

SURREY COUNTY COUNCIL**LOCAL COMMITTEE (SURREY HEATH)****DATE: THURSDAY 2 MARCH 2017****LEAD OFFICER: ANDREW MILNE – AREA HIGHWAYS MANAGER (NW)****SUBJECT: PETITION RESPONSE – 20MPH SPEED LIMIT (WITH TRAFFIC CALMING FEATURES) IN HEATHPARK DRIVE, BIRCH ROAD AND OAKWOOD ROAD, WINDLESHAM****DIVISION: BAGSHOT, WINDLESHAM AND CHOBHAM****SUMMARY OF ISSUE:**

A petition has been received in advance of the Local Committee Public Meeting on 2 March 2017 requesting the Committee consider a 20mph speed limit, with relevant features, along Heathpark Drive, Birch Road and Oakwood Road, Windlesham.

The petition was received 15 December 2016 and was passed to Surrey County Council Officers to provide a report on the matter in time for the coming meeting.

RECOMMENDATIONS:**The Local Committee (Surrey Heath) is asked to agree that:**

- (i) Relevant data for the road shows that a 30mph speed limit for the road is appropriate,
- (ii) Implementation of a lower speed limit would be against Surrey County Council policy without supporting traffic calming measures to enforce the lower limit,
- (iii) Data for the road shows no personal injury collisions along the road since 2011 and that safety is comparatively good compared to other areas of the public highway,
- (iv) No further action should be taken.

REASONS FOR RECOMMENDATIONS:

The closure of Woodlands Lane bridge has directly affected the flow of traffic along Heathpark Drive and data collected recently reflects a temporary situation whilst the bridge remains closed.

Data collected on Heathpark Drive prior to the restriction of Woodlands Lane bridge show that average speeds along the road were appropriate for a 30mph speed limit. However, average speeds are such that lowering the speed limit would require traffic calming features to enforce the lower limit.

Personal injury collision data since 2011 show no injuries on Heathpark Drive in that time. As a result, there is no justification for introducing speed reducing features.

1. INTRODUCTION AND BACKGROUND:

Petition details

1.1 The petition received by Surrey County Council read:

- “Further to previous discussions, please find enclosed our Petition sheets. This Petition is requesting a 20mph speed limit + additional calming measures (i.e. signage) in Heathpark Drive, Birch Road and Oakwood Road. This has been raised by Mrs Jane Burge and Mrs Jenny Creamer, who have both lived in Heathpark Drive for over 40 years.

These are purely residential roads with a total of 130 houses. Over a four month period each household was visited, 240 signatures obtained, 1 household abstained and two houses were unoccupied – so there is overwhelming support. Residents stated extreme concern about the volume and speed of traffic and expressed very strong and varying aspect, if cars are parked in the road larger vehicles are mounting the pavements to proceed. There are elderly people, schoolchildren, babies in pushchairs, etc in this residential area and this is a very dangerous and wholly unacceptable practice.

Although the situation has been exacerbated by the M3 Smart Motorway project and the temporary loss of the Woodlands Lane Bridge, the problems and concerns have been building up over a long period of time. An independent traffic count was undertaken in September 2016 as shown overleaf where a total of 1844 vehicles were logged. It does not take account of any vehicle movement before 7am and after 7pm and was undertaken before the demolition of the Woodlands Lane bridge (19 November 2016) which has resulted in a marked worsening of the volume of traffic flow.

We respectfully request that our Petition for a 20mph speed limit be considered.”

Location

1.2 Heathpark Drive, Birch Road and Oakwood Road (Windlesham) are a group of residential roads located in the east of the village. The identified roads are shown in green in figure 1 below. Heathpark Drive is a connecting road between Chertsey Road (A319) and Woodlands Lane (C4). Birch Road and Oakwood Road act as a form of cul de sac off of Woodlands Lane with no vehicle access through these roads. In addition to Heathpark Drive, Updown Hill and Highams Lane are the only other roads in the village that connect Chertsey Road and Woodlands Lane.

