

Divisions affected: Jericho and Osney

## **CABINET MEMBER FOR ENVIRONMENT – 25 FEBRUARY 2021**

### **OXFORD – FERRY HINKSEY ROAD AND OSNEY MEAD: PROPOSED SHARED USE FOOTWAY / CYCLE TRACK, PARALLEL CROSSING FOR CYCLISTS AND PEDESTRIANS AND AMENDMENTS TO PARKING PLACES**

Report by Interim Corporate Director Communities

#### **RECOMMENDATION**

1. The Cabinet Member for Environment is **RECOMMENDED** to approve proposals for a shared use footway/cycle track, parallel crossing and amendments to parking places as advertised.

#### **Executive summary**

2. This report presents responses received to a statutory consultation on proposed pedestrian and cycle improvement measures on Osney Mead and Ferry Hinksey Road (Oxford) as shown at Annexes 1 and 2 put forward as part of a wider highway improvement scheme, which is being delivered by the University of Oxford (via a Section 278 agreement) to improve access by sustainable travel modes to/from and through the Osney Mead Industrial area. Osney Mead is an identified development site in the adopted Oxford Local Plan. Proposals will therefore help facilitate and support potential future re-development and growth of the Osney Mead area whilst also improving a key sustainable travel link to Oxford City Centre from the West.

#### **Financial Implications**

3. Funding for the proposals has been provided by Local Growth Funding awarded by Oxfordshire Local Enterprise Partnership to the University of Oxford.

#### **Equality and Inclusion Implications**

4. No implications in respect of equalities or inclusion have been identified in respect of the proposals.

#### **Sustainability Implications**

5. The proposals would help facilitate the safe movement of cyclists and pedestrians.

#### **Consultation**

6. Formal consultation was carried out between 7 January and 5 February 2021. A notice was published in the Oxford Times newspaper and an email sent to statutory consultees including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Oxford City Council and local County Councillors. Notices were placed on site and letters also sent to premises adjacent to the proposals.
7. Seventeen responses were received during the formal consultation which are summarised in the table below:

Road	Object	Support	Concerns	No objection / opinion	Total
Shared-Use Cycle Track	8 (47%)	1 (6%)	5 (29%)	3 (18%)	17 (100%)
Tiger Crossing	2 (12%)	5 (29%)	2 (12%)	8 (47%)	17 (100%)
Parking Amendments	2 (12%)	5 (29%)	1 (6%)	9 (53%)	17 (100%)

8. The individual responses are shown at Annex 3 with copies of the original responses available for inspection by County Councillors.

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

### **Proposed shared use cycle track**

9. Objections to the proposed shared use footway/cycle track were received from County Councillor Pressel (the local member), OXTRAG (a local group representing those with visual and mobility impairments) and six local residents on the grounds that:
- a. shared use cycle tracks are not consistent with current cycle design standards;
  - b. the continued presence of numerous site accesses off Osney Mead would make the facility inconsistent and not desirable for cycle users;
  - c. the current low vehicle flows on Osney Mead do not justify the need for an off-road cycle provision.
10. These concerns have been considered and a segregated line down the 4m wide footway/cycle track is now proposed to be provided to give visual separation between pedestrians and cycles on the facility.
11. Whilst the addition of a segregated line on the footway/cycle track is proposed to be provided, officers accept the design approach is still not in keeping with cycle design best practice, which would be desired. It is advised that a futureproofed approach to the design of the facility has been taken, such that the 4m width of the widened pedestrian and cycle track now provides sufficient allocated space to allow for conversion of part of the facility to an enhanced segregated cycle track, as part of any future wider redevelopment of Osney Mead. Officers advise that it would not be suitable to provide such a facility within the current scheme on the basis that:

- a. Costs would be prohibitive against available project budget.
  - b. More expensive works would risk abortive spend in advance of potential wider redevelopment of the Osney Mead area.
  - c. The need to retain a number of existing accesses off both Osney Mead and Ferry Hinksey Road would make any enhanced cycle segregation scheme inconsistent.
12. A number of local residents also suggested that roads in the area are not heavily trafficked and that cycling on the carriageway currently was not an issue. Officers appreciate the points made but advise that proposals are planned to help facilitate an initial stage of planned wider growth of Osney Mead which may attract more trips into and through the area. The route is also part of a much longer off-road cycle and walking route which connects onwards to Willow Walk (in the West) and the Thames Towpath to the East. The works help provide for an important 'missing link' in provision of this longer off-road sustainable travel route into the city and will directly complement a number of funded county council schemes in the area including, the provision of a new Oxpens Bridge and planned improvement works to Willow Walk and Bulstake Stream bridge.

