

Committee	Regulatory Planning Committee
Date	18 October 2023
Report by	Director of Communities, Economy and Transport
Subject	Traffic Regulation Order - A264 Hammerwood to Holtye (40mph & 50mph Speed Limit)
Purpose	To consider the objections received in response to the formal consultation on the draft Traffic Regulation Order for the proposed 40mph speed limit on the A264 between Hammerwood and Holtye
Contact Officer:	Michael Higgs – Tel: 07701 394506
Local Members:	Councillor Georgia Taylor

RECOMMENDATIONS:

The Planning Committee is recommended to:

- 1. Not uphold the objections to the draft Order; and**
 - 2. recommend that the Director of Communities, Economy and Transport make the Traffic Regulation Order as advertised.**
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CONSIDERATION BY DIRECTOR OF COMMUNITIES, ECONOMY AND TRANSPORT

1. Introduction

- 1.1 As part of the Public Health Outcomes Framework (PHOF) at the time, the County Council's Road Safety Team secured funding for a Road Safety Programme. The evidence is that 90% of killed and serious injury (KSI) crashes in East Sussex and nationally are caused by driver behaviour, or error, so specific measures were required to address these issues. The Road Safety Programme therefore developed a range of behavioural change initiatives to provide targeted interventions to reduce KSI crashes within identified high priority groups in East Sussex. The behavioural change initiatives were developed alongside a Speed Management Programme (SMP) that helped to improve road safety through speed management schemes and road safety improvements targeted at the existing highway infrastructure.
- 1.2 The project budget for the SMP was originally £274,000. It targeted the KSI crashes occurring on the rural A and B-class road network during a three-year assessment period, with a view to reducing the number of KSI crashes in the County.
- 1.3 All of the rural A and B-class roads in the County were split into shorter lengths that typically ranged from 600 metres (the minimum recommended length for a speed limit) to 1 kilometre. The average KSI crash rate was calculated for each section

and the routes were ranked according to their KSI crash rate. It was established that the average KSI crash rate on the rural A and B-class roads was 8.9 KSI crashes per 100 million vehicle kilometres travelled.

- 1.4 An initial crash study and drive through site visit was carried out on the routes that were identified as having a KSI crash rate above the county average, and those routes considered amenable to measures being introduced were progressed to detailed investigation stage to determine the most appropriate type of intervention. 25 schemes and their agreed interventions were taken forward. The A264 Hammerwood to Holtye was identified for a potential speed limit reduction to 40mph. A Location Plan is provided in Appendix 1.

2 Consultation

- 2.1 An initial consultation was carried out on the proposal, and feedback led to the formal proposal. The draft Traffic Regulation Order (TRO) was advertised in the Kent and Sussex Courier on 12 May 2023. Notices and copies of the relevant plans were advertised at regular intervals along the route for a period of 25 days. The consultation closed on 5 June 2023. A copy of the Notice and draft TRO is provided in Appendix 2. The details were also available on the County Council's consultation hub for members of the public to comment.
- 2.2 Two objections to the proposal were received before the formal consultation closed on 5 June 2023. A summary of the objections that we received before the consultation closed is provided in Appendix 3. A further three letters / emails supporting the proposals were received. After the consultation closed a further two objections were received. Full copies of all the correspondence received have been made available to the Members of the Planning Committee.
- 2.3 All the objections received, including those after the consultation deadline, requested that the proposed 40mph speed limit be extended to the east of Cansiron Lane to include the Holtye Hill junction, Golf Club and White House.

3 Comments and Appraisal

- 3.1 The setting of appropriate and effective speed limits has been subject to a significant amount of national research. This has shown that changing the speed limit with traffic signs and road markings alone, only changes the average speed of the traffic by about 1 or 2mph. This is also the experience of officers from earlier speed limit review work. Speed limits are therefore set in accordance with the mean speed of traffic, as this helps to reinforce an average driver's sense of a safe speed to travel. The County Council's policy PS05/02 Local Speed Limits recommends that 40mph speed limits are appropriate on rural roads where the average speed of the traffic is below 42mph. A copy of this policy on Local Speed Limits is provided in Appendix 4.
- 3.2 A series of seven speed surveys were carried out on the A264 between Hammerwood and Holtye. A summary of the results and the extent of the existing 50mph speed limit is shown in Appendix 5. The speed surveys between the start of the existing 50mph speed limit in the west and Cansiron Lane recorded the average speed of the traffic to be typically in the region of 40mph. This would indicate that a lower 40mph speed limit here would be relatively self-enforcing and effective. A speed survey between Cansiron Lane and the start of the 50mph speed limit in the

east recorded the average speed of the traffic to be 46mph. This survey result indicates that if a 40mph speed limit is to be effective here, engineering measures appropriate to the function of the road should be investigated to reduce the average traffic speed to below 42mph.

- 3.3 A proposal to install a traffic island in the centre of the A264 at the eastern end of the existing 50mph speed limit was investigated to allow the proposed 40mph speed limit to extend past Holtye Golf Club. The preliminary design work was carried out and it established that changes to the kerb lines would be required if a traffic island to the required standard was to be provided. The quotation for the traffic island at the time in January 2019 was £67,000. Due to inflationary pressures, this cost is likely to be somewhat higher now.
- 3.4 The cost of the traffic island would have been a significant proportion of the £274,000 budget available for the Speed Management Programme (minimum of 24.5%). It is important that the resources that the Council has available for road safety are used effectively and maximise the potential for casualty reduction. If the traffic island was taken forward, it would have prevented other identified priority schemes from being progressed.
- 3.5 If the Council was to extend the proposed 40mph speed limit on the straighter part of the A264 to the east of Cansiron Lane with traffic signs alone, (without a traffic island), it is unlikely to be complied with by all drivers. This can lead to a wider discrepancy (or spread) of speeds between drivers who will drive at the posted speed limit, and others, not seeing the need for the lower speed limit, who will continue to drive at higher speeds, resulting in the potential for inappropriate overtaking and collisions.
- 3.6 Following discussions with Sussex Police, it was agreed to proceed with the 40mph speed limit to the west of Cansiron Lane and retain the existing 50mph speed limit on the straighter section to the east, where the average speed of the traffic is higher. The extent of the proposed 40mph and 50mph speed limits are shown in Appendix 6.
- 3.7 Although the existing 50mph speed limit to the east of Cansiron Lane is to be retained, some improvements to the warning signs and road markings to help highlight the Holtye Hill junction and the crossing point outside the golf club will be introduced as part of the proposal. This will include new hazard marker posts at Holtye Hill junction and the Golf Club, improved yellow backed warning signs and red surfacing with SLOW markings to increase the visual impact for drivers on both approaches. The details of these safety improvements are shown in Appendix 7. The cost estimate for the 40mph speed limit to the west of Cansiron Lane and the safety improvements at the Holtye Hill junction and golf crossing point to be introduced was £11,400 in August 2020.
- 3.8 The most recent personal injury crash data supplied to the Council by Sussex Police indicates that there has been one serious personal injury crash reported on the part of the road where the 40mph speed limit is being proposed in the three-year period up to 31 July 2023. During the same review period, there has not been any personal injury crashes reported to the Police on the part of the road that will remain 50mph. The location and severity of the personal injury crashes on this part of the A264 are shown in Appendix 8.

