Divisions affected: *DidcotEast&Hagbourne* 

## DELEGATED DECISIONS BY CABINET MEMBER FOR TRANSPORT MANAGEMENT

## 05 SEPTEMBER 2024

# EAST HAGBOURNE - PROPOSED 20MPH SPEED LIMITS

### **Report by Director of Environment and Highways**

## RECOMMENDATION

### The Cabinet Member is RECOMMENDED to:

a) Approve the proposed introduction of 20mph speed limits in East Hagbourne, as advertised.

## **Executive Summary**

1. The report presents responses to a statutory consultation on the proposed introduction of 20mph speed limits in East Hagbourne, as shown in **Annex 1**.

## **Financial Implications**

2. Funding for consultation and the proposals themselves has been provided by the County Council's 20mph Speed Limit Project.

# Legal Implications

3. No legal implications have been identified in respect of the proposals, with proposed changes to existing Traffic Regulation Orders governed by the Road Traffic Regulation Act 1984 and other associated procedural regulations. Failure to adhere to these statutory processes could result in the proposals being challenged.

## **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 to encourage walking and cycling within East Hagbourne by making them safer and more attractive.

# **Formal Consultation**

6. Formal consultation was carried out between 12 June and 05 July 2024. A notice was published in the Oxfordshire Herald Series newspapers, 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, South Oxfordshire District Council, local District Cllrs, East Hagbourne Parish Council, and the local County Councillor representing the Didcot East & Hagbourne division.

### Statutory Consultee Responses:

- 7. Thames Valley Police re-iterated their views concerning OCC's policy and practice regarding 20mph speed limits and wish their response to be listed as 'having concerns' rather than an objection.
- 8. Oxford Bus Company offered no formal objection, however they did raise concerns in a very detailed response, stating that they did not consider that the proposals quite reach the optimum balance in terms of positive safety benefit & the potential impacts on local bus timetables/journey times.

#### Other Responses:

- 9. 36 responses were received via the online consultation survey during the course of the formal consultation, comprising of: 16 objections (44%), 15 in support (42%), three partially supporting (8%), and two non-objections (6%).
- 10. Those who responded online, were also asked whether if the 20mph speed limit proposals were implemented, would it likely influence a change to their mode of travel in the area, the results of which are shown below:

Travel Change	Number
Yes – walk/wheel more	4 (11%)
Yes - cycle more	4 (11%)
No	28 (78%)
Total	36

11. Additionally, two further responses were received via email, with one objection feeling that 30mph is a suitable speed limit, and one in support – whilst contending that the lower limit should be extended for the whole of New Road.

12. The responses are shown in **Annex 2**, and copies of the original responses are available for inspection by County Councillors.

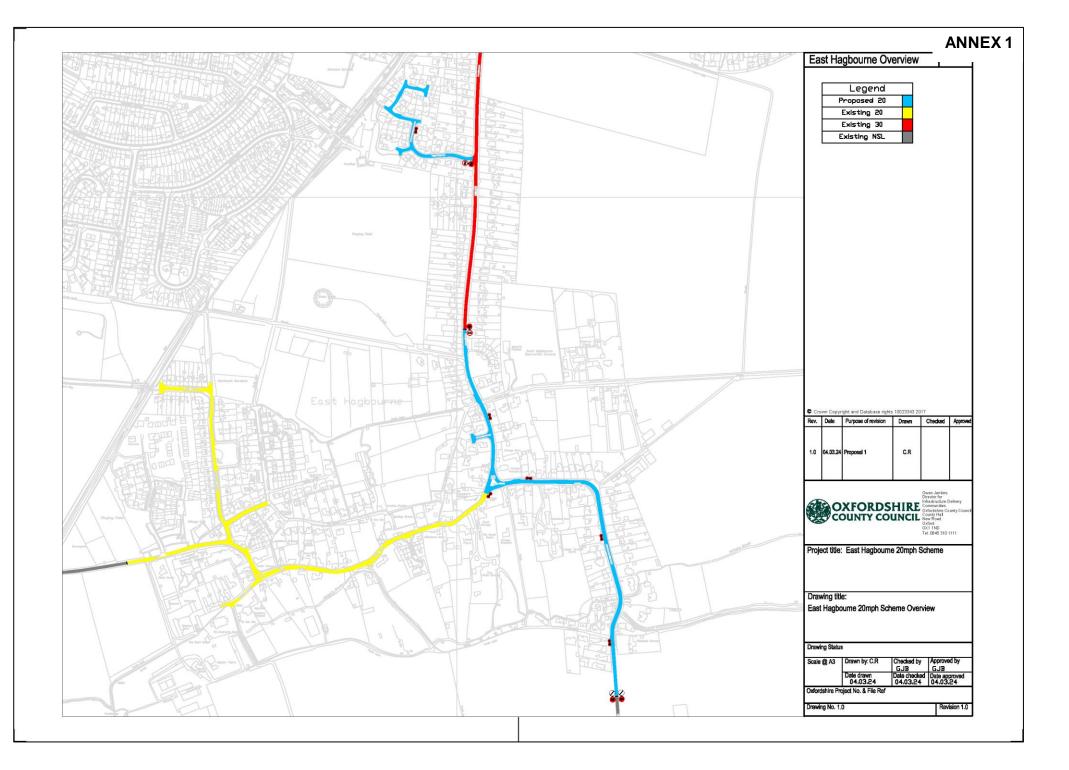
## **Officer Response to Objections/Concerns**

