

**CABINET MEMBER FOR ENVIRONMENT – 16 JULY 2020**  
**CARTERTON – B4020 BURFORD ROAD: PROPOSED 40MPH**  
**SPEED LIMIT & EXTENSION OF 30MPH SPEED LIMIT**

**Report by Interim Director of Community Operations**

**Recommendation**

1. The Cabinet Member for the Environment is RECOMMENDED to approve the proposed extension of the 30mph speed limit on the B4020 Burford Road at the north end of Carterton as advertised.

**Executive summary**

2. Speed limits and the provision of pedestrian and cycle crossings are reviewed when there are changes to the road layout because of development, when requested by local councils because of road safety concerns or as part of the on-going monitoring of reports on road accidents.

**Introduction**

3. This report presents responses received to a statutory consultation to extend the 30mph speed limit on the B4020 Burford Road at the north end of Carterton to reflect adjacent residential development and the construction of a new junction giving access to the development.

**Background**

4. The above proposals as shown at Annex 1 were previously consulted on and reported to the Cabinet Member for Environment Delegated Decisions meeting on 25 July 2015 when the extension of the 30mph speed limit on B4020 as advertised was approved but approval of the 40mph speed limit was deferred pending a further evaluation of need, including changed usage of the road arising from the adjacent development.
5. It should be noted that a consultation in 2017 on only the 30mph speed limit proposal was carried out but not implemented due to delays with the development funding the speed limit change
6. Because the previous consultation was carried out over 2 years ago and the 30mph speed limit extension not implemented due to significant delays in progressing the development, a full re-consultation has been required, which included the proposed 40mph speed limit (unlike the 2017 consultation) in

response to on-going concerns over road safety on this stretch of road including the Shilton Dip.

## **Consultation**

7. Formal consultation on the proposals was carried out between 3 June and 3 July 2020. A notice was placed in the Witney Gazette newspaper and an email sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, the West Oxfordshire District Council, Carterton Town Council, Shilton Parish Council, and local County Councillor.
8. Twenty-two responses were received. 3 objections and 19 in support. The responses are recorded at Annex 2 with copies of the full responses available for inspection by County Councillors.

## **Response to objections and other comments**

9. Thames Valley Police did not object to the proposed extension of the 30mph speed limit but did express a strong objection to the proposed 40mph speed limit between the 30mph limit and the existing 40mph speed limit at the Shilton Dip crossroads on the grounds that the character of the road did not meet the criteria for a 40mph limit and that it would reduce the impact of the current gateway signing and 40mph speed limit for northbound drivers approaching the very difficult alignment of the Shilton Dip crossroads.
10. Noting the above it is accepted that the level of road side development on the length of the proposed 40mph limit is limited but it should also be noted that there are two accesses to private driveways, two bus stops and also the alignment of the road is not to current design standards. The proposed 40mph speed limit is considered compatible with national guidance on setting local speed limits which advises that the national speed limit is appropriate for high quality strategic A and B class roads only, which is not considered to be the case here. Although it is accepted that a 50mph speed limit would ordinarily be indicated here, to avoid having a succession of speed limit changes, the proposed 40mph speed limit is recommended, noting that the existing gateway feature on the approach to Shilton Dip can be retained with some minor modifications with the existing 40mph signage functioning as repeater signs rather than terminal signs.
11. County Councillor Nicholas Field-Johnson, the local member, supports the proposals.
12. Shilton Parish Council support the proposal.
13. An objection was received from a member of the public to both speed limit proposals on the grounds that the proposed 30mph speed limit extension was too far removed from the development and that the proposed 40mph speed limit was inappropriate and would lead to driver frustration, dangerous overtaking manoeuvres and a reduction in respect of the existing 40mph speed limit at Shilton Dip . While noting this comment, as commented above

in respect of the police objection, the proposals are judged to be consistent with national guidance on setting local speed limits and will not remove the existing gateway feature for the Shilton Dip crossroads. The proposed 40mph speed limit should result in a reduction in the average speed of northbound drivers approaching the Shilton Dip

