Division(s): Headington, Headington Quarry, ,

Marston & Northway

CABINET MEMBER FOR ENVIRONMENT – 13 FEBRUARY 2020

OXFORD – ACCESS TO HEADINGTON: FURTHER CONSULTATION ON TRAFFIC MEASURES

Report by Interim Director Community Operations

Recommendation

1. The Cabinet Member for the Environment is RECOMMENDED to approve the proposals as advertised.

Executive summary

- 2. The Access to Headington project is focused on improving orbital connections in Headington and more specifically, access to the major hospital and employment sites. The project includes a package of transport measures aimed at:
 - Improving bus journey times and service reliability by reducing traffic congestion at junctions and on roads leading to the major hospital and employment sites;
 - b. Upgrading and linking existing and new signal-controlled junctions to enable greater bus detection and prioritisation across the network;
 - c. Providing a higher standard of cycle route provision and, in particular, more legible and continuous design than seen at present; and
 - d. Enhancing pedestrian and cycle routes by providing greater priority at side-roads, and new and improved crossings.
- 3. A report presenting the responses to the consultation on the project carried out in July and August 2019 was considered at the Cabinet Member for Environment decisions meeting on 12 September 2019 with the proposals as advertised being approved.
- 4. The city council has indicated that there is a strong possibility of CIL funding from the Swan School development to allow enhancements to pedestrian and cycling infrastructure on routes to the school. The county council has identified measures that this funding could be used on. These are additional raised side road entry treatments on Cherwell Drive at its junctions with Elms Drive and Ewin Close, on Headley Way at its junctions with Cholesbury Grange, Copse Lane, Eden Drive and Snowdon Mede and also to provide additional cycle lanes and track on the Oxford Road south west of its junction with Cherwell Drive as shown on the plans at Annexes 1 to 4.

5. The city council is currently considering the county council's suggestions for how the funding could be spent. In order to avoid any unnecessary delay to construction of the measures should the funding request be granted, the necessary formal consultation on the measures in the previous paragraph has been undertaken. A decision by the city council's Cabinet is expected in the near future.

Consultation

- 6. Formal consultation on the proposal was carried out between 19 December 2019 to 24 January 2020. A public notice was placed in the Oxford Times newspaper and sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Oxford City Council and local County Councillors. Street notices were placed on site and letters sent to approximately 325 properties in the immediate vicinity adjacent to the proposals.
- 7. Fourteen responses in total were received to the consultation as summarised as below:

Proposal	Support	Object	Concerns/No opinion
Side Road Entry Treatments	8	3	2
Shared-Use Pedestrian & Cycle Lanes	8	1	5

8. Those responses which includes the objections and concerns raised, are recorded at Annex 5 with the full detailed response from Cyclox included at Annex 6. Copies of the full responses are available for inspection by County Councillors.

Response to objections and other comments

- 9. Thames Valley Police did not object to the proposals.
- 10. Oxford Bus Company expressed support for the proposals for side road entry treatments and the cycle provision on Oxford Road.
- 11. Oxford Health expressed support for the proposals, particularly in respect of the side road entry treatments, as measures which would facilitate and encourage active travel.
- 12. OXTRAG, a group representing those with impaired mobility including as a result of a visual impairment, expressed strong concerns over the impact of the raised side road entry treatments which would remove the kerb upstand at the junctions which those with a visual impairment can rely on to assess when they will be crossing into a trafficked space and similarly concerns over the shared use footway given the possible conflicts between cyclists and

pedestrians, noting also that the gradients on Headley Way could lead to quite high speeds by cyclists travelling down the hill.

- 13. Noting the above, it is accepted that these are important considerations but given that the Access to Headington scheme has already provided side road entry treatments and shared use footway/cycle tracks and that these measures have also been provided at many other locations in Oxford with typically very good levels of public acceptance and very good levels of safety. Also it should be noted that proposed short additional length of shared use footway is not on a gradient
- 14. Cyclox, a local cycling group, submitted a very detailed response (Annex 6) which while not expressing an objection to the proposed raised side road entry treatments, did object to the proposed detailing in respect of surfacing materials and road markings and also in respect of the kerb radius at the Elms Drive junction. Similarly, while supporting in principle the proposed shared use provision on Oxford Road, objections were raised in respect of the detailing of kerbs and road markings.
- 15. In response to the above, the detailing of side road entry treatments is agreed to be a very important matter and one that does require further consideration as part of a wider review of the design of measures to support sustainable transport. However, it should also be noted that the currently proposed layouts have been widely used in Oxford with typically good levels of public acceptance and also with very good levels of safety. The detailed design will, however ,be reviewed to address the concerns raised over the detailing of the shared use cycle track.
- 16. Two objections were received from members of the public to the proposed side road entry treatments on the grounds of discomfort for vehicle occupants as vehicles turned to and from the side roads, particularly where vehicles had to turn obliquely across the road hump, rather than at right angles. It is accepted that as with any road hump some vehicles and vehicle occupants will be more susceptible to the effect of road humps but again noting that these widely used features have good levels of public acceptance.
 - 17. Six expressions of support or no objection to the proposals were received from members of the public.