4 Conclusion and Reasons for Recommendation

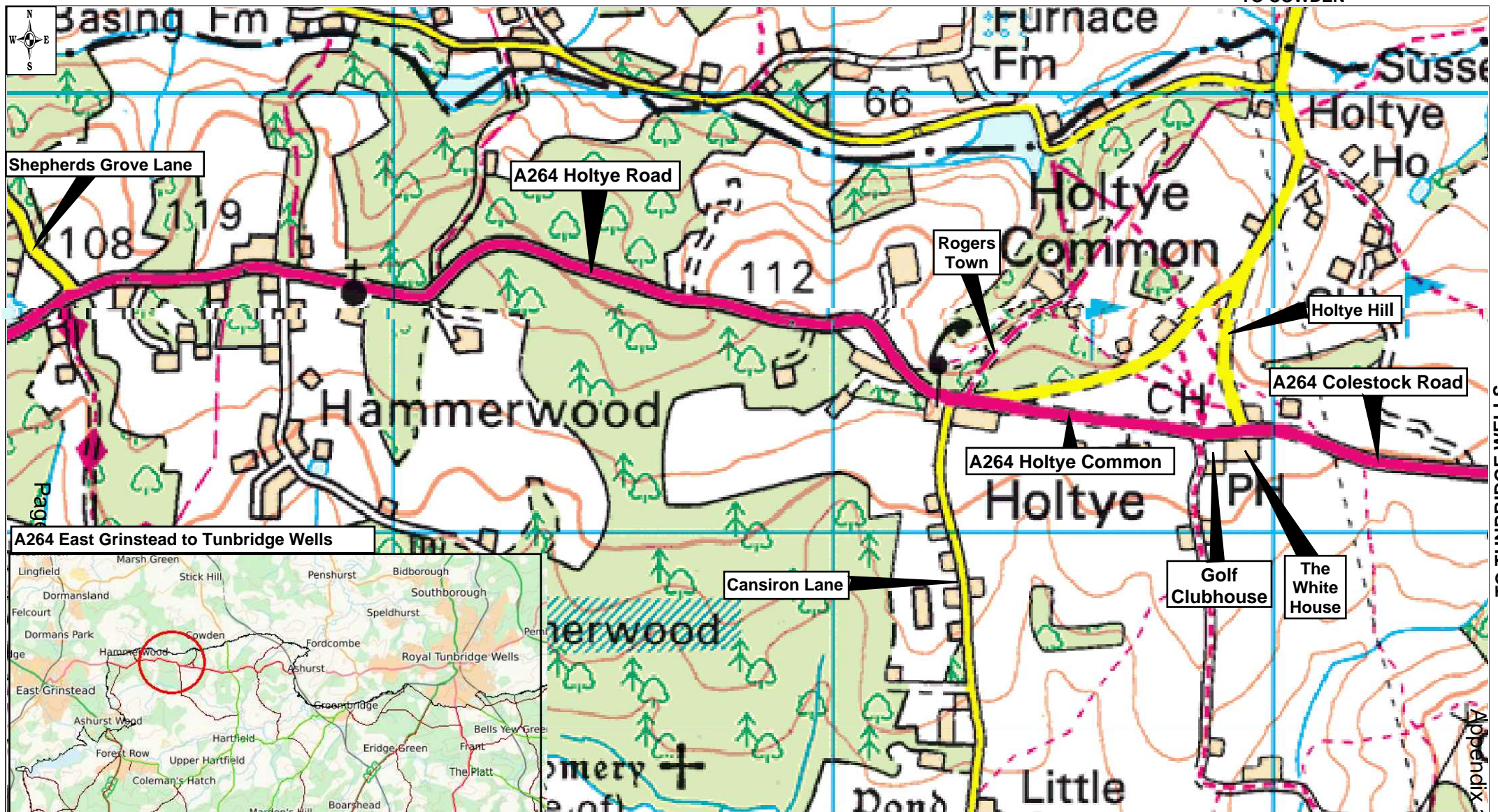
- 4.1 The speed survey results carried out indicated that engineering measures appropriate to the function of the road would be required, if an effective 40mph speed limit is to be introduced on the A264 to the east of Cansiron Lane, to include the Holtye Hill junction, the Golf Club, and White House. This is in accordance with the County Council's policy PS05/02 Local Speed Limits. This is also the view of Sussex Police.
- 4.2 A traffic island was investigated as part of the County Council's Speed Management Programme, but the cost proved to be prohibitively expensive. If a longer 40mph speed limit with a traffic island was taken forward, it would have prevented other sites identified as a priority as part of the Speed Management Programme from being taken forward.
- 4.3 It is recommended for the reasons set out in the report, that the Planning Committee does not uphold the objections, and recommends to the Director of Communities, Economy and Transport that the Traffic Regulation Order be made as advertised.