14. Expressions of support were received from eleven members of the public.

### **How the Project supports LTP4 Objectives**

15. The proposals would help facilitate the safe movement of traffic

### **Financial and Staff Implications (including Revenue)**

16. Funding for the proposed speed limits will be provided by the developer of adjacent land.

### **Equalities Implications**

17. No equalities implications have been identified in respect of the proposals

JASON RUSSELL  
Interim Director of Community Operations

Background papers: Plan of proposed speed limits and puffin crossing  
Consultation responses

Contact Officers: Hugh Potter 07766 998704

July 2020

**Key**

- Proposed 30mph Speed Limit extension - approximately 150 metres.
- Proposed 40mph Speed Limit extension - approximately 580 metres.
- Existing 30mph Speed Limit
- Existing 40mph Speed Limit

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Rev.	Date	Purpose of revision	Drawn	Checked	Approved

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**Project title**

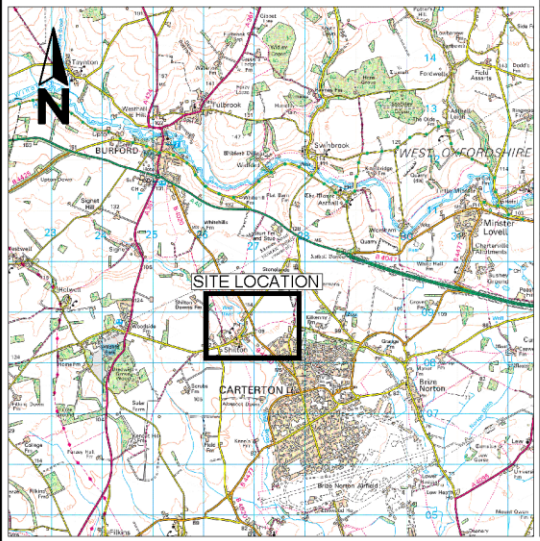
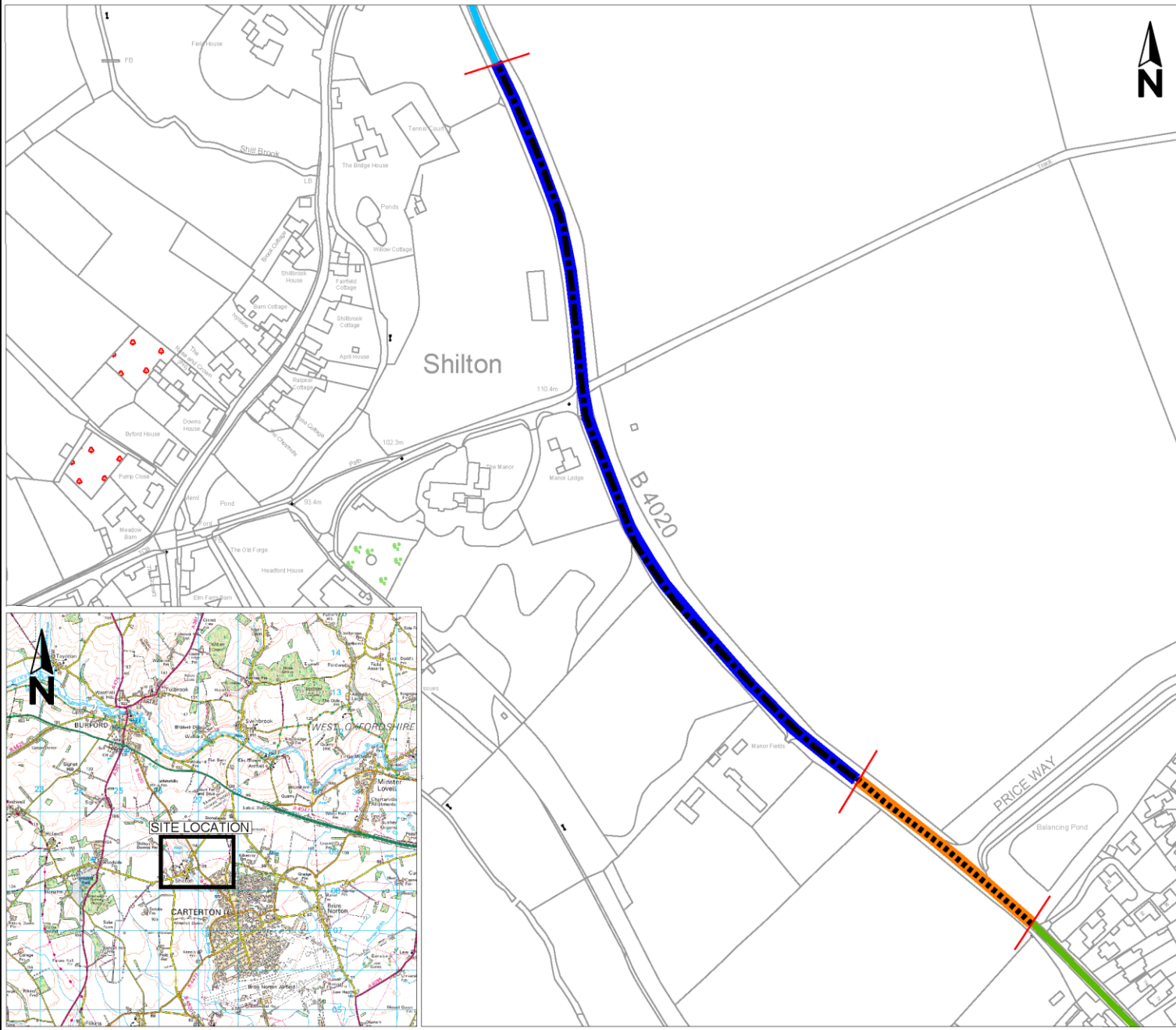
B4020 SHILTON ROAD  
CARTERTON