How the Project supports LTP4 Objectives

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

Financial and Staff Implications (including Revenue)

19. Funding for the proposed measures would be provided by CIL funding from the Swan School development.

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JASON RUSSELL Interim Director Community Operations

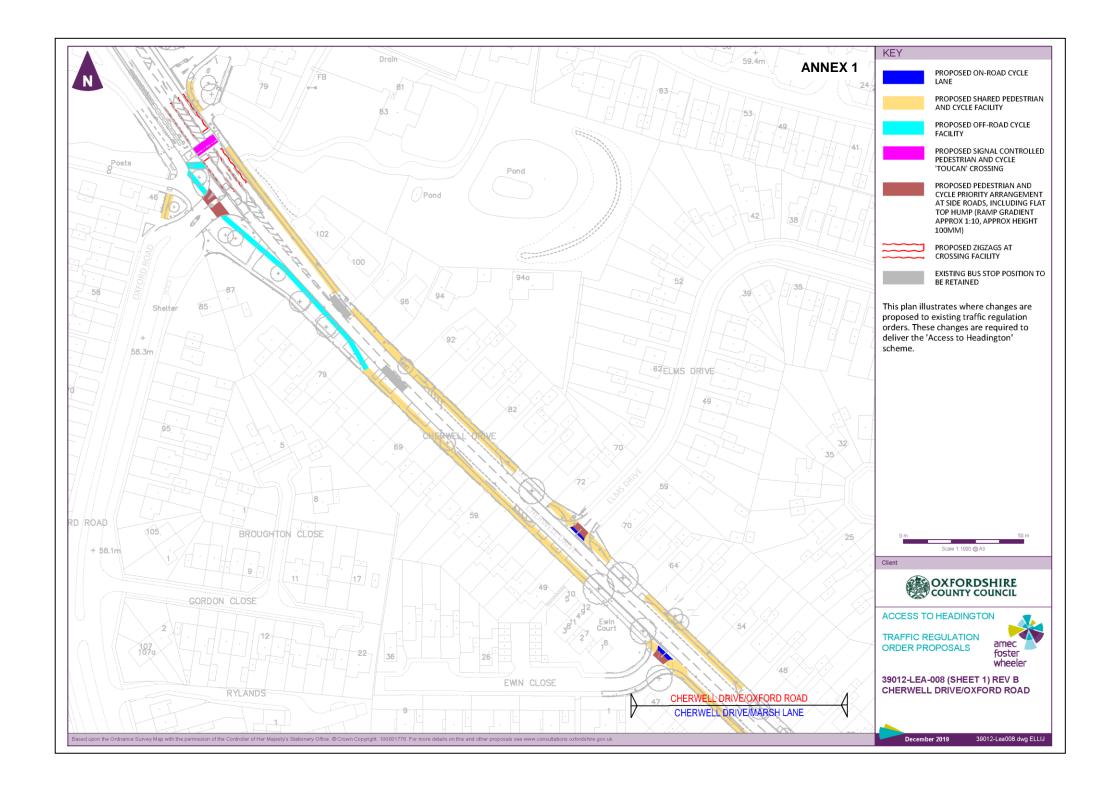
Background papers: Plan of proposed waiting restrictions

