

## **CABINET MEMBER FOR ENVIRONMENT – 12 SEPTEMBER 2019**

### **CHALGROVE, MONUMENT ROAD - PROPOSED ZEBRA CROSSINGS**

**Report by Director of Community Operations, Communities**

#### **Recommendation**

1. The Cabinet Member for the Environment is RECOMMENDED to approve the proposed introduction of zebra crossings on Monument Road, Chalgrove as advertised.

#### **Executive summary**

2. Provision of pedestrian crossings is reviewed when there are changes to the road layout as a result of development, when requested by local councils as a result of road safety concerns and as part of the on-going monitoring of reports on road accidents. Specific proposals are assessed applying national regulations and guidance on the provision of pedestrian crossings and the Oxfordshire County Council Walking Design Standards.

#### **Introduction**

3. This report presents responses received to a statutory consultation on a proposal to introduce zebra crossings on monument Road at Chalgrove

#### **Background**

4. The above proposal as shown at Annex 1 has been put forward because of the development of adjacent land

#### **Consultation**

5. Formal consultation on the proposal was carried out between 25 July and 23 August 2019. Notices were placed in the Oxford Times newspaper and close to the proposed crossing. An email was sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, the South Oxfordshire District Council, Chalgrove Parish Council and the local County Councillor. Public notices were placed on site and letters also sent to approximately 10 properties in the immediate vicinity, adjacent to the proposals.

6. 15 responses were received. 13 (87%) objecting, 1 neither supporting nor objecting and 1 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**

7. Thames Valley Police have not objected to the proposals.
8. Chalgrove Parish Council objected on the grounds of safety due to the proximity of the crossings to junctions and a bend and on the grounds of visual amenity also noting that the footways linking to the crossings are narrow and not continuous. They suggested consideration of an alternative location further along Monument Road or not proceeding at all with any formal crossings. The parish council also noted that both they and South Oxfordshire District Council were not supportive of the residential development but that planning consent had been granted on appeal.
9. Objections were also received from twelve members of the public. Safety was cited as the key concern by the majority of respondents but there were also concerns over the loss of visual amenity; need for the crossing; substandard footway provision adjacent to the crossing noting that other locations in the village – particularly near the primary school – would be a higher priority location for a crossing. A concern was also raised by one member of the public over flooding risks at the site and the need for footways to be sited further away from the brook
10. In respect of the safety concerns, an independent road safety audit has been completed and all the recommendations raised were accepted and incorporated in the design. The wider concerns on the visual amenity and existing adjacent footway provision are noted and while it is accepted that a balance needs to be struck between providing pedestrian crossings and the wider considerations raised by respondents it needs to be noted that there would be no other opportunity in the foreseeable future to fund the crossings and that the new residential development can be expected to increase the number of pedestrian crossing movements here.
11. It is not considered that crossings at other locations could reasonably be funded by the development as suggested by some of the respondents nor is the flood risk identified by one respondent affected by or materially relevant to the proposal.

