

Agency Transfer Work - Speed Safety Appraisals

22 January 2003

Key Issue:

To report the results of speed/safety appraisals undertaken at the request of Woking Borough Council following the Highway Agency transfer in April 2002.

It is proposed to adjust the speed limits on some roads where the existing limit is considered to be inappropriate, whilst maintaining existing limits on others and introducing appropriate measures to reduce vehicle speed.

Summary:

Speed limits on some 91 sites within the Woking local area have been assessed against the County Council's Speed Management policy. It is proposed to reduce the speed limit on Church Hill, Pyrford and to introduce measures to reduce the problem of speeding on other roads in the Pyrford area, the Sutton Green area, White Rose Lane and certain other roads with speeding problems.

Consultations:

The Police have been consulted and are supportive of the proposals.

Members of the Committee, and Borough Councillors who had requested particular roads to be investigated, have been informed of the proposals contained in the report.

Further consultations will be carried out with residents and other stakeholders before the measures proposed below are introduced.

Benefits to People of Woking:

There are clear safety benefits to be gained from speed reduction. Lowering vehicle speeds will make a direct and positive contribution to the Local Transport Plan's safety and environmental objectives, and the targets for road casualty reduction, reduced vehicle emissions and noise.

Officer Recommendations:

The Committee is asked to agree

- (i) that approval be given in principle, subject to public consultation, to the package of measures for the Pyrford area, the Sutton Green area and White Rose Lane;
- (ii) that, where appropriate, approval be given in principle, subject to public consultation, to the measures proposed to deal with other roads with speeding problems as described in Paragraphs 36 49 of this report; and
- (iii) that all of these measures be included in the programme of future works for 2003/4.

INTRODUCTION AND BACKGROUND

At its meeting on 1 July 2002, the Woking Local Committee was informed of a number of requests which had been received on 1 April 2002 from Woking Borough Council as former agents for the County Council on highways matters. At the same meeting, Cllr Mrs Tinney requested that officers meet with the residents of White Rose Lane to discuss the options to deal with traffic speeds and volumes. At its 11 September 2003 meeting the Local Committee was informed that the surveys had been done and that the initial analysis of the results had begun.

2 The requests were:

For consideration of the introduction of 20mph speed limits at a number of sites, mainly in the vicinity of schools – see Annex A

For a safety appraisal of roads in the Pyrford Road area. - see Location Plan 11402 Annex D

For a safety appraisal of roads in the Sutton Green area – see Location Plan 11403 Annex E

For a safety appraisal of White Rose Lane – see Location Plan 11404 Annex F

- In addition, a request was received from Borough Councillor John Kingsbury for a review of the speed limit on St Johns Road, between Triggs Lane roundabout and Winnington Way, and this has been included in the report.
- 4 Following correspondence with a resident of Littlewick Road, the Local Transportation Manager undertook to include this road in the review, and this site has also been included in the report.

ANALYSIS AND COMMENTARY

- 5 Surveys of traffic speeds were carried out during the summer. Most of these were completed before the schools broke up for the summer holiday. A few were carried out after the schools returned in September. In all, some 91 surveys were carried out.
- The information was collected using automatic traffic counters the counter is secured to roadside furniture and connected to two rubber tubes which are stretched across the road. The passage of vehicles over the tubes enables the counter to determine the direction and speed of each vehicle. The counters recorded information for a whole week (24 hours/7 days). Thus it was possible, for each site, to determine how speeds and volumes varied throughout the day and also how they varied by days of the week. The measured speeds shown in column two of Annex B are the overall 85th percentile speeds in both directions for the whole seven day period. The 85th percentile speed (the speed which is exceeded only by 15% of drivers) is historically the speed which has been one of the factors considered by local authorities when setting speed limits.
- 7 For each site, the appropriate speed limit was assessed using Surrey County

Council's Speed Management Policy. The assessment is carried out by assigning a points score for a number of factors. (A copy of the speed limit assessment document is attached at Annex C). These points are then added together to form a total which determines the appropriate speed limit.