### **Officer comments**

#### **Proposed Tiger Crossing**

13. Thames Valley Police did not object to the proposals. However, they did raise concerns about the proximity of the Tiger crossing to the Osney Mead junction and that this plan did not allow for the appropriate Zig Zag markings to be provided within the required regulations. Officers have accepted these comments and an amended drawing has been prepared, which does not affect the location of the crossing. A concern was also raised about the crossing being provided directly on the path of cycles exiting eastbound from Willow Walk and that this may result in conflict with turning traffic from Osney Mead. Officers advise that a set of existing bollards on Willow Walk will be retained on the approach to the junction which will also be widened to improve visibility. Officers consider moving the crossing of the pedestrian/cycle desire line is unlikely to alter user behaviour in practice.
14. Support for this element was received from County Councillor Pressel (the local member),

#### **Proposed Parking Amendments**

15. Two objections from OXTRAG and a local resident were raised in relation to proposed parking amendments. These concerns centred on an objection that the measures should instead remove parking along Osney Mead rather than relocating it. Officers consider that removing parking in its entirety at the current time would provide little benefit to the scheme but would unduly negatively affect businesses and premises in the area, which benefit from its provision.

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16. OXTRAG objected to the parking amendments due to the re-provided facility being located in an area where two vehicles would not be able to easily pass. Officers advise that the narrowing of the carriageway throughout Osney Mead to 6m would make it challenging for two vehicles to pass next to a row of parking in any proposed location. Retaining parking at the existing location would, however, create a safety issue with proposed realigned access into/ from premises off Osney Mead.
17. A number of responses raised concerns about existing on-street parking providing a hazard to vulnerable road users. Officers suggest this demonstrates the importance for having a formal off-road (ped/cycle track) provision for cycles and pedestrians.

### **Other**

18. Concerns were also raised by a number of respondents about the quality of the existing road surface through Osney Mead. Officers advise that an element of road resurfacing will be undertaken to complement the proposals which should address a number of these issues.

