evening peak) air and noise pollution levels can feel high. The difference during the gas maintenance and Coronavirus lockdown is noticeable. In recent weeks many more people have been walking and cycling on Northcourt Road and nearby streets. Most visibly, families are cycling with their children. This is a clear sign that cycling has been suppressed by the perceived danger of high traffic levels and/or speeds.

Likelihood of severe or fatal injury for pedestrians by impact speed (20splenty.org)



This traffic has intimidated people from considering cycling to the schools, shops or other facilities, from allowing their children to cycle, and it will have discouraged walking as well. At 30mph it is also dangerous. The risk of severe injury or death to pedestrians rises significantly with vehicle speed, more than doubling between 20mph and 30mph. On residential and school streets, the speed limit should be 20mph.



Crashmap.co.uk shows 8 Incidents in only 5 years (2014-2018), 2 Serious – in 4 of them (1 serious) a cyclist was a casualty, in 3 of them a pedestrian was a casualty, in 3 of them (1 serious) a child was a casualty. (These may overlap.) 8 reported incidents in 5 years seems a lot for a residential road about ½ mile long.

The wider context is a County Council aiming for modal shift away from private cars, and a national government that has just released a Decarbonising Transport strategy document with a vision that 'Public transport and active travel will be the natural first choice for our daily activities.' We suggest that travel to and from the schools, shops, community centres and homes in Northcourt Road represents 'daily activities'.

Any solution should therefore aim to encourage public transport and active travel, and will best achieve this if motor traffic volume and speed are reduced.

Response to proposed solution

We consider the proposed solution to be insufficient. This is because the speed cushions will not be effective in reducing traffic volumes or speed.

For example, in my car if I am centred over a speed cushion, I can drive over them at 30mph or higher and hardly feel a bump. All they do is encourage the purchase of wider cars and SUVs.

The informal crossings will slow traffic as they are full width, but there are only 4 of them so traffic will be at 30mph along most of the road. Also this encourages the slow-down / accelerate that increases noise and pollution that is a bad feature of speed humps.

We note a concern from a representative of the Primary School that these are <u>informal</u> crossings and that children did not understand that they were informal. On this basis, for the crossing at the Primary School in particular we suggest a Zebra Crossing may be better.

Preferred solution

Our preferred solution is in 2 parts.

First, to reduce traffic on the street by putting up a restriction to through traffic. A restriction could be placed either near the Co-op (to allow access to the shops from both sides) or near the Northcourt Centre. Some other restrictions would be required to avoid rat-running on smaller residential streets.

The restriction, or barrier, could be a 'green' feature such as planters surrounding a 'parklet'. Or if it was considered that emergency access might be required, there could be an unlockable gate or lowerable bollards.



Some traffic might be displaced to other roads, but other traffic would 'evaporate' as people walk, cycle or reduce travel. Motor traffic close to the schools should be discouraged, as it would reduce the numbers who would walk or cycle. For the Primary School, most of the catchment should be within easy walking/cycling range. For the Secondary School, a drop-off zone could be established on Wooton Road, which has wide verges, an existing extended bus stop and possibly part of the college car park could be used.

The second part of the solution is to reduce the speed limit to 20mph on Northcourt Road and surrounding residential streets. 20mph should be the norm for Abingdon's residential and central streets, just as it is for Oxford's.

20 mph signage is simple, but data shows that over 80% of drivers break 20mph limits and police resources are short. Thus, the limit would be enforced by average speed cameras.

(If the 20mph limit were applied without the through traffic restriction, this has a useful sideeffect: Rat-runners to carefully manage their speed or choose a different route. But people with genuine business on the street will not be caught by average speed cameras placed at each end, as they would be stopping in the middle – although their speed would be reduced by the signs, by other traffic and by their responsibility to their local community. The road would thus become safe for cyclists and pedestrians at low cost.)

Both parts of this solution are most important at school arrival and departure times, but on a residential street like Northcourt Road (and the surrounding streets) 20mph should be the standard limit 24/7. Like the Walton Street closure in Oxford, this could be tested for a period of a year or 18 months to assess the impacts.

Chair Oxfordshire Cycling Network