

1.0 Introduction¹

1.1 Eynsham Neighbourhood Plan 2031 [March 2017]

The draft Neighbourhood Plan has been prepared by the Eynsham Futures Steering Group (EFSG) on behalf of Eynsham Parish Council (EPC), which is the qualifying body designated for the purpose of preparing the Eynsham Neighbourhood Plan (ENP) and will approve the plan before its formal submission.

Following a 6 week statutory consultation it was submitted to the Local Planning Authority (LPA), West Oxfordshire District Council (WODC), who have provided technical support along with Oxfordshire County Council (OCC). WODC is now due to consider whether the plan complies with all relevant statutory requirements and publish it for a further period of 6 weeks before sending it for independent examination.

1.2 Eynsham as a place.

Eynsham is the fourth largest community in West Oxfordshire. Although it is clearly a village, its population of 4,650 (2011 Census) actually makes it larger than many nearby small towns. Unlike a small town though, there is no commercial centre. Its core features are the church and the square in the historic centre with shops and services scattered along the oldest streets, which are primarily residential with many of the older houses being built right up to the back edge of the pavement.

1.3 Future Context

Almost all the land surrounding the village has been put forward for inclusion in the emerging WODC Local Plan for new development. More recently, the requirement to accommodate Oxford City's unmet housing need has prompted WODC to propose a Garden Village (GV) style development on the same scale as Eynsham, located in the Parish north of the A40.

As a result of these changes, emphasis has shifted to placing development to the north of the A40 where rapid development would ensure funding for the infrastructure of what is intended to be an entirely new, free-standing settlement, currently referred to as Oxfordshire Cotswolds Garden Village (OCGV).

1.4 Eynsham as a community.

Eynsham is a community which, according to consultation responses, is greatly appreciated by its residents who are determined to ensure it will be equally valued by future generations. The location and structure of the village are major contributors to this sense of community which the Neighbourhood Plan seeks to protect and enhance. The village is very compact, allowing residents to access shops, pubs, places of worship and events and meetings that take place in various venues on foot. A wide range of housetypes has led to a very mixed community with a good range of ages and back-ground who all work together. The village is large enough to sustain a good range of shops and retail businesses as well as the many societies, clubs and sports teams based here.

This compact layout has a consequence. The village has very little open space with most of the green' provided by a small number of mature trees that are clearly visible amongst the roof-tops from outside the village. The compensation for this lack of open space within the village is offered by quick and easy access to open countryside around all sides of the village. This is regarded as vital in maintaining the rural 'feel' that is one of the key characteristics of the village that are valued by local residents.

This combination of a compact, 'walkable' built form with a broad range of housing, helps support the vitality of the modern community that the Parish Council wishes to retain and protect.

1.5 The Vision for Eynsham Parish 2031:

The vision for the Parish of Eynsham at the end of the plan period is that both new and existing residents will be enjoying the same benefits of living in the village as current residents do in 2017 and that the area will be an even more attractive community in which to live and work.

¹ This text is an extract from an original report that was supplied as an inaccessible image – find it at bit.ly/2Ioa2Xk

The vision will be delivered through meeting eight primary objectives.

- Housing
- Design
- Community facilities
- The Natural Environment
- Transport and parking
- The local Economy
- Sustainability and climate change
- A new Garden Village

This report focuses on the highways and design ambitions for the village, specifically in relation to implementing a 20mph speed zone throughout the village.

2.0 Urbanists' brief

2.1 A 20mph Speed Initiative

Eynsham Parish Council commissioned the Urbanists in the Spring of 2017 to explore how the Parish Council could look to adopt and deliver a 20 mph speed limit initiative across Eynsham that could enhance the road safety as well as the appearance and quality of the public realm in key parts of the village.

The Parish Council commissioned Oxfordshire County Council to undertake an average speed survey at key locations in Eynsham in 2016. [See Appendix A] This survey indicates that speeds in the heart of the village average 20mph or less and it highlighted that it was generally on the approach roads into and out of the village that traffic speeds exceeded 20mph.