- 8 The assessment places the greatest emphasis on the type of road and the environment through which it passes. Other factors taken into account are the number of personal injury accidents, the width and gradient of the road, lack of street lighting, etc. It has thus been possible, for each site, to compare actual vehicle speeds with the current speed limit and the appropriate limit as assessed by the Speed Management Policy. These figures are shown in Annex B.
- 9 For some roads which are currently subject to a 30mph speed limit, the appropriate limit has been assessed at 40mph. (Coldharbour Road, Connaught Road, Eve Road, Hermitage Road, Kingfield Road, Pyrford Road, Rosemount Parade, Sythwood, Walton Road, and York Road). However, it is not proposed to increase the speed limit at these locations.

20mph Speed Limits and 20mph Zones

- 10 The use of 20mph zones was intended to address the serious problem of child pedestrian accidents occurring in and around residential areas. For this reason, most of the requests for 20mph speed limits received from Woking Borough Council were for areas outside schools in built up areas, where there would be large numbers of child pedestrians. Research has shown that the risk of a child being involved in an accident is reduced by about two-thirds where 20mph zones have been installed. Other sites were included at the specific request of Borough Councillors, or as a result of petitions to Woking Borough Council.
- 11 There are two ways in which a speed limit of 20mph may be introduced:
 - a) 20mph speed limits using terminal signs at the beginning and end of the limit, with repeater signs within the limit, but without any physical speed reducing measures. This sort of measure would be appropriate where 85th percentile speeds are already low, and further traffic calming measures are not necessary. Government advice is that, where 85th percentile speeds are within 20% of the proposed limit (that is, not higher than 24mph), a 20mph speed limit may be introduced.
 - b) 20mph zones, where excessive speeds occur and traffic calming measures would be needed to ensure that speeds are reduced to or below 20mph.
- 12 It is clear from Annex B that there are several roads within Woking where 20mph speed limits, without traffic calming, could be introduced. (Because the 85th percentile speeds are already at or near 20mph). However, it would be difficult to justify the cost of advertising and making the necessary traffic regulation orders, and erecting the necessary signs for a lower speed limit if speeds are already at or near 20mph.
- 13 On the other hand, where speeds are higher, it would not be appropriate to introduce lower speed limits without first introducing effective traffic calming

measures. It can thus be seen that, to introduce 20mph zones in the vicinity of all schools, or indeed within other residential areas, would require an extensive programme of traffic calming measures. This in turn has considerable implications in terms of human and financial resources. Another difficulty is that, outside school times, the existing 30mph speed limit may be entirely appropriate, and the Government currently has no plans to introduce variable speed limits. Members will recall that, at the meeting on 13 November, Peter de la Bertauche, Group Manager, Traffic and Road Safety, had stated that trials with variable speed limits had shown that they were unsuccessful.

14 The other important point is that none of the assessments carried out indicate that the appropriate speed limit should be 20mph. As the assessments take accident rates into account, it is difficult to justify reducing a large number of speed limits where all of the existing 30mph limits are appropriate according to the County Council's existing speed management policy.

Pyrford Road Area

- 15 The Pyrford Road area has been taken to be the large area bounded by Old Woking Road, Pyrford Road, Warren Lane, Church Hill and Pyrford Common Road, which is a mixture of open countryside and residential development. (See Location Plan at Annex D).
- 16 The surveys indicate that, for the unclassified residential roads within this area, speeding is generally not a problem, with 85th percentile speeds at or below 30mph. However, there are speeding problems on Pyrford Road, Coldharbour Road and Oakcroft Road.
- 17 Church Hill, Pyrford, which currently has a 60mph speed limit, is suitable for a reduction in the speed limit.

<u>Proposals – Church Hill</u>

- 18 Church Hill separates St Nicholas' Church from its graveyard, leading to a number of pedestrian crossing movements there. Because of the alignment of the road and the lack of footways, this is a difficult place to cross sightlines are restricted and there are no other suitable crossing points nearby. Warning signs and "SLOW" markings are in place, and additional areas of red surfacing will be laid shortly, but pedestrians' perception is that crossing Church Hill, particularly from the graveyard side, is a hazardous operation.
- 19 The speed limit has been assessed, and could be reduced from 60mph to 40mph. It is proposed that this be done; this may help to reduce vehicle speeds, particularly where drivers are currently travelling in excess of 40mph, and serve to reassure pedestrians.
- 20 If the 40 mph speed limit is taken as far as the Woking/Guildford boundary, this will leave a short length of road with a 60mph speed limit between two 40mph speed limits. The appropriate speed limit on Newark Lane has been assessed at 50mph. However, speed limits of less than half a mile in length can be confusing, and for consistency and to avoid confusion for drivers, it is suggested that the existing

40mph speed limit in Newark Lane in the Guildford local area is extended as far as the boundary. It is also proposed to include Upshott Lane within the proposal. Although actual speeds on Upshott Lane have not been measured, the speed limit has been assessed and 40mph was found to be the appropriate speed limit. The proposal is shown on Plan No. 11405 attached at Annex D.