1.3 Woodlands Lane (C4) is currently closed between Heathpark Drive and Rye Grove for the replacement of the bridge over the M3. A survey by Highways England in 2014 identified that the structure of the bridge had weakened and required a lower weight limit than the posted 23T at the time. Negotiations between Surrey County Council and Highways England resulted in an agreement that a temporary lower weight limit (3.5T) would be permitted until Highways England replaced the bridge during the M3 Managed Motorway scheme. In addition to the temporary weight limit, a width restriction was allowed to enforce the width restriction and avoid abuse of the restriction that would cause safety concerns.

1.4 The length of the closure is indicated in red in figure 1. The closure was initiated prior to the collapse of the structure and is predicted to be reopened in Winter 2017. When the bridge is reopened, all weight and width restrictions on the road will be lifted and free movement will be permitted.

- 1.5 Inspection of Heathpark Drive, Birch Road and Oakwood Road suggests that the roads are a concrete construction with a bituminous surface (rigid compsit construction) instead of the traditional flexible construction seen on most roads. The lateral lines along the road are traditional with concrete constructions to allow for expansion and contraction through temperature change.

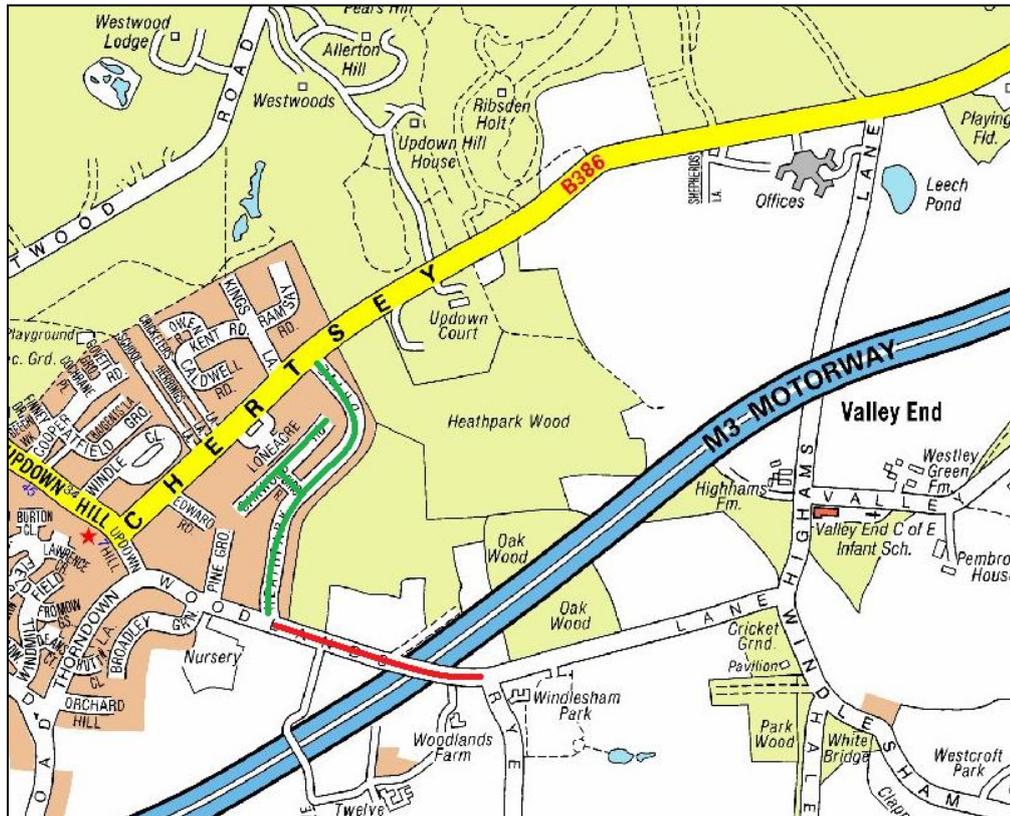


Figure 1: Map of Windlesham

Woodlands Lane bridge closure and replacement

- 1.6 Woodlands Lane (C4) runs along a bridge over the M3 between junction 3 (A322) and junction 2 (M25). The bridge was closed to all traffic in November 2016 for demolition ready for replacement as part of the Managed Motorway scheme. The bridge required replacement after Highways England identified the structure to have weakened.
