Divisions affected: Kidlington South

# CABINET MEMBER FOR HIGHWAYS MANAGEMENT – 26 MAY 2022

# GOSFORD – YARNTON: A44 PROPOSED 40MPH SPEED LIMITS AND BUS LANE

Report by Corporate Director, Environment and Place

#### RECOMMENDATION

1. The Cabinet Member for the Highway Management is RECOMMENDED to approve the proposed 40mph speed limit on the A44 Woodstock Road and the introduction of a bus lane.

### **Executive summary**

2. This report presents responses received to a statutory consultation on a proposal to introduce a 40mph speed limit and bus lanes as shown in **Annexes 1 and 2** as part of the North Oxford Corridor (NOC) proposals. The project aims to promote sustainable transport measures between Yarnton and Oxford by implementing bus priority measures along the A44 between the Cassington Roundabout in Yarnton to Pear Tree Interchange. The proposal also seeks to improve the pedestrian and cycling environment by significantly improving the current shared-use path for cyclists and pedestrians with improved crossing points along the entire route but particularly at the Cassington Roundabout and Pear Tree Interchange where formal parallel (unsignalised) and toucan (signalised) crossings will be provided. These vast improvements to the bus and active travel network will contribute to Oxfordshire County Council's priorities to take action to tackle the climate emergency and cut carbon emissions, prioritise the health and well-being of residents and invest in an inclusive, integrated and sustainable transport network.

## **Financial Implications**

3. Funding for the proposals has been provided through the Housing and Growth Deal which is required to be spent by March 2023.

## **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, including cyclists and pedestrians, and reduce journey times for bus passengers.

### **Background**

- 6. Proposals for a rapid bus route into Oxford from areas to the north was part of the 2013 Oxford Transport Strategy. At this point a rapid transit line was assumed along Langford Lane and through Kidlington and the A44 was identified for a Premium Bus Route. The A4260 was identified for a Premium Cycle Route.
- 7. In 2016 Atkins were commissioned to assess both the A44 from Bladon roundabout southwards and the A4260 through Kidlington plus the parallel routes that join those two corridors in terms of improving sustainable connections while minimising congestion impacts. As part of this work, stakeholders were invited to take part in workshops at County Hall to set out their concerns and issues these included local County, City and District Councillors, transit operators, cycle user groups, OCC officers and other interested parties. This study started out identifying the A4260 as the rapid transit route and envisaging general capacity improvements along the A44 to aid all modes but concluded that a southbound bus route was required along the complete corridor and a northbound one needed north of Langford Lane to speed up the return to the park & ride at Bladon roundabout.
- 8. The Local Plan Review sites were announced shortly after this study and any further work became part of the evidence base for the Local Plan.
- 9. District, parish councillors and bus operators were again briefed on the NOC schemes in November 2021 after proposals were refined. At this time, information was shared including the proposed speed limit reduction and the provision of a bus gate at the King's Canal Bridge on the A44 Woodstock Road. The relevant Cabinet Members were briefed in March 2022 with an additional meeting with the local County Councillor for the area (who is also the district and parish councillor) in April 2022.
- 10. The current proposal aims to promote the use of more sustainable modes of transport by encouraging use of public transport, cycling and walking and will directly contribute to The Fair Deal Alliance's priorities to take action to tackle the climate emergency and cut carbon emissions, prioritise the health and wellbeing of residents and invest in an inclusive, integrated and sustainable transport network.

#### Consultation

- 11. The Formal consultation was carried out between 28 January and 25 February 2022. A notice was published in the Oxford Times newspaper and an email sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance Service, bus operators, National Highways, Gosford & Water Eaton Parish Council, Yarnton Parish Council, Kidlington Parish Council, Cherwell District Council, Oxford City Council, the local County Councillors representing the 'Kidlington South' and 'Wolvercote & Summertown' divisions, and the local Oxford City Councillors.
- 12. A supplementary consultation was also carried out with the same consultees (as well as those who had already submitted comments) between 25 March and 8 April on the proposed bus lane to provide further clarity on the detailed proposals (specifically on the lengths of the A44 where for reasons of limited highway space it is not feasible to provide a continuous bus lane).
- 13. Additionally, due to an increase in the proposed extent of the 40mph speed limit north of the A44 roundabout junction with Cassington Road, a further consultation was required on this relatively minor adjustment, which was carried out between 28 April and 20 May, the results of which will be reported verbally at the meeting.
- 14. As part of the consultation, officers met with frontages directly affected by proposals on site to listen to concerns and address where necessary.
- 15. Sixteen responses were received during the formal consultation, and these are summarised in the table below:

Proposal	Object	Concerns	Support	No opinion/ objection	Total
40mph Speed Limit	4	3	6	3	16
Bus Lane	8	5	2	1	16

- 16. The responses are shown at **Annex 3**, and copies of the original responses are available for inspection by County Councillors.
- 17. Thames Valley Police had no objection to the proposals as originally proposed, and subsequently had no further comments on the revised plans
- 18. The main areas of concern can be generally categorised into the following areas:
  - Increased congestion due to the bus lane and/or bus gate
  - Increased pollution due to queuing at the bus gate
  - Impact on frontages along the A44
  - Proposed 40mph speed limit should be 30mph
  - No need for speed reduction

- Insufficient width for all modes and reduced space for cyclists and pedestrians
- Measures should be introduced to benefit all traffic
- Access / egress for properties along the A44
- Removal of vegetation for screening
- Poor lighting
- Noise pollution
- Bus stops
- Pedestrian crossings on the A44
- 19. These points will be addressed in the following paragraphs.
- 20. Whilst the initial proposal was to provide a bus lane for entire length of the A44 between Cassington Road Roundabout and Pear Tree Interchange, due to the width of the of King's Canal Bridge, it has not been possible at this location without compromising cycle and pedestrian provision. The modelling shows that the bus gate will have negligible differences in vehicle flows, queue lengths and delays in comparison to the original proposal of a continuous bus lane. Traffic flow improvements have been achieved elsewhere even though this was not an overriding objective. Bus gate measures are used for bus priority across the county with one such bus gate in use on the A44 south of Pear Tree park and ride.
- 21. The bus gate will have a negligible impact on queuing and congestion and will therefore not impact on pollution and air quality. Without measures to encourage bus-use, cycling and walking, road traffic, and therefore congestion, will only increase. By encouraging more people to travel sustainably, car dependency will reduce. This is at the heart of the Fair Deal Alliance's priorities.
- 22. County Council officers have met with residents and business owners who had concerns about potential impacts of the proposals on their respective properties. A letter drop was also done to provide all frontages along the route with information and contact details for the project team. The only changes at Rose Cottage is the improvement to the cycle path and introduction of a pedestrian (toucan) crossing. The lay-by is not removed as part of these proposals.
- 23. Residents of Minis Farm and Stone House cottage expressed a desire for the new proposals to help alleviate the current issue of water from the carriageway running down their driveways onto private land. Officers explained that drainage proposals will be incorporated into the project and that the existing drainage system along the route had recently been surveyed and cleaned. Officers also met with Sheehan Haulage and Plant Hire to discuss the proposals at the Kings Railway Bridge embankment. It is proposed to retain screening at A44 carriageway level by providing a fence. Consideration is also being given to limiting vegetation clearance and providing new planting where possible.
- 24. Residents of Couling Close had concerns in relation to screening and noise pollution, access and egress to the A44, pedestrian crossing points and bus stops. Officers confirmed that with the bus gate at King's Canal Bridge, traffic

will not move any closer to residential properties than they are now so noise pollution will not increase as a result of the project in this location. However, the proposals now include acoustic (noise) barriers to help improve the existing situation for residents at Couling Close whilst also creating screening. A new landscaping strategy will be implemented along the scheme, including at Couling Close, to provide higher value and more bio-diverse vegetation. The bus gate will aid access and egress from Couling Close by providing a break in southbound traffic when a bus triggers the bus gate. This is an improvement on the current situation. The bus gate will also provide an informal crossing point for residents to use to the cross the A44. A new path will also be created to the canal towpath which will provide residents with a grade separated crossing of the A44. Bus stops are now proposed for serve Couling Close. Officers are liaising with the main bus operators to determine the best locations.