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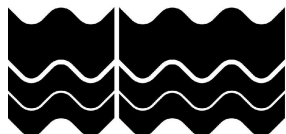
Director of Communities, Economy and Transport

Background Documents

None



East Sussex
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AccsMap version 6.3

A264 Hammerwood to Holtye

Location Plan

APPENDIX 1

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SCALE

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DATE

26/09/2023

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PLAN 1

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EAST SUSSEX COUNTY COUNCIL

ROAD TRAFFIC REGULATION ACT 1984

**The East Sussex (A264 Hammerwood to Holtye)
(40 mph & 50 mph Speed Limit) Order 202***

NOTICE is hereby given that East Sussex County Council propose to make an Order under Section 84 (1) and (2) of the Road Traffic Regulation Act 1984, as amended, and of all other enabling powers, which would reduce the speed limit in the following length of road;

40 mph Speed Limit

A264 - from a point 249 metres east of the eastern kerb line of Shepherds Grove Lane, Hammerwood, eastwards to a point 102 metres east of the centre line of Cansiron Lane.

50 mph Speed Limit

A264 - the existing 50 mph speed limit will remain in force as specified in the Order.

A copy of the draft Order, plan showing the lengths of road and a statement of the Council's reasons for proposing the Order along with a copy of the Order being revoked, may be inspected in Reception, East Sussex County Council, County Hall, St Anne's Crescent, Lewes BN7 1UE on Monday to Friday between 9am and 4pm and online at;
<https://consultation.eastsussex.gov.uk/economy-transport-environment/a264-hammerwood-to-holtye-40mph-speed-limit>.

Any person wishing to make an objection or other representation concerning this proposal must do so in writing, together with the grounds on which it is made, to East Sussex County Council, Communities Economy & Transport, Parking, B Floor, County Hall, St Anne's Crescent, Lewes BN7 1UE or by email to TROs@eastsussex.gov.uk quoting reference TRO/477 to arrive no later than 5 June 2023.

If you have any questions, require further information or would like paper copies of the proposals please telephone Road Safety on 0345 60 80 193.

Philip Baker, Assistant Chief Executive
Governance Services Department, County Hall, Lewes, East Sussex BN7 1UE

12 May 2023

EAST SUSSEX COUNTY COUNCIL

ROAD TRAFFIC REGULATION ACT 1984

**The East Sussex (A264 Hammerwood to Holtye)
(40 mph & 50 mph Speed Limit) Order 202***

East Sussex County Council, in exercise of its powers under Section 84(1) and (2) of the Road Traffic Regulation Act 1984 ("the Act"), as amended, and of all other enabling powers and after consultation with the Chief Officer of Police in accordance with Part III of Schedule 9 to the Act, hereby make the following Order:-

1. No person shall drive any vehicle at a speed exceeding 40 mph on those lengths of road specified in Schedule One to this Order.
2. No person shall drive any vehicle at a speed exceeding 50 mph on those lengths of road specified in Schedule Two to this Order.
3. The East Sussex (A264 Hammerwood to Holtye) (50 mph Speed Limit) Order 2009 is hereby revoked in its entirety.
4. No speed limit imposed by this Order applies to vehicles falling within regulation 3(4) of the Road Traffic Exemptions (Special Forces)(Variation and Amendment) Regulations 2011 when used in accordance with regulation 3(5) of those Regulations.
3. This Order may be cited as "The East Sussex (A264 Hammerwood to Holtye) (40 mph & 50 mph Speed Limit) Order 202*" and shall come into operation on xxx 202*.

**SCHEDULE ONE
40 mph Speed Limit**

A264	from a point 249 metres east of the eastern kerb line of Shepherds Grove Lane, Hammerwood, eastwards to a point 102 metres east of the centre line of Cansiron Lane.
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**SCHEDULE TWO
50 mph Speed Limit**

A264	from a point 102 metres east of the centre line of Cansiron Lane, eastwards to a point 235 metres east of the eastern kerblines of Common Road, Holtye.
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THE COMMON SEAL of EAST SUSSEX)
COUNTY COUNCIL was affixed)
hereto on the xx day of xx two thousand)
and twenty xx in the presence of:-)

Authorised Signatory

H & T Ctte. 2.4.74 - para 4.2 joint
report of County Secretary & County
Engineer - para 4.

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Date	Summary of Objections
31 May 2023	<p>I am writing to raise an objection to the above proposal relating to the speed limit on the A264 between Hammerwood and Holtye, and specifically the proposal to retain the 50mph speed limit on the section just east of Cansiron Lane to a point just east of The White House (formerly the White Horse pub). I feel the council should consider reducing the speed limit for the whole of the identified section, or alternatively introduce some other means of speed control for the reasons set out below. I also feel that residents have not been properly informed of these changes. Locally there is only one notice posted on Holtye Golf course. Nothing has been received in the post or by email.</p> <p>As a resident turning out onto the road from the south side of the A264 is very dangerous as the bend in the road and slight incline to the east of the White House does not allow enough visibility to see vehicles coming until they are level with the White House itself, a distance of around 100-metres round the bend and less from Holtye Golf Club. As a rule, vehicles do not slow down when coming around the bend endangering anyone turning off the road or turning out onto it. Therefore, when vehicles are coming at speeds of 50mph (or more), we are either turning out right in front of a vehicles coming at speed or crossing its path.</p> <p>Golfers and walkers accessing the footpaths across Holtye Golf Course are constantly crossing the road from the golf club house and car park, also putting themselves in danger from the speed of oncoming traffic, due to the lack of visibility to the east from the south side of the road. There have been incidents of pedestrians being hit at this point in the past.</p> <p>We have lived here for 28-years. One of the things we have had to put up with in that time, even though we live half a mile from the A264, is the noise of groups of motorcyclists who take great pleasure at driving at speeds above the 50mph speed limit along this straight section of road. The A264 is advertised on special websites. Given the lack of visibility to the east, as mentioned above, this is yet another danger. Moreover, coming off the bend to the west of Cansiron Lane at 40mph with a straight section ahead, coupled with an increase in speed limit to 50mph will only encourage drivers to accelerate suddenly and unnecessarily.</p> <p>Already drivers coming from the direction of East Grinstead often accelerate and overtake dangerously at this point, particularly if they have been following a slow vehicle through the bends. Indeed, this is very much a worry for residents such as myself who are slowing down to turn right into our properties on the south side of the road. Drivers in a queue cannot always see the right indicator of the car in front. In addition, for those turning right toward East Grinstead from Rogerstown, or the road from Cowden on the north side of the A264 (opposite the end of Cansiron Lane), there would be barely any time for westbound traffic to have slowed down.</p> <p>In view of the above, I would like to see the speed limit reduced to 40mph for the whole section of road identified, together with more warning signs. Alternatively, perhaps a speed camera would be more effective.</p> <p>However, none of the proposal will be worthwhile unless the road is properly and regularly policed, which it is not now.</p>

