

**SURREY COUNTY COUNCIL****LOCAL COMMITTEE (SURREY HEATH)****DATE:** 28 FEBRUARY 2019**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 was received at the Local Committee Public Meeting on 2 March 2017 requesting the Committee consider introducing a 20mph speed limit, with relevant features, along Heathpark Drive, Birch Road and Oakwood Road in Windlesham.

A report was presented in response to the petition recommending no further action at that time. However, the Local Committee agreed that more detailed consideration should be given to options for introducing a 20mph scheme and a further report presented to the Local Committee at its meeting on 13 July 2017.

The Local Committee then subsequently agreed at its meeting held on the 13 July 2017 that further consideration of the matter should be delayed until the county council had completed the review of its speed limit policy which was being undertaken at the time. This review has now been completed.

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

- (i) Traffic survey data indicates a good level of driver compliance with the 30mph speed limit on Heathpark Drive and suggests the existing speed limit is appropriate,
- (ii) Implementation of a lower speed limit would require traffic calming measures to be introduced to meet Surrey County Council policy,
- (iii) Collision data indicates there have been no personal injury collisions in Heathpark Drive, Birch Road or Oakwood Road since 1999 (earliest available data) and the roads have a very good safety record compared to many other locations in Surrey Heath.

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

- (iv) The existing 30mph speed limit in Heathpark Drive, Birch Road and Oakwood Road, Windlesham should be retained and no further action taken at this time.

**REASONS FOR RECOMMENDATIONS:**

Speed surveys undertaken in Heathpark Drive indicate the following:

- there is a good level of driver compliance with the existing 30mph speed limit.
- average speeds along the road are appropriate for a 30mph speed limit and suggest the existing speed limit is appropriate.
- traffic calming measures would need to be introduced to enable the speed limit to be reduced to 20mph.

Collision data indicates there have been no personal injury collisions in Heathpark Drive, Birch Road or Oakwood Road since 1999 (earliest available data). As a result, it would be very difficult to justify the introduction of costly traffic calming measures when many other roads in Surrey Heath have a much poorer safety record.

<b>1. INTRODUCTION AND BACKGROUND:</b>
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**Petition details**

- 1.1 The petition received by Surrey County Council (SCC) states:

“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.”

**Previous consideration of petition**

- 1.2 A report was presented in response to the petition at the meeting of the Surrey Heath Local Committee held on 2 March 2017. Having considered traffic survey data, the safety record for the roads and the county council’s policy on setting speed limits the report recommended no further action at that time.
- 1.3 However, the Local Committee agreed that the Area Highways Manager should reconsider the recommendations with the local County Councillor and bring a further report back to the next meeting of the Local Committee.
- 1.4 It was initially intended that a further report would be presented at the Local Committee being held on 13 July 2017. However, the county council had started a review of its existing speed limit policy by this time and therefore the Local Committee agreed the matter should be reconsidered once this review had been completed.
- 1.5 The speed limit policy review has now been completed. Following the review it was agreed that the county council’s existing speed limit policy implemented in July 2014 should be retained without any amendment.

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- 1.6 The Area Highways Manager has since held discussions with the local County Councillor and the County Council's Road Safety Team Manager about the residents' request for a 20mph speed limit and the different types of measures that could potentially be introduced to help reduce vehicle speeds. These options are analysed in more detail within this report.

### Location

- 1.7 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 (B386) and Woodlands Lane (C4). Oakwood Road is a cul-de-sac that connects to Heathpark Drive via Birch Road. 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. (see Figure 1).

