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**Decision Session  
– Cabinet Member for City Strategy**

**03 November 2011**

Report of the Director of City Strategy

**Derwenthorpe Section 278, Phase 1- Osbaldwick Lane, Pedestrian Crossing.**

**Summary**

1. This report presents an update on the provision of a crossing point on Osbaldwick Lane as part of the planning conditions imposed on the Derwenthorpe housing development. Feedback from consultation on a zebra crossing scheme is discussed and possible alternative proposals are presented.

**Recommendation**

2. The Cabinet Member is recommended to:
  - a) note the concerns raised about the zebra crossing proposal.
  - b) give in principle approval and authorise consultation on the alternative scheme with feedback to be reported back to a future meeting.

**Reason:** To provide the most suitable solution for accommodating increased pedestrian crossing movements on Osbaldwick Lane.

**Background**

3. As part of the planning conditions for the Derwenthorpe development a number of local highway improvements are proposed. These include the provision of a pedestrian crossing facility on Osbaldwick Lane to accommodate the increase in movements between the new development and the local schools.
4. A proposal was drawn up in 2004 by Alan Baxter & Associates Consulting Engineers on behalf of the developer suggesting the new crossing should be located just to the east of the Hambleton Avenue junction. Their original drawing is attached as Annex A,

and shows a crossing point with road markings which signify a zebra crossing.

5. Under a Section 278 agreement, the Councils' Transport Projects Team has taken on responsibility for the design and implementation of this highway improvement on behalf of the developer. Early design checks identified problems with the Alan Baxter proposal linked to suitable visibility due to the proximity of bus stops and positioning the crossing without affecting resident's vehicle crossings. Observations also showed that more people currently cross to the west of the Hambleton Avenue junction, so a revised zebra crossing proposal was developed.

### **Revised Proposal**

6. The details of the proposed zebra crossing scheme are shown in *Annex B* and some of the key features are described below:
  - The yellow globes on the Belisha beacons would be fitted with shields to minimise the impact on local residents.
  - Minor alterations to the footway on the southern side of Osbaldwick Lane would ensure a direct path to the crossing point for pedestrians.
  - Tactile paving would help blind and partially sighted pedestrians to locate and use the crossing.
  - Zebra crossings require a certain standard of lighting for safety reasons, so that pedestrians can easily be seen by approaching motorists. To reach this standard an additional lighting column would be needed.
  - To discourage parking close to the Hambleton Avenue junction mouth and on the approach to the zebra crossing, double yellow line "no waiting at any time" parking restrictions are included in the proposed scheme.

### **Consultation**

7. Consultation was carried out by letter and email with residents living close to the proposals, the ward councillor, group representatives, and external organisations including the emergency services. Officers also took direct representation from approximately 12 local residents during a site meeting.

## **Residents Consultation**

8. A letter and plan illustrating the proposals was sent to 64 residents living close by. The following responses were received.
9. *Support*  
Three residents expressed their support for the scheme.
10. *Objections*  
Eight residents wrote in objecting to the scheme. The 12 residents that officers met on site also objected. The following comments were made -
11. *Comment*  
Pedestrians have no problem crossing at present so a zebra crossing is unnecessary.

### *Officer response*

Site observations carried out during school start and finish times showed that a group of three parents with pushchairs and approximately four or five children crossed to the west of the Hambleton Avenue junction. However, they did not have to wait long for a suitable gap in the traffic and crossed with relative ease using existing dropped kerbs at residents' driveways. Low numbers of non-school related pedestrians were also observed crossing with ease to access bus stops and properties in the area. These observations suggest that the proposed zebra crossing may not be well used.

12. *Comment*  
The crossing is in the wrong position for pedestrians accessing Osbaldwick or Archbishop Holgate's Schools. The majority of pedestrians will instead cross directly from Osbaldwick Village, over Osbaldwick Lane, down the snicket alongside the sports club and cross with the school crossing patrol on The Leyes.

### *Officer response*

As part of the planning process the need for an improved crossing facility close to the snicket was not identified. However, the snicket does provide a convenient pedestrian route between Osbaldwick Village and Osbaldwick School which is away from any roads, along a surfaced, lit and adopted public right of way. The snicket also provides access to the local play area and sports field. Hence

many new residents of the Derwenthorpe development are likely to cross here by choice.

