

Division(s):

Burford & Carterton North East;
Carterton South West

CABINET MEMBER FOR TRANSPORT – 28 JULY 2011**BURFORD ROAD CYCLEWAY, CARTERTON**

Report by Deputy Director for Environment & Economy (Highways & Transport)

Introduction

1. This report outlines proposals for improved cycle facilities along Burford Road, Carterton and seeks approval for implementation of the proposed scheme.

Background

2. Existing residential properties and the Shilton Park development at north east Carterton, of around 1500 dwellings, has resulted in an increased demand in trips from north Carterton to the town centre. The Shilton Park area has a network of formal cycleways that lead onto Burford Rd but there are no formal facilities into the town centre. A location plan is shown at Annex 1.
3. The proposed segregated cycle and pedestrian path will provide a safe off-road route for cyclists from north Carterton to the town centre along the east side of Burford Road and help create improved conditions for walking and cycling by joining up residential areas with the town centre, helping to achieve the County Council's overall transport strategy for Carterton. Cycling will be permitted on the cycleway in both directions.

Informal Consultation

4. An informal consultation took place between 30 June and 23 July 2010 when consultees were asked for their opinions on the type of cycleway they preferred from three options:

Option 1 – On road advisory cycle lanes

Option 2 – On footway shared use cycle and pedestrians

Option 3 – On footway segregated cycle and pedestrians

5. 20 responses were received: five preferred Option 1; one preferred Option 2; 9 preferred Option 3 and 2 preferred either option 2 or 3. One person objected to the scheme overall and two did not object to the scheme but did not state a preference for any of the three options. Carterton Town Council and local County members representing Carterton support the proposal.

6. The comments received show that there is greatest local support for an on-footway segregated cycle and pedestrian facility. However, there is some concern that cyclists and pedestrians will not adhere to the line/lane markings and there is increased hazard for vehicles entering and exiting existing properties due to the cycleway. These are both valid concerns. However, there is sufficient grass verge in front of most properties to provide a good level of visibility for vehicles manoeuvring and the proposed segregated path will clearly identify, with frequent lit signage, areas for pedestrians and those for cyclists.
7. A summary of the responses with officer comment can be found at Annex 2.

Description of the proposed scheme

8. The scheme proposes that the existing footway on the eastern side of Burford Road will be widened to 3.2m, with 1.6m designated to pedestrians adjacent to the property frontages and grass verge. A white line will advise separation of pedestrians from cyclists who will be able to cycle in a 1.6m lane adjacent to the road. Design drawings are attached at Annex 3.
9. Additional signs will be required, at regular intervals, as a reminder to cyclists and pedestrians that the route is for use by both groups. However, these will be kept to a minimum in line with the County Council's de-cluttering policy.
10. Tactile paving will be installed at the start and end points as a means of guidance for visually impaired pedestrians. Where the footway is being widened, the street lighting will be relocated to the back of the footway. This will mean that as much of the 3.2m wide space as possible can be used by pedestrians and cyclists with neither inhibited by street lighting.

Formal consultation

11. Formal consultation was conducted on the preferred scheme (provision of a segregated cycle and footway) in June 2011. Plans were sent to all stakeholders and posted on-line and letters sent to properties in Burford Road, Carterton.
12. Responses are summarised at Annex 4, together with an officer response.
13. Fewer individual responses were received than to the informal consultation. Whilst none of the respondents objected to the proposed scheme a number of comments on the design were raised.
14. Many of the remaining comments received during the formal consultation requested, recommended or queried the proposed layout and design. It is thought that none of these will materially alter the provision of the segregated cycle and footway scheme.
15. The request for flat top road humps to be installed at side roads and priority given across the side roads to pedestrians and cyclists on the route instead of

to road traffic, is one that officers agree has merit. However, whilst providing these would significantly increase the cost of this scheme omitting them would not detract from the aims of the proposed scheme. It is, therefore, not recommended that these changes be included in the scheme design. However, it can remain as an aspiration for Carterton and be considered for inclusion in the future if desired.

16. Once the stage 2 Safety Audit is complete, officers will review both the Safety Audit and formal consultation responses referring to detailed design matters, to identify if any alterations are required to the design of the proposed scheme.