**Drawing title**

PROPOSED 30MPH AND 40MPH  
SPEED LIMITS

**Drawing Status**

Scale @ A3	Drawn by	Checked by	Approved by
N.T.S.	JaC	JaC	
	Date drawn 05/20	Date checked	Date approved



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RESPONDENT	SUMMARISED COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	<p><b>Object</b> – Thames Valley Police FORMALLY OBJECT to the order and a change to limit</p> <p><u>History</u></p> <p>The new development includes a junction the location of which I have visited on several occasions as this scheme is progressed.</p> <p><u>Recent response:</u></p> <p>I visited the location at 1000hrs Wednesday 14<sup>th</sup> January. The existing 30mph limit commences at the property line as the road drops downhill into the town from the rural section at Shilton. A new development is under construction approximately 50m out of the 30mph limit north side. The new junction will not add significant urban character to the road with no residences fronting the main road to my knowledge.</p> <p>The road leaving Carterton is lined by high hedges both sides and goes uphill to a crest on a slight left bend, then right towards Shilton dip. The new junction is on/ before the first bend but has limited forward visibility for drivers approaching towards Carterton without warning. I would assume junction signing will be added but think that the new junction feature should be included into an extended 30mph limit due to the topography.</p> <p>A gateway cited at the top of the crest Shilton side of the new junction where the verge is wider looked appropriate, where drivers would then drop down towards the junction left side. This new feature will have turning traffic which may be vulnerable to faster approaching traffic without the earlier gateway entry with speed limit.</p> <p>Shilton dip has a 40mph limit some 3 tenths of a mile west of the new junction. This has potential for danger with very limited site lines for those emerging at the crossroads onto the main road. I would prefer to retain this as a standalone feature rather than include it into an extended 40mph from Carterton. If this option were pursued drivers may miss the gateway aspect either side of the dip and with it the message of hazard it embodies. This aspect to the design is also a factor in extending the 30mpm limit.</p>