- 25. The proposals aim to reduce the speed limit at various points along the scheme depending on specific circumstances. However, along the majority of the A44 between Cassington Roundabout and Pear Tree Interchange, the speed limit is proposed to be reduced from 50mph to 40mph. There is a fine balance on inter-urban routes between slower speeds and ensuring bus services can maintain timetables to make up for congestion on other parts of the network. Officers deem the proposed new speed limits as appropriate. The designs take this into consideration with relevant road safety audits undertaken at regular intervals.
- 26. For the most part, the highway boundary in this location is very generous so a bus lane can be introduced without narrowing general traffic lanes but with significantly enhanced width for pedestrians and cyclists. This has been designed to relevant standards. Where width is at a premium, compromise is required without impacting on scheme objectives of speeding up bus journeys and active travel improvements. At the Kings Railway Bridge, the general traffic lanes will need to be reduced for a short distance but with 'hard' verges so raises no safety concerns. The cycle and pedestrian path narrows to 3m at this point but is still an improvement on the current provision. At the King's Canal Bridge, there is not sufficient width for a bus lane without compromising the cycle and pedestrian path. For this reason, the bus gate is being proposed without narrowing the general traffic lanes and providing a 4m wide cycle and pedestrian path.
- 27. A full landscape strategy is being produced to enhance the current low value vegetation with an aim for biodiversity net gain and screening.
- 28. Highway lighting will be provided along the A44 between Cassington Roundabout and Pear Tree Interchange. This will not only allay concerns of residents along the route but will also improve the environment for cyclists and pedestrians.