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

12. The proposals would help facilitate the safe movement of pedestrians.

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

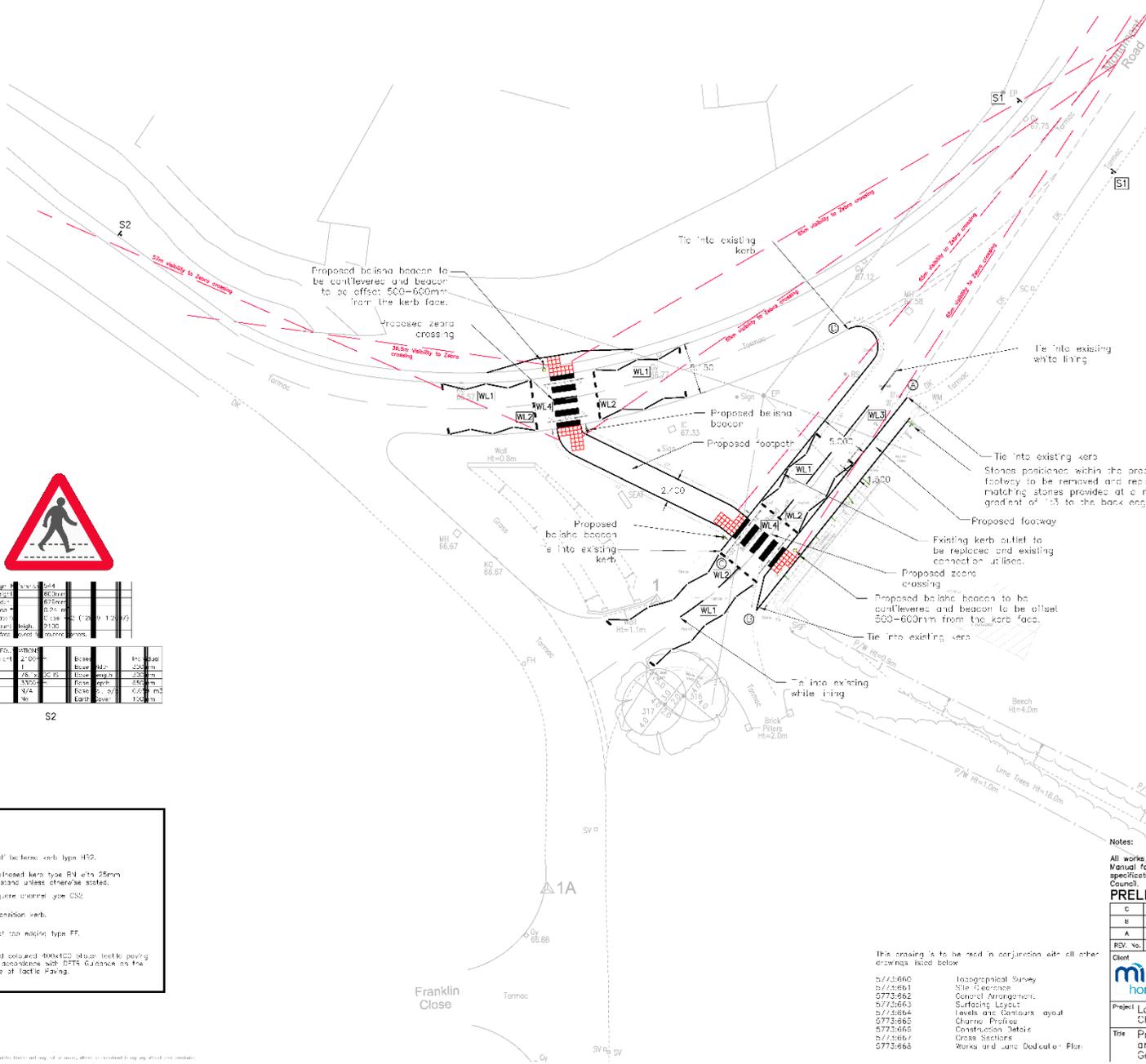
13. Funding for the proposed measures has been provided by the developer of land adjacent to the proposed crossings.

OWEN JENKINS  
Director of Community Operations

Background papers: Plan of proposed zebra crossings  
Consultation responses

Contact Officers: Hugh Potter 07766 998704  
Jack Whelan 07554 103332

September 2019



**NEW ZEBRA CROSSING AHEAD**

|             |          |          |          |
|-------------|----------|----------|----------|
| System Ref: | 5773     | Scale:   | 1:200    |
| Drawn:      | WJR      | Client:  | Highways |
| Checked:    | WJR      | Project: | 5773     |
| Author:     | WJR      | Drawn:   | WJR      |
| Client:     | Highways | Project: | 5773     |
| Scale:      | 1:200    | Drawn:   | WJR      |

| LINE REFERENCE | MARK | SAF | WIDTH | DESCRIPTION         |
|----------------|------|-----|-------|---------------------|
| WLT1           | 100  | 750 | 600   | Centre Line Marking |
| WLT2           | 100  | 750 | 600   | Centre Line Marking |
| WLT3           | 100  | 750 | 600   | Centre Line Marking |
| WLT4           | 100  | 750 | 600   | Centre Line Marking |



|          |       |       |       |       |
|----------|-------|-------|-------|-------|
| Sign     | W1    | W2    | W3    | W4    |
| Material | 603mm | 603mm | 603mm | 603mm |
| Area     | 0.28  | 0.28  | 0.28  | 0.28  |
| Mass     | 0.28  | 0.28  | 0.28  | 0.28  |
| Height   | 2.00  | 2.00  | 2.00  | 2.00  |
| Area     | 0.28  | 0.28  | 0.28  | 0.28  |