How the project supports Local Transport Plan 2030 (LTP3) Objectives

17. The scheme would make a positive contribution to achieving the following three strategic objectives under the current Local Transport Plan:
 - develop and increase cycling and walking for local journeys, recreation and health (by converting an existing footpath to allow cycling use);
 - improve accessibility to work, education and services (by developing new cycle links);
 - reduce congestion (by encouraging walking, cycling and public transport use).
18. The scheme fits well with the Carterton Transport Strategy to develop schemes to provide a high quality cycle network. It forms an important cycle link where there is potential to convert car journeys to other modes, for local journeys, between areas of employment and housing in the town centre and north and north east Carterton.

Equality and inclusion

19. The scheme proposals are not considered to have the potential to affect people differently according to their gender, race, religion or belief or sexual orientation. However, the segregated shared use cycle track on the footway may have the potential to affect people differently according to their age and disability. Annex 5 provides more detail on this and shows that officers have considered equality issues carefully before reaching conclusions about the scheme.
20. During the detailed design process liaison with local inclusive mobility and access groups will continue in order to inform on the final design, including choice of materials, to offer the most advantageous design for all users.

Financial Implications

21. The proposed segregated cycle and footway is to be funded from developer contributions and £85,000 is currently identified within the Capital Programme. The contribution is restricted to the provision of transport within Carterton.
22. Funds to undertake construction supervision and project management of the scheme are included in the total budget allocated to the scheme. The capital construction cost for 2011/12 is estimated at £105,000. It is intended the additional £20,000 will be funded through the Integrated Transport Block funding.
23. Oxfordshire Highways and Transport staff will undertake construction supervision and project management of the scheme.

RECOMMENDATION

24. **The Cabinet Member for Transport is RECOMMENDED to**
 - (a) **approve the design and implementation of the proposed segregated shared use cycle and footway as set out in this report;**
 - (b) **approve the conversion of the footways, identified in Annex 1 to this report, to shared cycle/footways under Sections 65 (1) and 66 (4) of the Highways Act 1980;**
 - (c) **Delegate authority to the Deputy Director for Environment & Economy (Highways and Transport) in consultation with the Cabinet Member for Transport to make any alterations to the design during the detailed design process.**

STEVE HOWELL

Deputy Director for Environment & Economy, Highways and Transport.

Background papers: Consultation documentation

Contact Officer: Odele Payne, Transport Planner (01865 810443)

June 2011

Location Plan



Schedule: Cycleway will run along the eastern side of the B4020 Burford Road south from Swinbrook Road, crossing Upavon Way and continuing south on the eastern side of Burford Road toward Carterton town centre, terminating adjacent to St John the Evangelist Church.