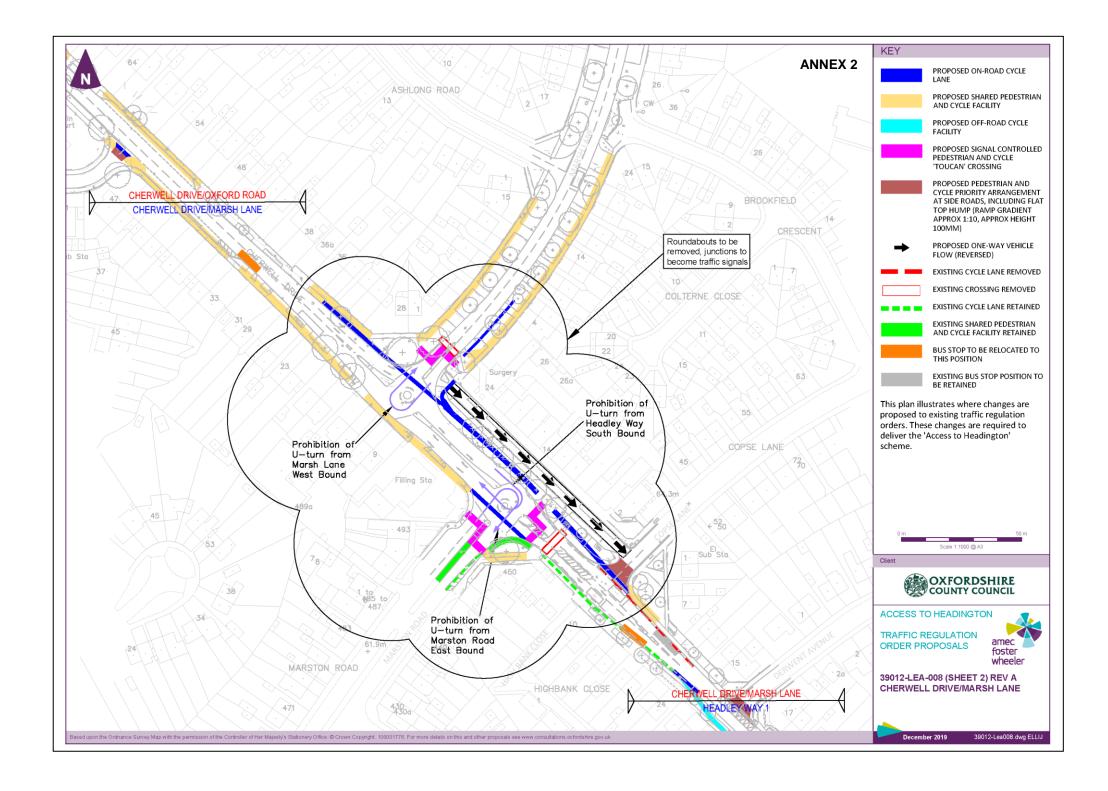
Consultation responses

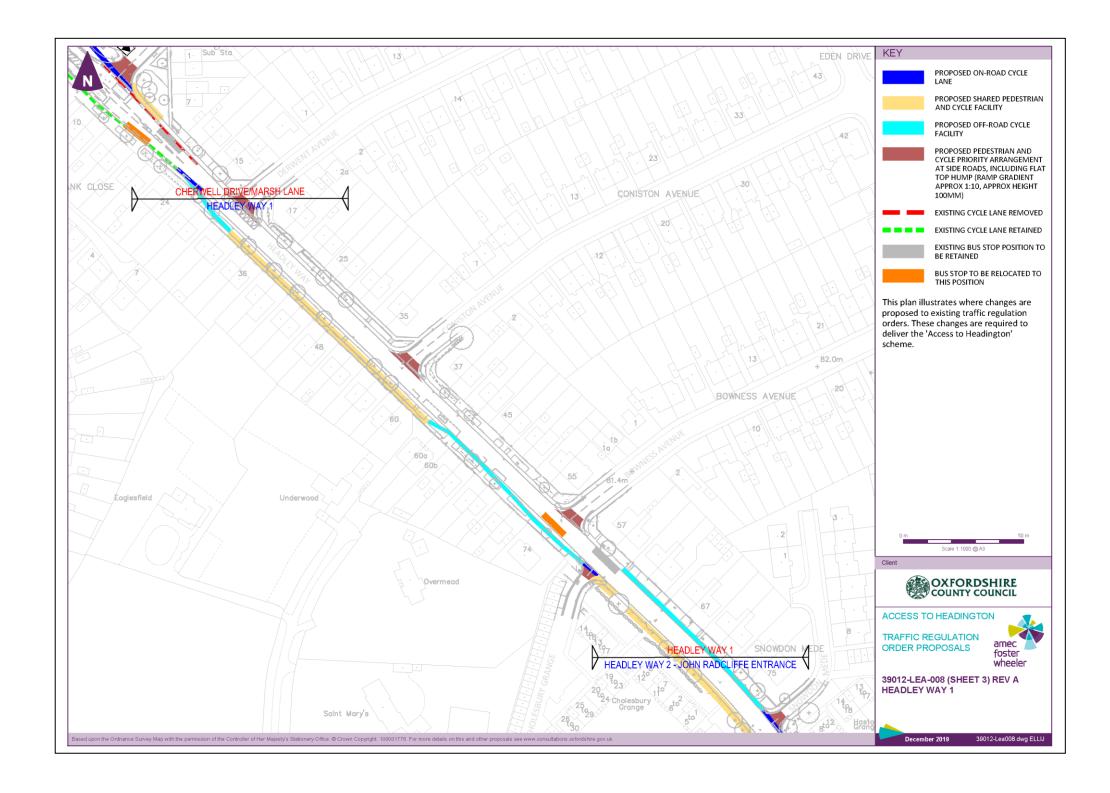
Contact Officers: Hugh Potter 07766 998704