13. *Comment*

The position of the zebra crossing would cause problems for residents whose vehicle crossings are close to the crossing. This could be dangerous for people using the crossing especially when residents are reversing out of their drives or stopping to close gates. The resident of the property that is most affected, No. 20 Hambleton Avenue also raised concerns about reversing onto their drive as this would require that they wait on the crossing point.

*Officer Response*

A zebra crossing should be positioned away from residents' driveways if possible. However, there is no reason why the two cannot work in close proximity if drivers take care to observe all around when accessing their properties and follow advice given in the Highway Code which states "*When using a driveway, reverse in and drive out if you can.*" If no one is waiting to cross this should not cause a problem. Residents who have gates across their drives would only need to park a short distance away, clear of the zig-zag markings or double yellow lines, and walk to their property to open or close the gates as required.

The proposed position of the zebra could cause minor inconvenience for residents living next to the crossing, however, it does not mean that the crossing would be unsafe.

14. *Comment*

The double yellow line parking restrictions are unnecessary as no parking taking place at this location.

*Officer Response*

The parking restrictions are designed to prevent parking which has been observed on Hambleton Avenue close to its junction with Osbaldwick Lane. They should reduce conflict between turning traffic, allowing drivers to more easily negotiate the junction. The extent of the proposed parking restrictions is based on guidance from the Highway Code which states "*DO NOT stop or park opposite or within 10 metres (32 feet) of a junction*". They would also help to maximise the visibility of pedestrians for drivers travelling east along Osbaldwick Lane or turning left out of Hambleton Avenue.

15. *Comment*  
Provision of a school crossing patrol would be a better solution for crossing school children.

*Officer Response*

A school crossing patrol could be considered for this location. This would be subject to the location being assessed by CYC's School Crossing Patrol Supervisor and Road Safety Officer. The assessment would take into account the number of pedestrians crossing and where they are choosing to cross. This would not be possible until Derwenthorpe is occupied and pupils start travelling to their respective schools. However, the criteria for providing a school crossing patrol is quite strict with approximately 300 pedestrian crossing movements required in a half hour period if traffic is at the predicted levels. It is unlikely that the new development will generate this level of crossing movements so provision of a school crossing patrol is unlikely to be justified.

**Organisations**

16. *Police response*  
North Yorkshire Police are concerned about the length of the zig-zag markings on the eastern side of the proposed crossing, and suggest that extending the zig-zags across the junction would provide a safer approach to the crossing than the double yellow lines.

*Officer response*

The double yellow lines were designed to help minimise parking which has been observed on Hambleton Avenue close to its junction with Osbaldwick Lane. It is noted that a combination of extended zig-zag markings and double yellow lines could achieve the same result. However, the proposed layout reduces the amount of intrusive markings which would also be subject to overrun and require frequent maintenance.

**Ward Councillor**

17. Cllr. M Warters, objects to the scheme outright describing it as "unwarranted and unwanted" and raises the following points.
- The crossing has never been justified, children and all members of the public have always crossed Osbaldwick Lane without problems

- The proposed location of the crossing is not on the desire line for pedestrians wishing to access Osbaldwick School. Most pedestrians will instead cross directly from the village, walk over Osbaldwick Lane, down the snicket alongside the sports club and go to the school that way, leaving the crossing as an intrusive area of street clutter with NO practical value.
- I object to the imposition of any double yellow lines in this ward most especially to areas where there is no historical pattern of parking problems.
- There is no need for additional lighting in this area. In addition if the proposed crossing is to serve children crossing to access schools this would occur mainly during daylight hours.
- If Osbaldwick Lane is considered dangerous enough to warrant a zebra crossing then surely a more practical, popular and sensible solution would be to include Osbaldwick in the 20 mph schemes promoted by the Council Cabinet.

### *Officer Response*

#### Justification

When looking to provide a controlled crossing a detailed assessment of the site would usually be completed, taking into account traffic flows and speeds, pedestrian demand, desire lines and visibility. Such a detailed assessment was not carried out at the planning stage for this development and therefore the proposed solution was based on a number of assumptions. As indicated on the drawing notes the location and the extent of the works was only ever intended to be indicative of the final scheme.