|          |       |       |       |       |
|----------|-------|-------|-------|-------|
| Code     | W1    | W2    | W3    | W4    |
| Material | 603mm | 603mm | 603mm | 603mm |
| Area     | 0.28  | 0.28  | 0.28  | 0.28  |
| Mass     | 0.28  | 0.28  | 0.28  | 0.28  |
| Height   | 2.00  | 2.00  | 2.00  | 2.00  |
| Area     | 0.28  | 0.28  | 0.28  | 0.28  |

S2

**Key**

- Half balise kerb type H2
- Balised kerb type BU with 25mm upstand unless otherwise stated
- Square external gape G2
- Transition kerb
- Flat top kerb type FF
- Red coloured 400x100 square kerb paving in accordance with DfT's guidance on the use of tactile paving

**WHITE LINING SCHEDULE**

| LINE REFERENCE | MARK | SAF | WIDTH | DESCRIPTION         |
|----------------|------|-----|-------|---------------------|
| WLT1           | 100  | 750 | 600   | Centre Line Marking |
| WLT2           | 100  | 750 | 600   | Centre Line Marking |
| WLT3           | 100  | 750 | 600   | Centre Line Marking |
| WLT4           | 100  | 750 | 600   | Centre Line Marking |

**Notes:**  
All works to be in accordance with the Design Manual for Roads and Bridges and the specifications issued by Oxfordshire County Council.

**PRELIMINARY**

| REV. No. | DATE     | DESCRIPTION   | INITIALS |
|----------|----------|---|----------|
| C        | 05.10.18 | Drawing amended in line with OCC technical cost comments. | WSR      |
| B        | 05.10.18 | Drawing amended in line with HSA recommendations.         | WSR      |
| A        | 25.10.18 | Drawing amended in line with client comments.             | WSR      |

- This crossing is to be used in conjunction with all other crossings listed below:
- 5773:660 Topographical Survey
  - 5773:661 Site Easement
  - 5773:662 General Arrangement
  - 5773:663 Surfacing Layout
  - 5773:664 Levels and Contours and/or
  - 5773:665 Chaining Profiles
  - 5773:666 Construction Details
  - 5773:667 Cross Sections
  - 5773:668 Works and Lane Dedication Plan

**Client**  
miller wates homes

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**Project**  
Land East of Chalgrove

**Title**  
Proposed Footway and Zebra Crossings General Arrangement

**Scale**  
1:200 (A)

**Date**  
Oct'18

**Drawing No.**  
5773:662

**Rev.**  
C

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| RESPONDENT   | SUMMARISED COMMENTS  |
|--|--|
| (1) Traffic Management Officer, (Thames Valley Police) | <b>No objection</b>  |
| (2) Parish Council, (Chalgrove)                        | <p><b>Object</b> – Chalgrove Parish Council and the Chalgrove Neighbourhood Plan both objected to the planning application for the development to the east of Chalgrove – P18/S1853/RM. It is outside the village with only one direct pedestrian access into the village via a small footpath leading onto a dangerous bend in the road, followed by pavements on the High Street which are wholly inadequate for pushchairs and families.</p> <p>It was felt that any form of crossings in this location would be incredibly dangerous; one on the main road on a bend as people exit the village, and the other on a slip road near a narrow bridge on a bend, and close to another junction. Both proposed crossings give drivers very little time to stop. They would also be the first crossings in the village, spoiling an attractive scene as one enters.</p> <p>South Oxfordshire District Council agreed with Chalgrove Parish Council and refused planning permission, however the Inspector appeared to ignore our concerns over safety and granted planning permission on appeal. We are where we are, and therefore leave it to you to make the final decision:</p> <ul style="list-style-type: none"> <li>(a) the installation of unsafe crossings leading to a pavement which ceases within 100 yards</li> <li>(b) reliance on the public crossing the road safely without the use of crossings, as they do now</li> <li>(c) installation of safe crossings further up Monument Road, leading onto Fairfax Road</li> </ul> <p>For your information, following discussions with the developer, we have requested a barrier be erected at the end of the footpath to prevent cyclists and children from running into the slip road. Your consultation makes no mention of this, but we feel this to be essential.</p> |
| (3) Local Resident, (Chalgrove)                        | <b>Object</b> – The proposal for 2 Zebra crossings is a proposal just waiting for a serious accident to happen. In particular, mothers with young children and primary school children walking from the new development to the village school will   |