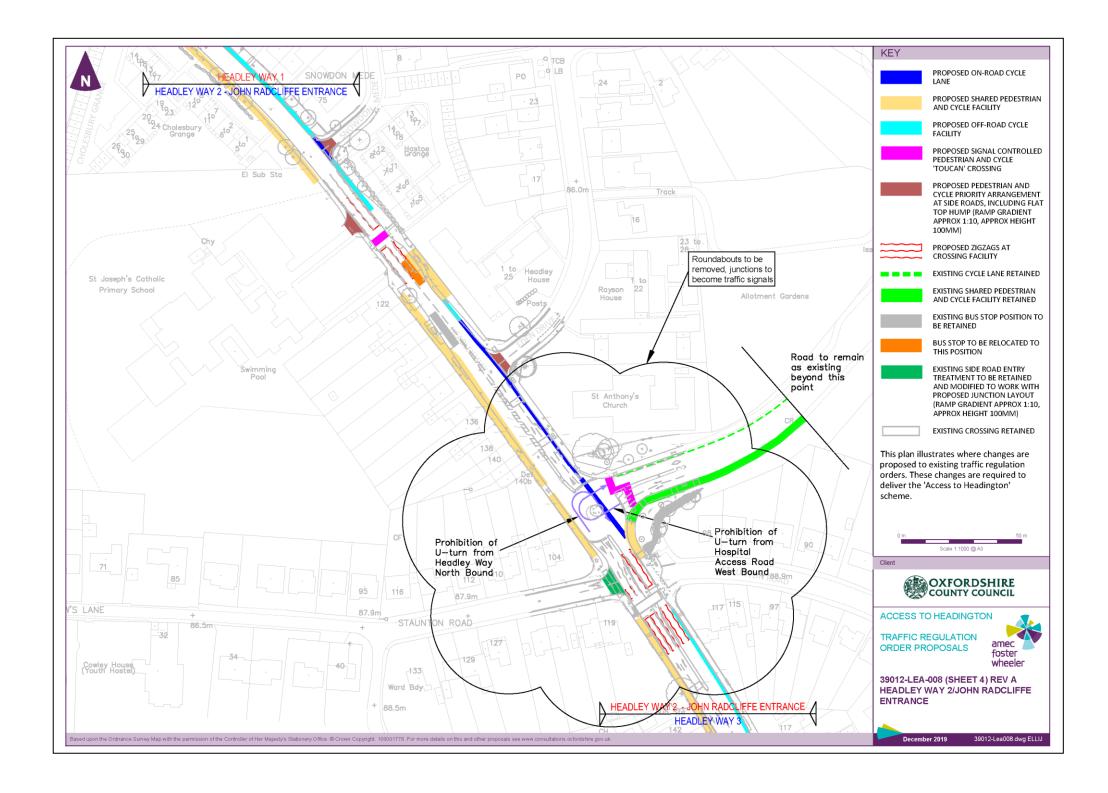
Pat Mulvihill 07831 097805

February 2020









ANNEX 5

RESPONDENT	SUMMARISED COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	No objection
(2) Oxford Bus Company	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Support
(3) Oxford Health	Support – As a health organisation, Oxford Health strongly supports better infrastructure to support active travel, and as a significant number of our staff, patients and facilities are in the Headington area, this will be most welcome. Side road entry treatments are particularly welcome, as they improve safety and encourage walking. Additional walking and cycling tracks are welcome in principle, though our understanding is that proper segregated paths for cycling and separate paths for walking are far preferable and more likely to encourage both walking and cycling.
(4) Cyclox	(see Annex 6 for full response)
(5) OXTRAG	OXTRAG have on many past occasions objected to the use of shared pedestrian and cycle routes in principle. Whilst everyone appreciates that space is at a premium, the safety factors affecting especially people with sensory but also mobility difficulties should be well known by now. Cycles travel at greater speeds than pedestrians so can appear 'out of nowhere' silently giving the pedestrian little or no opportunity to move aside. (Indeed some cyclists can be selfish and expect pedestrians to move 'out of their way'). Identification of the difference between each area is often too infrequent, so either pedestrian or cyclists can be 'in the wrongs area'.