Bill Cotton Corporate Director, Environment and Place

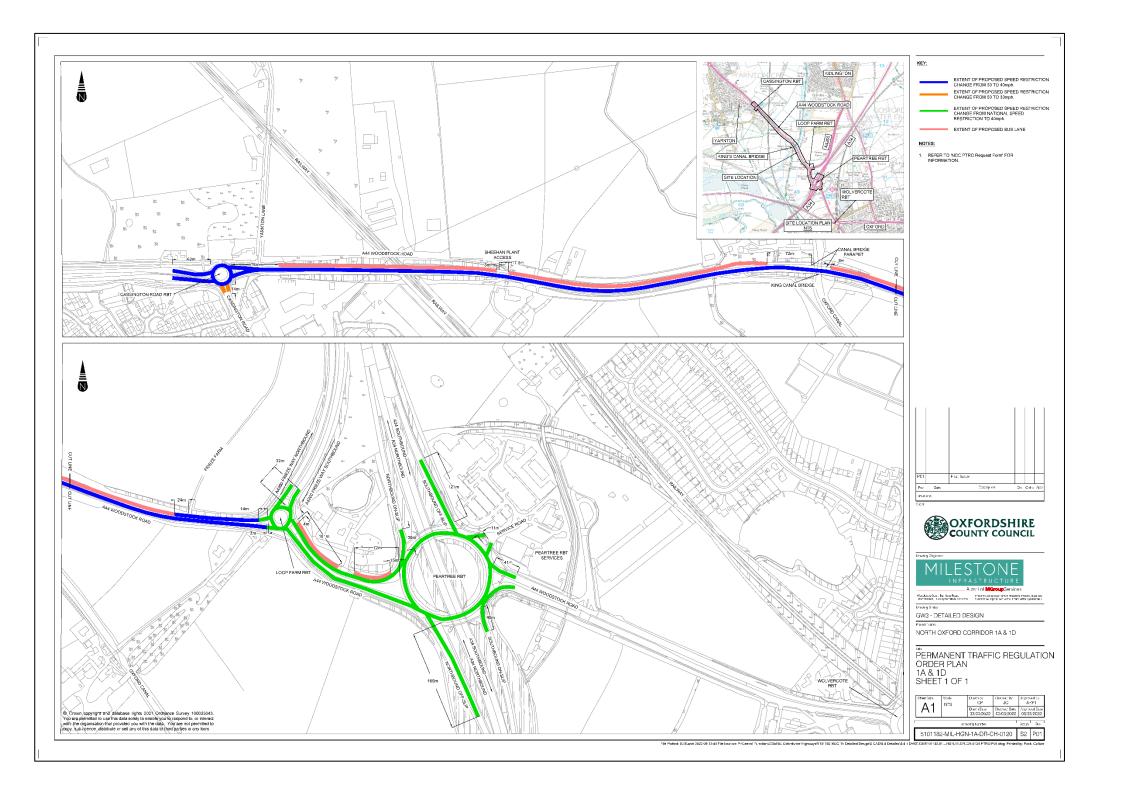
Annex 1: Consultation Plan Annexes

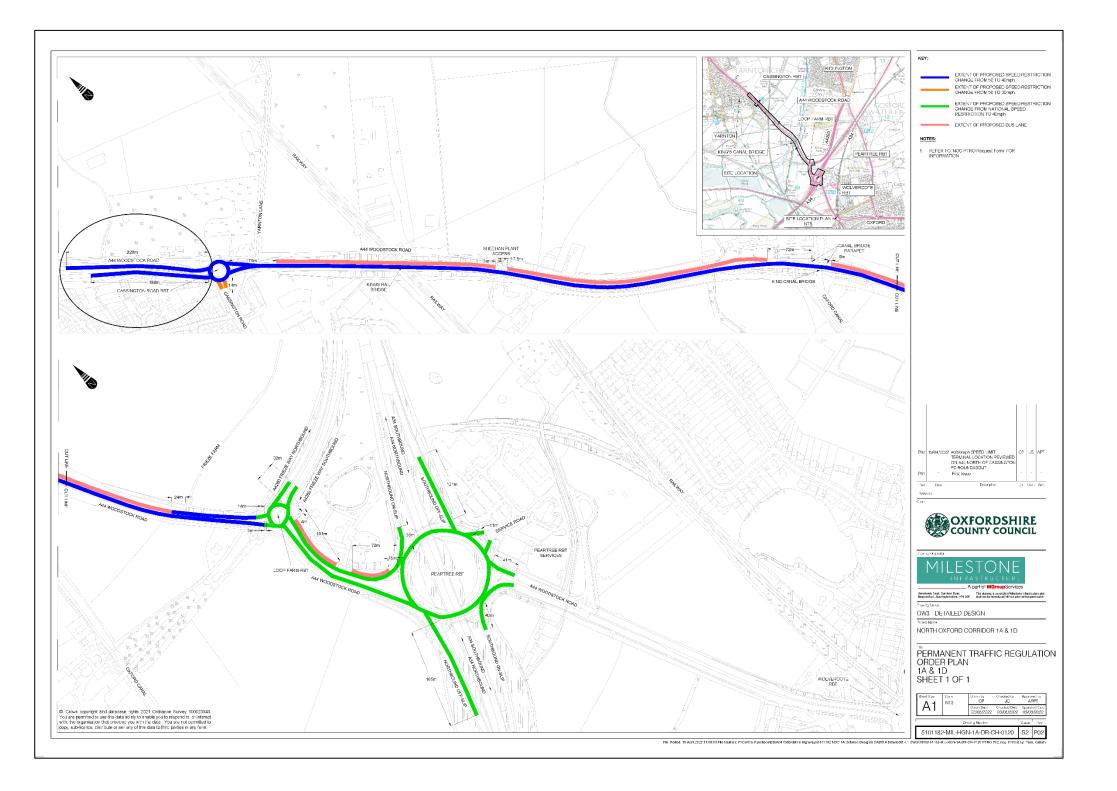
Annex 2: Updated Consultation Plan (extended 40mph)
Annex 3: Consultation responses