EPC expect to receive a significant amount of Community Infrastructure Levy [CIL] funding as a result of new developments that are being proposed both to the west and north of the village. It was anticipated that over time, these funds could exceed f1 million, although there would be other demands on that funding to support new community facilities [eg new burial ground, play area and potential new sports pavilion].

2.2 Managing Traffic Speeds in Rural areas

The principles and policies of traffic management in the UK are changing. Reducing speeds and minimising the adverse effects of traffic involves integrating the design and management of streets and village spaces with the special qualities of 'place'. This has organisational implications for local authorities and the communities that they represent. It also calls for new skills in collaboration and a combination of professional skills in engineering, urban design, planning and landscape architecture to reconsider conventional highway measures.

Local communities can look more closely at a number of critical elements that help define a village as well as inform and influence driver behavior and perhaps more importantly vehicle speeds. These include:

- Building a thorough understanding of the past and current context of a town or village its residents
- Identifying and strengthening the entry points to a village to achieve a clear transition between higher speed roads and the town or village itself
- Identifying and emphasising the location of the village centre and seeking ways to highlight its significance
- Looking at ways to create a series of features and smaller places throughout the village, exploiting opportunities such as junctions and special places
- Encouraging slower speeds by careful attention to the apparent width of carriageways and the detailing of kerbs, verges and street furniture
- Measures to bring to life and celebrate the activities and presence of the community
- Harnessing local knowledge, events and creativity to encourage a clear connection between village life and the perception and awareness of drivers travelling through it.

2.3 The National Highway Agenda

Cars and lorries are part of our lives, for better or worse. Maintaining and protecting the quality of life against a background of growing traffic volumes is perhaps the greatest challenge facing most rural communities. Rural life depends on the highway network for connections and communication. Many villages, like Eynsham, lie along the route of busy country roads. Modern travel patterns and transport place huge pressures on the historic form and qualities of many rural landscapes, threatening the economic sustainability and social cohesion upon which many communities depend. This is a problem that is universal to village life in the modern world, and especially in the UK.

National policy up until recently has tended to separate these aspects of economic and social life. The principle of segregation of traffic from civic life was a key recommendation of the influential Traffic in Towns report published in 1963. The division of responsibilities for traffic and transport from the responsibilities for broader environmental objectives has contributed to the tensions between the competing purposes of rural roads and streetscapes. The organisational structure and policy frameworks of government and local authorities has, until recent years, defined the highway network as infrastructure to be planned, managed and maintained without direct reference to the social and economic context of local communities. This has often resulted in standardised road layouts, and a plethora of signage and lighting, which has eroded local distinctiveness.

2.4 Dorset's Rural Roads Protocol

However, Dorset County Council have been at the forefront of dealing with these issues and have developed a toolkit which is intended to help find new ways to balance these conflicting pressures, and to explore ways in which local residents can become more closely engaged with ideas and initiatives to improve the relationship between people, places and traffic.

Dorset's preparation and adoption of a 'Rural Roads Protocol' has prompted the new application of these emerging principles for the towns and villages that punctuate the county's exceptional landscape. The approach places community engagement at the heart of the process, building on local energies, creativity and commitment to contribute to the work of the highway authority .

Dorset's adoption of the Rural Roads Protocol in April 2008 provides formal support to a set of principles for the management and maintenance of rural highways. The Protocol confirms Dorset's position at the forefront of fresh thinking on rural highway design, whilst reflecting the latest national and regional thinking. This toolkit outlines some simple and practical ways for local communities to extend the Protocol to address problems commonly associated with traffic within the context of rural villages.