People getting onto or alighting from a bus often need to cross the cycle lane so can step into the path of a moving bike when alighting from a bus, taxi or volunteer car. This is a hilly area, cycles riding downhill will naturally have greater speed which highlights the concern for pedestrians. I must presume you have discussed these plans with the Visual Impairment team (in Social Services), Oxfordshire Association for the Blind, in addition to Unlimited and the Deaf Centre? Section 2 of our guidance recommends: 2. Shared Space We all want to make our streets safer for pedestrians, but many people do not realise what a devastating impact removing crossings, kerbs and tactile paving has on many disabled people. Sharing a space with bicycles & vehicles when you cannot see them and understand the intentions of the driver or cannot move quickly enough away from them is very disconcerting and can result in collisions. People with vision sensory impairments rely on crossings and kerbs to negotiate a space safely. Others with impairments rely on knowing that they have a safe area, usually a pavement, in which to go about their business. Many older or disabled people have told us that they avoid shared space developments or footways. **OXTRAG Suggest:** 2.1 Involving, consulting and 'hearing' what disabled people say when a shared space scheme is put forward. Making any necessary changes to the schemes where safety concerns are raised. 2.2 Keeping cycles away from pedestrians by using segregation and the correct use of tactile paving. Clearly & frequently marking routes (e.g. by using colour contrasts to identify) 2.3 Maintaining where possible, 1.2m width. This will allow for someone with a guide dog or a person using a wheelchair to navigate safely. An absolute minimum of 900mm unobstructed pavement width. 2.4 White banding all dark posts (140-160 wide band at a height of 1.5-1.7m above ground) banding should be used on other coloured posts also e.g. grey, metallic posts. Here a black band would be better than white. Metallic/shiny materials can cause glare should be avoided. Side Road Treatments – **Object** (6) Local Resident, Shared-Use Pedestrian & Cycle Lane - Support (Oxford) I fully agree with Cyclox's observations. Pedestrians and cyclists must have priority over motor vehicles, and this must

	be seen to be the case. The risks to vulnerable road users from drivers of motor vehicles must be removed entirely.	
	In my opinion the proposed designs are unacceptable because they do not	
	- Reduce turn radii, visible or invisible. Wide turn radii lead to excessive motor vehicle speed in spaces where pedestrians and cyclists must have priority. Drivers must be forced to slow to ensure pedestrian and cyclist safety.	
	- Remove all visual edges guiding motor vehicles across pedestrian and cyclist spaces. Kerb-like visual path indicators for drivers leads, again, to excessive motor vehicle speed around corners.	
	- Emphasise all visual edges dividing quiet side roads from busy main roads and use this to emphasise pedestrian and cyclist priority over drivers. Continuity of path indicators for cyclists and drivers alike smooths pedal cycle and motor vehicle traffic flow and forcing both to think and plan when turning into a side road assists pedestrian safety.	
	- Feature continuous footways and cycleways, backed with continuity of level and material.	
	- Introduce unnecessary additional give-way marking specifically for cyclists in a manner that undermines safety (Copse lane/Headley Way)	
	Side Road Treatments – Object Shared-Use Pedestrian & Cycle Lane – Neither/Concerns	
(7) Local Resident, (Oxford)	They are all unsafe as a vehicle cannot cross them at right angles therefore throwing vehicle left and right as they cross making drivers and passengers liable to injury ie (back problems etc) if you have travelled on the 13 bus you would know as the passengers are nearly thrown off their seats making journey very uncomfortable, this cannot be an improvement in any description	
(8) Local Resident, (Kidlington)	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Neither/Concerns	
	I am hugely supportive of continuous footpaths and (separate!) continuous cycle paths. This will be such a great improvement for people with pushchairs and wheelchairs, elderly and people with poorer mobility and cyclists.	

