

Divisions affected: *Wheatley*

DELEGATED DECISIONS BY CABINET MEMBER FOR TRANSPORT MANAGEMENT

14 NOVEMBER 2024

HORSPATH – PROPOSED 40MPH & 20MPH SPEED LIMITS

Report by Director of Environment and Highways

RECOMMENDATION

The Cabinet Member is **RECOMMENDED** to:

Approve the following proposals, as advertised:

- a) 20mph speed limit in Horspath,
- b) 40mph speed limit on the Horspath Road/Oxford Road.

Executive Summary

2. The report presents responses to a statutory consultation on the proposals to introduce a) a 20mph speed limit in Horspath, replacing the majority of the existing 30mph speed limit in the process as shown in **Annex 1**, and b) a new 40mph speed limit on Horspath Road/Oxford Road in place of the existing 60mph national speed limit between the proposed village 20mph speed limit and the existing 40mph speed limit to the west, leading out of Oxford, as shown in **Annex 2**.

Financial Implications

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

Legal Implications

4. 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

5. No implications in respect of equalities or inclusion have been identified in respect of the proposals.

Sustainability Implications

6. The proposals would help encourage walking and cycling within Horspath by making them safer and more attractive.

Formal Consultation

7. Formal consultation was carried out between 19 September and 11 October 2024. A notice was published in the Oxford Times newspaper, 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, Oxford City Council, the local District & City Cllrs, Horspath Parish Council, and the local County Councillors representing the Wheatley, and Cowley divisions.

Statutory Consultee Responses:

8. Thames Valley Police re-iterated their views concerning OCC's policy and practice regarding speed limits, and wish their response to be listed as 'having concerns' rather than an objection.
9. Oxford Bus Company offered no objection, although they did raise concerns about the potential impact on the No.46 service. However, they concluded that the width of most of the roads concerned and their character means that vehicles cannot generally significantly exceed 20mph at most times. As a result, the effect of these specific proposals on bus services – extensive though they are - was not considered to be sufficiently problematic to warrant a 'formal' objection.
10. Oxfordshire Cycling Network expressed support for the proposals

Other Responses:

11. A further 14 responses were received via the online survey during the course of the formal consultation, and these are summarised in the table below:

Proposal	Object	Partially support	Support	No objection	Total
20mph speed limit	6 (40%)	3 (20%)	4(30%)	1	14
40mph speed limit	4 (27%)	3 (20%)	5 (35%)	2	14

Horspath 20mph Overview

Legend	
Proposed 20	
Existing 30	
Proposed 40	
Existing NSL	
Not Public Highway	

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Rev.	Date	Purpose of revision	Drawn	Checked	Approved
1.0	29.02.24	Proposal 2	C.R		

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Project title: Horspath 20mph Scheme