JASON RUSSELL

Interim Corporate Director Communities

Annexes

Annex 1: Plan of proposals for Ferry Hinksey Road

Annex 2: Plan of proposals for Osney Mead

Annex 3: Consultation responses

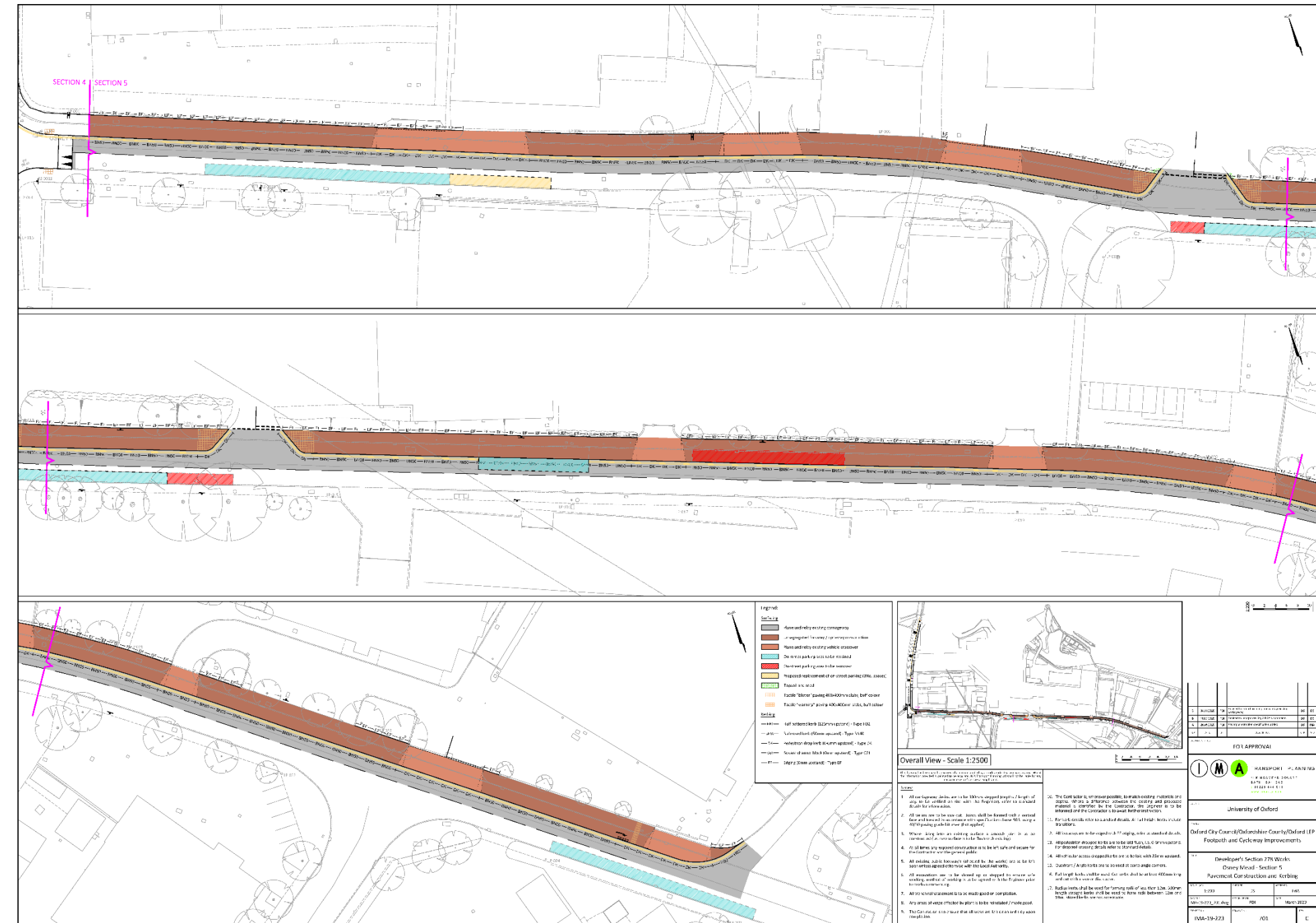
Contact Officers:

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Julian Richardson 07825 052736

February 2021





SECTION 4 SECTION 5

- Legend**
- kerb type
    - stone and red brick setting out kerbside
    - cast in situ concrete kerb with 75mm setting out kerbside
    - stone and red brick setting out kerbside
    - stone kerb with concrete facing
    - stone kerb with granite facing
    - stone kerb with granite facing (with 200mm kerbside)
    - stone kerb with granite facing (with 200mm kerbside) with 100mm kerbside
  - pavement
    - Portland cement concrete paving (Type 1)
    - Portland cement concrete paving (Type 2)
    - Portland cement concrete paving (Type 3)
    - Portland cement concrete paving (Type 4)
    - Portland cement concrete paving (Type 5)



- Overall View - Scale 1:2500**
1. All kerbs shall be set to a 100mm height above the finished pavement level.
  2. All kerbs shall be set to a 100mm height above the finished pavement level.
  3. Where kerbs are set to a height of 100mm, they shall be finished with a rounded top and be set to a 100mm height above the finished pavement level.
  4. All kerbs shall be set to a 100mm height above the finished pavement level.
  5. All kerbs shall be set to a 100mm height above the finished pavement level.
  6. All kerbs shall be set to a 100mm height above the finished pavement level.
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  20. All kerbs shall be set to a 100mm height above the finished pavement level.

NO.	DATE	BY	APP. BY
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22	31/12/23	...	...

FOR APPROVAL

**University of Oxford**

Oxford City Council/Oxfordshire County/Oxford LEP  
Footpath and Cycleway Improvements

Dorchester Section 5 Works  
Dorchester - Section 5  
Pavement Construction and Kerbing

RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	<p><b>Concerns</b> – In principle I am not objecting. However, I do raise serious concern about the design and its close proximity to the Osney Mead Road junction.</p> <p>Can I assume that speed data has already been obtained and current speeds support this design.</p> <p>It is apparent from the drawing No 700 dated March 2020 there are No Zig Zag markings on one side of this crossing which suggests they have been omitted in error or the design is positioned too close to a road junction to allow . I can find nothing in the Regulations that allows this. I understand the drawings have already been audited and I welcome site of any comments.</p> <p>I also note the parallel crossing is directly in line with Willow Walk which may lead to cyclists not Stopping and result in conflict with traffic turning right from Osney Mead.</p> <p>I accept there is a Give Way marking shown on the path approaching the crossing however this in time will fade or become covered by leaves from nearby trees . Offsetting the crossing from directly in line with Willow Walk may help.</p>
(2) Local County Cllr, (Jericho & Osney Division)	<p>Shared-Use Cycle Track - <b>Object</b>  Tiger Crossing - Support  Parking Amendments - No opinion</p> <p>I very much support making our streets safer and more attractive for pedestrians and cyclists, however, I am totally opposed to footways shared between pedestrians and cyclists. Please find an alternative.</p> <p>It's not clear to me why so much parking is being retained in Ferry Hinksey Road. I believe it's solely or mainly used by commuters and by coaches, which should park elsewhere and have facilities provided.</p> <p>Will all surfaces be raised? This might help to make the streets usable during low-scale flooding.</p>

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	<p>The tiger crossing seems to be a good idea.</p> <p>The “traffic calming” measures have never worked. Please can you take this opportunity to improve them – at least in the section of Ferry Hinksey Road covered by these proposals but, if possible, also in the northern half of the street, which is used by so many school children and their families? Drivers constantly swerve to avoid the cushions, making the road much more dangerous than if they were not there. There is still a great problem of speeding in Ferry Hinksey Road, which must be addressed urgently.</p>
(3) OXTRAG	<p><b>Object</b> – I am objecting to this scheme because OXTRAG considers that it is not needed, it may cause more problems than it solves, and the money would be better spent on improvements to the existing carriageway and footway, and on improvements to a nearby length of shared footway/cycleway to the west of Ferry Hinksey Road. Apparently the footway, both in Ferry Hinksey Road and in Osney Mead, is proposed to be widened by reducing the width of the carriageway and removing the on-carriageway cycle lanes. Where parking is allowed (both at present and after the proposed minor changes) the Osney Mead existing carriageway is wide enough for two cars to pass each other alongside a row of parked cars. The narrowed carriageway would not allow this.</p> <p>The carriageway, and the existing footway which is proposed to be widened, are generally in fair to poor condition. Resurfacing of the carriageway would make it more attractive to cyclists. The footpath/cycletrack to the west of the Osney Mead / Ferry Hinksey Road junction (leading westwards to North Hinksey and Botley) is in need of improvement. It is only about 2 metres wide, and the surface is generally in fair to poor condition. Also there is no lighting on it.</p> <p>The proposed scheme is probably unnecessary. It would be better to resurface the existing footway and carriageway and repair damaged kerbs, and to improve the shared footpath/cycletrack to the west described above. Incidentally, I note that, where parking is currently prohibited, the double yellow lines are at best difficult to see, at worst non-existent.</p>
(4) Oxford Bus Company	<p><b>No objection</b></p>



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<p>(5) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - No opinion Parking Amendments - No opinion</p> <p>The plan enclosed is bureaucracy gone mad. This part of Osney Mead and Willow walk floods in winter. Plus, has flooded over two weeks ago but pipes underground. Cyclists with carriages attached to back the cycles with babies in also parents with 4/5 year old children behind them on tricycles. Surely, they shouldn't need a cycle sign on the road, as I think the law shouldn't allow the children on the road, especially the Osney Mead. You should erect a sign saying cyclists bring your children out and play on cycles amongst, juggernauts, coaches, lorries etc these cycles of children are motorist's nightmare. Councils started the road at the bottom of Ferry Hinksey Road to take traffic into and out Osney Mead. That road is still there behind businesses on the Mead. Council ran out of money and didn't finish it, so why not spend taxpayer's money on finishing that road, instead of pulling up roads, filling them in and then pulling them up again after a few months in West Oxford especially Botley Road.</p>
<p>(6) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - No opinion Parking Amendments - No opinion</p> <p>I don't see a reason to move cycles onto the pavement along Osney Mead where they and pedestrians will get in each others way. The amount of traffic along this road doesn't justify it.</p> <p>Before coronavirus lockdown I used to cycle along along Osney Mead to and from work every weekday. I have never experienced any problems due to road traffic.</p> <p>The only problems I have experienced are the appalling state of the road surface and the flooding after heavy rain.</p>
<p>(7) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - <b>Object</b> Parking Amendments - <b>Object</b></p> <p>I do not see the utility of removing the cycle lane on the west side of Ferry Hinksey Road in order to accommodate a shared use cycle track on the east side. This will make cycling northwards on Ferry Hinksey Road more dangerous for</p>