- 1.7 Once the structure had been identified as weak, Highways England contacted Surrey County Council to discuss the implementation of a lower weight limit on the bridge to resolve the safety issues with the structure. Discussions between the two authorities resulted in an agreement that would allow a temporary weight and width restriction to be placed on the bridge. In turn the structure would be replaced as part of the Managed Motorway scheme for the M3 currently being progressed.
- 1.8 The bridge was initially closed in May 2016 with the intent of demolishing the structure soon after. However, further reviews of the demolition process meant that the collapse had to be delayed. The road was reopened in June 2016 to minimise the impact on the local community. The road was again closed in November 2016 with the demolition of the bridge completed in the same month.

1.9 Highways England have advised that the bridge will be replaced and reopened at the latest of Winter 2017. All legal orders will have expired or will be removed in preparation for the bridge opening.

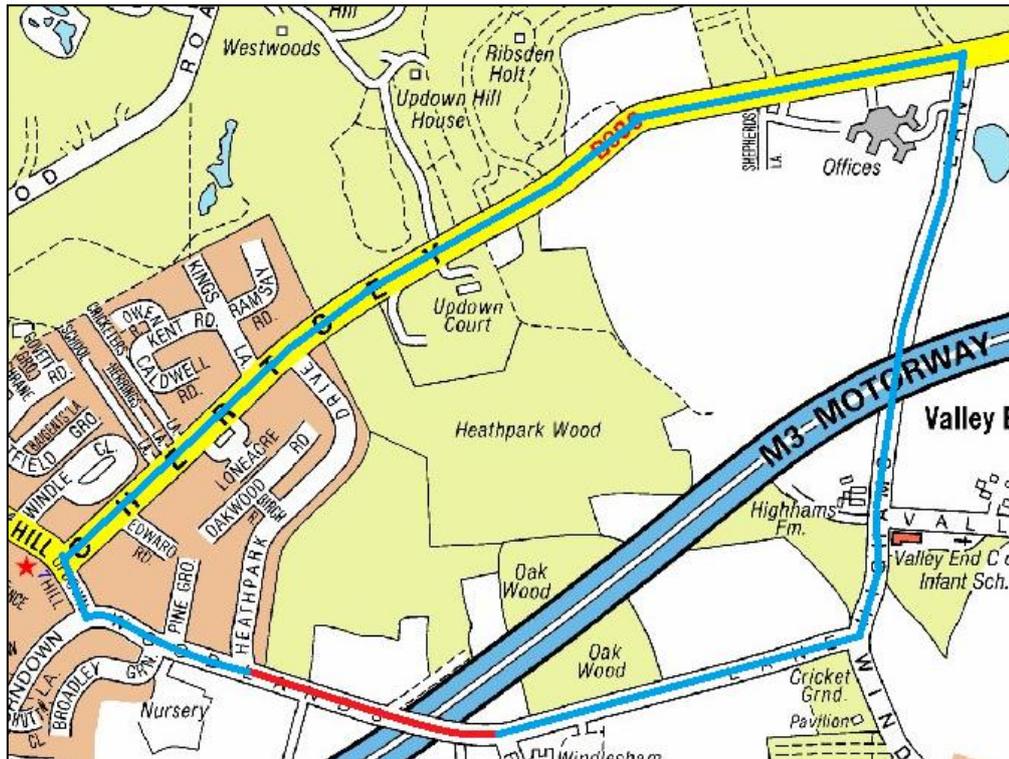


Figure 2: Woodlands Lane closure (red) and diversion route (blue)

Surrey County Council Setting Local Speed Limits policy

1.10 Surrey County Council's Setting Local Speed Limits was implemented in July 2014 in line with national guidance issued in 2013. The policy clearly outlines Surrey County Council's position on lowering speed limits as well as specifically about 20mph speed limits and zones.