	Please follow the excellent examples in Waltham Forest in London. That is the only acceptable way to go. Either do it properly or just prioritise the road for cars and forget about walking and cycling. Please no more in dysfunctional designs, Oxford has more than enough of those. I support longer cycling facilities, but they should be separated facilities. Shared-use lanes are useless. They are bad for pedestrians and cyclists alike. They are to be avoided, especially by a city that claims to be a cycling city.
(9) Local Resident, (Woodstock)	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Support Slowing down traffic turning into and out of these side roads is crucial to cyclists. Cyclists need as much safe space as possible.
(10) Local Resident, (Oxford)	Side Road Treatments – Support I am very concerned about the access to Headington because what was promised in the past was never delivered so this consultation might be just that. We were reliably told by your officers that motorists could not access the John Radcliffe from Staunton Road, not only do cars and taxis use Staunton Road as a short cut to the hospital, they also do u turns at the entrance despite the signs and they also come out of the hospital and drive across the dropped curbed area to go down Staunton Road. So instead of making access to Headington safer for cyclists and pedestrians you have actually made it more dangerous. I'm sure this was not your intention, so how are you going to remedy this situation? However, there are some alarming breaks in the cycle lanes and the crossings are staggered in a way that forces people and bikes to cross in the wrong places.
(11) Local Resident, (Oxford)	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Support There should be walking and cycling priority at every crossing.

(12) Local Resident, (Oxford)	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Support
(13) Local Resident, (Oxford)	Side Road Treatments – Support Shared-Use Pedestrian & Cycle Lane – Support Please make these continuous footpath site entry treatments. It's somewhat unclear from the proposal what they would entail other than being raised. There should be no distinction Get rid of the bad markings for pedestrians and cyclists make it very clear cars have to stop and cross a pavement. For example, there is a bit on the Copse Lane at least which makes it look like cyclists have to give way which is not in keeping with other areas of access to Headington and kind of defeats the point. I've just googled the term and there's a lot of examples online of how to do them right and how to do them wrong on the first page. Access to Headington got them wrong, it was a flaw in the original design that should have never happened given just how easy it is to find best practice for these sorts of junctions and it is good this is being in part rectified. However, I live in Headington just off the Slade and use the access to Headington bike lanes or paths every day. These are great for these roads. Living off the Slade I would like to see these applied to the rest of access to Headington project. What spurred me to response to this consultation was just this morning cycling down the hill on the road (in lane to turn onto Marsh lane) the car didn't look and pulled out of Copse Lane and nearly hit me and would have done if I'd not swerved. If they'd had to stop before the cycle lane and slow down while crossing etc they would have not shot out without looking or at least been slower and more likely to see me. It's also a sign that cycling and walking is important and not secondary to car travel. And the aim should be for single smooth pavements and cycle lanes. Side roads and resident's parking should not impact the level of the path/cycle lane.

	They cannot be merely raised they should be a continuous footpath/cycleway with no distinction between the pavement.
(14) Local Resident, (Oxford)	Side Road Treatments – Object Shared-Use Pedestrian & Cycle Lane – No opinion • Some years ago, when the trend for them reached Headington, in the roads around the hospitals, I had recently had a big stomach operation. Turning into the side roads between London Road and Old Road, the car would lurch one wheel at a time (because it was turning) and it was extremely painful. Anyone with a bad back would also be affected. • This lurching action is quite frightening when upstairs on a double-decker bus as it turns, for example from Cherwell Drive into Oxford Road at the bottom of the Marston Ferry Road (a recently-installed hump). • Here the cyclists think it is their right of way and may cross without looking. • Learner drivers find it tricky to negotiate a hump as they set off to turn out of a side road. • Any driver needs to concentrate on oncoming traffic when trying to turn out of a side road. We do not need extra distractions. • When leaving or entering a side road you are already at a slow speed. You do not need a hump to make you slow down. I believe these humps were originally "somebody's bright idea". In practice they are anything but bright and I hope they will be abandoned, and the money put to better use. Perhaps I might also add a couple more things which, as a cyclist, I have noticed since the new junctions have been installed. At the junction of Headley Way (West side) and Marston Road (South side) there is a slope where the cycle path cuts off the corner as you turn left. Directly in the path of the cyclist, who is glancing to her right to see oncoming traffic, there is a waist-high post with a button on it for pedestrians to press for a light signal to cross Marston Road. This post is an accident waiting to happen for a cyclist, particularly in the dark. I would like to see this post moved a few feet Westwards. Another hazard for cyclists occurs at the new junction/lights at the John Radcliffe turning. A cyclist going uphill (from North to South) is waiting in her cycle path at the re

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Cyclox response to Access to Headington - Cherwell Drive & Headley Way (Oxford) Proposed Side Road Entry Treatments

We have noted before that the 'blended crossing' is the best practice model that has emerged from the nations and authorities at the forefront of sustainable transport and liveable-neighbourhood design.

