

Report Title:	A308 speed reduction from Monkey Island Lane to M4 motorway bridge
Contains Confidential or Exempt Information	No
Cabinet Member:	Councillor Hill, Lead member for Transport
Meeting and Date:	Cabinet – 27 September 2023
Responsible Officer(s):	Andrew Durrant – Executive Director for Place and Chris Joyce – Assistant Director for ISEG
Wards affected:	Bray

REPORT SUMMARY

To amend the speed limit on the A308 between Monkey Island Lane and the M4 motorway bridge from the current 40 mph to 30 mph. This is in response to requests from local residents and members of the Bray parish council.

The reduction is not supported by officers based on evidence gathered in the last two years using traffic count surveys. The speed at the 85th percentile is significantly below the current speed limit and whilst minor injury-related incidents have been recorded by the police, the current limit appears correct of a road of this nature.

Furthermore, the police have issued a formal objection with the proposed changes likely to result in a high degree of non-compliance and as this road is part of a diversion route on the strategic road network does not believe that the proposed 30 mph limit to be acceptable.

1. DETAILS OF RECOMMENDATION(S)

RECOMMENDATION: That the Cabinet meeting on 27th September 2023 notes the report and:

- i) *Decides on whether to reduce the speed limit on this stretch of the A308 from 40 mph to 30 mph.*

2. REASON(S) FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

Options

Table 1: Options arising from this report

Option	Comments
Retains the current speed limit of 40 mph on the stretch of the A308 between Monkey Island Lane and the M4 motorway bridge This is the recommended option	This recommendation is based on both advice from RBWM's traffic safety team and in line with the Thames Valley Police view that the 40 mph limit is the appropriate one for this stretch of road.

Option	Comments
Uses the council's highway authority to reduce the speed limit from 40 mph to 30 mph	Going against advice from officers and against the formal objection of Thames Valley Police. It is likely that this will result in a high level of non-compliance with little change of enforcement whilst making a known diversion route on the strategic road network less accessible.

- 2.1 Officers have based their recommendation on the speed survey data that indicates a high degree of compliance with the current limit.
- 2.2 Only reducing the speed limit is unlikely to have a major impact on average speeds and this will likely result in a high degree of non-compliance with the proposed 30 mph speed limit.
- 2.3 The police have formally objected to the reduction in the speed limit proposed stating that this would result high degree of non-compliance, unduly criminalising a lot of people. The road is a main artery between Maidenhead and Windsor as well as a diversion route for the M4 and a lower limit is not appropriate for such a road.
- 2.4 The police would also object to introduce any traffic calming measures which, whilst not being proposed at this stage, would likely be required to achieve a drop in average speed from what is currently observed to below the new speed limit of 30 mph.
- 2.5 Whilst a number of injury related accidents have occurred, and recorded by the police, only one of these had speed as an attributing factor, and this was used by TVP as a further reason not to support the proposed change.

3. KEY IMPLICATIONS

- 3.1 The recommended option is the maintain the status quo with the speed limit at 40mph. This will mean that there would be no new implications if that recommendation is backed.
- 3.2 Should the decision be to overrule officer recommendation and police objections, the following implications are possible.

Table 2: Key Implications

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
Increase in cars exceeding the speed limit				X	As soon as speed limit is changed

4. FINANCIAL DETAILS / VALUE FOR MONEY

- 4.1 There would be no cost to the recommended option as this maintains the current speed limit.
- 4.2 Should the decision be to support the reduction to 30mph, this would require the writing of a new Traffic Regulation Order and installation of signage. For a road of this length this would usually result in a one-off cost around £5,000.

5. LEGAL IMPLICATIONS

- 5.1 There are no legal implications to the recommended option.
- 5.2 The alternative option to reduce the speed requires a legal consultation which may garner formal objections. Once completed, the Traffic Regulation Order will reduce the limit to 30mph and enforcement will become the responsibility of Thames Valley Police.