Annex 2**Carterton, Burford Road Cycle Scheme, Informal Consultation 2010**

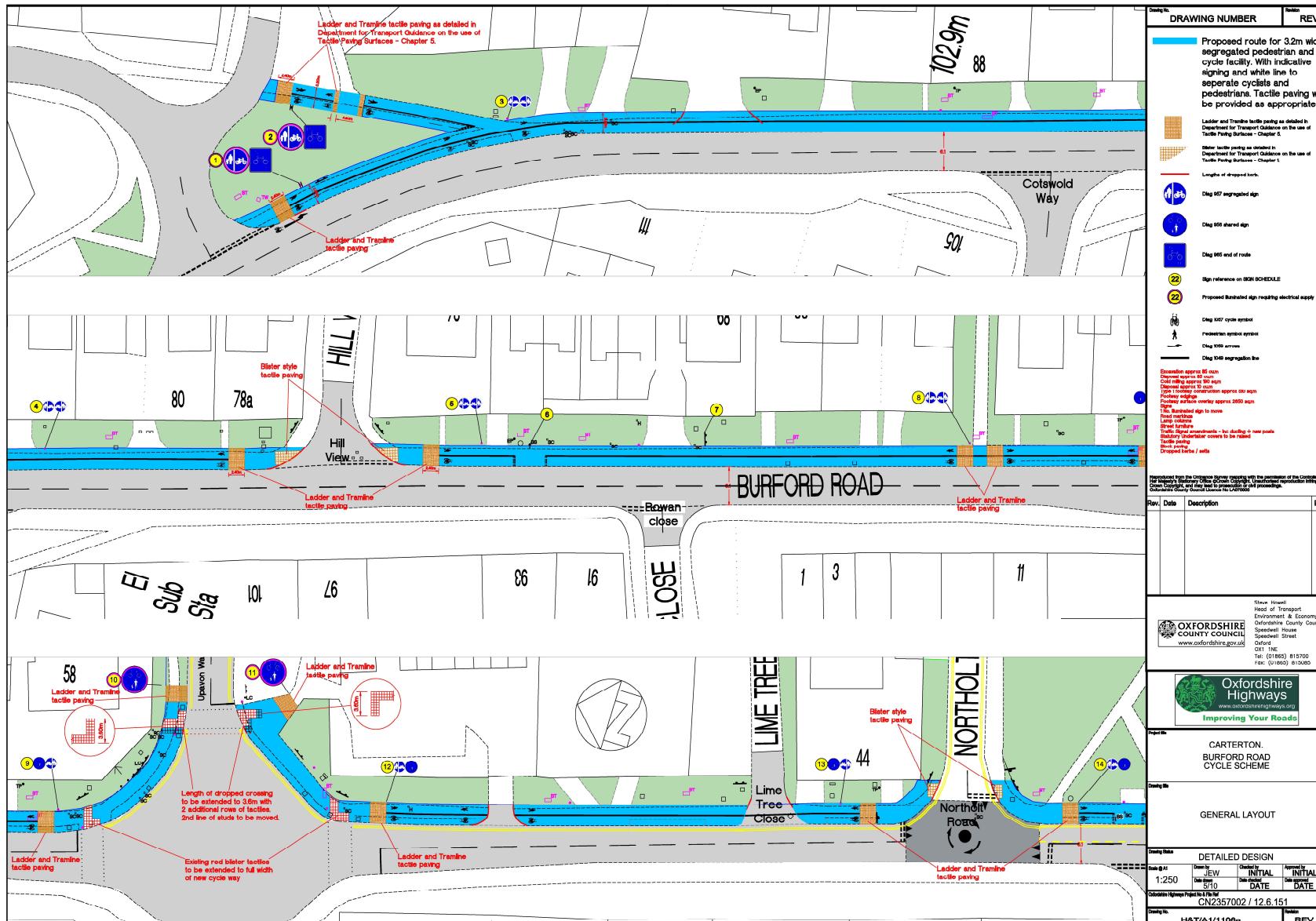
The informal consultation was with the emergency services, Carterton Town Council, local County Councillors, OCVA, Cyclox and properties fronting the proposed cycle route. Summary of comments received during Informal Consultation.