Proposals - Pyrford Road

21 The 85th percentile speed of traffic on Pyrford Road is 40mph. Pyrford Road had a speed camera introduced in early 2002. However, there were insufficient funds for a "dummy" camera unit. This means that, if the camera is deployed by the Police at other sites, speeding motorists passing the camera housing do not trigger a flash, and the deterrent effect is lost. It is therefore proposed that a dummy camera unit be purchased.

Proposals - Oakcroft Road and Coldharbour Road

- 22 It is proposed to introduce "gateways" in the form of coloured surfacing and "dragons teeth" road markings (a series of white triangular markings along the carriageway edges) at the end of Oakcroft Road and at both ends of Coldharbour Road, as shown on Plan No. 11406. (Annex D)
- 23 Additionally, Oakcroft Road and Coldharbour Road will benefit from a joint campaign by County Council and Police officers, whereby large, highly conspicuous "Watch your speed" road safety posters are erected at frequent intervals along the road and regular enforcement is carried out by the Police. Traffic speeds would be monitored to assess the effectiveness of the campaign.
- 24 The Council has recently purchased a fleet of vans for use by the Police for speed enforcement purposes. The vans will be equipped with mobile speed cameras. In addition, the Local Transportation Service intends to purchase mobile interactive signs which can be deployed by the roadside to make drivers more aware of the actual speed limit. Such signs would be useful in any joint campaigns carried out as described above.

Sutton Green Area

25 Sutton Green is a small village to the west of the A320, approximately half way between Mayford and Jacobs Well in the Guildford local area. (See location plan attached at Annex E). Roads are rural in character and subject to a 40mph limit, which has been assessed as appropriate. New Lane, Sutton Green Road and Blanchards Hill are used as a through route by drivers travelling between Woking and Guildford, thus avoiding the A320. Whitmoor Lane is also used by through traffic, particularly southbound traffic, which uses part of the A320 and Whitmoor Lane and Blanchards Hill to reach Jacobs Well. Speeding is a problem on all four roads.

Proposals - Whitmoor Lane

26 There is limited scope, in general terms, for the introduction of physical measures to reduce speeding. However, it would be possible to modify the junction layout at

both ends of Whitmoor Lane. The left turns into Whitmoor Lane from both the A320 and from Blanchards Hill can be made at speed because of the current road alignment. It is therefore proposed to modify the junctions at both ends of the road, as shown on Plan No. 11407 attached at Annex E. Near the Whitmoor Lane/A320 junction, it is proposed to introduce two kerb build outs in Whitmoor Lane to prevent drivers entering the one-way section of the lane from the A320 at excessive speed. At the point where the lane becomes two-way it is proposed to modify the exiting kerb line and central island to further reduce vehicle speeds. At the Whitmoor Lane/Blanchards Hill junction it is proposed to remove the island in the mouth of Whitmoor Lane and decrease the kerb radius to reduce the speed of drivers turning left into Whitmoor Lane. These two measures together should be effective in reducing the speed of traffic entering Whitmoor Lane from either end. Additionally, the 40mph repeater signs will be replaced with new signs on yellow backing boards.