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|  | <p>have to cross the slip road from Monument Rd to Berrick Lane, onto the central triangle, and then Monument RD and later (opposite the School) the High Street once each - a total of 3 crossings of a busy road (especially at school and end of school times). I must also point out the very real dangers of the crossing proposed for the slip road to Berrick Lane in particular. A high proportion of vehicles coming from the Berrick direction cut the almost blind corner at speed a few yards from one of the crossings, usually failing to indicate at the same time. Additionally, vehicles approaching the slip road from Monument Rd to Berrick Road, do so at speed and frequently fail to indicate their intentions to use the slip road.</p> <p>I would like to propose you consider an alternative and safer solution to this problem (and one which the developers could be asked to pay for?) and that is a pedestrian lift and footbridge as per the 2 attached crude drawings. The footbridge would incorporate an electrically operated industrial scale lift at each end and have sufficient clearance for commercial and farm vehicles. This proposal would eliminate the need for any children to cross a dangerous combination of roads with speeding/carelessly/thoughtlessly driven motor vehicles.</p> |
| <p>(4) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> – The position of the crossing on the bend where the High Street meets with Monument Road is, in my view, completely unsafe and dangerous. It is on a blind bend which traffic already has difficulty navigating when there is passing traffic. I do not consider that there are sufficient sight lines for this proposed crossing and would be an accident waiting to happen. Traffic often approaches that bend way too fast and I do not consider there to be sufficient stopping distances to avoid traffic hitting pedestrians using the crossing.</p> <p>I would also comment that, as a village, we have campaigned on numerous occasions for a crossing outside our school but to no avail. Yet here we are with a new development (granted on appeal) and suddenly zebra crossing are okay?</p> <p>The crossings proposed are not in keeping with our village and alternative solutions should be sought. There would clearly need to be a pathway between the 2 crossings which would ruin the grass area in that area. This is a focal point of the village with the brick bridge and stream and should be preserved.</p> <p>I would urge that the developers are requested to consider alternative solutions to pedestrians accessing the village from their site.</p>                                    |
| <p>(5) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - There are a number of issues with the proposed location of the Zebra Crossing.</p>  |

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Firstly, the proposed crossing on the northmost spur of Monument Road. On the north side of Monument Road, the current pavement is less than 1m in width, and there is no pavement on the opposite side of the road. The footways do not meet the standard design criteria of 2.0m in width, with a clear space of at least 1.5m. In addition, as this is an area where people will congregate to use the crossing, the footway width should be 3m wide. It is absolutely clear that the provision of a crossing at this point will result in congestion on the pavement and will not allow for passage of wheelchairs or pushchairs/prams. The plan shown includes tactile paving which extends beyond the boundary of the existing footway. The total off-footway congregation space is 1.2m x 1.2m, which is insufficient as an area for congregating.

On the south side of Monument Road, the footway is shown as 2.4m wide. This will not be matched on the north side. The inclusion of belisha beacons in this area will compromise the quiet enjoyment of the area for neighbouring houses on Monument Road and Farm Close; they will be intrusive and out of character for the village. There are no other Zebra crossings or beacons anywhere else in the village, not even outside the School. The visibility splays are exaggerated. The camber of the bank to the north of the footway reduces the visibility when travelling south on Monument Road.

Secondly, the proposed crossing on the southern spur of Monument Road. The proposed footway to link the existing footpath to the proposed Zebra crossing crosses private land, which will require compulsory purchase; this is unnecessary and undesirable. The resulting footway will not meet design standards, as the width is only 1.5m, not the recommended 2m. The area for people to congregate is likewise not large enough to meet design standards. The access to the Zebra crossing from the footpath will cross the driveway of The Grange, which adds an additional danger to the access.