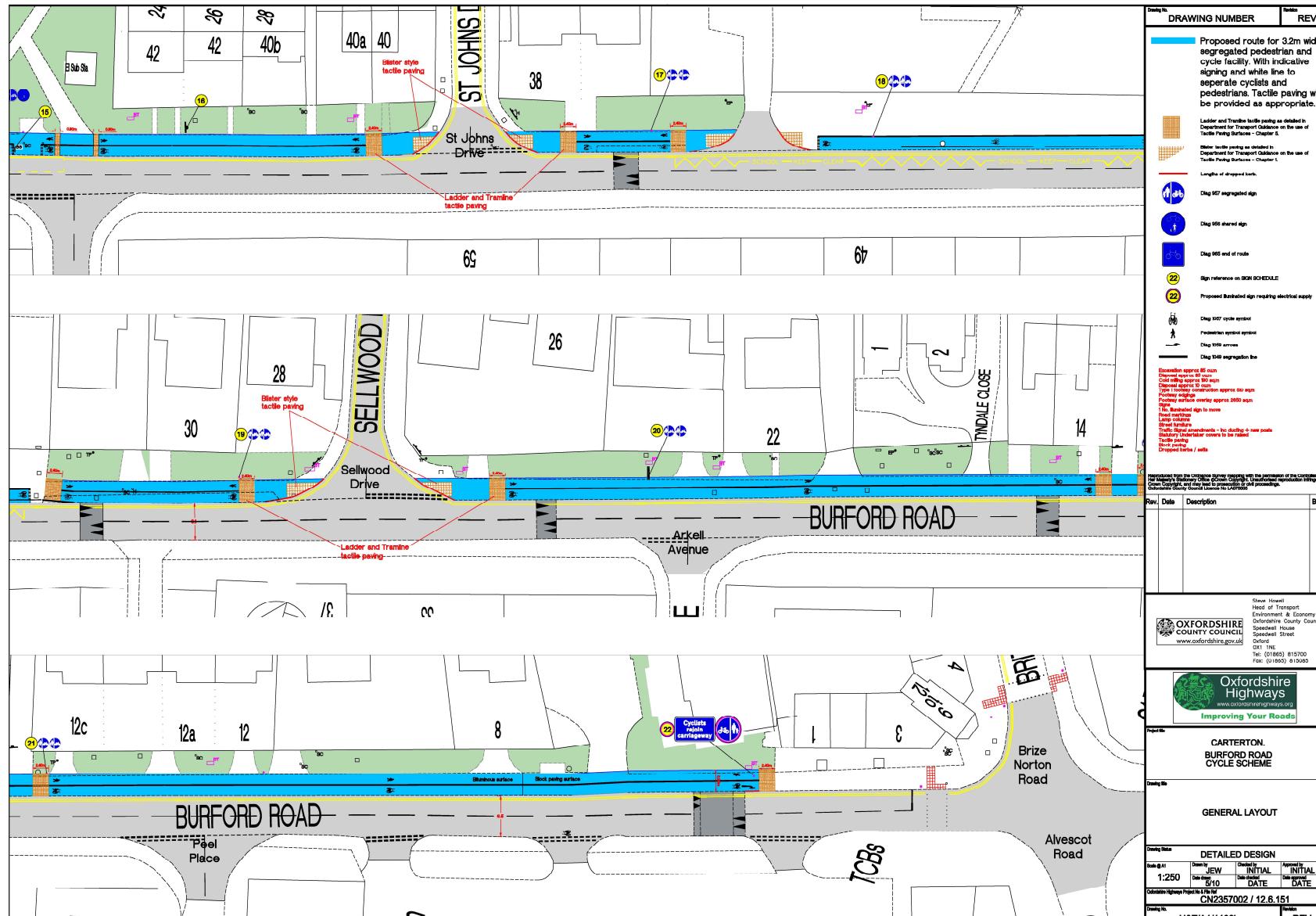
| | Respondent | Support proposal | Comments | Officer Comments |
|-----|--------------------------------|------------------|--|---|
| 1. | Resident, Burford Rd | Yes | Prefer option 3 with widened footway to cater for all users including "mobility vehicles". | Noted |
| 2. | Resident, Burford Rd | Yes | Prefer option 1. Objects to 2 & 3 as children, parents & pushchairs, mobility scooters, pedestrians don't mix well with the speed of cyclists. | Noted |
| 3. | Resident, Burford Rd | Yes | In favour of a dedicated cycle track. | Noted |
| 4. | Resident Burford Rd | Yes | Option 2 or 3 as road is not wide enough for option 1. | Noted |
| 5. | Business, Burford Rd | Yes | Prefer option 3. | Noted |
| 6. | District Councillor, Carterton | No | Believes that this exercise and scheme is a significant waste of public money and should be halted immediately. | This scheme is funded from Developer Contributions collected toward the provision of transport infrastructure in Carterton. |
| 7. | Carterton Town Councillor | Yes | Prefer option 3 if funding is available, or nothing for now until sufficient funding can be found. | Noted |
| 8. | Carterton Town Clerk | Yes | Prefer option 3. Option 1 & 2 are not acceptable. | Noted |
| 9. | OCC Travel Plans Team | Yes | Prefer option 2. But no objections to any option that will improve cycling infrastructure. | Noted |
| 10. | Resident, Burford Rd | Yes | Prefer option 1. Mix of children and cyclists is not a good combination but would like to see the carriageway repaired also. | Since this consultation sections of the Burford Road carriageway have been repaired. |
| 11. | Resident, | Yes | Prefer option 3. | Noted |