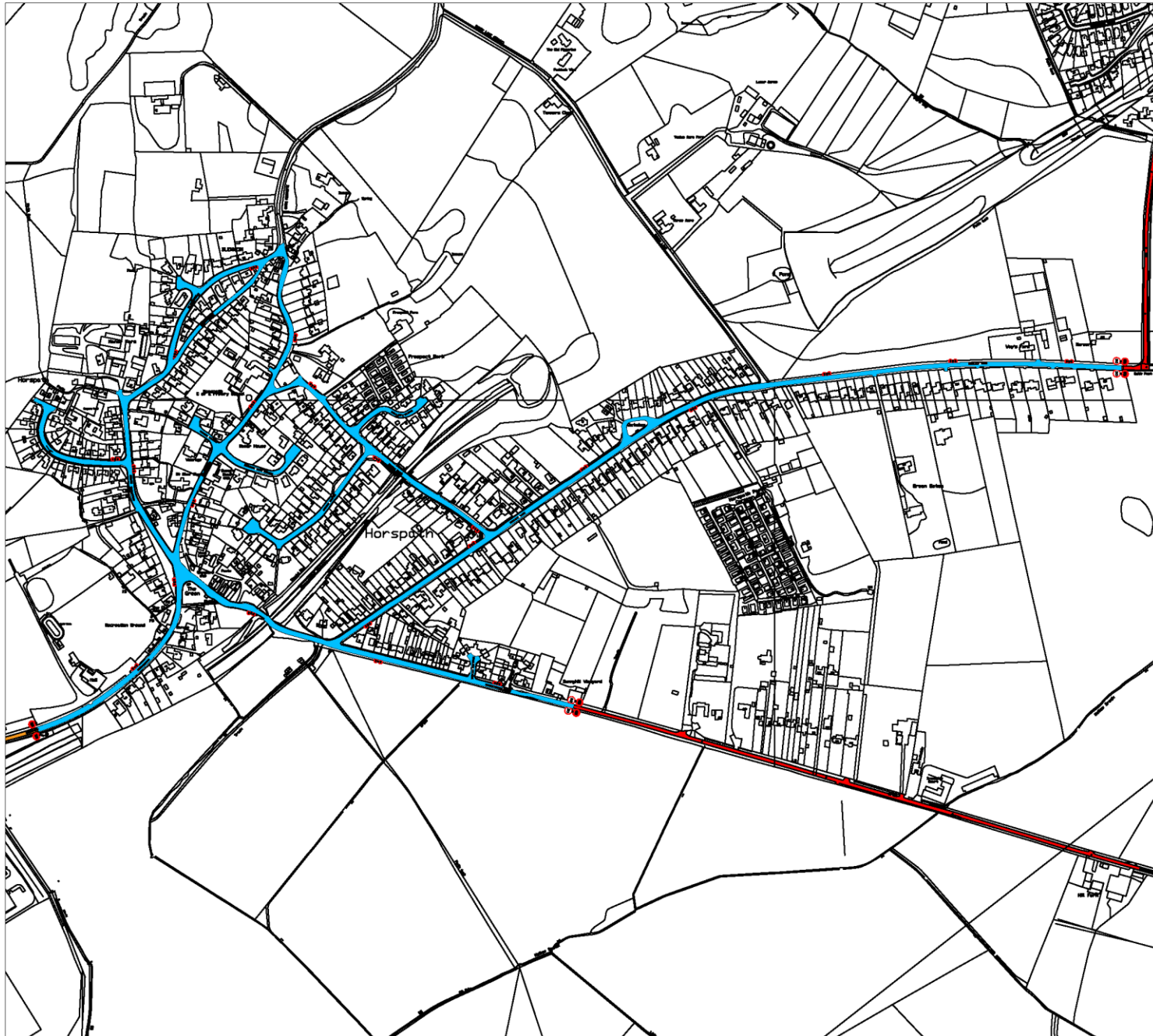
Drawing title:
 Horspath 20mph Scheme Overview