The most important issue with this crossing is the visibility for traffic travelling north on Berrick Road and heading north up Monument Road. The visibility to the Zebra Crossing is absolutely minimal, being an absolute maximum of 15m, which is significantly below legal limits. The approach is blocked by the brick wall which forms the bridge over the Chalgrove Brook, and several trees. This is a busy route for people using Berrick Road and Monument Road as a route to reach Monument Business Park, and absolutely no consideration has been given to the safety aspects of traffic using this route and coming to the crossing completely unsighted. This is a major public safety issue that was highlighted when the original plan for development to the east of Chalgrove was proposed and was ignored by the Inspector.

The whole reason for inclusion of the crossing is to protect public safety, but the positioning of the crossing as per the plan will significantly compromise public safety, and the proposals should be rejected, and new plans submitted.

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| <p>(6) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - The proposed crossing on the slip road from Monument Rd to Berrick Road is to be situated in dangerous proximity to a blind bend for vehicles coming from Berrick: a large proportion of these vehicles fail to indicate, go too fast and cut the corner over the bridge. Children walking to the village school will be put at high and unacceptable risk to their safety, having to cross a road on 3 occasions on the short journey to their school.</p> <p>Instead of the unsatisfactory proposal for Zebra Crossings, a footbridge of suitable height, incorporating industrial scale lifts for prams, mobility scooters etc from the bridleway from the new housing development, over the stream and Berrick Rd to the green adjacent to Franklin Close should be installed and thus minimize the risk associated with the current poorly thought out proposal.</p> |
| <p>(7) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - The install of A series of flashing beacons would be a huge blot on the village landscape. I assume this is linked to the new housing development at this end of the village was the current footfall would not warrant a formal crossing.</p> <p>120 houses are being built meaning likely a small increase in footfall, a pedestrian refuge crossing would be more appropriate and far less intrusive</p>   |
| <p>(8) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - Highways did not come out and look at this site when the original application was received. THIS SITE/CROSSING IS DANGEROUS, and a crossing would completely change the aspect of this village, which is RURAL. Cars come at speed down Berrick Road and do not indicate when turning from Monument Road. There is no point in moving the crossing further to the north up Monument Road as this would not be used (wrong direction to the village and school) and cause chaos with parking. The layby has to be used for parking by both ends of Farm Close as garages around the back are too small to take cars, and if parking on the space outside their garages these residents block other residents from getting out of their garages at the back of Monument Road. We all need this layby unhindered by crossings and parking by buses.</p>                      |
| <p>(9) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - The one on the main road is really not needed very few people would use this crossing as it would be dangerous to do so. Cars are travelling at too great a speed to enable them to stop or for the people to trust that they will do so. With regard to the crossing in the village again it is not needed. Most cars will stop for children when necessary the amount of traffic does not warrant the cost of supplying the crossing.</p>   |

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| <p>(10) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - We need zebra crossing for access to the primary school, there's none at the moment and it's dangerous ! , our village is not massive we don't need two zebra crossing for new build !</p> <p>We need one for our children's safety to access the school!</p>   |
| <p>(11) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - Connected access and flooding were the main planks of my previous objection to this site for development of so many houses. The only direct pedestrian access into the village is via a small footpath leading onto a dangerous bend in the road, and the pavements on the High Street are too narrow for pushchairs and families.</p> <p>Crossing from the end of this footpath is dangerous; large vehicles use the slip road, including farm vehicles, and people commuting from the south to the Business Park come through at a great rate, looking left ready to merge with Monument Road ahead. On the other side of the road, the kerb is high, and beyond the bend the pavement is narrow. And the bridge has been hit frequently by those unable to quite get round at their chosen speed.</p> <p>Sight lines for drivers are limited on both sides by curves, and on the Eastern side by a wall.</p> <p>The safe route to the school, or to the shops with children, would be to go up the road and along Fairfax, crossing after the bend with good sight lines.</p> <p>It is odious to think that the first impression of people coming into the village will be of flashing beacons in this rural village, but the houses are being built, and the new residents will go and swamp the school so a decision must be taken as to the safest way.</p> <p>You can either put in crossings directing people to narrow pavements, which will require a further crossing back to the south side, or put a crossing further up the road to lead them to the safer route. Or you can leave it to them to cross the road safely, with great care, and great use of listening (tricky for the deaf).</p> <p>Whatever you do with this idiotic situation (but Highways gave no objection to the access at this point), one thing is sure - you need a barrier at the end of the footpath to prevent cyclists, skaters, scooters, and others from dashing out into the slip road at the bottom of the hill. And of course in wet weather the problem will go away since the egress from this footpath will be flooded.</p> <p>I know it looks OK in photos and on a map – you really need to actually see it on the ground and walk the pavements</p> |