1.11 When considering a change in speed limits, Surrey County Council review the personal injury collision data for the road over the previous three years as well as the average vehicle speeds recorded on the road. Using that data, Surrey County Council will assess the suitability of the proposal in consultation with Surrey Police.

2. ANALYSIS:

Woodlands Lane bridge closure and replacement

2.1 Surrey County Council undertook two sets of traffic surveys on Heathpark Drive in 2016 to review the impact closure of Woodlands Lane bridge had on Heathpark Drive. The first survey was undertaken in May when Woodlands Lane was originally closed but was ultimately reopened soon after. The second survey was undertaken in July 2016 after the bridge had been reopened, albeit with a 3.5T weight limit and 6'6" width restriction. The results of the two surveys have been provided below.

Woodlands Lane restriction	Start Date	End Date	Total Vehicles	5 Day Ave.	7 Day Ave.	Average Mean Speed (mph)
Full closure	Thu 12/05/16	Wed 18/05/16	13,578	2,343	1,940	27.7
3.5T weight limit and 6'6" width restriction	Mon 11/07/16	Sun 17/07/16	11,793	2,111	1,684	27.3
Difference	-	-	1,785	232	256	0.4

Table 1: Traffic survey results

- 2.2 The data in table 1 suggests that the closure of Woodlands Lane bridge increases the number of vehicles using Heathpark Drive by approximately 200 to 300 vehicles a day. However, the closure of Woodlands Lane is a temporary measure whilst the bridge is replaced. Once the bridge has been replaced, all restrictions will be removed and traffic flows in Windlesham and the surrounding network will adjust to the new arrangement.
- 2.3 Although traffic surveys were not undertaken by Surrey County Council prior to the restriction of Woodlands Lane, Surrey Police undertook a survey with SDR (Speed Detection RADAR) on both Heathpark Drive and Woodlands Lane in 2013. The data recorded gave a weekly total of 6,451 vehicles on Heathpark Drive and 27,208 vehicles on Woodlands Lane.
- 2.4 The closure of Woodlands Lane bridge is expected to last until Winter 2017 where Highways England will reopen the bridge with no restrictions to traditional traffic. Once the road has been reopened, traffic currently using Heathpark Drive is likely to defer back to using Woodlands Lane.



Figure 3: Photograph of Heathpark Drive (1)

Personal injury collisions

2.5 Personal injury collision data shows that there have been no personal injury collisions on Heathpark Drive between 2011 (three years prior to the increased restriction) and August 2016. The data does not include damage only collisions or near misses.

Surrey County Councils Setting Local Speeds Policy

2.6 20mph speed limits are categorised in two different types, a 20mph speed limit and a 20mph zone. A speed limit is a simple scheme that relies on the changing of the signage and introduction of repeater signs. A 20mph zone is an area of 20mph where a combination of traffic calming and signage is used to enforce the speed limit.

2.7 Surrey County Council policy reflects national guidance (Department for Transport Circular 01/2013) in encouraging 20mph speed limits in “urban areas and built-up village streets that are primarily residential” to improve safety and encouraging pedestrians and cyclists. However, it also makes it clear that enforcement of a speed limit should be self enforcing and not reliant on Police enforcement.

2.8 Changing a speed limit from 30mph to 20mph with signage only has been shown to have limited impact on actual vehicle speeds. For example, the formula identified suggests the signage of a 20mph speed limit on a road which had an average speed of 28mph when signed 30mph would result in estimated average speed of only 26mph.

2.9 Given the limited impact changing a 30mph speed limit to a 20mph speed limit will have on average speeds, Surrey County Council's policy is to only implement signage only 20mph speeds where average speeds are 24mph or below. Introducing 20mph speed limits on roads with higher average speeds without features to enforce the lower speed limit puts a burden on Surrey Police to enforce the lower speed limit through officer presence and is against the comments made in 01/2013.