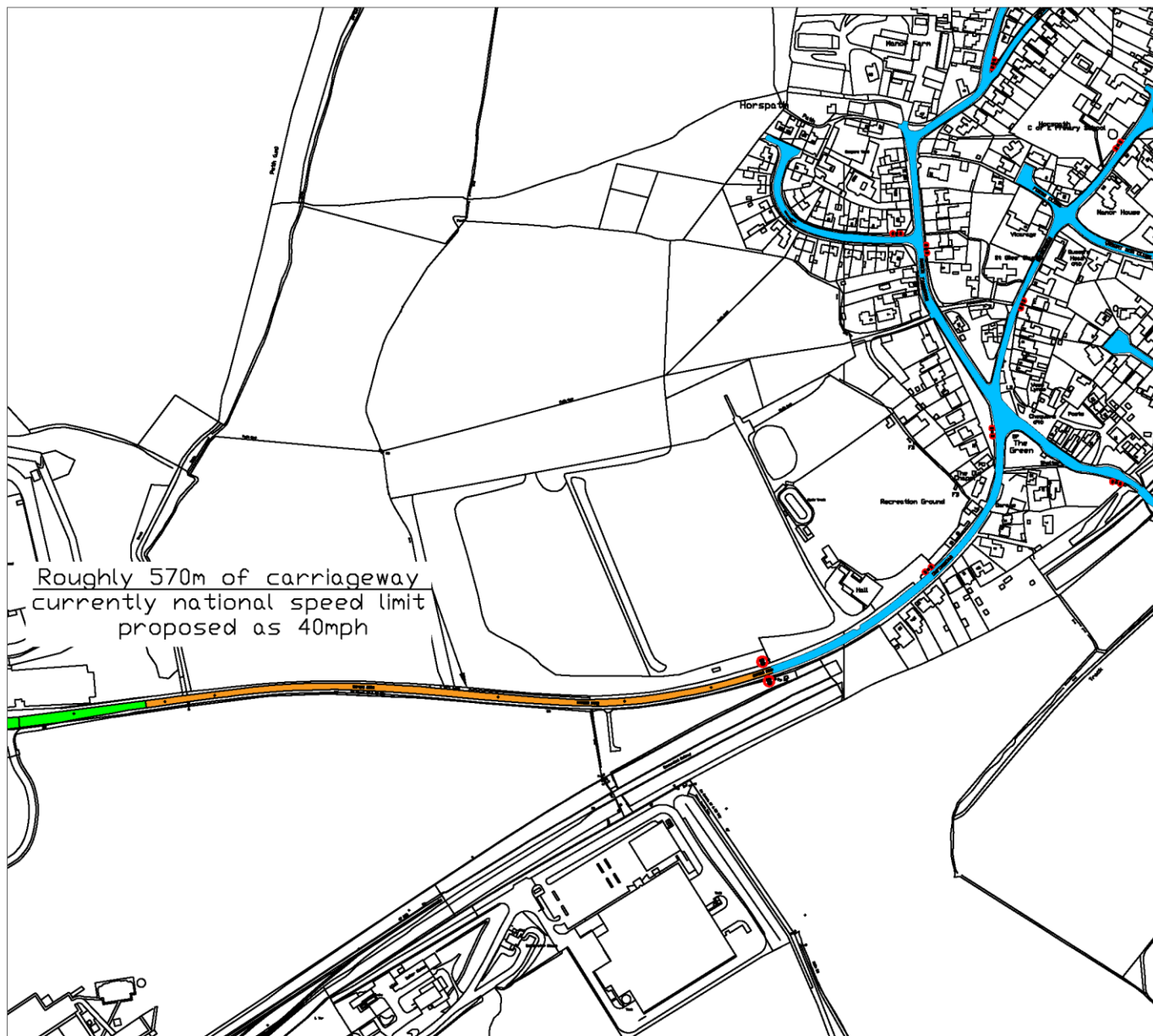
Drawing Status

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	Date drawn 29.02.24	Date checked 01.03.24	Date approved 01.03.24

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Drawing No. 1.0	Revision 1.0
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Roughly 570m of carriageway
currently national speed limit
proposed as 40mph

Horspath 40mph Overview Revision 1.0

Legend	
Proposed 20	
Existing 40	
Proposed 40	
Not Public Highway	

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Drawing title:
Horspath Oxford Rd 40mph Scheme

Drawing Status

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RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	<p>Concerns – 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.</p> <p>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 dis-proportionate number of drivers to criminalise themselves and could bring the system of speed limits into disrepute.</p> <p>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.</p> <p>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.</p> <p>The key factors that should be taken into account in any decisions on local speed limits are:</p> <ul style="list-style-type: none"> • history of collisions • road geometry and engineering • road function • composition of road users (including existing and potential levels of vulnerable road users)