Proposals - Blanchards Hill, Sutton Green Road and New Lane

- 27 Turning to Blanchards Hill, Sutton Green Road and New Lane, it is suggested that a package of improved signs and markings could be used to help reduce vehicle speeds:
 - "Gateways" in the form of coloured surfacing and "dragons' teeth" road markings (a series of white triangular markings along the carriageway edges), at the Guildford/Woking boundary on Blanchards Hill and at the junction of New Lane and Robin Hood Road. At this location there is also sufficient room for an additional gateway feature in the form of white painted timber posts. These have been used to good effect in other villages in Surrey
 - Improved signing for the bends at the Whitmoor Lane/Blanchards Hill and Sutton Green Road/New Lane junctions, with red surfacing and new warning signs on yellow backing boards and new chevron signs.
 - Replacement of existing 40mph repeater signs with new signs on yellow backing boards.
 - At a later date, it is also proposed to provide cycle symbols on the carriageway at regular intervals, since New Lane, Sutton Green Road and Blanchards Hill will form part of the Woking Guildford cycle route, as outlined in the programme of works for 2003/4 2005/6 approved by the Committee on 13 November 2002. Although the route is too narrow for the provision of cycle lanes, provision of cycle symbols will alert motorists to the likely presence of cyclists. Such a measure has already been used in Greater London.

28 The proposals are shown on Plan No. 11407 (See Annex E).

White Rose Lane

29 A public meeting with residents was held on 30 July 2002 at which concern was expressed about speeding and through traffic. At the meeting, residents were promised that a series of road narrowings would be investigated.

30 Surveys have been carried out at four separate locations along the lane, and indicate that the 85th percentile speed of traffic is above 30mph throughout the lane. However, speeds are slightly higher in that section of the lane nearer Woking Town Centre than they are in the section nearer Old Woking Road. (See Location Plan Annex F).

- 31 There are significant numbers of child pedestrians crossing the road at the Jack and Jill Steps. These are predominantly pupils from St John the Baptist School in Elmbridge Lane.
- 32 There are also cyclists turning from White Rose Lane into Woking Park. The numbers of cyclists using this route are likely to increase in the future with the development of the Woking Guildford cycle route.
- 33 In order to address the problem of speeding traffic and to improve safety for the vulnerable road-users described above, the following measures are proposed:
 - A road narrowing near each end of the road combined with an area of coloured surfacing. These narrowings will not restrict the size of vehicle able to use the lane, but will prevent vehicles travelling in opposite directions to enter the narrowing simultaneously. These narrowings will fulfil the expectations of the residents and will be effective in reducing speed at busy times. However, further narrowings within the lane are not considered practicable because of the alignment of the road. Additionally, two road narrowings alone are unlikely to be effective in reducing vehicle speeds when flows are lighter. Therefore the following additional measures are proposed:
 - Speed cushions on each approach to the park entrance to reduce vehicle speeds and assist cyclists.
 - A seed table by Jack and Jill Steps, again to reduce vehicle speeds on each approach and assist pedestrians. As the table will be situated where forward sightlines are somewhat restricted, it is proposed to position a set of speed cushions on each approach, thereby ensuring that vehicles are already travelling at a low speed before reaching the tables.
- 34 The proposals are shown on Plan No. 11409 (See Annex F).

Other Roads with Speeding Problems

35 The surveys have revealed that on many roads, some vehicles are travelling above the speed limit. Clearly it would not be practicable to use physical measures to reduce vehicle speeds on all roads. Therefore thresholds of 35mph on roads subject to a 30mph limit and 46mph on roads subject to a 40mph limit have been used to determine which roads have speeding problems. This is generally in line with the thresholds used by the Police for enforcement purposes. It should also be noted that, in general terms, vehicle speeds are lower during the day than at night time, and lower still during the busiest hours – higher volumes of traffic reduce the opportunity for speeding.

Albert Drive

36 The 85th percentile speed, measured approximately 100 metres to the west of Bishop David Brown School, was just above the 35mph threshold. (35.9mph). Albert Drive has already been traffic calmed, by means of a series of chicanes, and a toucan crossing has recently been installed outside the school to enable pupils to cross Albert Drive safely. One further measure which is proposed is to modify the mini-roundabout outside the school, at the junction of Albert Drive and Devonshire Avenue. The white painted central island could be slightly repositioned and domed, together with domed thermoplastic islands on both Albert Drive approaches. This should improve deflection and reduce vehicle speeds through the junction. The proposal is shown on Plan No. 11410. (See Annex G).

Anchor Hill

37 The measured 85th percentile speed was 37.6mph. The alignment and gradient of Anchor Hill probably contribute to this relatively high speed. The road is not considered suitable for traffic calming, given the steep gradient and its use by buses and some heavy goods vehicles. However, the accident record is relatively poor, so it is suggested that a joint poster/enforcement campaign with the Police, as described in paragraphs. 23 and 24 above is carried out.