3. OPTIONS:

3.1 **Recommended Option:** No further action – Data collected recently is influenced by the closure of Woodlands Lane. Data collected when the bridge was free of restriction show suitable average speeds that were too high for a lower the speed limit without physical traffic calming. However, the personal injury collision data for the road from 2011 (three year prior to the introduction of the restrictions on Woodlands Lane) to August 2016 show that the road is comparatively safe and justification of the traffic calming would be difficult.

3.2 Delay the formal review until after the bridge has been reopened – Data collected recently is directly affected by the closure of Woodlands Lane. Opening the bridge will affect the situation on Heathpark Drive and delaying the review will give a longer term view of the impacts of the proposal. As the reopening of the bridge will only reduce the number of vehicles using Heathpark Drive, reassessing the road once the bridge has reopened is unlikely to support a 20mph speed limit.

4. CONSULTATIONS:

4.1 Surrey Police have been consulted and provided the below comment:

- Surrey Police will only support the proposal should it meet the current policy. Based on current data, support for the 20mph speed limit would be reliant on average speeds being reduced to below 24mph through traffic calming following the replacement of Woodlands Lane bridge.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

5.1 There are no financial implications on the recommendations of this report.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

6.1 The Highway Service is mindful of its needs within this area and attempts to treat all users of the public highway with equality and understanding.

7. LOCALISM:

7.1 Through the views and needs expressed by local communities, and accommodating where possible the involvement of local communities in looking after the public highway, localism is routinely considered as part of the consultation and bidding processes for highway-related works.

7.2 This report responds to concerns raised by members of the local community in Windlesham.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	No significant implications arising from this report
Sustainability (including Climate Change and Carbon Emissions)	No significant implications arising from this report.
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	No significant implications arising from this report.

9. CONCLUSION AND RECOMMENDATIONS:

9.1 The petition asks for Surrey Heath Local Committee to consider a 20mph speed limit along Heathpark Drive, Birch Road and Oakwood Road with traffic calming features.

9.2 Heathpark Drive runs between Woodlands Lane (C4) and Chertsey Road (B386). Oakwood Road is a cul-de-sac that connects to Heathpark Drive via Birch Road (see Figure 1). The roads are all residential in nature with a concrete base.



Figure 4: Photograph of Heathpark Drive (2)

- 9.3 Woodlands Lane bridge over the M3 is currently closed for replacement by Highways England. The road has been subject to restrictions to vehicle size since 2014 and was closed for collapse in November 2016. Completion of the road is currently predicted for Winter 2017.
- 9.4 Surrey County Council Setting Local Speed Limits policy states that should average speeds be above 24mph, introduction of a 20mph speed limit requires physical features to enforce the new speed limit.
- 9.5 Surrey Police have been consulted on the proposal and would only support the proposal should it meet the conditions in the current policy.
- 9.6 Woodlands Lane was originally closed in May 2016 prior to concerns being raised with the process being used. Woodlands Lane was reopened once that was identified to minimise the impact on the surrounding network. Surrey County Council undertook a survey during the initial closure and after the closure was reopened. The data showed an increase of approximately 1,800 vehicles over the week. However, both pieces of data are collected in a scenario that cannot be deemed as a permanent representation due to the restrictions on Woodlands Lane.
- 9.7 Data collected from Surrey Police in 2013 showed that the average vehicle flows prior to any restriction were approximately 6,500 vehicles a week. The data also showed that average speeds of 30mph along the road.
- 9.8 Given the data available, a 20mph speed limit cannot be implemented without traffic calming features. However, the accident data for the road show no personal injury collisions over the previous three years to justify traffic calming at this location.

9.9 The recommendation for the Local Committee is to not progress with a 20mph speed limit on the roads identified in this petition.

10. WHAT HAPPENS NEXT:

10.1 Should the committee agree to Officer recommendation then no further action is necessary.

Contact Officer:

Peter Orchard (Assistant Engineer – 0300 200 1003)

Consulted:

Surrey Police

Annexes:

- Annex 1 - Surrey CC Setting Local Speed Limits Policy

Sources/background papers:

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