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	<p>cyclists. As a cyclist if these proposals come to pass I will continue using the road to cycle southwards rather than the shared use cycle track as I perceive that track to be more dangerous for cycles to use than the road, given the risk of cars turning left into the side roads and not giving way to cyclists in the shared use cycle track. Likewise, I will not be using the proposed shared use cycle track on the north side of Osney Mead for the same reasons. These proposals will make it more dangerous for cyclists using these roads as it will reduce the road width available for all road users. The tiger crossing appears too close to the roundabout and may give pedestrians and cyclists a false sense of security given its proximity to a 90° turn given that some drivers are unlikely to expect to have to give way again before their vehicle has even exited the roundabout.</p> <p>I object to the changed parking arrangements because they have not gone far enough in that on street parking on Osney Mead needs to be removed along its entire length in order to provide sufficient space for segregated cycle lanes which would be safer than the current proposals.</p> <p>Once again the County Council funks the opportunity to put in a scheme which will benefit cyclists and pedestrians to the detriment of car drivers for one which disbenefits cyclists and pedestrians, and has a negligible impact on drivers!</p>
<p>(8) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - Support Parking Amendments - <b>Concerns</b></p> <p>I cannot see the need for creating segregated cycle routes on roads that are wide enough to have designated on road cycle lanes in both directions that will allow for natural traffic flow for cyclists on the main carriage way. There is an argument for improved pedestrian and cycle access and egress to the Willow Walk as there is a misalignment with the junction of Willow walk to the mini roundabout. I look at it and see a large sum of money being spent on improvements where they are not really needed with any urgency, whilst that money ought to be spent on providing a raised surface for Willow walk and the pavements at the south end of Ferry Hinksey Road so that when it floods that route is passable for Cyclist and Pedestrians. As a local resident that is where I would spend money for maximum and immediate benefit.</p>
<p>(9) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - Support Parking Amendments - Support</p>

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	<p>Shared use cycle track object: LTN 1/20 standards set shared use tracks as not acceptable. A separate segregated cycle track should be designed and built which integrates with the tiger crossing. Never use shared use facilities; they are dangerous and unacceptable.</p>
<p>(10) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Object</b> Tiger Crossing - Support Parking Amendments - Support</p> <p>I believe that a shared-use cycle track does not adequately meet the needs of cyclists. Other similar tracks have issues that I'm worried will be repeated here:</p> <ul style="list-style-type: none"> <li>- Dropped kerbs are always irritating to cycle over (this is likely to be a particular issue on Osney Mead with the outlets to the businesses which will be used by road traffic)</li> <li>- Pedestrians often on the cycle track, both for legitimate (e.g. crossing the road) and illegitimate reasons</li> <li>- lampposts etc.</li> <li>- A surface maintained at a lower quality than the road</li> </ul> <p>This sort of issue generally leads me to prefer to cycle on the road even when a shared-use track is available. I would much prefer that the road was left unchanged except for resurfacing</p> <p>If there are to be changes, I would also be grateful for a dropped kerb or similar provision at the path from the lock alongside the King's Centre</p>
<p>(11) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - <b>Concerns</b> Tiger Crossing - Support Parking Amendments - Support</p> <p>I support creating a safer cycle lane on Osney Mead because it is commonly used by cyclists. However, shared-use cycle tracks are dangerous and unpleasant to use - particularly when the pavement kerb is often dropped for vehicle access. I fear it would leave cyclists on the road (without a cycle lane) as they don't want to cycle on such an undulating surface. There is very little car traffic in this area so a separate cycle-lane on the road could be created by reducing the road width instead.</p> <p>Adding more crossings sounds sensible and I support any proposal for less parking to be available in central Oxford.</p>