6. RISK MANAGEMENT

- 6.1 There are no new risks with the recommended option.
- 6.2 Reducing the speed limit may result in the following risks:

Table 3: Impact of risk and mitigation

Threat or risk	Impact with no mitigations in place or if all mitigations fail	Likelihood of risk occurring with no mitigations in place.	Mitigations currently in place	Mitigations proposed	Impact of risk once all mitigations in place and working	Likelihood of risk occurring with all mitigations in place.
There is a risk that more drivers fail to observe the new 30 mph speed limit	Moderate 2	High	Current speed limit is appropriate for the road and data indicates this is being observed by most drivers	Introduce traffic calming measures though this are costly and would result in further objections from the police	Moderate 2	High
More complaints to the council and the police as a result of drivers not observing the new speed limit, using up limited resources	Low 1	High	Current speed limit is appropriate for the road and data indicates this is being observed by most drivers	No mitigations and police unlikely to dedicate enforcement resources if decision is against their objection	Low 1	High

Lower speeds can lead to traffic being more closely bunched together with fewer opportunities to cross the road.	Moderate 2	Low	Speed at the appropriate 40mph allowing for natural gaps in the traffic	If this risk is particularly bad mitigation of new traffic signals would be required further impacting the flow of traffic.	Low 1	Low
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7. POTENTIAL IMPACTS

- 7.1 Equalities. An Equality Impact Assessment is available as Appendix A.
- 7.2 Climate change/sustainability: There are trials ongoing to determine the impact of reduced speeds on local air quality conditions. At this time there is some supporting evidence of improvements at higher speeds but it is unclear whether this would be replicated when changing the speed limit from 40 mph to 30 mph, especially if there is concern that traffic will actually slow down.
- 7.3 Data Protection/GDPR. Not required as this paper relates to whether to change the speed limit on a stretch of road. Should the decision be taken not to follow the recommended option, a consultation will be run to support the new Traffic Regulation Order and this would be completed in accordance with data protection rules.

8. CONSULTATION

- 8.1 Internal discussions to date with formal consultation with Thames Valley Police.
- 8.2 Should the decision be taken not to go ahead with the recommended option, a consultation to support the new Traffic Regulation Order will be required.

9. TIMETABLE FOR IMPLEMENTATION

- 9.1 There will be no implementation if the recommended option is chosen.
- 9.2 Implementation date if the choice is made to proceed with the speed reduction and not called in: **Immediately** The full implementation stages are set out in table 4

Table 4: Implementation timetable

Date	Details
October 2023	Preparation of Traffic Regulation Order (TRO)
November 2023	Public consultation on TRO
December 2023	Advertising of speed limit changes and installation of new signage

10. APPENDICES

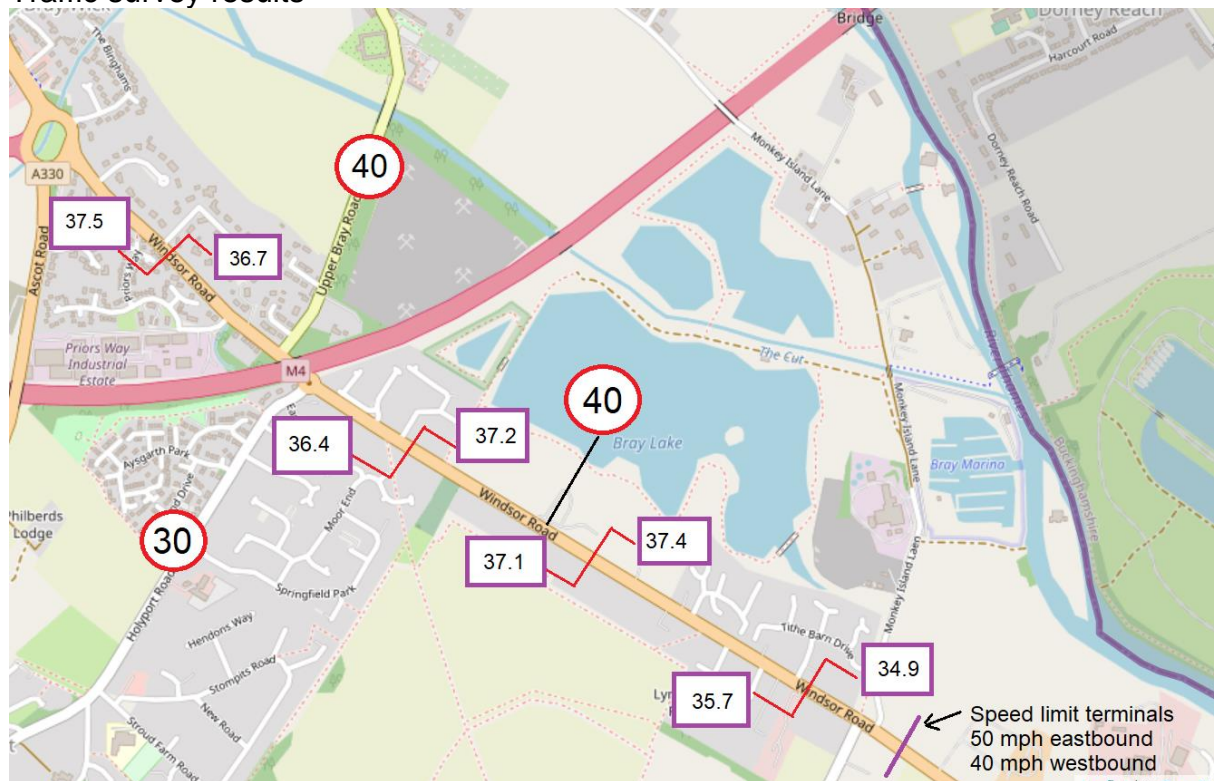
10.1 This report is supported by 1 appendix:

- Appendix A – Equality Impact Assessment

11. BACKGROUND DOCUMENTS

11.1 This report is supported by the following background documents:

- Traffic survey results



- Thames Valley Police response



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07/08/2023

Subject: Change of speed limit, A308 Windsor Road, Bray, reduction from 40-30mph

Dear Councillors and elected members of RBWM,

Thank you for the consultation, in relation to the proposed speed limit change, for the A308 Windsor Road, Bray.

Thames Valley police welcome the opportunity to engage on plans for road safety improvement and acknowledge that speed limits can be a useful tool in road safety. There are other reasons that a change on speed limits may be desirable for communities, such as environmental concerns, and creating a shared space environment to encourage greater diversity of road users.

The policy of Thames Valley police is to use sound practical and realistic criteria ([Setting local speed limits - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/setting-local-speed-limits)) when responding to Highway Authorities in an effort to promote consistency and to reduce the burden of constant and unnecessary enforcement. The advice shown in Circular Roads 1/2013 states.

Speed limits should be evidence-led and self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance. Speed limits should be seen by drivers as the maximum rather than a target speed.

The key factors that should be taken into account in any decisions on setting local speed limits are:

- history of collisions
- road geometry and engineering
- road function
- composition of road users (including existing and potential levels of vulnerable road users)
- existing traffic speeds
- road environment

In November 2021 I was asked to provide an informal response to a proposed change of speed limit on the A308 Windsor Road. After careful consideration of the documents and speed data provided: Thames Valley Police stated their position would be to oppose the change of speed limit as it stood at the time due to various reasons. I have been asked again to formally respond and to date I have not received any further data or information to change our previous position on the matter.

Thames Valley police continue to object to the proposed speed limit change for the following reasons:

- History of collisions: When I replied in November 2021 there had on been 10 slight injury collisions and only one was attributed to speed in the last 5 years. However since then there have been a further, 1 slight injury and 2 serious injury collisions. However one serious injury has been attributed to impairment through drugs and the other was a collapse due to illness, with the slight being as a result of a rear end shunt at the roundabout. From my research speed has not been a contributory factor in almost all of the collisions.
- Road geometry, engineering and function: The road is a main arterial route between Maidenhead and Windsor and it is a diversionary route for the M4. The road is straight and wide and as such to reduce the speeds to gain compliance would require additional traffic calming measures. Which I believe RBWM are not proposing to install. We would also object to traffic calming as this would impact on the ability of the road to carry out its function as a diversionary route for the M4.
- Composition of road users (including existing and potential levels of vulnerable road users) and road environment: This is a busy road used by all forms of traffic, however there is a dual use foot and cycle route already in place, which does reduce the risk to some elements of the vulnerable groups.
- Existing traffic speeds: From the data provided the mean speeds are near to the acceptable criteria for DfT. However, digging further down into the figures and the likelihood of compliance if the speed limit was reduced, I am uncertain as to the road achieving general compliance without changes to the road layout and environment. At this time there is a high degree of compliance with the 40mph limit, 2 – 5.5% exceeding posted limit. If it is accepted that reducing the speed limit by sign only reduces the speed of traffic by 1 -2 mph then with the recorded traffic data this could put as much as 50% of traffic not complying within the NPCC thresholds for prosecuting speeding. Further, a change of speed from 40mph to a 30mph would result in the removal of repeater signs and therefore the driver will no longer be reminded of the speed limit and has to make a judgement based on their observations. As this is a wide straight road a situation could result in an increase in the mean and 85% speeds, without the drivers being reminded of the limit by repeaters. DfT guidance on setting local speed limits states that, 'general compliance needs to be achievable without an excessive reliance on enforcement.'