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|   | <p>at that end of the High Street, with a wheelchair, see the speed of the traffic, and the sight lines.</p> <p>I also see no lighting planned down this footpath – so maybe they will be put off using it and all drive round, clogging up the village and contributing to air pollution. Not, I think, government policy.</p>   |
| <p>(12) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - The bend on which one part of the zebra crossing is recommended is already a dangerously narrow part of the road where Monument Road meets the High Street. Two large vehicles cannot pass at this point and it is regularly used by double decker buses. The approach to the crossing from either the Monument Road or the High Street direction is blind to oncoming traffic. The only way that a crossing could be put in effectively would be further up Monument Road towards the bypass but of course children would be inclined to cross in the most dangerous part which is opposite the proposed footpath. It is essential that there are clear signs in advance of the proposed crossing in both directions to slow down traffic and ensure users who are used to the road recognize that a crossing now exists. The only really safe option would be a bridge over the road.</p> <p>To bring about a general improvement the road would need to be widened on the bend by cutting back part of the grass verge. Due to the narrowness of the road on this bend one could envisage a head on collision at the very point where the proposed zebra crossing is to be located.</p> |
| <p>(13) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - Reasons against:</p> <p>The zebra crossings are right on the bend making it unsafe for both pedestrians and drivers.<br/>The zebra crossing send children on the wrong side of the road to the school, they will only need to cross later where there is no Zebra crossing where more children cross from the rest of the village<br/>A zebra crossing is needed by the school first, if it is deemed not necessary there where at least 75% more children cross then why would one be needed for a small housing estate on a less busy junction<br/>It was never deemed necessary for children and people who live in that part of the village before so why is it now?</p>   |
| <p>(14) Local Resident,<br/>(Chalgrove)</p> | <p><b>Object</b> - why would you want to encourage children to cross the road by a bend / dangerous section of road! There are far safer sections of the road away from the triangle and then you wouldn't need a zebra crossing.</p> <p>By painting a few black and white stripes on a dangerous section of the road, children will likely be lulled into a false sense of security, thinking its safe for them to cross, even worse some parents may even actively encourage their</p>  |

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children to use the crossing, rather than walk a little bit up the road to a safer spot.

The proposed location for the zebra crossing is wrong - it would be safer not having one

When driving from Berrick Road towards B480 there are already lots of distractions, you have had to concentrate to check for oncoming traffic before you turn right, visibility here if you are in a car is limited, and the road you are pulling into is narrow so at the very last minute you have to check for oncoming cars in the middle of the road, before you turn. I am not sure if there is enough thinking space after you have turned right off Berrick Road along the side of the triangle to stop, which would be a disaster if a kid has just stepped out without looking because they believe they are 'safe'.

In this instance doing nothing would be best.

Instead maybe get the developers to spend their money on re-routing the footpath to a safer spot.

Flooding: When the village floods (the High Street resembles a river, literally with folks canoeing up and down!) the flood water collects around the south of the triangle. For the sake of the 24+ houses that are vulnerable to flooding please don't build a footpath across the middle of the triangle. If you chose to ignore my advice please consult the EA before doing anything and they will impose conditions.

I believe the EA would not allow about the building of a footpath with 8 metres of the brook. The present footpath is about 2.5m's away from the brook, so needs to be moved further away from the brook.

Also if it has to go across remaining bits of grass please ensure permeable paving is used and compensation is provided.

Village life: Chalgrove is a rural village. It has no zebra crossing and no traffic lights. The idea of adding 4 Belisha Beacons is incongruous; would be miserable for the nearby residents and completely out of character for the village. It would spoil the ambience.

Pedestrian safety is important, but in a village setting a few strategically placed barriers seem to work. Making pedestrians cross a road on a behind where visibility is reduced is not the cleverest of ideas.

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(15) Local Group,  
(Chalgrove)

**Support** - Very much in favour of this development