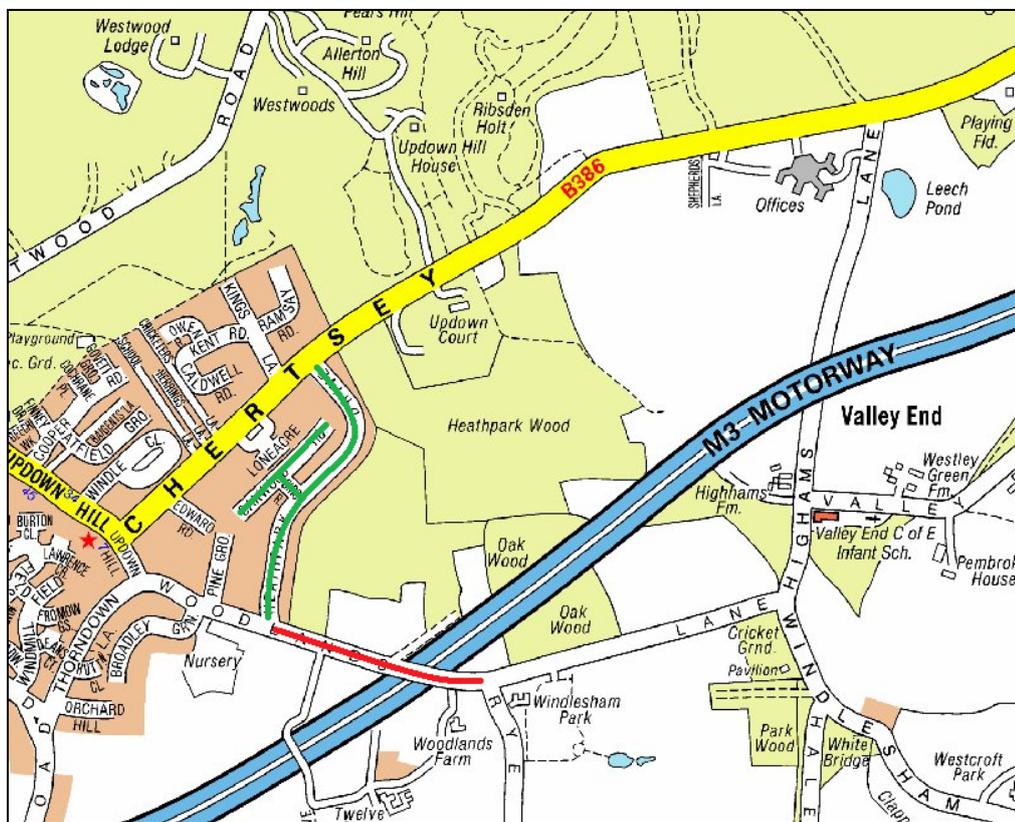


Figure 1: Map of Windlesham

### Woodlands Lane bridge closure and replacement

- 1.8 When the petition was originally considered by the Local Committee at its meeting on 2 March 2017, Woodlands Lane was closed to through traffic whilst works were being undertaken to replace the bridge over the motorway. This resulted in increased traffic flows in Heathpark Drive.
- 1.9 Woodlands Lane was reopened to traffic in December 2017 after installation of the new bridge was completed.

## **Surrey County Council Setting Local Speed Limits policy**

- 1.10 SCC's Setting Local Speed Limits policy was implemented in July 2014 in line with national guidance issued in 2013. The document (attached at Annex 1) details Surrey County Council's policy for considering changes in speed limits. As detailed above, a recent detailed review of this policy concluded it should be retained without any amendments.
- 1.11 When considering a change in speed limits, SCC review the personal injury collision data for the road as well as the average vehicle speeds recorded on the road. Using this data, SCC will assess the suitability of the proposal in consultation with Surrey Police.

### **20mph Speed Limits**

- 1.12 SCC's Setting Local Speed Limits policy includes specific guidance relating to the introduction of 20mph speed limits. There are two different types of 20mph schemes, a 20mph speed limit and a 20mph zone. A 20mph speed limit is a scheme that relies on signing alone. A 20mph zone is a 20mph area where a combination of traffic calming and signage is used to enforce the speed limit.
- 1.13 SCC 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 ensure greater safety for pedestrians and cyclists. However, it also makes it clear that 20mph speed limits should be self-enforcing and not reliant on Police enforcement.
- 1.14 Circular 01/2013 emphasises that research into signed-only 20 mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed-only 20 mph speed limits are therefore most appropriate for areas where vehicle speeds are already low. As such, the county council's policy is to only introduce signed-only 20mph speed limits where average speeds are 24mph or below.
- 1.15 Where the existing mean speeds are above 24 mph then a 20 mph scheme with traffic calming measures will be required. In accordance with the county's policy the Area Highways Team need to assess what type of traffic calming measures (e.g. narrowing the road, chicanes, priority give-way arrangements, central islands, gateways, or vertical traffic calming such as raised junctions, speed tables or speed cushions) will be appropriate and effective in achieving the necessary reduction in speed.
- 1.16 Traffic calming features will typically need to be located closer together in a 20mph speed limit than than would in 30mph speed limit in order to reduce speeds to below the required average speed threshold.
- 1.17 Careful consideration of the type of measures used is also required to ensure a sufficient reduction in speed is achieved. For example, the use of horizontal traffic calming features in isolation may not result in an acceptable reduction in speed levels unless they result in a significant angle of deflection for traffic. Similarly, the use of speed cushions extensively in a 20mph zone may not result in an acceptable reduction in speeds.