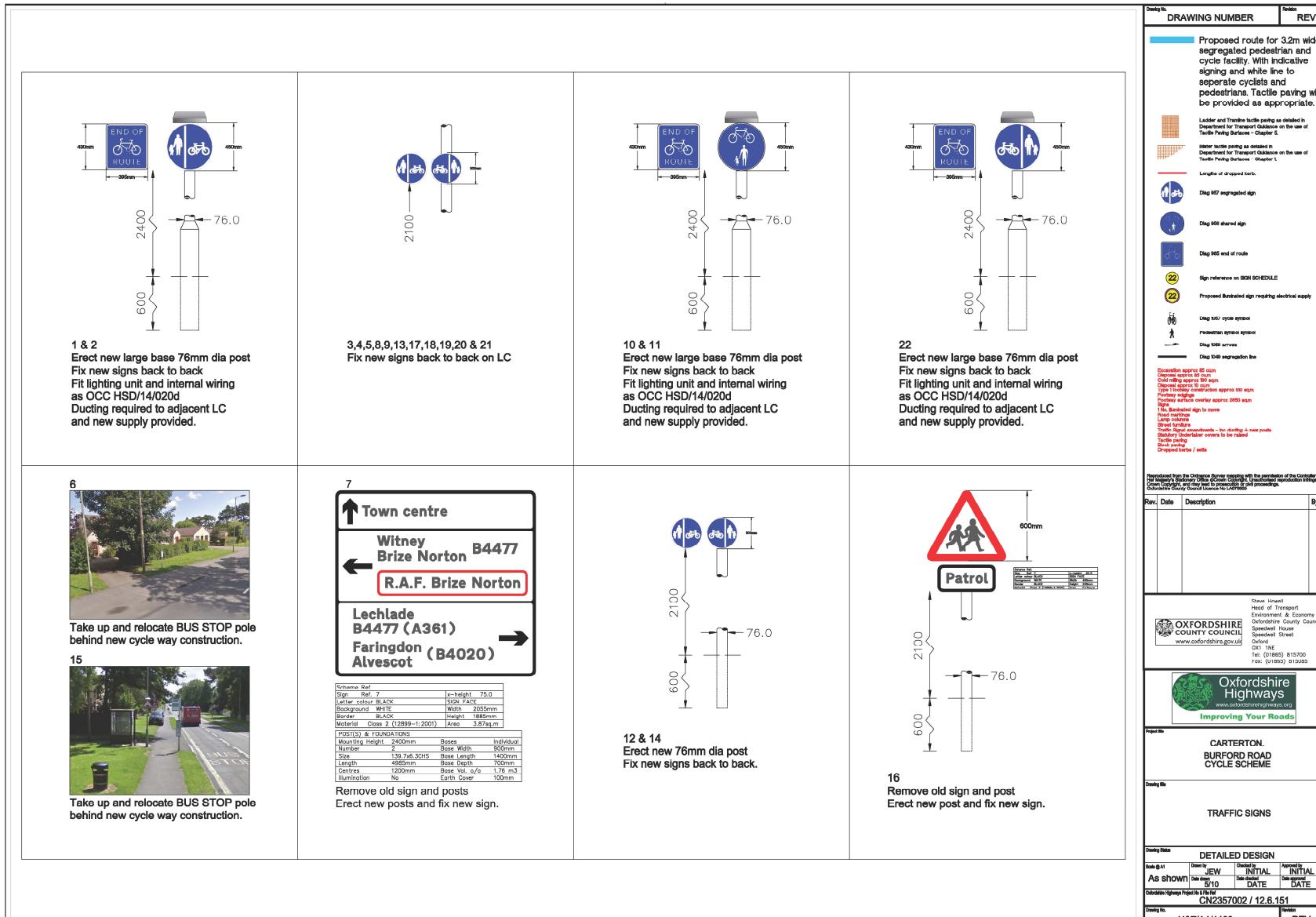
| | Respondent | Support proposal | Comments | Officer Comments |
|-----|-----------------------------------|------------------|---|-----------------------------|
| | Burford Rd | | | |
| 12. | Resident, Burford Rd | Yes | Prefer option 1. Not keen on the idea of cyclists using the footway and having to cross all accesses to private drives. | Noted |
| 13. | Resident, St Johns Drive | Yes | Prefer option 3. | Noted |
| 14. | Resident, Burford Rd | Yes | Prefer option 1. | Noted |
| 15. | Resident | Yes | Prefer option 3. Option 1 too dangerous due to insufficient width. | Noted |
| 16. | Carterton Cyclist | Yes | Prefer option 3. Option 1 too dangerous due to insufficient width. Option 2 would lead to more ped / cyclist conflict. | Noted |
| 17. | OCC Road Safety Team | Yes | No objection. | Noted |
| 18. | Thames Valley Police | Yes | No objections to any of the options providing that the legal requirements covering each (eg minimum widths etc) are met. | Minimum widths will be met. |
| 19. | Resident, Burford Rd | Yes | Prefer option 3. Option 1 too dangerous due to insufficient width. Option 2 satisfactory if option 3 too expensive. | Noted |
| 20. | West Oxfordshire District Council | Yes | Prefer option 1. On carriageway facility to minimise ped / cycle conflict and retain verges. Would wish to see wider advisory cycle lanes should road width permit. | Noted |