- 13. The main purpose of the scheme is to encourage greater use of active travel by reducing speeds; this is also expected to reduce accidents. The aim of reducing speed limits is to change driver's mindsets to make speeding socially unacceptable and make more environmentally friendly modes of travel such as walking and cycling more attractive – and also reduce the County's carbon footprint. This forms part of a countywide programme of works that seeks to deliver 'a safer place with a safer pace'.
- 14. Thames Valley Police re-iterated their views concerning OCC's policy and practice regarding 20mph speed limits, they consider their view as 'having concerns' rather than a formal objection with no observations specific to East Hagbourne.
- 15. The authority considers objections along the lines of it being unjustified, anticar, a waste of money, not enforceable or pointless to not warrant amendments to a proposal. As such the authority has not addressed any specific comments made of this nature in this report.

#### Paul Fermer Director of Environment and Highways

Annexes	Annex 1: Consultation plan Annex 2: Consultation responses
Contact Officers:	Roger Plater (Senior Officer - Vision Zero) Matt Archer (Portfolio Manager – Programme Delivery)

September 2024



RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	<b>Concerns</b> – a 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.
	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 disproportionate number of drivers to criminalise themselves and could bring the system of speed limits into disrepute.
	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.
	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.
	The key factors that should be taken into account in any decisions on local speed limits are:
	<ul> <li>history of collisions</li> <li>road geometry and engineering</li> <li>road function</li> <li>composition of road users (including existing and potential levels of vulnerable road users)</li> <li>existing traffic speeds</li> <li>road environment</li> </ul>

	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. Our stance remains that primarily 20 mph speed limits and zones should be self-enforcing
	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.
	<b>Concerns</b> – Thank you for your typically diligent consultation on this proposal. I refer to the proposed Traffic Regulation Order changes referenced above. Thames Travel (Wallingtord) Limited ("Thames Travel", "TTW") has some residual concerns about the proposals, that it is important to air. However, considering the wider situation, as well as the proposals under consultation, and the evident evidence that officers have taken some care to arrive at a proportionate solution, the company has elected not to raise a formal objection to the proposed Order in this instance. Notwithstanding this, we urge the Council and its officers to consider the comment we make below with particular care.
(2) Managing Director, (Go-Ahead Group)	Thames Travel runs a service group 94 and 94A each way through East Hagbourne between a range of settlements south and southeast of Didcot. There are a few route variations, but the service provides a regular facility, six days a week, operating up to hourly off-peak. A salient point to note, in this instance, is that every journey passes through the village in one at least direction. As officers will be aware, many of the six other villages served on the route circuits, have also been subject to implementation of 20mph limits, on an extensive basis. Indeed much of East Hagbourne is itself already subject to a 20mph limit, including Main Road, on which our services route to and from West Hagbourne.
	As we have consistently said, we recognise and continue to support the 20mph rollout in principle, and recognise the safety case for this. The effectiveness of such limits derives almost entirely from them being self-enforcing. Therefore, our support is subject always to these being implemented in line with the clear expectations of technical guidance set out in DfT LTN 01/2013 "Setting Local Speed Limits" which was revised and reissued in March 2024.