2 June 2023	<p>We would strongly support a reduction of the speed limit from 50mph to 40mph on this section of the A264.</p> <p>We live directly on the road and regularly witness near misses of collisions of both pedestrians and vehicles. There are regularly the screech of emergency stops as vehicles travelling from Tunbridge Wells at the junction of the road to Cowden, as drivers face a rise in the road and a bend in the road before the junction, leaving little safe stopping time at 50mph if a vehicle is stationary waiting to turn right ahead.</p> <p>Crossing the lane of foot with vehicles coming from Tunbridge Wells is very dangerous. When I take my grand-children out for a walk and need to cross the road we take the precaution of a lookout on the bend towards Tunbridge Wells to ensure a safe crossing. There is no safe crossing where there is better visibility as there is no paving on either side at this point and a steep step up onto the grass.</p> <p>We sadly witnessed a fatal collision of a van and pedestrian golfer. The van was not exceeding the speed limit as it was travelling at 50mph. It is a constant thought of ours that if the speed limit was 40mph this man may have survived.</p> <p>Speeding vehicles is a major problem for this stretch of the A264, but that is a Police matter I know.</p>
5 June 2023	<p>We believe it is inadequate to end the restriction at the Holtye Memorial when the fatality and frequent rear end collisions and near misses have occurred at the other end of the common at the Cowden junction where the road visibility is so poor travelling from Tunbridge Wells.</p>

EAST SUSSEX COUNTY COUNCIL

LEAD MEMBER – COMMUNITIES AND SAFETY
POLICY SUMMARY

LOCAL SPEED LIMITS	PS05/02
PURPOSE OF POLICY To achieve a safe distribution of speeds consistent with the speed limit that reflects the function of the road and the road environment	
SPECIFIC POLICIES 1. On trunk roads, speed limits (in common with other orders regulating traffic) are the responsibility of the Department for Transport (DfT), through its executive agency, Highways England. The County Council has no jurisdiction over this class of road. 2. On all other roads Orders are made by the County Council subject to the statutory requirements for the advertisement of the proposals and considerations of any objections. 3. The principle determinant of a proposed speed limit should be the appearance and character of the road as described in Appendix A.	
SUPPORTING STATEMENT Adherence to the criteria ensures consistency in the introduction of Local Speed Limits on a countywide basis and supports the work that has been undertaken with neighbouring authorities. It is recognised that, where appropriate, a lower speed limit can assist in the reduction of the number and severity of casualties and help to improve environmental aspects and quality of life for local residents. Reference should always be made to the latest national guidance available.	
References – Further Information	Date of Approval
Road Traffic Regulation Act 1984	
Department for Transport – Circular Roads 01/2006	
Department for Transport – Circular Roads 02/2006	
Department for Transport – Traffic Advisor Leaflet 1/04	
Department for Transport – Traffic Advisory Leaflet 2/06	
Department for Transport- Circular Roads 01/2013	
H & T Committee–Agenda Item 10	17.03.1993
H & I Committee – Agenda Item 18	19.10.1994
Cabinet Committee – Agenda Item 5	15.11.2000
Lead Member for Transport and Environment – Agenda Item 11	25.06.2007
Lead Member for Communities & Safety– Agenda Item ??	16/03/2018

SPECIFIC POLICIES (CONTINUED)

4. Subject to paragraphs 5 and 6 below, villages may be considered for the introduction of a 30 mph speed limit in accordance with recommendations of DfT guidance for setting local speed limits providing that there are 20 or more properties served by private accesses which adjoin the main road (on one or both sides of the road), located over a length of not less than 600 metres, and clearly visible to drivers.
5. Speed limits should be set in accordance with the table below :-

Speed Limit	Average Speed Below
20	24
30	33
40	42
50	52
60	62

6. Where the average speed is above the figures quoted in paragraph 5 for a particular speed limit being investigated then, subject to available resources, either :-
 - a) Where the history of injury crashes at the site justifies the necessary expenditure, engineering measures appropriate to the function of the road should be investigated to reduce vehicle speeds below the figures quoted in paragraph 5 for a particular speed limit. If this can be achieved a Traffic Regulation Order (TRO) for the proposed speed limit may then be made in conjunction with the introduction of engineered measures.
 - b) Where engineering measures are not appropriate due to the function of the road or cannot be justified by the history of crashes a TRO may be considered for a higher limit than that originally proposed which reflects the speed quoted in paragraph 5.

7. 20mph Speed Limits and Zones

20mph speed limits or zones can positively contribute to quality of life and encourage healthier modes of transport such as walking or cycling. They can also help in creating a sense a place, better serving the local communities' needs. However, to ensure that they are effective, they will only be pursued if the following general criteria are met: -

- a) It can be demonstrated that there are clear benefits to be gained in terms of casualty reduction, particularly involving vulnerable road users;
- b) The lower limit is an integral part of either an area wide traffic calming scheme, a School/ Community Safety Zone or a Town Centre Management Scheme; and
- c) The lower limit is effectively self-enforcing

Local Speed Limits – PS05/02**Appendix A****Proposed Speed Limit Criteria – Route Assessment**

Below gives an indication of appropriate speed limits, reference should be made to the latest Department for Transport guidance for more detailed information.