All of the measures in the toolkit are based on the key principles underpinning the Rural Roads Protocol. The most important of these principles include:

- Understanding and exploiting the quality and character of the built and natural environment to increase driver awareness and to influence driver behaviour.
- Avoiding the imposition of standardised highway measures that can erode the distinctiveness and quality of villages, and serve to isolate drivers from their surroundings. Signs, road markings, barriers and traffic signals are kept to a minimum to reduce roadside clutter, and to engage drivers with the environment outside their car.
- Employing the principles of ‘psychological traffic calming’ to influence driver speeds and responses. ‘Self-reading’ roads that inform drivers appear to reduce speeds and improve drivers’ awareness of their surroundings by increasing interest and changing perceptions over time. Research suggests that the more our brains engage with interpreting the immediate environment, the less we sense time passing. This seems in turn to promote lower speeds and a reduced sense of urgency.
- Expanding the menu of measures available to local communities and local highway authorities beyond standardised highway measures. Such measures are intended to build on the principles of ‘place-making’, to make villages more distinctive and recognisable, introducing elements of intrigue, uncertainty and interest to alert drivers to the specific context of their surroundings.
- Redefining the boundaries for responsibility and management of village streets and spaces.

2.5 Traffic Speeds

It is inevitable that traffic speeds will vary by location and time of day. What speeds feel reasonably comfortable and safe will also vary according to the location. It's tempting to assume that the slowest possible speed is the target, but the best speed allows vehicles to flow smoothly and steadily through the village without excessive

braking or acceleration. Speeds around 15 - 20 mph usually allow drivers to respond easily to their surroundings - above 25 mph pedestrians and cyclists are much less comfortable, and informal communications become harder. There may be junctions or key places where lower speeds suit the circumstances and allow hand gestures, eye contact and negotiations.

Comparing the existing speed profiles to the ideal helps to identify those places where changes in the road's characteristics are needed, and where more detailed studies may be necessary. Oxfordshire County Council's speed survey [Appendix A] highlights where to prioritise. Usually these places are at the entry points into the village, at significant junctions and transition points, and around the centre of the village.

2.6 Village Gateways

Identifying the key entrances to Eynsham such as outlying buildings and farm walls are often elements which signpost these points in the village. Usually a change in scale or character can mark where the older core of the settlement begins. An important building such as a school or pub may signal such a transition, or the road may take a sudden sharp turn or reach a crossroads or junction. Sometimes trees, hedges or the landscape mark the transition. It is usually a combination of many elements. Identifying the key entry point helps to direct measures to achieve lower speeds and improve driver awareness. Ideally the character of the highway will change from ‘road’ to ‘street’. Centre lines should end to emphasize the change in character. The signs associated with arrival in the village should accord with the driver's visual perceptions of the village boundaries. Subtle changes in surface materials and colour will help to mark the contrast between the higher-speed design of the road, and the low-speed context of the village.

Highlighting the agreed entry points will help in discussions with the highway authority to steer any maintenance or improvement measures such as a consistent use of surface materials, signs and markings (or their absence), as well as the best places for initiatives to plant or prune trees, locate a village map or noticeboard, or to find creative ways to celebrate the ‘front door’ of a village.

2.7 Road Widths

Speed limits are not the only way to slow traffic. In many rural villages the limitations of policing and enforcement mean that formal legislation has limited effect. Research suggests that drivers choose speeds that appear to suit the characteristics of the road ahead. Reducing speeds therefore requires careful attention to the clues and information presented to drivers by the rural road and its surroundings.

The apparent width of the road is an important clue. The narrower a road and its surroundings appear to the driver, then the slower the likely traffic speeds are likely to be. The absence of road markings also helps to reduce speeds. Centre lines and side markings encourage faster speeds by drawing the drivers eye to the horizon, limiting awareness of the peripheral vision and surroundings, and adding to driver confidence. Highlighting the places where road widths vary, or whether there are significant pinch points can be useful in this context. Narrow segments can be helpful if drivers have to negotiate a way through with other street users. It helps to review where cars are typically parked, to see whether some repositioning of spaces might create a useful narrowing point on a straight stretch of street. In looking at car parking, it helps to ask where you would plan for parking if you were starting afresh, so that parking places reinforce the sequence of spaces through the village.