We and other bus operators have repeatedly advised the Council that the cumulative effect of the blanket application on 20mph limits wherever a 30mph limit is currently in place would be materially deleterious to bus operations. Across multiple substantial settlements, it cannot but have the effect of slowing buses to down to the point where in many instances, timetables could be both no longer relevant to large sections of the population, and moreover would no longer be operable within the current operating and financial resources.
The Oxford Bus Group has therefore regrettably found the need formally to object to a small number of such schemes in which the County Council has advanced 20mph proposals contrary to the advice in LTN 01/2013, on key sections of bus routes in Oxfordshire, all of which involved the arbitrary and blanket imposition of 20mph limits on roads whose purpose and character both militated strongly against both the effectiveness and appropriateness of the measure. Our concerns in all these cases was the especially serious deleterious impact these particular proposals would have on bus journey times, with little or no demonstrable positive safety benefit.
As one important example, Thames Travel objected to the implementation of a proposed "blanket" 20mph limit in Sutton Courtenay, affecting the full length of the village – a distance of 2.8km. We suggested an alternative, whereby the majority of the village would benefit from 20mph limits, while seeking to mitigate the most adverse impacts on the bus service. It is regrettable that the officer report to Cabinet on 24th January 2024 entirely set aside these concerns and our advice. The subsequent implementation of this meant that we had no choice but to address the impacts on the timetable for the whole service. One regrettable consequence has been the severing of the long-established link from Milton and Sutton Courtenay beyond Abingdon to Oxford that the 33 service used to provide.
These issues are apparent, to some extent at least, on the 94 route group. The service is already exceptionally commercialy fragile. To offer a regular frequency and as many journeys as possible, it is quite tightly timed. It benefits currently from a certain level of revenue support from the County Council, some of it from developer funding which is in this case, extremely limited. The fact that the route serves seven villages in unusually close proximity, and short succession is a notable feature of the locality, aggravating the impacts of the 20mph policy on this route as a whole.
These proposals extend the 20mph limit to include the classified B4016 running north-south through the village from Didcot. The classification of the road indicates that it has a significant local movement function, and the presence of bus services reflects this, of course. These proposals affect an additional 800m of New Road and Blewbury Road that are currently posted as a 30mph limit.
In a notable contrast to the proposals now implemented in Sutton Courtenay, we recognise that officers propose to maintain a 30mph limit on the stretch of New Road north of Rymans Crescent, towards Didcot. This is a stretch of about 750m within the Parish. It is our understanding that Jubillee Way, within Didcot, is also anticipated to remain at 30mph, reflecting the

	nature and purpose of that stretch of road, which contrasts greatly with residential side streets, and has no direct residential frontage at all eitehr side. Whilst this has not been discussed with us, we read this to be a reflection of a consideration of our previously stated concerns, and possibly more important, having due regard to the guidance and technical evidence set out in LTN 01/2013, as well as the Statutory Network Management Duty binding on the Council. We very well recognise that achieving an apprporiate balance between multiple important objectives, which can act in opposing directions, is very difficult.
	We would have preferred that a short 300m section of Blewbury Road at the southern end of the village was also retained as a 30mph limit, also acting as a clear buffer zone that would have supported greater effectiveness of extension of the 20mph throughout the village core. However, in view of the relatively modest additional distance to be covered by the 20mph limit, and current bus operating speeds on New Road and Blewbury Road through the village, the direct effects of this proposal, while eroding bus productivity a little more, are accepted to be sufficiently de-minimis on their own to be inconsequential.
	Accordingly, while we do not consider that the proposals quite reach the optimum balance, we present no objection.
	We recognise and welcome that officers are now engaging with us once again in a more consistent manner to arrive at better considered and more proportionate approaches to the roll-out of 20mph limits, that are hoped will achieve the most impact in supporting the County's Vision Zero policy and secure wider objectives to boost the appeal and uptake of active travel, without prejudicing our shared goal of substantially boosting the quality, value, reliability and attractiveness of public transport in this area and the wider County of Oxfordshire.
	<b>Object</b> – having seen the speed limit reduced from 40mph to 30mph we feel that this speed limit is the right one. The road is relatively safe, seeing very few incidents.
(3) Local resident, (East Hagbourne, New Road)	Making it a 20mph will achieve nothing. Excessive speeders do so whether the road is 20mph or 30mph. Law abiding drivers who do the speed limit will be overtaken, driven too close to and harassed by speeders, this would make the road more dangerous.
	The 20mph roads have proved unpopular, therefore the government have promised to overturn this where appropriate.
	Areas around schools, streets in estates and the winding roads in villages are perfect for a 20 speed limit but not on a long straight road.