SPEED LIMIT/ CHARACTER OF ENVIRONMENT	CHARACTER OF ROAD	TRAFFIC COMPOSITION
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20 mph Speed Limit

Town centres, residential areas, in the vicinity of schools	Constrained in terms of vehicle movement with existing conditions or engineered features influencing vehicle speed with available alternative routes for through traffic	Mean vehicle speed below 24 mph High proportion of vulnerable road users in direct conflict with traffic
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30 mph Speed Limits

Built up areas, visible properties with frontage access, the road giving a clear indication to drivers of the need to reduce speed	Urban streets Roads through villages and identified rural settlements with 20+ visible properties within a 600m length	Mean vehicle speed below 33mph Significant number of vulnerable road users in conflict with vehicular traffic
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40 mph Speed Limits

Less built up areas, set back properties with frontage access indicating to drivers the need to reduce speed	Urban Suburban distributor roads buildings set back from the road Rural Roads through villages and identified rural settlements over a minimum length of 600m	Mean vehicle speed below 42mph Urban Vulnerable road users segregated from road space Rural A noticeable presence of vulnerable road users
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50 mph Speed Limits

Limited frontage development	Higher quality urban distributors with few points of access Low standard classified roads	Mean vehicle speed below 52mph
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60 mph Speed Limits (Dual Carriageways)

Limited frontage development	High standard rural classified roads	Mean vehicle speed below 62mph
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Note: Vulnerable road users include pedestrians (particularly children, the elderly and disabled) and cyclists.

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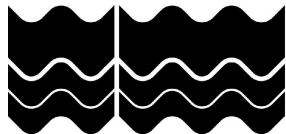
TO EAST GRINSTEAD



TO TUNBRIDGE WELLS

Appendix 5

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A264 Hammerwood to Holtye

Speed Survey Results

APPENDIX 5

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KEY

E/B = Eastbound
W/B = Westbound

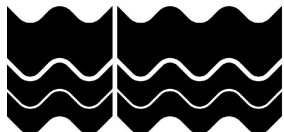
Existing 50mph Speed Limit

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NSL = National Speed Limit
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Proposed 40mph and 50mph Speed Limit
A264 Hammerwood to Holtye

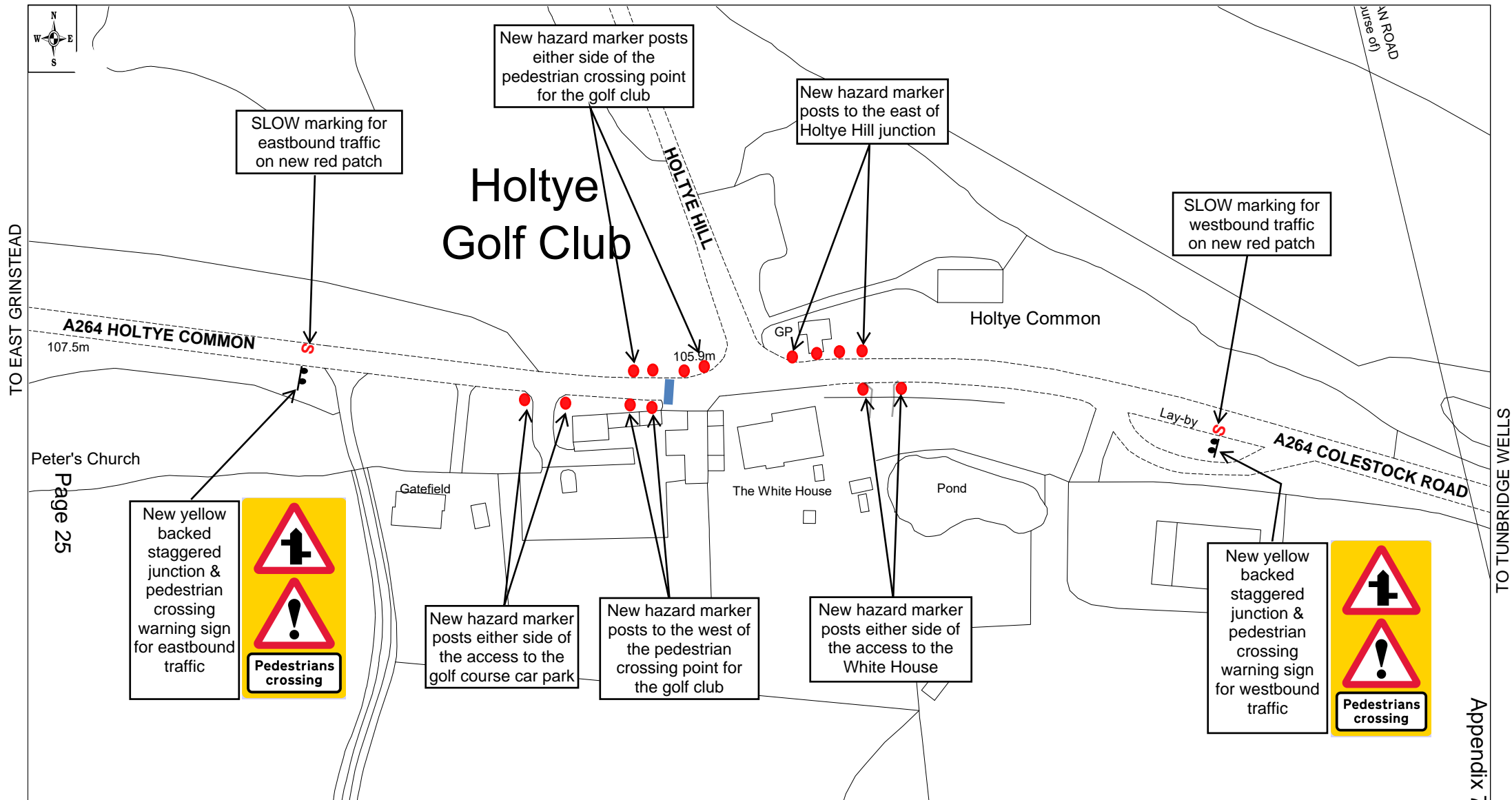
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- = Existing 50mph speed limit reduced to 40mph
- = Existing 50mph speed limit to be retained

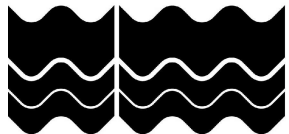
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A264 Hammerwood to Holtye
Proposed Safety Improvements at the
Holtye Hill Junction and
Golf Pedestrian Crossing Point
APPENDIX 7

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A264 Hammerwood to Holtye

Personal Injury Crashes

Crashes between 01/08/2020 and 31/07/2023

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East Sussex County Council Planning Committee 18 October 2023