	<p>The revised proposal extends the 30 limit a relatively short distance north which is acceptable but may require a site visit as I noted verge widths varied for sign location. The 40mph from Shilton is also extended in these proposals something I have serious reservations about!</p> <p>Leaving the extended 30mph limit drivers would accelerate and drive to the character and prevailing road conditions with repeaters only. In other locations where a limit has been extended the message can be lost in this context something I think could occur here. The Shilton Dip 40 terminal rather than with repeaters on the approach going north would pick out a specific feature as a gateway into a hazardous hidden dip where this stands out for attention rather than the short section between Shilton and Carterton which is otherwise by comparison fairly mundane. I was party to the consultation when the Shilton 40 mph was applied something I would prefer to retain in terms of meaning and integrity, that history appears to have been ignored.</p> <p><u>Conclusion</u></p> <p>The criteria for setting speed limits is reasonably met in this context (30) for general consideration to road character and actual speeds, with gateway entry is the best option .</p> <p>Shilton dip should stand alone in my view and whilst the extended 30mph is accepted, Thames Valley Police object to the extended 40mph which is not justified in the context of this application and very significantly completely removes the closer important 40 gateway for the dangerous dip with restricted site lines and crossroad junction. This is a very specific and difficult location and should be considered in that context as a special road safety site and considered carefully in that context. It appears the Police view is being ignored from the informal consultation process at a site where professional engineering and consideration to special site factors should prevail?!</p> <p>This area was in history a highly hazardous site something the local 40mph limit was designed to address which appears to have been successful! Removing the northbound gateway by linking it to the extended 30 ignores the justification recognised previously and is the grounds for this Objection. The section between the 30mph and current 40 gateway is rural and is not changed at all by the order other than occasional repeaters! This response is sent on road safety casualty reduction grounds</p>
<p>(2) Local County Cllr, (Burford &amp; Carterton North Division)</p>	<p><b>Support</b> – As County Councillor for this division, I fully support these changes and recommend them to be implemented.</p>

<p>(3) Email Response, (unknown)</p>	<p><b>Object</b></p> <p><u>Extending the 40mph limit</u> - The 40mph limit seems unreasonably low for the nature of the road. Although the verges are narrow and there is a pair of bus stops on a slight bend, with minor lanes to each side (not an ideal place for bus stops!), a reduction to 40 seems extreme. I suspect the 85th percentile is nearer 50 than 60, but a 40 limit is likely to lead to significant non-compliance. I'm seeing more and more behaviour like this in Oxon as the limits fall, along with aggressive tailgating and frustration overtakes.</p> <p>Since you'd remove the terminal signs for the current 40 limit, there is a good chance that speeds could actually rise within the short developed area at the northern end. (The existing 40 limit also extends too far at both ends from Shilton, again, increasing frustration and the associated poor driving behaviour. I was actually overtaken going down the hill towards Burford last week.</p> <p><u>Extending the 30mph limit</u> - A fundamental rule is that speed limits should change at the point where the road environment changes, not in advance of it, so I'm not sure that the extension of the 30mph limit is justifiable.</p> <p>There's also the issue that this road will see an extension of the 30mph limit from Burford towards Carterton, further increasing frustration and not matching the road alignment.</p> <p>There's a good example of how a local speed limit should be used Flint Cross in Cambridgeshire on the A505. It is a single-carriageway road through a staggered junction with a pub on one side and a filling station on the other. The local speed limit of 50mph extends for just the length needed and, as a result, is well observed.</p> <p>Lowering the limit won't mean lower speeds "Experience shows that changing to a lower speed limit on its own will not necessarily be successful in reducing the speed of traffic by very much if the prevailing mean speeds are much higher than the proposed lower speed limit. If a speed limit is set too low and is ignored then this could result in the majority of drivers criminalising themselves and could bring the system of speed limits into disrepute." Surrey County Council, 2014. I think we're already well past this point in Oxfordshire.</p> <p>There's also the evidence from Government: "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." I believe neither the proposed 30 or 40 on this stretch are even close to self-explaining and already most are breached by most drivers.</p>
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	<p>I'd be interested to see the Stats 19 data for the road, showing how many crashes had speed in excess of the limit as causal factors.</p> <p>I'm concerned that we're seeing more and more of this sort of limit in the county. My 9 mile drive to work, from Bampton to Burford, now goes 30-60-30-60-40-30-40-60-30-40-30 (soon to be 20), a change of limit every 0.8 of a mile. It's like driving by numbers and the amount of effort expended on compliance is getting to the point where it exceeds the effort needed for hazard management, anticipation, observation and planning.</p> <p>I'm sorry to object again. This isn't driven by some sort of road-racing agenda or a desire to rag through the countryside. I simply believe that the sort of 'driving by numbers' limits we're seeing with the frequency of limit changes is dangerous and setting ultra-low limits like these leads to significant non-compliance and dangerous driving behaviour from frustrated drivers.</p>
(4) Local Resident, (Carterton)	<p><b>Object</b> (40mph Speed Limit) – As long as it can be enforced then it should be 30mph to the Burford side of Shilton dip. Pulling out of Shilton onto the B4020 is frightening even when traffic is travelling at 40 mph, invariably it is going much faster.</p> <p>As I mentioned before whatever speed limit is put on the stretch of road If it's not enforced then it's pointless having it!</p>
(5) Local Resident, (Carterton)	<p><b>Support</b> - I hope that the radar-controlled speed warning signs will be moved to help remind road users of the changes?</p>
(6) Local Resident, (Shilton)	<p><b>Support</b> – <i>No comments.</i></p>
(7) Local Resident, (Carterton)	<p><b>Support</b> – Would strongly support the change - especially the extension of the 30mph limit; the Swinbrook Park entrance is a huge accident waiting to happen in its current configuration.</p>
(8) Local Resident, (Carterton)	<p><b>Support</b> – <i>No comments.</i></p>