Annex 3 - Scheme Design available on separate sheet.

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Annex 4 - Consultation Responses – Formal Consultation Proposed Design, June 2011.

The formal consultation was with the emergency services, Carterton Town Council, local County Councillors, OCVA, CycloX, CTC, West Oxfordshire Sustainable Transport Forum and other local interest and access groups, as well as properties fronting the proposed cycle route. Summary of comments received during formal consultation:

| | Respondent | Support proposal | Comments | Officer Comments |
|----|---|------------------|---|---|
| 1. | Resident Burford Road | Unknown | <ol style="list-style-type: none"> 1. Requested barriers be installed to ensure people coming out of the footpath from Church View do not cut across the grass verge, as they cannot be seen when exiting the adjacent driveway. 2. Requested enforcement of the cycleway, as witnessed a lack of respect of cyclists for pedestrians. | <ol style="list-style-type: none"> 1. To be considered for inclusion in detailed design. 2. Noted |
| 2. | West Oxfordshire Sustainable Transport Forum. | Yes | <ol style="list-style-type: none"> 1. Requested that the design is altered to include tabled/flat humped traffic calming at side roads, with the give way lines in side roads placed behind the table to give priority to pedestrians and cyclists across the junction instead of road traffic. The group felt the benefits are: <ul style="list-style-type: none"> • Such crossings improve movement for pedestrians and cyclists. • Cyclist priority is recommended for side roads with <100 vehicles per hour, and should be considered for 100-200 vehicles. • Clear signage and markings are essential, so that motorists are aware. • It can be helpful to set the crossing back from the kerb ("bent out") but this is not essential. • Humped crossings ("side raised entry treatments") are preferable, though again, not essential. | <ol style="list-style-type: none"> 1. Agree this has merit. However to provide this would significantly increase the cost of the scheme. It is not recommended that they be included in the scheme design. |
| 3. | CTC Representative | Yes | <ol style="list-style-type: none"> 1. Suggests the two-way cycling lane of 1.6m is too narrow. 2. Feels the scheme would be simplified if it were not segregated. 3. Suggests cycles should have priority at all road junctions. 4. Concerned about the design at the end of route. Rejoining the carriageway at the southern end by the traffic light controlled junction with Brize Norton and Alvescot Roads will be a difficult manoeuvre to execute (looking over shoulder) and it puts the cyclist at quite a disadvantage. Suggests several design options: a) Continue the path to an ASL box at the lights and provide some protection to the cyclist rejoining the carriageway. b) Paint a Give Way line for south bound traffic in front of the raised table and allow cycles to leave and join the | <ol style="list-style-type: none"> 1. Noted. 2. Noted. 3. As stated in response to respondent 2. 4. Consider for inclusion in detailed design. |