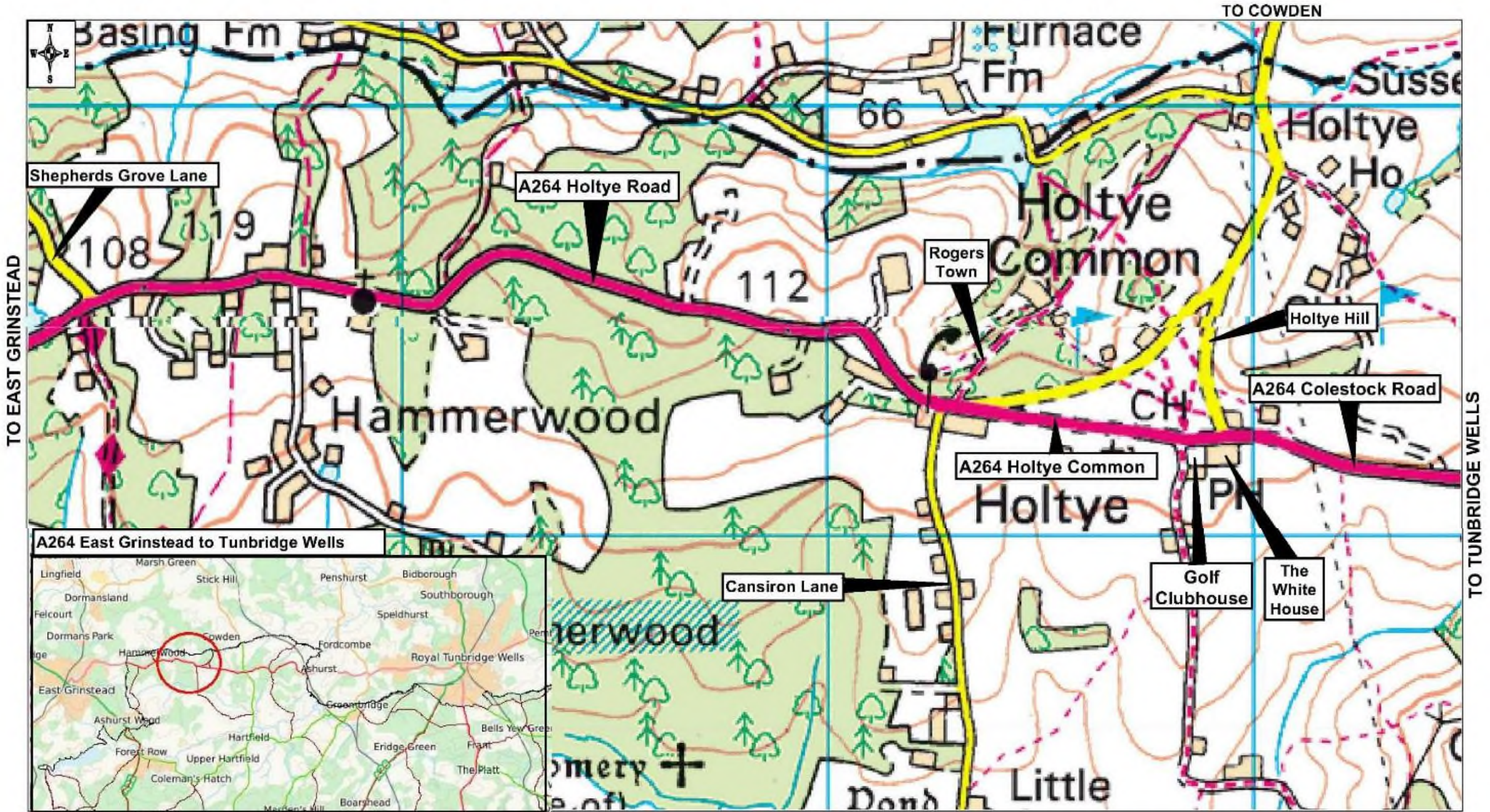
Agenda Item 5.

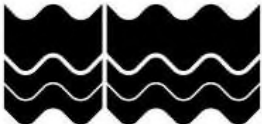
Traffic Regulation Order: A264 Hammerwood to Holtye

Proposed 40mph speed limit

Page 2

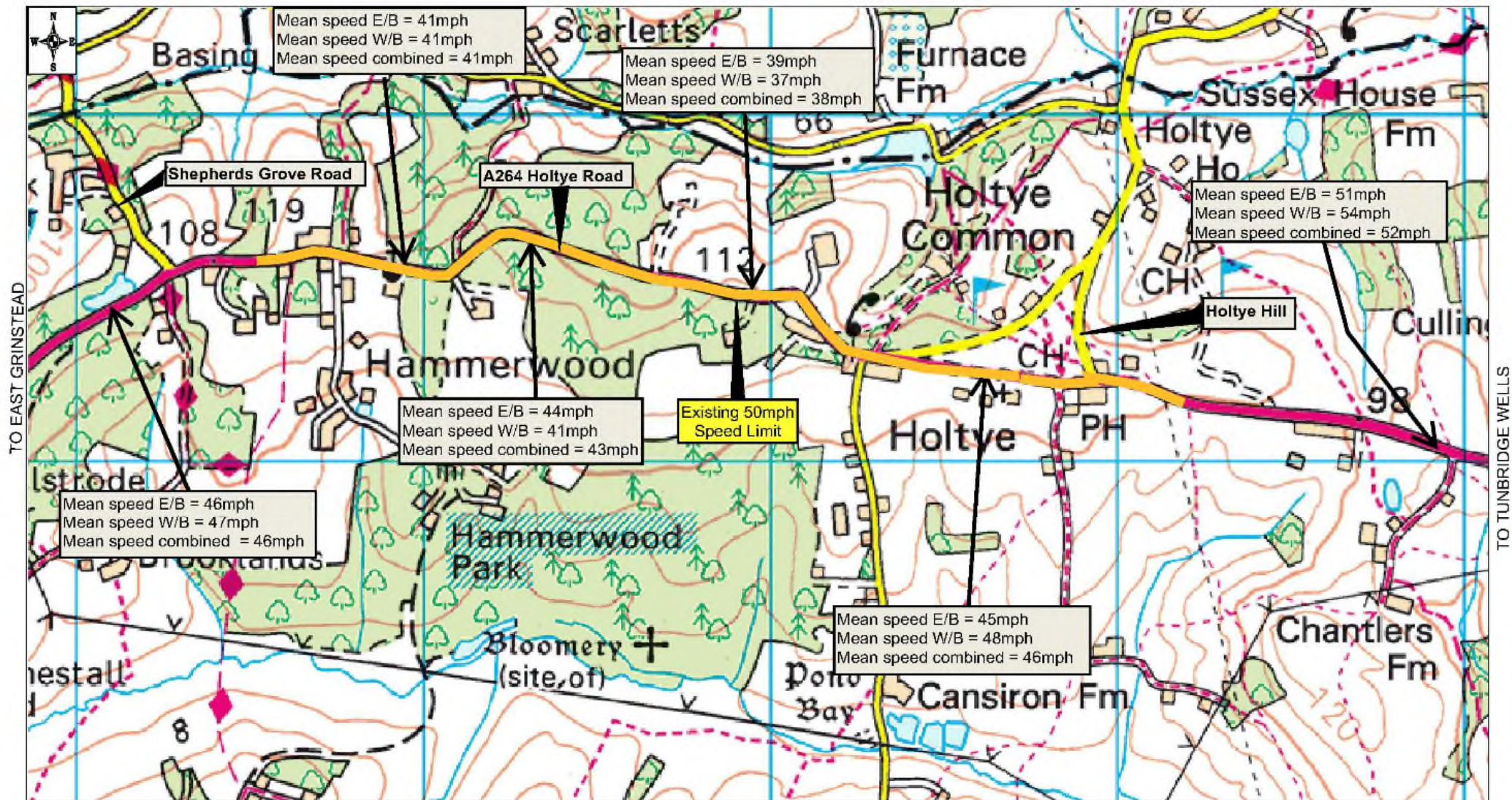
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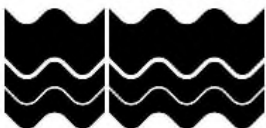