A324 Connaught Road

38 The speed survey in Connaught Road was located outside Brookwood Primary School, and the 85th percentile speed recorded was 39.4mph. This is at a point where the road is widest; further to the west, where the road is narrower and there is more on-street parking, it is likely that 85th percentile speeds will be lower. Further surveys will be needed to provide this information. However, it is suggested that these should not be carried out until after the major junction reconstruction at the Brookwood Crossroads has been completed and road users have had a chance to get used to the new layout.

Hermitage Road

39 The 85th percentile speed, measured outside Winston Churchill School, was 36.2mph. However, since the survey was carried out, work to make permanent the experimental double mini-roundabouts at the Amis Road/Hermitage Road/Raglan Road junction has been undertaken. As a part of these works an additional pelican crossing has been introduced on Hermitage Road. Additionally, speeds are slightly lower at school times. It is therefore suggested that road users have an opportunity to get used to the new road layout before a further survey is carried out to ascertain whether there is still a speeding problem outside the school.

Horsell Rise

40 The speed survey was carried out in the vicinity of Cable House School and the 85th percentile speed was measured at 35.3mph. However, as with the previous site, this figure was lower at school times, and no specific speed reducing measures are proposed at present.

Kirkland Avenue

41 The speed survey was carried out in the vicinity of Beaufort Community Secondary School and the 85th percentile speed was 39.9mph. This speed is slightly lower at school times (typically 38.7mph). As part of the current year's agreed programme of highway improvements, a pelican crossing is to be introduced on Kirkland Avenue, outside the school. A speed table will be constructed as a speed reducing measure. This should be effective in reducing the current speeding problem on this section of Kirkland Avenue.

Madeira Road

42 The speed survey was carried out within the straight section of the road, between Sheerwater Road and Station Approach and the 85th percentile speed was 39.9mph. It is likely that speeds have increased since the introduction of the Controlled Parking Zone which has reduced the levels of on-street parking during the day. The A245 Route Management Study recommended measures at the Sheerwater Road/Madeira Road junction to reduce through traffic in the road. The speed and volume of traffic are therefore likely to reduce if these measures are implemented. In the meantime, the road will benefit from a joint poster/enforcement campaign with the Police.

Maybury Hill

43 The alignment of Maybury Hill is straight, with a fairly steep gradient. The survey was carried out approximately half way down the hill, and the 85th percentile speed was 43.8mph. This site is periodically enforced and will benefit from an extensive joint poster/enforcement campaign with the Police.

Old Woking Road, outside Prinz Willem Alexander School

44 This section of Old Woking Road is subject to a 40mph speed limit. The speed survey was conducted outside the school, and the 85th percentile speed was 47.2mph. The 85th percentile speed is slightly lower at school times. (Typically 46.2mph). Again, this site will benefit from a joint poster/enforcement campaign with the Police.

St Johns Road

- 45 A survey of this site was carried out at the request of Borough Cllr John Kingsbury. The survey was carried out at a point approximately half way between the Triggs Lane roundabout and Winnington Way. The 85th percentile speed was 39mph. This is the widest section of St Johns Road.
- 46 The site may benefit from an extension and improvement of the hatched road markings along the centreline of the road which were introduced several years ago. They have the effect of making the road appear narrower and have been used elsewhere as a speed reducing measure. The existing markings can be extended further to the west and at the same time coloured surfacing could be introduced within the hatched area. They have the advantage that they could be introduced quickly and at relatively low cost.

Sythwood

47 The survey was conducted outside Sythwood County Primary School and the 85th percentile speed was measured at 39.8mph. However, at school times, with the presence of parked cars outside the school, speeds are significantly lower, and no further specific speed reducing measures are proposed at present.

Westfield Road

48 Westfield Road forms part of the B380 and links Guildford Road at its western end and Vicarage Road at its eastern end. The survey was carried out near Westfield Avenue and the 85th percentile speed was 36.5mph. There are large numbers of pedestrians in the area at school times, due to the presence of Hoebrook School, which is accessed via Westfield Avenue. This site will benefit from a joint poster/enforcement campaign with the Police. There are plans to modify the Westfield Road/Westfield Avenue junction in order to improve pedestrian facilities and reduce the speed of vehicles negotiating the junction. This work would be carried out as a "Safe Routes to School" initiative in association with Hoebrook School, but would be subject to public consultation.