In short at this time there is a high degree of compliance and the collision history doesn't appear to be of any concern or attributable to excessive speed. I believe a change in speed limit would result in a high degree of noncompliance, unduly criminalising a lot of people, without much impact on collisions or safety. Any scheme to reduce speed by traffic calming would also have an effect on the ability for the road to carry out a secondary function of diversionary route and if this was to come into play could have environmental impacts.

Should the Traffic Authority decide to proceed with the change of speed limit Thames Valley police ask that the following advice on signing of the limit is considered carefully as it may adversely affect our ability to successfully prosecute.

TSRGD 2016, removed the necessity for 2 terminal signs to be placed at the start and end of a speed limit. It also removed the necessity for at least 1 repeater sign to be placed along a speed limit and provided the traffic authority the ability to decide on the number of repeaters used. However the advice also states that, 'Any decision to reduce the number of terminal signs should be underpinned by robust risk analysis.' And, 'The onus is on the traffic authority to determine the appropriate provision of speed limit repeater signs having regard to existing guidance. In deciding this, it is strongly recommended that consideration is given to the potential for challenge to the enforcement of the speed limit.'

Thames Valley police recommend that [Traffic Signs Manual – Chapter 3 - Regulatory Signs \(publishing.service.gov.uk\)](#) is followed and Table 8-3 is followed in relation to visibility for terminal signs and that Table 8-4 is followed in relation to repeater signs.

Should any deviation from The Traffic Signs Manual - Chapter 3 be considered or implemented by the traffic authority in relation to the speed limit signing, Thames Valley police ask that we are provided with the risk analysis or rationale behind that decision.

In relation to Restricted Roads, [The Traffic Signs Regulations and General Directions 2016 \(legislation.gov.uk\)](#) Part 4, Schedule 10 General Directions 2 prohibits the use of repeater signs where the road has a system of street lighting. If the traffic authority wish to deviate from these Regulations and have repeater signs, then they must first obtain the Secretary of State's authorisation. Any restricted road with repeater signs and without the authorisation of the Secretary of State could be considered not lawfully placed and as such no offence is committed and any prosecutions are likely to fail. This also includes the use of Diagram 1065 painted on the road as repeaters. Diagram 1065 may however be used in conjunction with Terminal signs.

Yours Sincerely

Tony

Mr Tony GRIFFITHS 1735 (TVP) 18639 (Hants)
Roads Policing Operations, Traffic Management Officer
Telephone: 101 / Mobile: 07971 159410



12. CONSULTATION

Name of consultee	Post held	Date sent	Date returned
<i>Mandatory: Statutory Officer (or deputy)</i>			
Elaine Browne	Head of Law & Governance/ Interim Monitoring Officer		15/08/23
<i>Deputies:</i>			
Julian McGowan	Stand in S151 Officer		ELT 23/08/23
<i>Mandatory: Procurement Manager (or deputy) - if report requests approval to go to tender or award a contract</i>			
Lyn Hitchinson	Procurement Manager		
<i>Mandatory: Data Protection Officer (or deputy) - if decision will result in processing of personal data; to advise on DPIA</i>			
Samantha Wootton	Data Protection Officer		
<i>Mandatory: Equalities Officer – to advise on EQiA, or agree an EQiA is not required</i>			
Ellen McManus-Fry	Equalities & Engagement Officer		22/08/23
<i>Other consultees:</i>			
<i>Directors (where relevant)</i>			
Andrew Durrant	Executive Director of Place		22/08/23
Kevin McDaniel	Executive Director of Adult Social Care & Health		ELT 23/08/23
Lin Ferguson	Executive Director of Children's Services & Education		ELT 23/08/23
<i>Heads of Service (where relevant)</i>			
Chris Joyce	Assistant Director of ISEG		29/08/23
<i>External (where relevant)</i>			

Confirmation relevant Cabinet Member(s) consulted	Cabinet Member for Transport	Yes

REPORT HISTORY

Decision type:	Urgency item?	To follow item?
If a Cabinet report: Key decision and	No	No

state the date it was First entered into the Cabinet Forward Plan: 1/08/23		
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Report Author: Tim Golabek, Service lead Transport, 07770934646

Equality Impact Assessment

For support in completing this EQIA, please consult the EQIA Guidance Document or contact equality@rbwm.gov.uk

www.rbwm.gov.uk



1. Background Information

Title of policy/strategy/plan:	<u>A308 Speed limit reduction</u>
Service area:	<u>ISEG</u>
Directorate:	<u>Place</u>

Provide a brief explanation of the proposal:

- What are its intended outcomes?
- Who will deliver it?
- Is it a new proposal or a change to an existing one?