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<p>(12) Local Resident, (Oxford)</p>	<p>Shared-Use Cycle Track - Support Tiger Crossing - <b>Concerns</b> Parking Amendments - Support</p> <p>Concerned with the lack of proper lines of sight for vehicles approaching the Tiger crossing from Osney Mead to see pedestrians or cyclists.</p>
<p>(13) Resident, (Bicester)</p>	<p>Shared-Use Cycle Track - <b>Concerns</b> Tiger Crossing - No opinion Parking Amendments - No opinion</p> <p>The proposed cycle track would be regularly interrupted by road junctions. I personally find this less safe, and it impedes progress compared to simply riding on the road.</p>
<p>(14) Resident, (Kidlington)</p>	<p>Shared-Use Cycle Track - <b>Concerns</b> Tiger Crossing - No opinion Parking Amendments - Support</p> <p>Before and, hopefully, after Covid I cycle this way to work almost every day. I work at Osney Mead House.</p> <p>I don't use the existing cycle path when travelling north along Ferry Hinksey Road because it's too close to parked cars. So getting rid of the parked cars seems like a good plan although I'm not clear from the description whether this is what is proposed.</p> <p>I'm not going to use shared cycle tracks no matter what they are a bad idea always, they'll just be used by drivers as a way to bully people who use the road.</p> <p>My main concern cycling on Osney mead is</p> <ul style="list-style-type: none"> <li>i) There are too many parked vehicles and HGVs etc making navigating them dangerous to cyclists.</li> <li>ii) There are too many pot holes! This is really dangerous to cyclists especially in combination with the above as it can result in loss of control and expending lots of attention on avoiding potholes rather than looking ahead at the road and parked vehicles and other hazards. I'd rather you fixed this than anything else. :(</li> </ul>

CMDE4

	<p>The tiger crossing sounds like it might help some people. Certainly, drivers don't currently give way to cyclists at the mini roundabout coming from Willow Walk as they should but I don't personally use that route. I do fear that there's a lack of visibility though; cyclists coming from willows walk will now have right of way but you can't see them when driving until they're almost at the junction. Not sure anything could be done about that except chopping lots of trees down which doesn't sound ideal.</p>
<p>(15) Resident, (Southmoor)</p>	<p>Shared-Use Cycle Track - <b>Concerns</b> Tiger Crossing - No opinion Parking Amendments - No opinion</p> <p>The conversion of existing footways to a shared footway and cycleway will mean that these ways will have to cater for 2-way pedestrian and 2-way cyclist flows. This will lead to confrontations between pedestrians, particularly disabled users, and cyclists. Greater consideration should be given to best overall use of ways for cyclists and pedestrians, including disabled users. Cyclists can operate safely on lightly trafficked roads by being on the carriageway (such as Ferry Hinksey Road and Osney Mead). Conversely, there is a lot of merit of having off-carriageway ways on busy roads, like the adjoining Botley Road. Please record this as an objection to the changes you are proposing in this consultation.</p> <p>On a technical level, why are the bull nose kerbs adjacent to the shared way only 40 mm high (very short section 50mm)? A low kerb like this would encourage over running of vehicles onto the shared way. These kerbs should be 125HB.</p>
<p>(16) Resident, (unknown)</p>	<p>Shared-Use Cycle Track - <b>Concerns</b> Tiger Crossing - No opinion Parking Amendments - No opinion</p> <p>I have worked on Osney Mead for 12 years and regularly cycle on and off the industrial estate from all points of entry/exit.</p> <p>In my view, pavements which are shared between pedestrians and cyclists are unnecessary in an area with a 20mph speed limit. The proposed pavements drop each time they pass a vehicular ingress which forces cyclists to slow down and makes it less clear to motorists that we have right of way. I note there is also no plan to lower the kerb at the path</p>

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	<p>joining Osney Mead from next to the King's Centre, linking to Osney Lock - this would actually be helpful to cyclists as the joining path is regularly used by us.</p> <p>If money is to be spent on improving cycling in this area, I would much rather it be spent on re-surfacing the road so that potholes no longer present a hazard to cyclists, and we can then continue to use the main carriageway.</p>
<p>(17) Local Business, (Oxford)</p>	<p>Request – I write as managing director of a business on Osney Mead. A majority of my staff cycle to work (during normal times). Many of those use the footpath/cycle track that runs directly from Osney Lock, between the Rebellion and King's Centre sites, to Osney Mead.</p> <p>Our offices are in Osney Mead House on what used to be the Knowles site. Exiting from the path coming from the lock we turn left on to Osney Mead and then right at the former offices of Alden Press.</p> <p>Turning left onto the mead is difficult because there is no dropped kerb. No dropped kerb has been included on the plans for the present consultation. Please could a dropped kerb, allowing cyclists to turn left onto the Mead, be provided ?</p>