(9) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(10) Local Resident, (Carterton)	<b>Support</b> – I live on Swinbrook Park and the entrance to, and exit from, our estate from the B4020 is extremely dangerous. The speed limit needs to be lowered to stop a major accident occurring.
(11) Local Resident, (Carterton)	<b>Support</b> – I live on Swinbrook Park with 2 young children. If we walk to Shilton to enjoy the ford or pub, we have to talk our lives in our hands crossing the road into Shilton from the towpath just before the dip. On numerous occasions we have to run to escape cars at speed. Secondly, pulling out of our estate alone or with children in the car, is again a lottery. This needs to be implemented.
(12) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(13) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(14) Local Resident, (Carterton)	<p><b>Support</b> – I live on Swinbrook Park Estate and it is currently dangerous to use this exit, partly due to the speed at which people come around the corner from Shilton - with very little signage of an entrance ahead for a large housing estate.</p> <p>I hate using this exit but since access to Swinbrook Road was closed off we've have no choice - going out via Shilton Park is ridiculous due to all the cars parked on the road.</p>
(15) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>

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(16) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(17) Local Resident, (Carterton)	<b>Support</b> – The junction out of Swinbrook Park is very dangerous as it currently stands. With a large family estate nearby, and the blind dip coming from Burford, a reduced speed limit would greatly improve safety.
(18) Local Resident, (Carterton)	<b>Support</b> – I live on Swinbrook estate, entry and exit off the B4020 is extremely dangerous due to the speed of vehicles coming from the Burford direction travelling at 60mph only coming visible at the last moment after coming round the left hand corner. This is also true driving from Shilton dip, the entrance is effectively obscured by the corner (even for someone who knows the road).
(19) Local Resident, (Carterton)	<b>Support</b> – Lowering the limit will support better/safer traffic movement in and out of Swinbrook Park.
(20) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(21) Local Resident, (Carterton)	<b>Support</b> – <i>No comments.</i>
(22) Shilton Parish Council	<b>Support</b> - This was discussed by our Councillors and all agreed to the proposal.