**Assessment of schemes to reduce speed limits**

- 1.18 The County Council’s policy on setting speed limits requires that surveys are undertaken following implementation of a scheme to check whether it has been successful in reducing vehicle speeds towards compliance with the new lower speed limit.
- 1.19 If the scheme has not been successful in reducing speeds to a level below the threshold set out in the county’s speed limit policy, then a report will be presented to the Local Committee. The report will consider further engineering measures that could be introduced to encourage greater compliance with the new speed limit or alternatively whether the new lower limit should be removed and the previous speed limit reinstated.

**2. ANALYSIS:**

**Traffic Survey Data**

- 2.1 The report presented to the Local Committee on 2 March 2017 included details of traffic surveys undertaken in May 2016 (when Woodlands Lane Bridge was fully closed) and July 2016 (when the Woodlands Lane Bridge was subject to a 3.5T weight limit and a 6’6” width restriction). These surveys recorded an average speed of 28mph and 27mph respectively.
- 2.2 However, the restrictions in place on the bridge at the time resulted in increased vehicle flows along Woodlands Lane. As such, it was not appropriate to use the data in assessing whether a change in speed limit was appropriate. It was therefore recommended a further survey was undertaken once the bridge had been fully reopened and traffic conditions returned to normal.
- 2.3 Following the reopening of the bridge in December 2017, Surrey Police undertook a traffic survey in Heathpark Drive from 17 to 24 January 2018. The survey recorded an average vehicle speed of 27mph .
- 2.4 The latest survey indicates a good level of compliance with the 30mph speed limit and suggests the existing speed limit is set at an appropriate level.



**Figure 2: Photograph of Heathpark Drive (1)**

### Personal injury collisions

- 2.5 Personal injury collision data shows that there have been no personal injury collisions in Heathpark Drive, Birch Road and Oakwood Road between January 1999 (earliest available data) and November 2018 (latest available data). This represents a very good safety record relative to many other roads in the Borough.

### 3. OPTIONS:

#### Recommended Option:

- 3.1 Speed survey data indicates a good level of driver compliance with the existing 30mph speed limit in Heathpark Drive which suggests the existing speed limit is appropriate. The road also has a very good safety record with no personal injury collisions having occurred in Heathpark Drive (or Birch Road or Oakwood Road) since 1999.
- 3.2 Furthermore, it would not be appropriate to introduce a 20mph speed limit with signing alone based on the existing average speed of 27mph. As such, it is recommended that the existing 30mph speed limit is retained.

#### Other options considered:

- 3.3 A number of alternative options have also been considered. These are detailed below together with the reasons why they are not considered appropriate and have not been recommended:

#### 20mph speed limit with signing only

- 3.4 The existing average vehicle speed is significantly above the threshold at which a 20mph with signing only can be introduced under SCC's speed limit policy.
- 3.5 The introduction of a 20mph speed limit with signing only would therefore be contrary to SCC policy. Furthermore, evidence suggests it is unlikely to result in a significant reduction in vehicle speeds.
- 3.6 A scheme of this type is likely to cost in the region of £10,000.

#### 20mph speed limit with vehicle activated signs (VAS)/road markings

- 3.7 The introduction of VAS can help reduce vehicle speeds. However, having considered this option in consultation with SCC's Road Safety Team and Surrey Police, it is considered that the introduction of VAS alone would not reduce speeds to below 24mph (given the existing average speed and the reduction in speed typically achieved at other locations where VAS have been installed in Surrey).
- 3.8 Measures such as road markings or coloured road surfacing which are likely to have a relatively limited impact on reducing vehicle speeds in isolation could be used as part of a package of measures in conjunction with VAS. However, the combined impact of such a package of measures

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is still unlikely to achieve the required reduction in average speeds to 24mph or less.

- 3.9 A scheme of this type is likely to cost in the region of £15,000 - £20,000.