As part of the detailed design process officers have identified several key pieces of information relative to the justification of a zebra crossing;

Traffic Flows - data provided for the public inquiry suggested peak hour traffic on Osbaldwick Lane would increase by 58 vehicle movements to 132.

Traffic Speeds - a speed survey was conducted on Osbaldwick Lane in early June 2011, recording mean speeds of 24 and 25 mph. These are not expected to increase.

Increased numbers of school children – predicted pupil numbers from the Derwenthorpe development are;

135 Primary age children

Catchment school = Derwent Infant and Junior

77 Secondary age children

Catchment school = Burnholme Community College

As most will go to Derwent schools they can use the existing school crossing patrol that operates directly outside the schools. However, some will go to Osbaldwick Primary although numbers are not likely to be high enough to justify a zebra crossing, some improvements to crossing facilities will be required. It is important that these are appropriate for the level of demand and provided in the best location for users.

### Location

As discussed in paragraph 12, it has been recognised that many pedestrians coming from the Derwenthorpe site wanting to access Osbaldwick Primary School and beyond will choose to cross directly from Osbaldwick Village, over Osbaldwick Lane, and then use the snicket alongside the sports club. This is a direct, convenient pedestrian route away from any roads, along a surfaced, lit and adopted public right of way. The route also allows pupils to cross with the existing school crossing patrol on The Leyes.

### Parking controls

Parking close to the Hambleton Avenue junction can make turning manoeuvres difficult for drivers. The restrictions were proposed to ensure drivers could concentrate on the junction and crossing point without having to also be aware of parked vehicles. If the zebra is not installed then the parking restrictions would be less important.

### Lighting

Zebra crossings require a certain standard of lighting for safety reasons, so that pedestrians can easily be seen by approaching motorists. To reach this standard an additional lighting column is required. If the zebra is not installed the enhanced lighting proposal would not be needed.

### 20mph limit

The proposed site of the crossing is close to the existing 20mph zones for the Derwent schools and Osbaldwick Primary school. Extending these zones to include a section of Osbaldwick Lane could reduce the focus and effectiveness of the current zones. Providing lower speed limits linked to the local environment, where

there is a clear need for enhanced safety, such as outside schools or shops, helps with driver compliance. However, a 20mph limit for the area may be considered as part of larger speed limit changes around the city, which are currently being investigated with a report on the issue due to be considered in the coming months.

### **Group Representatives**

18. *Cllr. Watt*

Commented that care should be exercised to avoid unnecessary 'urbanisation' of a rural area and asked that due weighting be given to the views of the residents and the Parish Council on this proposal.

*Officer Response*

It is not the intention of these proposals to urbanise Osbaldwick Lane, rather provide appropriate crossing facilities for the area. The comments of local residents and the Parish Council have been taken on board and are addressed as part of this report.

19. *Cllr. D'Agorne*

Supports in principal the measures to provide safe pedestrian access to local schools, but would want to be assured that the facility is located as near as possible to the preferred desire line for pedestrian access.

*Officer Response*

As discussed in the response to Cllr. Warters it has been recognised that many pedestrians coming from the Derwenthorpe site wanting to access Osbaldwick primary school and beyond will choose to cross Osbaldwick Lane, and use the snicket alongside the sports club. Therefore the zebra crossing is not addressing this desire line and an alternative other solution may be required.

### **Parish Council**

20. The Parish Council object to the scheme and support the comments submitted by Cllr. Warters and feel this scheme is an unjustified imposition on existing residents. They also note that they oppose the imposition of double yellow lines in the parish and the further urbanisation of the area.

*Officer Response*

See response to Cllr. Warters comments above.



## **Road Safety Audit**

21. A Road Safety Audit has been carried out on the zebra crossing proposal. The audit questions the provision of a controlled crossing at this location on safety grounds noting the following key concerns: –
- A lack of pedestrian crossing demand in the vicinity of the proposed crossing could lead to motorists becoming complacent and not stopping when a pedestrian does wish to use the facility.
  - Low traffic volumes and good sight lines making Osbaldwick Lane easy to cross, mean that many pedestrians will cross slightly away from the crossing where drivers are not looking out for them.
  - The proximity of the proposed crossing to private driveways gives an increased potential for conflicts.