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May 2022





RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	No objection
	40mph Speed Limit – <b>No objection</b> Bus Lane – <b>Concerns</b>
	I have no problems with the reduction in the speed limit.
	However, the introduction of the bus lane does concern me as I'm still not clear how much impact this will have on the other parts of the carriageway. Firstly because I understand it will reduce the width of the other two lanes and secondly because of the likely encroachment on to the verges which already seems to have begun.
(16) Local County Cllr, (Kidlington South division)	I'm also unclear as to how a single bus lane in one direction will be able to deal with the transport issues highlighted as part of the local plan partial review. These proposals were initially billed as part of a 'rapid transit system' yet that system only seems to have been planned to work in one direction. There is significant congestion on the A44 in both directions depending on the time of the day. Reducing the carriageway width and potentially stopping traffic multiple times to allow buses across a narrow bridge would not seem to be helpful in dealing with the significant increase on the network that will result from the developments planned in Begbroke, Yarnton and beyond.
	That brings me to the issue of the bus gate over the canal bridge itself. I personally find this a wholly inadequate and potentially problematic solution to a problem that has been highlighted by local campaigners since the proposals for this rapid transit route were first mooted as part of Cherwell District Council's Local Plan Partial Review. The A44 is already heavily congested during rush hours and the assumptions made by CDC planning about the increase in traffic were highly optimistic and speculative. They were certainly not based on any current evidence so the impact of these works cannot be properly assessed.
	To now add into the mix the possibility that traffic will be halted every time a bus needs to cross the narrow bridge seems to be a very questionable proposal. This is likely to cause surging in the traffic flow which will make congestion much worse (particularly around the Sandy Lane and Cassington Roundabouts). This would also increase the

chances of an accident as traffic may come to a sudden halt. There are also concerns about how this level of congestion and suddenly varying traffic flow will affect adjacent residents from getting into and out of their properties.

These are all issues that need far more thought and consideration. I have to say that in my opinion the idea of using a bus gate to deal with the lack of road width is optimistic at best. In normal circumstances this is not something that would be considered on such a route and seems to me to have been born out of desperation to make this whole scheme work. I'm also concerned that there may need to be a second gate over the railway bridge once the realities of the existing infrastructure become apparent. Add in the proposals for further signalised crossings and unattended crossings on the route and the whole thing becomes even more unpredictable.

I feel that the consultation and engagement process over all of these concerns has been far from adequate. I have made repeated comments that the consultation has been handled poorly with several elements of the proposals omitted from the consultation, namely the bus gate itself. There has subsequently been some attempts to include these very significant details at the end of the consultation period, but I remain unconvinced that this has been done in a proper and transparent manner.

Finally I would still like to see proper engagement with local stakeholders, residents and parish councils over the full range of the proposals. Again this has so far not been achieved due to meetings not being properly convened with reasonable notice or at a time when it's likely that council members will be available. We can't simply gloss over these facts due to time constraints. There has been plenty of time to do this properly.

For all these reasons I would ask that we draw a line under all of the above and start again with a new consultation, properly instigated and notified to include all local residents and the four parish councils likely to be impacted by these works. Only after that has been completed and all those involved have had a chance to have their say and contribute to this process should we be contemplating these works going ahead.

40mph Speed Limit – **Object**Bus Lane – **Object** 

(2) Yarnton Parish Council

Yarnton Parish Council objects to the introduction of the bus lane and need therefore for bus gates at various pinch points. The objection is on the grounds that traffic in the non-bus lane will back-up through the village of Yarnton and possibly back to Begbroke. It will also increase pollution levels as traffic stops and starts. The Council also objects to the disruption the bus lanes will cause a number of residents located to the east of the A44. These include Rose Cottage in Yarnton and Couling Close by the canal. The removal of a layby next to Rose Cottage will make it difficult for the residents to exit they property.

	Residents in Couling Close are upset at the lack of consultation and dismayed that established trees have recently been removed affecting their privacy and increasing noise and light pollution. They would like to see the trees replaced. They also have concerns at accessing and exiting their Close with the additional bus lane to negotiate. Because of the housing we would lobby therefore for a 30mph speed limit along this stretch extending this speed limit northward through the village of Yarnton.  At the Turnpike roundabout we would ask that the dual lanes on approaching the roundabout northbound are retained
	as a single lane, similar to the northbound lane at Sandy Lane roundabout. Introducing two lanes at Turnpike roundabout encourages aggressive and fast driving as drivers attempt to overtake, and prevents the chance of access to the roundabout by vehicles from Cassington Road.
(3) Local Cllr, (Yarnton Parish)	40mph Speed Limit – <b>Support</b> Bus Lane – <b>Object</b> Yarnton Parish commented in its submission to initial proposals in 2020 that it had concerns that the additional lane (for buses) would have a negative affect on space for pedestrian and cycle usage. We are also concerned about the initial proposal for the path loop by the canal. We have other comments to improve road usage and connectivity such as continued tarcmac of canal towpath towards Kidlington and introduction of average speed cameras as the A44 travels through the villages of Yarnton and Begbroke. We would also welcome an explanation about the proposed A40 A44 link road – how that is intended to operate and the unintended consequences of it on our community.
(4) Local Cllr, (Yarnton Parish)	40mph Speed Limit – Support Bus Lane – Concerns  I don't see on the plan how the bus lanes, along with roads and paths will all cross the bridges.
(5) Local Group, (OXTRAG)	40mph Speed Limit – <b>No opinion</b> Bus Lane – <b>Object</b>