	<ul style="list-style-type: none"> • existing traffic speeds (No data provided) • road environment <p>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 .</p> <p>Our stance remains that primarily 20 mph speed limits and zones should be self-enforcing</p> <p>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 a substantial number of motorists.</p>
<p>(2) Head of Built Environment and Infrastructure, (Oxford Bus Company)</p>	<p>No objection – I and the team have considered these extensive proposals carefully. They affect the 46 service that we operate, partly funded by the County Council. Importantly, the service is also operated in partnership with Belmond International to support staff travel to and from the nationally and internationally recognised culinary destination of Le Manoir aux Quat’ Saisons. This is a jewel in the County’s hospitality sector, and it is also a major international centre of excellence for training. The service consequentially operates seven days per week, and until after midnight. The destination is also on the threshold of a major expansion project. All the settlements en-route thus benefit from an exceptional level of service that can in no way begin to be justified by the relatively modest levels of demand from local residents.</p> <p>Horspath is one such village.</p> <p>Furthermore, the village has until relatively recently struggled to justify any meaningful bus service at all. This has been a matter that has greatly exercised the Parish Council in the past. The current level of service – particularly on Sundays and late into the evenings outwith the hours of support from public funds – should not be taken for granted. In fact, the likely effect of the proposals will be greatest at these times – the very ones when Belmond staff value as direct a journey as possible to and from their place of work, to fulfil demanding shifts.</p> <p>We have considered the effects of this proposal, along with those previously consulted on in Littleworth and Horspath. The cumulative length of the proposals across all three Parishes is about 4.4m with only the smallest gap between</p>

	<p>Horspath and Littleworth. Typically, this could be expected to have a very serious deleterious impact on the ability to offer the existing timetable and on overall journey times through the settlements, materially affecting the relevance and attractiveness of the service. In this case, though, the width of most of the roads concerned and their character means that we have concluded that our vehicles cannot generally significantly exceed 20mph at most times. Accordingly, the effect of these specific proposals on our bus services – extensive though they are - is not considered to be sufficiently problematic to warrant an objection.</p> <p>However, stakeholders should be aware that we will need to monitor operation of the service carefully, to ensure that we maintain compliance with the speed limit and with the wider legislation binding upon us, as well as arrangements we have with Belmond.</p> <p>We thus offer no objection. However, we trust that all stakeholders will consider the above informative text carefully.</p>
(3) Local resident, (Horspath, Gidley Way)	<p>20mph speed limit – Object Why do you need 20 mph? No school on main road through Horspath, and no pedestrians where there are no pavements, and we already have a lot of speed humps which reduce speed already.</p> <p>40mph speed limit – Object why do we need 20 mph? We don't have any schools on the main roads, no pedestrians where there are no pavements, and several speed humps which slow vehicles every few yards.</p> <p>Travel change: No</p>
(4) Member of public, (Woodcote, Reading Road)	<p>20mph speed limit – Object I am against the 20mph proposal for the following reasons:</p> <p>1. Road conditions: The area has good roads which are wide and straight that are suitable for 30mph; There are good footpaths along the roads that enable pedestrians to walk around safely; The proposal covers a section of Oxford Road/Cuddesdon Road, which will significantly affect the traffic going pass the village; The area doesn't have adequate accident history indicating that there is a significant safety risk; If you want better safety, add safety barriers, pedestrian crossings, and dedicated cycle lanes, which might be more efficient.</p>