Whilst the recommendation is to retain the 40mph speed limit on the stretch of the A308 between Monkey Island Lane and the M4 motorway bridge, the second option is to reduce this to 30mph. Proponents believe this will result in a safer road however, this would be against officer advice and Thames Valley Police objection.

2. Relevance Check

Is this proposal likely to directly impact people, communities or RBWM employees?

- If No, please explain why not, including how you've considered equality issues.
- Will this proposal need a EQIA at a later stage? (for example, for a forthcoming action plan)

Yes, if the second option is selected, in the form of a reduced speed limit with new signage on this stretch of road.

If 'No', proceed to 'Sign off'. If unsure, please contact equality@rbwm.gov.uk

3. Evidence Gathering and Stakeholder Engagement

Who will be affected by this proposal?

For example, users of a particular service, residents of a geographical area, staff

All road users in the area whether using it for local movements or as part of the main link between Maidenhead and Windsor.

Among those affected by the proposal, are protected characteristics (age, sex, disability, race, religion, sexual orientation, gender reassignment, pregnancy/maternity, marriage/civil partnership) disproportionately represented?

For example, compared to the general population do a higher proportion have disabilities?

No, all users will be equally affected if the secondary option is approved. There is no evidence that this area has a greater proportion of protected characteristics, although there is a hospice along this stretch of road.

What engagement/consultation has been undertaken or planned?

- How has/will equality considerations be taken into account?
- Where known, what were the outcomes of this engagement?

Internal engagement and discussions with the police who formally object to the proposed changes. The recommendation is to retain the current 40mph speed limit based on this being the appropriate speed for the road.

What sources of data and evidence have been used in this assessment?

Please consult the Equalities Evidence Grid for relevant data. Examples of other possible sources of information are in the Guidance document.

Traffic surveys, AccsMaps collision data collected by the police and checks with national guidance on appropriateness of speeds on roads of this nature.

4. Equality Analysis

Please detail, **using supporting evidence**:

- How the protected characteristics below might influence the needs and experiences of individuals, in relation to this proposal.
- How these characteristics might affect the impact of this proposal.

Tick positive/negative impact as appropriate. If there is no impact, or a neutral impact, state 'Not Applicable'

More information on each protected characteristic is provided in the Guidance document.

Only applicable if the second option is selected against officer advice and police objection.

	Details and supporting evidence	Potential positive impact	Potential negative impact
Age	Reduced speed may improve ability to cross the road for younger and older people	Yes	
Disability	Reduced speed may improve ability to cross the road for people with disabilities	Yes	
Sex	Not applicable		
Race, ethnicity and religion	Not applicable		
Sexual orientation and gender reassignment	Not applicable		
Pregnancy and maternity	Reduced speed may improve ability to cross the road for pregnant women or those on maternity.	Yes	
Marriage and civil partnership	Not applicable		
Armed forces community	Not applicable		
Socio-economic considerations e.g. low income, poverty	Not applicable		
Children in care/Care leavers	Not applicable		

5. Impact Assessment and Monitoring

If you have not identified any disproportionate impacts and the questions below are not applicable, leave them blank and proceed to Sign Off.

What measures have been taken to ensure that groups with protected characteristics are able to benefit from this change, or are not disadvantaged by it? For example, adjustments needed to accommodate the needs of a particular group
Not applicable. The secondary option would impact all users of the road in a similar way.
Where a potential negative impact cannot be avoided, what measures have been put in place to mitigate or minimise this? <ul style="list-style-type: none">For planned future actions, provide the name of the responsible individual and the target date for implementation.
Not applicable. The secondary option would impact all users of the road in a similar way.
How will the equality impacts identified here be monitored and reviewed in the future? See guidance document for examples of appropriate stages to review an EQIA.
Not applicable. The secondary option would impact all users of the road in a similar way.

6. Sign Off

Completed by: Tim Golabek	Date: 02.08.2023
Approved by:	Date:

If this version of the EQIA has been reviewed and/or updated:

Reviewed by:	Date:
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