	OXTRAG objects to the proposal for a bus lane extending from the Cassington Road, Yarnton, Roundabout almost to the Loop Farm Roundabout, and from Loop Farm Roundabout towards the Peartree Roundabout, because such lengths of bus lane would be a waste of money.  This proposed bus lane would be used by very few buses. In the morning peak period, there are currently 4 Route S3 buses per hour, one bus serving the villages off the A44, and about 3 private hire buses, making a total of approximately 8 buses per hour. This total might increase to as many as 12 per hour, but even then the proposed bus lane would be a waste of money.  It would be better to spend the money on measures that would benefit all traffic, and not just a small number of buses. Many disabled people are unable to use buses and have to use cars. Delays to commercial vehicles will cause prices to rise.  I suggest that conversion of Loop farm Roundabout to a signal-controlled junction, and signal-control of the A44 southbound entry to the Peartree roundabout, should be considered.
(6) Individual, (Leafield, Fairspear Road)	40mph Speed Limit – <b>Object</b> Bus Lane – <b>Object</b> Another scheme submitted by a council that hates cars and will not accept that this proposal will reduce the carrying capacity of the oxford road system, a system already groaning under the load. Bus lanes being squeezed into existing roads make them narrower and more dangerous (hence the need for a speed limit) as well as prevent motorcyclists trundling down the middle of two lanes of frequently stopped traffic. Make the road wider and things will not be so bad However that would cost money so I doubt this is possible.
(7) Individual, (Kidlington, Yarnton Road)	40mph Speed Limit – <b>Object</b> Bus Lane – <b>Object</b> Speed limits are ok as they are and no problems in traffic flow or accidents. Bus lanes may cause build up of traffic especially at busy times.

(8) Individual, (Email response)	40mph Speed Limit – <b>Object</b> Bus Lane – <b>Object</b>
	Given the recent and ongoing tree surgery and land clearance works along this route that have been undertaken, or are ongoing, this doesn't look like a consultation as it appears preparation has already started for a new bus lane.
	The new plan appears to show the bus lane using the existing cycle track. The plan does not show any provision for a replacement?
	The only reason for the reduced speed limit is to allow an unnecessary bus lane to use a bus gate by king canal bridge
	The bus lane/gate will only be of benefit for a short period each morning with little benefit over the majority of the day. In addition it will create problems at the turnpike roundabout for merging traffic and also pedestrians and cyclists crossing on the oxford side of the roundabout.
	The rationale for reducing the speed limit from 50 to 40 is still unclear, as the only time traffic volumes create congestion the traffic will be moving slower than 40, and the rest of the day the traffic is light and therefore does not require traffic management initiatives.
(9) Individual, (Yarnton, Couling Close)	40mph Speed Limit – Concerns Bus Lane – Concerns
	1. With the increased complexity of additional traffic lanes there is a concern that 40mph not slow enough. Currently it is very difficult to enter or leave the development due to the traffic volume and speed of the road, and additional lanes will increase this danger/risk. The vast majority of large heavy load vehicles, vans and cars do in excess of 50 mph and the road bends and undulates with the bridge reducing visibility entering and exiting. If a 30mph limit is not possible due to regulations etc, then further calming methods such as pedestrian crossings, street lighting, bus stop may help to reduce the risk and danger
	2. What impact will there be on the ingress/egress of the Couling Close development, and will there be any improvements that ensure the safety of residents? An extension of the bus lane may affect the gradient of the entrance which is already steep