Key features of the blended crossing are:

- A continuous footway and cyclepath across the side road (Pictures 1 and 2 below)
- A ramp for motor vehicles, slowing them and reinforcing to the drivers that they are entering a traffic-calmed side road
- Materials, chosen to give clear visual cues that that footway and cyclepath have priority
- No edge to the vehicle path, which would undo the 'pavement-ness' of the crossing (Picture 4).
 - (These double red lines (or yellow lines) are superfluous and should not be used, ref: <u>Traffic Management Act, 2004, section #86</u>)



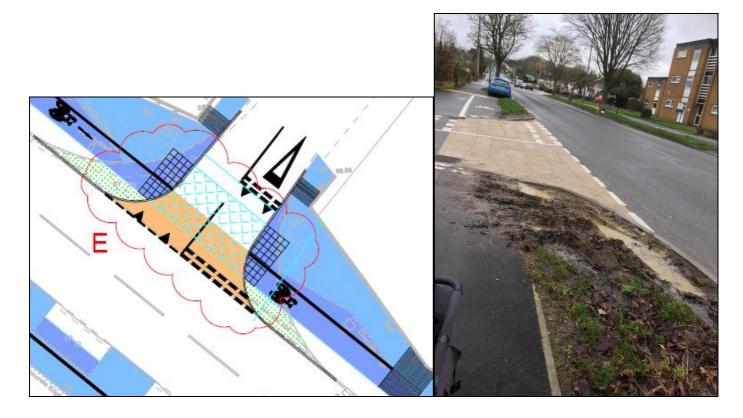
A good cycle route will meet the 5 factors described in 'Specific Objectives' below:

- Coherence
- Directness
- Safety
- Comfort
- Attractiveness

For more information, see OxfordshireCyclingDesignStandards.pdf, 1.1.5 and 3.3.2, referring to TfL London Cycling Design Standards, Chapter 4, Figure 4.1, for the application of these to cycle lanes and cycle tracks. All the above listed factors are important.

Side Road Entry Treatments: (comprising of flat top humps approx. 150mm high with ramp gradients of 1:10)

- 1. <u>Cherwell Drive</u> across its junctions with:
- a) Elms Drive approximately 7.9m long and 6m wide



Despite the reduced radii, this junction is compromised and unacceptable without the ramp shown in the drawing as the radii are still too generous for a quiet residential road.

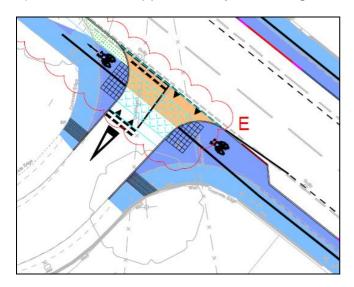
We welcome the effort to maintain a level and continuous footpath and cycleway. However, Cyclox would urge the council to change the material to reflect the continuity of the new cyclepath. The current edge to the vehicle path, provided by the buff anti-skid surface, reduces the 'pavement-ness' of the crossing. It needs to be extended to provide the visual cue that the footway and cyclepath are continuous, have priority, and to help solve the encroachment issues.

The material used needs to continue unbroken and well beyond the junction with no materials or structures indicating the edge of the space to be used by vehicles. It needs to be the same height as the footway in relation to the road with no kerbs or kerb-like structures to highlight the line to be taken by vehicles. Ideally the end of the side road should narrow to one car width to highlight this feature as vehicles approach the main road.

The Dutch have perfected this and the Dutch Entrance kerb is now available to use for this situation from Aggregate Industries. (www.aggregate.com/products-and-services/commercial-landscapeing/kerbs/dutch-kerb

https://robertweetman.wordpress.com/2019/10/01/design-details-2/

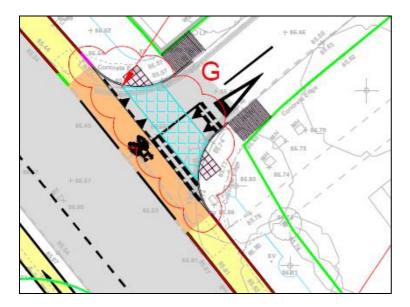
b) Ewin Close – approximately 8.1m long and 5.3m wide.



This junction is as compromised as Elms Drive.

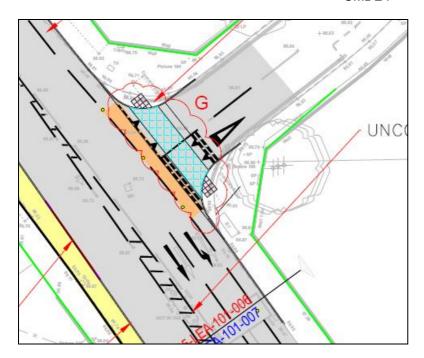
We would again object to the lack of continuity in level and material across the raised-table to reinforce visually that the footway and cycle-path have priority as seen in picture 1 and 2 above, as well as the removal of the vehicle path edge (indicated by the kerb-like radii and DRLs) that can be seen in picture 4.