2.8 Psychological influences

When verges, drains and the gullies at the edges of streets are renewed or maintained, it is sometimes possible to use a secondary material such as setts, cobbles, road paint or even reinforced grass paving to reduce the apparent width of the carriageway. Such 'visual narrowing' is a good way to manage driver behavior and maintain slow speeds whilst coping with the dimensions of buses, heavy lorries and other large vehicles. As a general rule, a clear width of 6 metres on straight streets allows two large vehicles to pass at slow speeds. By paving the edges of a street with a different material to the carriageway, a visual width of 5 - 5.4 metres can be created which further reduces speeds, without the need for artificial bumps, signs and chicanes. Using a different surface tone or texture can also achieve this effect.

The most effective way for a community to influence the behaviour of drivers is to enhance a sense of village life and a sense of place. Research has suggested that traffic speed is determined by the degree of 'psychological retreat' of the community from the public realm as traffic speeds increase, the less time people spend in public places, and so the more speeds increase. To break this vicious circle calls for creative measures to allow the life of a village to be visible, and apparent, to drivers.

The Dorset County Council tool kit outlines a number of basic ways with which communities can understand more about traffic and the ways in which its impact can be reduced. It is important to note that most of the physical measures and speed control interventions can only be carried out by the highway authority, but it is vital that local residents and traders are sufficiently informed to engage creatively with their councils and other partners. In addition, the local knowledge and creativity available to communities are resources that may not be available to local government. With an understanding and consensus built on the principles of the toolkit, a community can engage more productively with their local highway authority.

3.0 Implementing a 20 MPH Zone in Eynsham

It is generally accepted that speeds at the centre of the village - particularly along Acre End Street - were restricted to less than 20mph because of the tortuous nature of the road and the amount of on-street car parking which helps to slow down vehicle movements. The Parish Council also accept that In order to make It workable, any 20mph zone should be fairly compact in terms of its scale & reach in the village.

However, it is also apparent that trying to make east west cross movements more inconvenient might also deter through traffic from coming into the centre of the village.

This issue has prompted consideration of the introduction of additional speed deterrent measures at the entrances to the village along Hanborough Road, Witney Road and Oxford Road. [see Plan ??] Witney Road and Hanborough Road, in particular, are very wide highways. The former serves the local comprehensive school. While 'on road' speed markings are In place there Is little other than a pelican crossing close to the school to reduce speeds of vehicles entering the village past the school entrance. There was also discussion about how a dedicated on-road cycle lane on Witney Road might assist In narrowing the useable carriageway to help reduce vehicle speeds.

Concern was also expressed about the speed of vehicles and Its impact on the number of pedestrians travelling north into the village along Station Road, which was an important entrance from the south into the Village Conservation area.

3.1 Managing driver behaviour and road user expectations through pilot schemes

The Parish Council is being encouraged to submit a 'shopping list' of local ideas and initiatives to the County Council by October 2017 and the Parish Council is keen to understand what might be deliverable in terms of these initiatives before the summer.

The Council wants to understand what might be achievable without raising too many expectations by looking at a range of achievable and impactful initiatives that would also offer demonstrable value

for money.

The Parish Council have expressed an informal willingness to explore some 'temporary' pilot Initiatives to prove to residents and road users the value of additional speed reduction measures. This might be a cost effective way of achieving value for money. Painting roadways with road narrowing and using removable obstructions can be used very effectively to re-educate drivers to use roads differently and consequently change driver behaviour and vehicle speeds In the village.

For example, the notion of introducing a bus-only connection at the eastern end of Acre End Street where it meets the High Street outside the Co-op at Harris Corner might be worth experimenting with to see if it helps discourage east/west village movements. Similarly, creating a pedestrian orientated precinct outside the shops on Spareacre Lane could help achieve a similar objective.

There was also discussion about creating better drop off facilities for both the Comprehensive School on Witney Road and for the local primary school accessed via Millmoor Crescent and Beech Roach.