	<p>2. The blanket 20mph approach is not scientific as claimed. The decision-makers simply took the news headline '20mph reduces collisions by xx%', while ignoring the fact that the speed restrictions in those trials were deployed in high-risk areas. In Oxfordshire, many of these low speed zones are being deployed in low-risk areas with no accident history, few residents, and good roads.</p> <p>3. According to statistics data, only 3 out of 1000 people in Oxfordshire might die from traffic accidents over 80 years. The blanket 20mph approach means that the remaining 99.7% will need to slow down for them in the rest of their lives.</p> <p>4. The proposal does not conform to the Department of Transport guidance in setting local speed limits 'only introduce 20mph limits and zones, in the right places, over time and with local support in urban areas and built-up village streets that are primarily residential, using the criteria in Urban speed limits'</p> <p>40mph speed limit – Object I am against the 40mph proposal because most of the road section is in a rural area with a good cycle lane/pedestrian foot path. The road section is wide and safe. The junction outside of the gym has good visibility. The only exception is the short section between A4142 and Roman Way where 40mph MIGHT be appropriate.</p> <p>Travel change: No</p>
<p>(5) Local resident, (Garsington, Oxford Road)</p>	<p>20mph speed limit – Object 20mph speed limit only frustrates drivers even more resulting in high road rage incidences and increased dangerous manoeuvres,</p> <p>For example with the local village garsington which has recently been changed to 20mph, this has resulted in people carrying out dangerous overtakes on blind bends due to the extreme unnecessary speed.</p> <p>40mph speed limit – Partially support Cuddesdon Road should be changed to 40mph drivers already drive around 40mph and also over take other doing the current 30mph, the road is straight and with a complete clear view.</p> <p>Travel change: No</p>

<p>(6) Local resident, (Garsington, Willow Close)</p>	<p>20mph speed limit – Object In certain roads it is ridiculous to keep to a 20mph speed limit. Please take into consideration places where you have already implemented this such as Garsington where it is almost impossible to keep to 20mph on the hill. But regardless you will not listen to residents just like with the LTNS and bus gates.</p> <p>40mph speed limit – Partially support For a short stretch of road I can see why this is understandable.</p> <p>Travel change: Other I would be more likely to look to move outside of Oxfordshire. You should be focusing on bigger issues like the mass flooding today, or the fact that “emissions” aren’t even caused in mass in the UK compared with other countries.</p>
<p>(7) Local resident, (Horspath, Oxford Road)</p>	<p>20mph speed limit – Object Does not need to be 20mph in the village</p> <p>40mph speed limit – Partially support I generally don't go more than 40mph anyway on this road. Lots of pot holes and windy road</p> <p>Travel change: No</p>
<p>(8) Member of public, (Garsington, Wheatley Road)</p>	<p>20mph speed limit – Object If anything to go by the speed limit in Garsington has encouraged overtaking dangerously. Speeds have not gone down even by the school crossing</p> <p>It's got to be endorsed lots more speed bumps and road markings. And no overtaking signs</p> <p>40mph speed limit – Support The 40 should be on all roads into villages not just Horspath but my experience when doing 40 you yet get overtaken as experience on other roads in Oxfordshire. Reduces speeds must also have no overtaking to stop the totally dangerous problems the speed limits I have encountered driving around Oxfordshire Roads. Northampton seem to have got it solved</p>

	<p>Travel change: Other Speeds will not slow</p>
<p>(9) Member of public, (Garsington, Combewell)</p>	<p>20mph speed limit – Partially support No problem with 20mph limit in the centre of the village. However not necessary along most of Cuddesdon rd, and Gidley Way. The limit between Horspath and BMW should be 50 mph not 40mph</p> <p>40mph speed limit – Object As an experienced driver, I believe we need realistic speed limits, not just a blanket 20mph. Speed limits are a nightmare with too many changes, and no logic in how they are applied over the country</p> <p>Travel change: No</p>
<p>(10) Local resident, (Cuddesdon, The Green)</p>	<p>20mph speed limit – Partially support I'm writing as a cyclist, living in Cuddesdon, who regularly cycles into Oxford through Horspath.</p> <p>The Council states that it "wants to make our built environments safer and more attractive places to walk and cycle". In my experience a 20mph speed limit will make NO difference to my safety when cycling through the village. In the centre of the village particularly around the bend, I have often experienced cars overtaking me very close and/or cutting in to avoid an oncoming car. They do this at 20 mph or less so a 20mph speed limit will not make me any safer.</p> <p>If you really want to make cycling through the village safer then you need to tackle the chicane at the bottom of the hill on Cuddesdon Road. It might be in a 30mph zone but the average speed is 40 mph and often higher. Cars try to overtake and fail to give way through the chicane. I've been so frightened there that pre-Covid, I stopped cycling. Post Covid I've tried again (even at 74 it's still the quickest way into Oxford) but my heart is still in my mouth every time I go through the chicane with cars around.</p> <p>The chicane has no cycle by-passes despite its width being between 3.2 and 3.9 metres - in direct contravention of current design guidance. Please don't wait until there is another death before making it safe.</p> <p>40mph speed limit – No objection</p>