	Stop cars/vans/trucks parking on the pavements, often forcing pedestrians/ prams/visually impaired onto the road to pass said vehicle. Enforce the 30mph speed limit. Otherwise all is pointless. And finally, what are YOU really trying to achieve by reducing the speed limit?
(4) Local resident, (East Hagbourne, Bishops Orchard)	Object – Unnecessary Travel change: No
(5) Local resident, (East Hagbourne, Bishops Orchard)	<b>Object</b> – These 20 mph zones are becoming a complete pain Travel change: <b>No</b>
(6) Local resident, (East Hagbourne, Bishops Orchard)	<b>Object</b> – Lose the 20 zones Travel change: <b>No</b>
(7) Local resident, (East Hagbourne, Bishops Orchard)	<b>Object</b> – judgement on the desirability and practicality of such a blanket proposal Travel change: <b>No</b>
(8) Local resident, (East Hagbourne, Bishops Orchard)	<b>Object</b> – I totally object to the 20 mph proposal Travel change: <b>No</b>
(9) Local resident, (East Hagbourne, Bishops Orchard)	<b>Object</b> – I'm not sure 20mph zones work as they are very rarely enforced. It affects the people who drive responsibility and doesn't stop those who drive above speed limit.

	Travel change: No
(10) Local resident, (East Hagbourne, Blewbury Road)	Object – The other roads in the village do not warrant the slower speeds. New Road and Blewbury Road are clear enough to be 30.         Travel change: No
(11) Local resident, (East Hagbourne, Fieldside)	<b>Object</b> – While I support the 20mph limit that has already been imposed on Main Road, I think that 30mph on Blewbury Road and New Road is appropriate. We don't really have any usable public transport linking East Hagbourne to the outside world so unfortunately we need to use our cars all the time. We need to get to Abingdon and Oxford very regularly and while there is no need to exit the village at more than 30mph, it does not seem sensible to reduce the speed limit. Travel change: <b>No</b>
(12) Local resident, (East Hagbourne, Lake Road)	<b>Object</b> – The county council are making driving difficult, in areas where the accident rate is low. Furthermore, there is no benefit without enforcement. The most recent change to driving law is the introduction of double yellow lines local to the recently constructed houses and school. Parents are completely ignoring the markings and parking where they have always parked during school drop off and pick up times. There has been no sign of any enforcement activity. The same applies to the 20 MPH limit previously introduced in the village, cars continue to speed through the village at whatever speed that can be achieved, much exacerbated by the cars routinely parked there. Travel change: <b>No</b>
(13) Local resident, (East Hagbourne, Main Road)	<b>Object</b> – The road supports a 30mph and does not need 20mph. It is wide, pavements on both sides, good visibility with most houses set back from the road and many with whole driveways between the road and the doors. There are no schools on this road that increase the risk of a child rushing into the road, nor village hall or pre school. Having whole villages as 20mphs leads to actual 20mphs required areas not being separated out in the mind of the driver that additional attention is needed (schools coming up, single track with passing places etc) Travel change: <b>No</b>

(14) Local resident, (East Hagbourne, New Road)	<b>Object</b> – The road is safe at 30mph very few incidents or accidents over the years. Those who willfully violate the speed limit will do so if the road is 30mph or 20mph. Plus the road is straight with a good line of site. Reducing the speed to 20mph will only encourage others to speed at 30mph, over take those who do 20mph now making the road hazardous, which is counter productive to road safety. Plus I thought the government were retracting implementing 20mph limits across the country as it was causing misery to drivers! The money would be better spent putting in chicanes to reduce speed and stopping idiots parking on the one pavement that pedestrians use. Making the road 20mph is pointless, as most won't adhere to it anyway, and a waste of council money, and goes against what the government promised drivers! Stopping pointless 20mph speed limits. Plus the village does not want 20mph speed boards all over the place ruining the anesthetics of the village. Travel change: <b>No</b>
(15) Local resident, (East Hagbourne, New Road)	<b>Object</b> – Very rarely any incidents or accidents in the village and a complete waste of tax payers money on reducing the speed limit that most will not adhere to anyway. Travel change: <b>No</b>
(16) Local resident, (East Hagbourne, North Croft)	<b>Object</b> – Traffic surveys show that 90% of drivers keep to the existing 30mph limit. There has not been a fatal RTA in Hagbourne for decades. It ain't broken, no need to fix it. Some oiks will always speed; making the rest of us crawl won't stop them. Travel change: <b>No</b>
(17) Local resident, (East Hagbourne, The Croft)	<b>Object</b> – too much woke activity, 30mph is an acceptable speed, 20mph is NOT Travel change: <b>No</b>