### **20mph zone with vertical traffic calming measures**

- 3.10 It would be possible to introduce a 20mph speed limit together with vertical traffic calming measures (such as raised junctions, speed tables or speed cushions) to reduce average vehicles speeds to below the 24mph threshold.
- 3.11 The traffic calming measures would need to be spaced much closer together than they would typically be when introduced in a 30mph speed limit. As such, a significant number of features would be required over the length of Heathpark Drive. The overall cost of a scheme of this nature is therefore likely to be in the region of £75,000 - £100,000 (when including legal, consultation and design costs) depending on the type of traffic calming measures introduced. (Additional traffic surveys would also be necessary on Birch Road and Oakwood Road to determine whether features would be necessary on these roads as well.)
- 3.12 A scheme of this nature would be difficult to justify as a priority when Heathpark Drive has a much better safety record and level of driver compliance with the existing speed limit compared to many other roads in Surrey Heath.

### **20mph zone with horizontal traffic calming measures**

- 3.13 Similar to a scheme with vertical traffic calming measures, horizontal traffic calming measures (such as road narrowings, chicanes or pinch points) would have to be carefully designed to achieve the required reduction in speed. Measures would need to be spaced appropriately and designed to narrow the road sufficiently or create adequate deflection of traffic.
- 3.14 Given the nature of the location and traffic flows, lower cost measures are unlikely to achieve the required reduction in speed. For example, using staggered parking areas to create a chicane effect can be effective in reducing speeds where you have high levels of on-street parking throughout the day and relatively large vehicle flows. However, the low levels of on-street parking combined with relatively low vehicle flows over much of the day mean such a proposal would have limited impact in reducing vehicle speeds in Heathpark Drive. Similarly, relatively low vehicle flows over much of the day and good forward visibility would reduce the effectiveness of priority give ways in reducing speeds.
- 3.15 A scheme using horizontal traffic calming measures to achieve the required reduction in speed is therefore likely to cost a similar amount to a vertical traffic calming scheme. It would therefore be similarly difficult to justify in the circumstances.

### **20mph zone with horizontal and vertical traffic calming measures**

- 3.16 Based on the nature of the location and traffic flows, a scheme using a combination of horizontal and vertical traffic calming measures is likely to

be more effective in reducing vehicle speeds than a scheme using horizontal traffic calming measures along. However, costs would still be significant and comparable to introducing a scheme using just vertical traffic calming measures.

#### **4. CONSULTATIONS:**

4.1 Surrey Police have previously 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 the introduction of traffic calming following the replacement of Woodlands Lane bridge.

#### **5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:**

5.1 There are no financial implications for Local Committee budgets resulting from the recommendations of this report.

#### **6. EQUALITIES AND DIVERSITY IMPLICATIONS:**

6.1 The Highway Service is mindful of its needs within this area and 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 Residents of Heathpark Drive, Birch Road and Oakwood Road have requested the introduction of a 20mph speed limit.

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- 9.2 Speed survey data indicates a relatively good level of compliance with the 30mph speed limit and suggests the existing speed limit is appropriate.
- 9.3 However, the average vehicle speed is significantly above the 24mph threshold specified in SCC's speed limit policy for introducing a 20mph speed limit by signing alone. As such, if a 20mph speed limit were to be introduced additional measures would also need to be implemented to reduce the existing vehicle speeds.
- 9.4 Surrey Police has advised it would only support a reduction in speed limit if the conditions set out in the county council's speed limit policy are met.
- 9.5 The different types of measures that could be introduced to reduce vehicle speeds have been reviewed in this report. However, it is considered that the required reduction in average speed could only realistically be achieved by implementing a comprehensive traffic calming scheme consisting of either vertical traffic calming measures or a combination of vertical and horizontal traffic calming measures.
- 9.6 It would be difficult to justify the cost of introducing such a scheme in Heathpark Drive when the location has a much better safety record than many other residential roads in Surrey Heath. Such a proposal would also conflict with the aim of achieving the greatest possible reduction in personal injury collisions with the limited funding that is available.
- 9.7 It is therefore recommended that the existing 30mph speed limit is retained and no further action is taken at the current time.

### **10. WHAT HAPPENS NEXT:**

- 10.1 Heathpark Drive will be retained on the Surrey Heath Speed Management Plan and vehicle speeds will continue to be monitored periodically.

**Contact Officer:**

Jason Gosden (Senior Engineer – 0300 200 1003)

**Consulted:**

Surrey Police

**Annexes:**

Annex 1 - Surrey CC Setting Local Speed Limits Policy

**Sources/background papers:**

Petition Response – 20mph speed limit (with traffic calming features) in Heathpark Drive, Birch Road and Oakwood Road, Windlesham - Thursday 2 March 2017