| | Respondent | Support proposal | Comments | Officer Comments |
|----|-----------------------|------------------|--|--|
| | | | <p>path from the top of the raised table.</p> <p>5. Requested the white centre line of the carriageway be removed from the existing tabled junction.</p> <p>6. Queried the white circle on the layout plan to the right of reference 18.</p> <p>7. Cycles join the cycleway at the northern end of Burford Road by Swinbrook road at an acute angle. Will the dropped kerb be flush? Wet dropped kerbs with even small lips will take the front wheel away at such angles. Suggests a) Moving the Give Way line of Swinbrook Road back so cycles can access the cycleway "in line". b) Extend the length of flush kerb to 5m.</p> <p>8. Cycles rejoining the carriageway heading north on Shilton Road are at a significant disadvantage. It's not clear how cyclists will choose to perform this manoeuvre. Suggests a raised table crossing be installed on Burford Road near reference 3. This would be a useful traffic calming feature as well as a useful crossing point for cyclists and pedestrians.</p> | <p>5. Noted.</p> <p>6. The white circle is a litter bin. Care will be taken to ensure this is not an obstruction.</p> <p>7. Consider for inclusion in detailed design.</p> <p>8. Consider for inclusion in detailed design.</p> |
| 4. | Road Safety Team, OCC | Yes | <p>1. Would recommend consideration of providing 'give way' markings for cyclists at side road junctions. These should be provided for both directions of travel to ensure cyclists give way to side road traffic.</p> <p>2. If there are bus stops it can be helpful to provide give way markings for both directions to help highlight for cyclists the need for caution when passing through the stop area.</p> <p>3. There are however one or two locations where the proposed markings seem possibly a little over-provided (e.g. near the Swinbrook Road junction).</p> <p>4. Providing humps across the side road junctions does appreciably improve the amenity of the route (for both pedestrians and cyclists). Recommend that these be considered, even if as a 'retro fit' so as not to delay the scheme.</p> | <p>1. Consider inclusion in detailed design.</p> <p>2. Noted</p> <p>3. Noted</p> <p>4. Agree this has merit. However to provide these would significantly increase the cost of this scheme and it is not recommended that they be included in the scheme design.</p> |

| | Respondent | Support proposal | Comments | Officer Comments |
|----|--|-------------------------|--|--|
| 5. | Disability and Equality Adviser, OCC | Unknown | 1. Provide a raised thermoplastic separating line or different colour/ texture surfaces to aid identification and use. | 1. Consider inclusion in detailed design. |
| 6. | WODC Planning Officer. | Yes | 1. Has consideration to priority crossing side roads been looked into? 2. Is segregation with a white line down the middle necessary? The route could still be signed and marked as a shared pathway. 3. In relation to signage we should be aiming to reduce the amount of street clutter to a minimum. | 1. As stated in response to respondent 2. 2. Initial consultation favoured segregated use. 3. Noted. |
| 7. | County Councillor Carterton South West | Yes | 1. Help enable cycling. | 1. Noted |

Annex 5 - EQUALITY AND INCLUSION

The scheme proposals are not considered to have the potential to affect people differently according to their gender, race, religion or belief or sexual orientation. However, the segregated shared use cycle track on the footway may have the potential to affect people differently according to their age and disability.

There may be a negative impact on older pedestrians with age related disabilities or reduced mobility, as a result of the segregated shared use cycle tracks on the footways. Older people can be more fearful of conflict with cyclists. They may see or hear the cyclist approaching later than younger people; they may suffer from poor balance and the consequences of falling are generally more severe for older people.

One person's perception of a near miss will be different from another's, but fear can affect people's willingness to venture out, thus reducing their independence.

Disability: The same potential negative and positive impacts apply to disabled people of all ages, as they do for people with age related disability. However, they may be more pronounced, particularly in the case of blind or profoundly deaf people, who may not be able to detect approaching cyclists at all.

Officers have carefully considered the advantages and disadvantages of segregated shared use footways and have retained them in the proposals because of their benefit in providing safe cycle routes for all users, including children and less confident adult cyclists.

It is identified that cyclists who are faster and more confident and who might be more intimidating for pedestrians if on the footway, might continue to cycle in the carriageway as has been observed at present. However, the proposal provides a formal facility for those who currently cycle illegally on footway.

The footway widths conform to the recommended Department for Transport guideline standards for shared use facilities. Street furniture would be moved as necessary to remove obstacles. Appropriate signage, tactile paving and footway markings would be used, in accordance with guidelines. Kerbline changes at some junctions will improve visibility. A stage 2 safety audit will be conducted; any issues arising from this will be redesigned accordingly.