(18) Local resident, (East Hagbourne, New Road)	<b>Object</b> – Don't understand how you decide the boundaries on Blewbury and New Road, the road doesn't change at either end. It's meaningless as most people do well over 30 now, why not just enforce the existing speed limit? Travel change: <b>No</b>
(19) Local resident, (East hagbourne, Bishops Orcahrd)	<ul> <li>Object – I object to these proposals as there have 0 (zero) ksi incidents in the proposed areas. The roads are not high frequency usage for cyclists and there remains a clear line of sight for all road users within the boundaries of East Hagbourne.</li> <li>Also from the ATC data, the vast majority of drivers stay within the speed limit, with only a small number going more than10% above the limit.</li> <li>I am a resident on Bishops Orchard, this is a no through road, so the only traffic is residents or delivery vans. No children play on or near the road, and there is a grassed area for playing if required away from the main access road.</li> <li>I have lived there for 20 years and have never seen anything like a near miss or accident on the street, and most residents drive below the 30 mph limit anyway.</li> <li>My proposal for main road south of Rymans crescent is to add 30 mph repeater signs to the road. Indeed they should be added from outside green gap to Fieldside. This is because there are no speed limit reminders on new road from where you join at Jubilee roundabout until the NSL leaving East Hagbourne. Also whilst the HWC states that speed limits can be determined from street lights, in the case of new road, the street lights are on top of the telegraph poles and so it is difficult to deduce speed unless it is dark. Reminders would help drivers of the speed limit</li> </ul>
(20) Local resident, (East hagborne, New Road)	Partially support – I support the 20mph for main road and roads beyond, also from the garage in new road to national speed limit in Blewbury road, however, not from the garage and new road towards Didcot. This road is regularly speed abused now so having a 20mph limit will make no difference and is not necessary. Who will police it? Travel change: No
(21) Local resident, (East Hagbourne, Bishops Orchard)	<b>Partially support</b> – I support the implementation of a 20mph limit to Bishops Orchard. This is a small residential cul-de-sac. The layout of the road makes driving at any speed difficult. Imposing a set 20mph limit would enforce safer driving.

I do not support the implementation of 20mph on the section of New Road leading south from Blewbury through the village and on towards north into Didcot. The north end of the is being left as is and reducing for a small section of a busy A road makes no sense. Drivers just speed up heading into the limit change. I support keeping the speed limit at the current range. Travel change: <b>No</b>
<b>Partially support</b> – Residents first asked for traffic calming over 20 years ago in the East Hagbourne Village Appraisal. I would like the 20 mph limit extended all the way along New Road. With all the new building in the area, the amount of traffic has increased. There are narrow pavements and the roads narrow with very many driveways. Cycling along New Road is at time hazardous as too many drivers travel too fast and overtake too close. Walking can be very unpleasant as drivers of vans and lorries pass very close given the narrow pavements. There is no reason to allow the 30mph limit to remain in place anywhere on New Road, the distance from the 'Aldi' roundabout to the Lower Cross in East Hagbourne is a mile. Thus at 30mph the travel time is 2 minutes. Making the whole road 20mph only adds merely 1 minute. This is nothing in comparison to the road safety, reduced pollution and amenity benefits
Travel change: Yes – walk/wheel more
<b>Support</b> – Better for cyclists, pedestrians, wildlife and pets when cars drive more slowly. Also better for other drivers pulling out from side roads / their drives. Also better for the planet to have lower emissions from lower speeds and less acceleration.
Travel change: Yes - cycle more
Support – The sooner the better! Blewbury road has been used as a race track for far too long! At least we might be able to cross the road in safety! Should make it quiter for those of use living close to the road. Travel change: No
Support – Slowing roads down, makes for safer roads and is better for the environment. Travel change: No