Woodham Rise

49 Woodham Rise links A320 Chertsey Road and Woodham Road. Halstead School is situated near the northern end of the road. The survey was conducted outside the school and the 85th percentile speed was found to be 35.3mph, just over the 35mph threshold. However, at school times, due to the presence of parked vehicles and the large number of pedestrians, the 85th percentile speed is much lower. Therefore no specific speed reducing measures are proposed at this stage.

Littlewick Road

50 Littlewick Road forms an east-west link between Knaphill and A3046 Chobham Road. The westernmost section of the road, between Knaphill and Horsell Birch, has some residential frontage development and is subject to a 40mph speed limit. The easternmost section, between Horsell Birch and Chobham Road, is rural in character with almost no frontage development, and is subject to a 60mph speed limit. It was on this section of the road that a speed survey was carried out. The 85th percentile speed was found to be 47.5mph. The assessment of the appropriate speed limit showed that the existing 60mph limit could be reduced to 50mph. However, as the existing 85th percentile speed is already below 50mph, no action is proposed.

FINANCIAL IMPLICATIONS

51 There are considerable financial implications in implementing all of the proposals described above. Estimated costs and implementation dates for the proposals are as follows:

Pyrford Road Area (Programmed for Sept 2003)

Pyrford Road

52 The cost of supplying and installing a dummy camera at the existing camera site is

£10,000 (2003/04)

Church Hill

53 The cost of advertising and making the necessary Traffic Regulation Order and erecting the signs is estimated to be £3,000. (2003/04)

Oakcroft Road and Coldharbour Road

54 The cost of the three gateways is estimated to be £7,000 (2003/04)

Sutton Green Area (Programmed for Sep, Oct, Nov 2003)

55 The total cost of the proposals is estimated to be £30,000 (2003/04)

White Rose Lane (Programmed Oct, Nov, Dec 2003)

56 The total cost of the proposals is estimated to be £55,000 (2003/04)

Albert Drive

57 The cost of repositioning and doming the mini-roundabout central island and providing additional thermoplastic islands is estimated to be £2,000, and can be funded from the Signs and Aids to Movement budget for 2003/4.

Anchor Hill, Maybury Hill, Old Woking Road outside Prinz Willem Alexander School and Westfield Road

58 The typical cost to Surrey County Council of mounting a poster campaign is estimated to be £1,000 per site. The most costly items are the large transparent holders for the posters. However, there are already numerous posters in holders throughout the Borough. These can be re-used, and therefore only the costs of producing new posters and relocating the holders need to be considered. The estimate includes a sum for monitoring vehicle speeds during the campaign. It is intended to begin the campaigns in 2003/04, and to continue them in subsequent years.

St Johns Road

59 The cost of providing central hatch markings is estimated to be £3000, and can be funded from the Signs and Aids to Movement budget for 2003/4.

SUSTAINABLE DEVELOPMENT IMPLICATIONS

60 The measures described above should result in a reduction in vehicle speeds at a large number of locations throughout the Borough, helping to meet the County Council's LTP targets of reduced noise and pollution associated with motor vehicles, and reduced casualties.

CRIME & DISORDER IMPLICATIONS

61 The measures described above should result in an improved level of compliance

with speed limits.

EQUALITIES IMPLICATIONS

62 There are no Equalities implications.

CONCLUSIONS AND REASONS FOR RECOMMENDATIONS

63 Traffic surveys have been carried out on a large number of roads throughout the Borough. The speed limit has been reviewed at each site against the Council's Speed Management Policy. None of the roads reviewed qualified for a 20mph speed limit.

- 64 The vast majority of the existing 30mph speed limits were found to be appropriate. A few of the 30mph limits were found to be too low. However, it is not proposed to raise the speed limit on these roads.
- The speed limit on Church Hill, Pyrford is considered to be inappropriate and it is proposed to lower it from 60mph to 40mph.
- 66 Several roads were found to have speeding problems. A package of measures has been proposed to help reduce speeds on these roads. Once these measures have been implemented, "after" surveys will be carried out to gauge their success.
- 67 The outcome of the speed safety appraisals is a variety actions, in terms of engineering, education and enforcement.

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BACKGROUND PAPERS: Speed limit assessments

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