	<ul> <li>Safety of entry joining and exiting onto the a44</li> <li>Poor signage and lighting that can cause potential accidents</li> </ul>
	3. What measures will be put in place alongside any new bus lane that replaces the existing natural barrier of woodland that currently affords Couling Close residents:
	<ul> <li>Increase of noise and environmental pollution</li> <li>Loss of privacy from the a44 onto the neighbouring houses and the development as a whole</li> </ul>
	<ul> <li>4. Will there be a pedestrian/cycle path that will now border the development which previously had 8 meters of woodland growth as a natural barrier to the houses within the development. If so:</li> <li>What measures to reduce privacy and security issues that will affect and potentially devalue the properties</li> </ul>
	within the development?  • What measures to reduce the increase noise pollution that will affect and potentially devalue the properties within the development?
	5. Will there be a bus stop and if so where will it be located on the new bus lane and will it have a shelter for the public?
	6. Will there be a pedestrian crossing to allow pedestrians and cyclist to cross the road safely (which will also act as a traffic flow calming measure)?
	Once again thank you for giving us the opportunity to share our feedback and concerns and we look forward to working with your team and other departments closer in the future.
(10) Individual, (Yarnton, Fletcher Close)	40mph Speed Limit – Concerns Bus Lane – Concerns
	All traffic currently not moving during rush hours. Extra build up of traffic during work being done. Who's going to police speed limits? Closure of Sandy lane/Yarnton rd. new housing estates being planned. Total gridlock. Poor people trying to get to appointments.
(11) Individual, (Yarnton, Spencer Avenue)	40mph Speed Limit – Concerns Bus Lane – Object

	40mph speed limit on A44 - i think this is too low, if traffic volumes are high that slows down traffic at other times it could be reduced to 50 from 60.
	Bus lane on A44 (between Cassington Road & Peartree RBT) there are only 2 busses and hour I cant see how this warrants either the investment or the disruption, both during the construction and after regarding the increased ques to other traffic. Also cycle traffic will be detrimentally affected as the bridge foot and cycle paths will need to become roads.
(12) Individual, (Yarnton, Couling Close)	40mph Speed Limit – Support Bus Lane – Concerns
	1. Given that on entering and exiting our development there have been two accidents in the past 2 years (that I am aware of), traffic speed reduction would be most welcome. Should this be implemented, can you advise what will be done to enforce this - will fixed radar or traffic lights be implemented?
	2. With respect to the bus lane, what will become of the pedestrian side walk abutting our development, will it be retained or revised in any way?
	3. Will you be installing a proper pedestrian crossing at our entrance, to facilitating safe passage across this busy road?
	3. Will there be a specific provision for cyclists?
	4. Will you be installing lighting to the entrance to our development?
	5. What will become of the lay- by/ bottle bank - will it be retained, and if so, will it be "properly" redeveloped to include a much needed bus stop which has previously been requested by residents?
	Other Concerns: Whilst I appreciate the narrow focus of the review, through what channels can the following important matters be addressed given the ecological, health and financial impact of moving traffic closer to our homes:
	a. Noise abatement.

	b. The substantial loss of trees/wildlife habitat. c. Increased pollution. d. House price devaluation.
(13) Individual, (Yarnton, Pixey Close)	40mph Speed Limit – Support Bus Lane – Object  I object to the bus Lane on the grounds that the width available is insufficient to support 3 traffic lanes and a suitable cycle/foot path especially at pinch points such as the canal bridge.  The various Councils should have properly considered the road infrastructure's capacity to be adapted before agreeing to expand development in the area on such a grand scale. The A44 was never going to be able to accommodate more traffic and local people will pay the cost.
(14) Individual, (Oxford, Alice Smith Square)	40mph Speed Limit – Support Bus Lane – Support Lower speed equal less accidents (or at least less serious ones). Quiet and safety - we need that here
(15) Individual, (Oxford, Wolvercote Canal)	40mph Speed Limit – Support Bus Lane – Support  Need to improve journey reliability for public transport if we want people to make the change. Think that the only reason for the speed limit changes is due to the development of Northern Gateway between A40/A44/A34.