(26) Local resident, (East Hagbourne, Blewbury Road)	Support – Modern cars tend to be larger, heavier and higher than older ones and as a result can cause greater injury if they hit a pedestrian or cyclist. As a pedestrian and cyclist I would much prefer cars to go at a slower speed. As an occasional driver I would be willing to put up with slightly longer journey times in order to be at less risk of causing someone injury. I would hope that by making roads safer we can encourage active travel which would reduce ill health and obesity which in turn would place less burden on NHS and council services. Travel change: Yes-cycle more
(27) Local resident, (East Hagbourne, Main Road)	Support – Cars driving at 20mph makes it a more pleasant place to be Travel change: No
(28) Local resident, (East Hagbourne, Main Road)	Support – I support the speed limit for safety reasons. The roads are narrow, with cars parked on them. Many cars go through the village at much too high a speed. Travel change: No
(29) Local Cllr, (East Hagbourne, Main Road)	Support – The proposed extension of our earlier 20mph zone was supported in a survey of villagers a couple of years ago. There was strong support for the 20mph on Blewbury Road and support for the same on New Road, with several people suggesting it appropriate that the zone only starts around the point of the current plan. One thing to note is that the scheme for the existing 20mph zone was not at all connected with the current county-wide 20mph scheme and required quite different criteria for its installation. Travel change: No

(30) Local resident, (East Hagbourne, New Road)	Support – Traffic too fast Travel change: No
(31) Local resident, (East Hagbourne, New Road)	Support – The speed around Blewbury Road and New Road, especially on the war memorial bend, should be reduced to 20mph. This will help reduce risk of collision and also reduce noise pollution. I have witnessed many near misses with both vehicles and pedestrians on the war memorial bend. I also hear horn blasts on a daily basis from my house as cars try to take the war memorial bend turnings, with a restricted view and other vehicles travelling towards them at 30+ mph. A 20mph limit will make this safer for everyone Travel change: Yes – walk/wheel more
(32) Local resident, (East Hagbourne, St Andrews Crescent)	Support – Totally support the reduced speed limit of 20mph, the speed the traffic goes through the village at the moment is very scary, I'm surprised no one has had an accident so far. The road by the primary school also needs railings on the pavement as on a number of occasions traffic has sped by the children on their way to the sports field. A number of parents also seem to believe they can park on double yellow lines outside of the school which causes the speeding traffic down one side of the road, very dangerous, considering there is a community centre carpark for the parents to park in. Parents are also now parking at the entrance to the new housing estate (Deanfield Green) causing an obstruction during times of drop-off and pick-up of children. Travel change: No
(33) Local resident, (East Hagbourne, St Andrews Crescent)	Support – Safety is paramount. Travel change: No
(34) Local resident, (East Hagbourne, The Croft)	Support – People drive too fast down New Road Travel change: Yes - cycle more

(35) Local resident, (East Hagbourne, Deanfield Green)	<b>Support</b> – Speeding through the village, many roads have dangers on them , we have a school, biker riders, pedestrians, horse riders. Buses passing through and other roads users. Any traffic calming is a bonus. Travel change: <b>Yes - cycle more</b>
(36) Local resident, (East Hagbourne, Main Road)	Support – Traffic needs to be slowed down in these residential areas for safety reasons. The junction of Main Road, New Road and Blewbury Road is very dangerous and cars need to be slowed down particularly in this area. Travel change: Yes – walk/wheel more
(37) Local resident, (East hagbourne, St Andrews Crescent)	Support – I support the 20mph limit, roads are narrow and full of potholes, cars speed through the village and around the bends. Travel change: Yes – walk/wheel more
(38) Local resident, (East hagbourne, Blewbury Road)	Support – Glad that this is being proposed but feel it should be extended for the whole of New Road. This would be safer for walkers, and cyclists also less confusing for motorists. Most drivers seem to think that the speed limit is the speed they should drive regardless of other people not the maximum that they should drive.
(39) Local Cllr, (East Hagbourne, Main Road)	No objection – I commented earlier to say that our current 20mph zones were established through a different system then the current one but now realise that you have an error in your write up. The earlier 20mph zones were fully and legally established in June 2022 and not in May 2023 as you suggested. Travel change: No
(40) Local resident, (East Hagbourne, St Andrews Crescent)	No objection – Makes sense and has minimal impact on travel times.

Travel change: No