- 2. <u>Headley Way</u> across its junctions with:
- a) Snowdon Mede approximately 6.9m long and 3.4m wide



We would like to see the footway and cyclepath continuous in both level and material to reinforce the continuity of the pavement, with the absence of any kerb-like vehicle path indicator. This would enable a safer crossing for both pedestrians and cyclists alike.

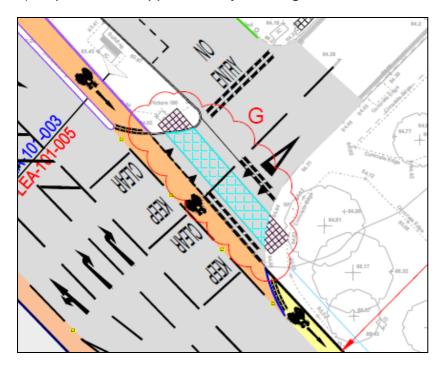
b) Eden Drive – approximately 9.9m long and 3.6m wide



As this cycle path is already on road we would like to see the footway continuous in both level and in material to reinforce the pavement with no vehicle edge. This would enable a safer crossing for both pedestrians and cyclists alike.

We note that there is no cycle symbol, as proposed for Snowdon Mede and Copse Lane, following.

c) Copse Lane - approximately 8m long and 6.4m wide



The cycle give-way line markings are not acceptable, they provide a vehicle edge and undermine what is the most promising aspect about this junction – its full segregation in space and time. A cyclist having cleared the major junction then has to look both behind and forwards simultaneously and then possibly yield whilst essentially being on the main carriageway, even if travelling less quickly than motorised traffic. This is a major impediment to continuity and effectively creates an unacceptable 'dual network' (a concept which is to be removed from the provisions in the

forthcoming replacement for LTN2/08¹) and negates any advantage of the segregation. This junction is not coherently designed and it should have the same cycle priority as the junction at Eden Drive. As can be seen below, the table is needed to stop cars using the cyclepath as the give way.



d) Cholesbury Grange – approximately 5.3m long and 3.1m wide.



We would like to see the footway and cyclepath continuous in both level and material to reinforce the pavement, with no vehicle edge provided by the kerb-line.

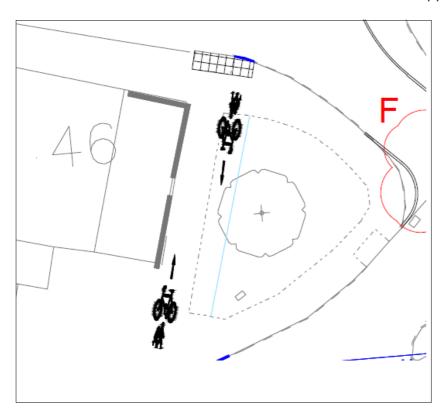
The kerb-line indicates to drivers 'their space', which is counter to the priority proposed for cycling and walking.

This would enable a safer crossing for both pedestrians and cyclists alike.

 $^{^1\,}https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/329150/ltn-2-08_Cycle_infrastructure_design.pdf$

Shared-Use Pedestrian and Cycle track:

3. Oxford Road – from a point 15 metres southwest of its junction with Cherwell Drive continuing southwest until outside 46 Oxford Road for a distance of approximately 16 metres.



This is a welcome intervention to prevent further disputes and maintain the continuity of footpaths and cyclepaths. We object to the incursion of the 'Transition Kerb' over the alignment of the shared-path area – approximate location indicated by the blue-circle above. We also object to the DYLs that run across the dropped kerb incorrectly

Excavation

Following the excavation of the bank on Headley Way and the moving of the eastern kerbline outwards, to make room for the shared path, it is imperative that the SRETs of Bowness Ave, Coniston Ave and Derwent Ave are continuous and smooth in level and material with no vehicle edges in order to emphasise the visual cue that the footway and cyclepaths have priority. These are the most difficult junctions to navigate. This is an opportunity to set a new design guide precedent for SRETs going forwards and we would again urge the council to do so.

We continue our strong objection to the Traffic signal phasing to the Junction of the JR at Headley Way.

We now regularly witness cyclists waiting in the left hand lane, often abreast in the cyclepath, as large vehicles turn left into the hospital site. This an ongoing and unacceptable risk to the most vulnerable road users.