3.2 The Current Highway Situation

It is true that the speeds on some roads such as Acre End Street are already very low. The PC's current thinking is that the 20mph zone (a 'zone' being a self-enforcing 20mph speed limit area) should cover the whole of the village so that the signs are at the five village entrances: Station Rd, Oxford Road, Cassington Road, Hanborough Road and Witney Road) to highlight a transition Into the rest of the 'zone'.

An Important design feature will be these village entrance points. They need to be attractive and welcoming while asking people to be patient and not rush. They could feature either green (natural) features or potentially sensitively designed built features. The only place where this may not be practical due to the road layout is for Dovehouse Close-the natural speed of Hanborough Rd up to the corner next to Hanborough Close is such that 20mph would be an unnatural speed and likely to be violated too readily. Dovehouse would be a 20mph zone off a 30 or 40mph road.

It might be a good thing to have the feature which slows down traffic and acts as 'village entrance' a little way along the entrance road for both Hanborough and Oxford Rds to prevent any possible queuing on the bypass.

Station Rd has a natural slow-down feature with parked cars near the roundabout but also needs another slow-down /village entrance just before Abbey Farms Barns entrance; this is an interesting challenge as it is in the conservation area and should complement it and the walls on either side of the road. There is significant pedestrian traffic along this road as many people from the industrial area walk to the shops at lunchtime; we need to encourage this as the alternative is that they get into their cars and drive into the village!

A longer run-in isn't practical on Cassington Road and Witney Road. Cassington Road is in any case naturally speed-limiting due to parked cars and narrowness. Witney Road is a light controlled entrance so cars can have plenty of warning. The green space at the northern end of Witney Road needs to be kept as a feature but it may also be needed to improve access to Bartholomew School particularly for coaches, possibly for drop-off and waiting to pick up. This would need to be discussed with the school and coach operators to find out what the real situation is and then the design can be done. Narrowing the carriageway by adding a cycle lane would be a good thing to do although it may be expensive unless it is just a painted lane.

The use of pilot schemes does seem to be a good idea. A lot of people will come up with all manner of disaster scenarios whenever change like this is proposed so pilots are a good way to get people used to the idea.

The idea of a bus-only pedestrian section outside the Co-op is interesting but challenging.

The east-west routes would be

- Spareacre Lane + Hanbrough Rd to the north
- Southern Bypass + Station Rd and Acre End St
- Oxford Rd +Thames Street, Mill Street and Spareacre Rd
- Cassington/Newland, Mill St and Spareacre Lane
- The A40 can be useful going east to west - obviously not west to east though.

Is this enough? Probably, although the corner of Station Rd and Acre End Street is really bad - especially for the Bartholomew School coaches and the only alternative for any coming from south of the village is southern and eastern bypass, A40 and Witney Road. The buses only bit would be Harris' Corner (already double yellow lines) extending up to the Square. Lombard Street and Mill Street could be blocked off at that junction; their remaining stubs would be resident-only parking as would the Tuer (access from Thames Street) and the section of Acre End from Station Road to the start of the double-yellow lines at Harris' Corner. The Co-op will lose a bit of passing trade but there will be less illegally parked cars on the double-yellow lines which often is such 'passing trade: Perhaps a time-limit on parking in the square will allow shop customers somewhere to go.

Spareacre Lane is the main component in all but one east-west route and should not be considered for a pedestrian zone. What would be useful, apart from knocking SPAR down and building something decent, would be better parking outside these shops. They do get a lot of people coming by car which clearly provides a service for those who find walking difficult but the parking and truck unloading presents a significant hazard to other cars and pedestrians. Probably not part of the 20mph project as this slows the traffic!

Cost estimates: it is understood that this would be very budgetary and might best be expressed as a range. For example a range of £20-30k for a project feature might be reasonable where £100-130k would be much more problematic. Costs just give us an idea of what we might be able to do - most of us have no idea what typical measures may cost.