	<p>There is a properly designed cycle path along this section</p> <p>Travel change: No</p>
<p>(11) Member of public, (Garsington, Oxford Road)</p>	<p>20mph speed limit – Partially support They do not work, as in Garsington, drivers still exceed the speed limit, as there is no police control, and they know they will not be prosecuted. Having said that 20 mph is a bad idea</p> <p>40mph speed limit – No objection they drive at that speed anyway through the villages</p> <p>Travel change: No</p>
<p>(12) Local resident, (Horspath, Blenheim Way)</p>	<p>20mph speed limit – Support It is a residential area.</p> <p>40mph speed limit – Object This is a country road. There are no houses here and 60mph is a suitable limit for this road.</p> <p>Travel change: Yes - cycle more</p>
<p>(13) Local group/organisation, (Oxfordshire Cycling Network)</p>	<p>20mph speed limit – Support We support this speed limit reduction in Horspath based on growing evidence from Wales, London and other UK cities that 20mph limits result in a 20-30% reduction in road casualties across all users: pedestrians, cyclists, motorcyclists, motorists and their passengers. This happens even with current low levels of enforcement, although we consider that better enforcement should also be applied. We support Oxfordshire's policy of 20mph limits with community support and schemes designed to be where the people are.</p> <p>In particular in Horspath, this will be valuable for cyclists climbing the steep hill. Lower speeds also create a more friendly street environment for people to walk, wheel and cycle, encouraging healthy forms of transport that reduce road danger further, reduce traffic, reduce damage to the environment, and lead to healthier and happier lives.</p>

	<p>40mph speed limit – Support This change is sensible to avoid having a short section of 60mph limit between 40 and 20.</p> <p>Travel change: Yes - cycle more</p>
(14) Local resident, (Horspath, Oxford Road)	<p>20mph speed limit – Support I feel it would make the road safer for cyclist travelling through Horspath so that they would feel able to ride on the road as opposed to the path on the residential part of the Oxford Road thus making the pavement safer for pedestrians and for cars exiting their driveways. Cars also speed up when exiting the village towards Oxford.</p> <p>40mph speed limit – Support I feel that 40mph is a much safer speed to enter the village as there are bends that impair the vision of drivers coming into the village and often hear horns of cars that are exiting the village that have to slow down to avoid causing an accident.</p> <p>Travel change: Yes – walk/wheel more</p>
(15) Local resident, (Horspath, Gidley Way)	<p>20mph speed limit – Support I support this as it is used as a rat run and vehicles speed through the village especially by the railway bridge.</p> <p>40mph speed limit – Support As it is 40 mph to just past the Oxford United training ground it makes sense to carry it on to the villag</p> <p>Travel change: No</p>
(16) Local resident, (Wheatley, Old Road)	<p>20mph speed limit – Support I drive and cycle through horspath regularly (Wheatley resident cycle commuting) and my son attends preschool there. Particularly Gidley Way would benefit from 20mph, but the rest of the village too. I'd feel safer as a cyclist and when I'm driving it wouldn't be a problem.</p>

	<p>40mph speed limit – Support This is currently a very short section of 60mph, it encourages people to speed up only to slow down again (or not). A consistent 40mph would be better.</p> <p>Travel change: Yes - cycle more</p>
<p>(17) Local resident, (Horspath, Oxford Road)</p>	<p>20mph speed limit – No objection The traffic in horspath is a rat run to & from the ring road, they are always driving at to fast a speed for a village</p> <p>40mph speed limit – Support I think that it should be 40mph, then 30 mph 100 yards before the village and then 20 mph in the village</p> <p>Travel change: No</p>