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 <p>East Sussex County Council</p>	A264 Hammerwood to Holtye		SCALE	1 : 15000
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	E/B = Eastbound W/B = Westbound		DRAWN BY	MJH
	Existing 50mph Speed Limit		ORIGINAL SIZE	A4

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Photo 5 – Road environment east of Cansiron Lane

APPENDIX 4



Photo 6 – Road environment east of Cansiron Lane

APPENDIX 4



Photo 7 – Road environment east of Cansiron Lane

APPENDIX 4



Photo 8 – Road environment to the east of Cansiron Lane

APPENDIX 4





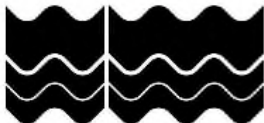
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Photo 9 – Road environment to the west of Cansiron Lane

APPENDIX 4



Photo 10 – Road environment west of Cansiron Lane

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Photo 11 – Road environment west of Cansiron Lane

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Photo 12 – Road environment west of Cansiron Lane

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Photo 13 – Road environment west of Cansiron Lane

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Photograph 14 – Road environment west of Cansiron Lane

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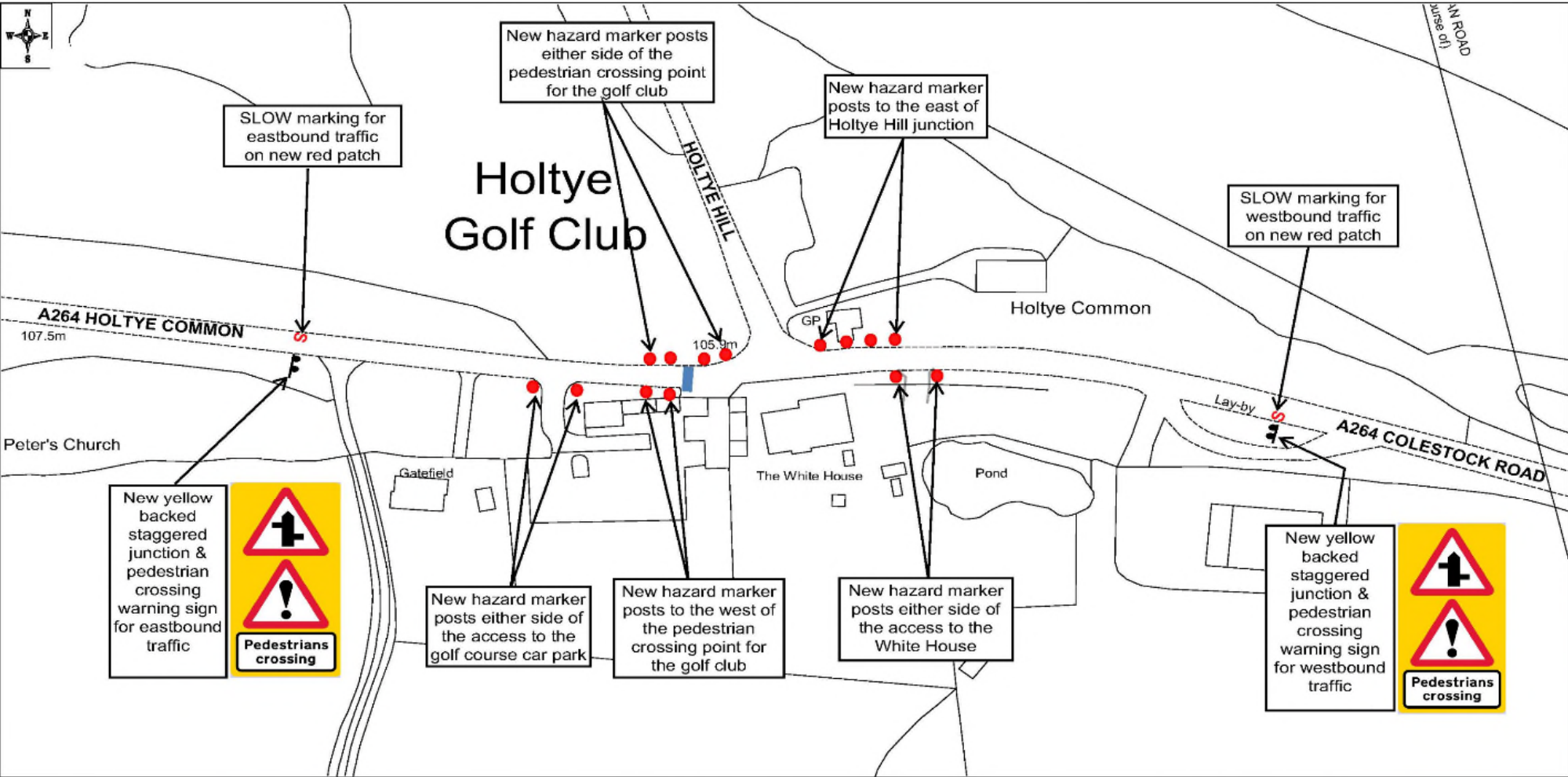


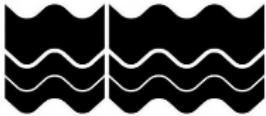
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 East Sussex County Council	A264 Hammerwood to Holtye		SCALE	1 : 1500
	Proposed Safety Improvements at the Holtye Hill Junction and Golf Pedestrian Crossing Point		DATE	28/09/2023
	AccsMap version 6.3		DRAWING NO.	PLAN 4
	Crown copyright. All rights reserved. East Sussex County Council. Licence No. 100019601. 2023		DRAWN BY	MJH
			ORIGINAL SIZE	A4

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Photo 15 – Pedestrian crossing point for the golf club

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Photo 16 – Pedestrian crossing point for the golf club

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Photo 17 – Pedestrian crossing point for golf club

APPENDIX 4



Photo 18 – Pedestrian crossing point at golf club

APPENDIX 4



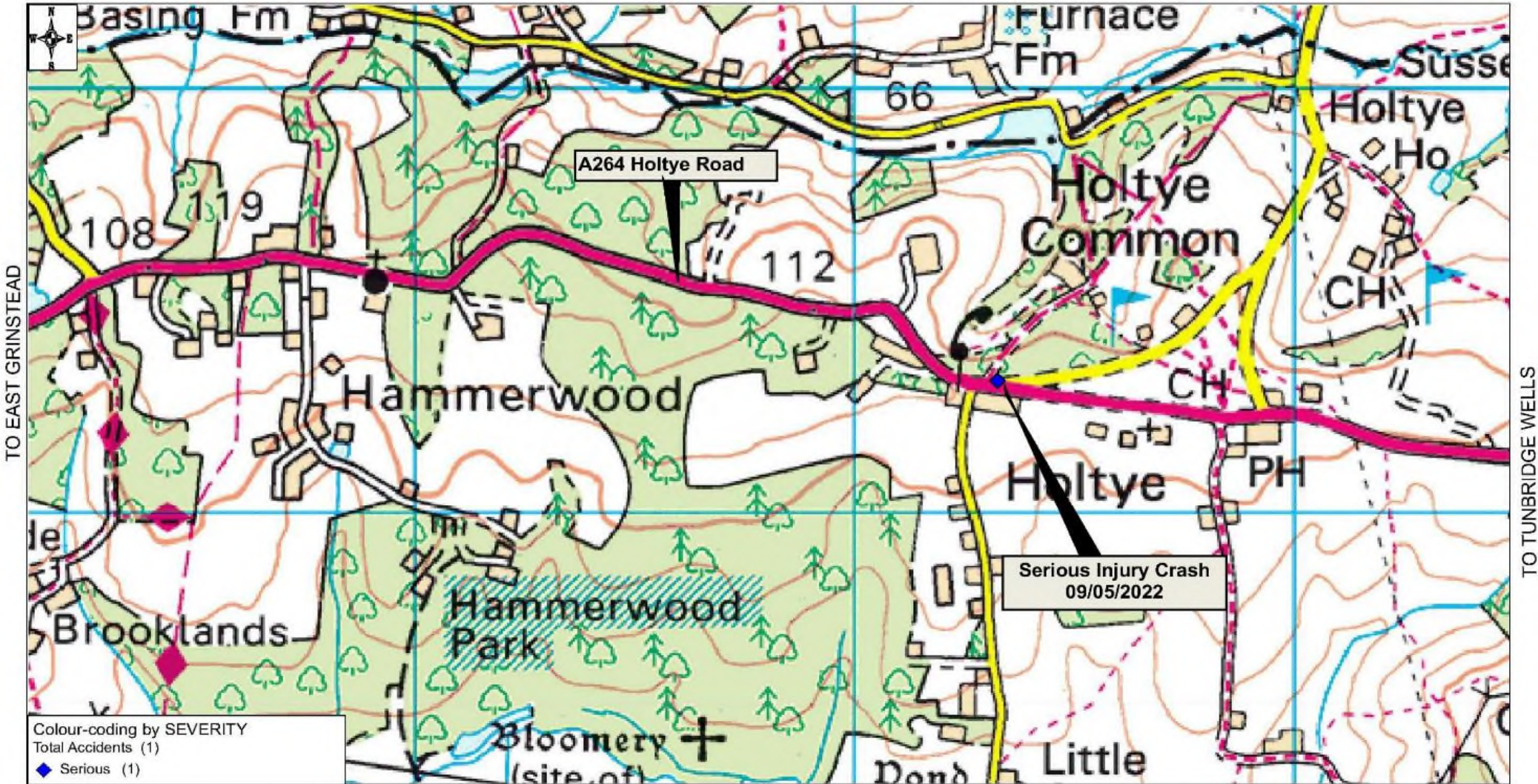
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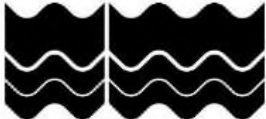


Personal Injury Crashes 01/08/2023 to 31/07/2023

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 <p>East Sussex County Council</p>	A264 Hammerwood to Holtye		SCALE	1 : 12000
	Personal Injury Crashes		DATE	26/09/2023
	Crashes between 01/08/2020 and 31/07/2023		DRAWING NO.	PLAN 5
	AccsMap version 6.3		DRAWN BY	MJH
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Agenda Item 5.

Traffic Regulation Order: A264 Hammerwood to Holtye

Proposed 40mph speed limit