## **Alternative Proposals**

22. Given the issues raised by the consultation process and the lack of a strong technical justification for the providing the proposed zebra crossing, officers have looked at possible alternative ways of meeting the basic objectives of the scheme. This work has been guided by the following conclusions:-
23. Traffic Flow / Pedestrian Crossing Demands  
The predicted increase in traffic flow and pedestrian crossing demand as a result of the Derwenthorpe development is relative low even at peak times. At locations where crossing demand is likely to be low for the majority of the day, motorists can become used to not having to stop, this can lead to drivers becoming complacent and not stopping when a pedestrian does wish to use the facility. Therefore it is considered that a zebra crossing would not work well at any location along this stretch of Osbaldwick Lane.
24. Crossing Locations  
Crossing movements along this length of Osbaldwick Lane are not focussed in any one location. Therefore provision of a series of uncontrolled crossing points close to pedestrian desire lines is thought to be more suitable than a single controlled crossing which could be unused.

25. Based on these conclusions an alternative scheme (shown in Annex C) has been developed which looks to provide dropped kerbs at suitable locations on Osbaldwick Lane and Osbaldwick Village. This will allow pedestrians wishing to access Osbaldwick Primary School and attractors further south to cross at grade without having to deviate far from desire lines. Improvements to the access from Osbaldwick Lane onto the path next to the sports club are also proposed.

26. **Options**

a) Approve the original proposals for a zebra crossing to the west of the Hambleton Avenue junction, with approval to advertise a Traffic Regulation Order to introduce parking restrictions to complement the new crossing.

b) Grant in principle approval and authorise consultation on the alternative scheme with feedback to be reported back to a future meeting.

**Analysis**

27. The type of crossing facility provided should always be based on pedestrian demand and difficulty experienced when crossing. The minimal increase in traffic and good visibility along Osbaldwick Lane coupled with the fact that the zebra crossing proposal is not on a desire line for residents of the Derwenthorpe development means it is unlikely to be regularly used. As previously discussed this could lead to driver complacency and vehicles not stopping when people do wish to use the crossing.

28. The nature of Osbaldwick Lane also means pedestrians wanting to cross are likely to do so where it is most convenient for them rather than walking to use a controlled facility. Dropped crossings provided at a number of locations along the route can help to define suitable crossing locations for pedestrians without forcing them to detour from desire lines.

29. Providing a crossing point close to the access to the sports field would allow local residents to more easily access the play area and sports club so is likely to be well used. The route alongside the sports field is also a preferred route to Osbaldwick Primary School keeping pupils away from the road and allowing them to cross The Leyes with the assistance of the school crossing patrol.

## Corporate Priorities

30. Providing the safest, most appropriate crossing improvement scheme should help to encourage local residents to walk. This directly relates to the council's corporate aims relating to sustainability, safety, and health.

## Implications

31. **Financial/Programme** – The scheme is being funded by Joseph Rowntree Housing Trust as the developer of the Derwenthorpe Scheme. There will however be an ongoing maintenance cost.

Discussions with Development Management have concluded that the alternative scheme would still meet the planning condition.

32. **Human Resources** – If a school crossing patrol was to be recruited HR would need to be involved and a budget for a salary would need to be identified.

33. **Equalities** – None.

34. **Legal** – The City of York Council, as Highways Authority of the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984 to implement the measures proposed. The proposed parking restriction amendments require a Traffic Regulation Order (TRO).

35. **Crime and Disorder** – None.

36. **Information Technology** – None.

37. **Property** – None.

38. **Risk Management**

Risk Category	Impact	Likelihood	Score
Organisation/Reputation	Medium (3)	Probable (3)	3x3=9
Physical	Medium (3)	Possible (3)	3x3=9

39. In compliance with the Council's risk management strategy, the main risks have been identified in this report are:

- Potential damage to the Council's reputation if either a new zebra crossing is installed where it is not really needed, or if no improvements are carried out where most residents of the new development will choose to cross Osbaldwick Lane for various purposes.
- There is also a physical risk of reduced road safety if the potential benefits arising from this opportunity to improve local pedestrian crossing facilities are not maximised.

40. Measured in terms of impact and likelihood, the risk scores have been assessed at less than 16, which means that at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

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**Report Approved**  **Date** 18.10.11

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**Wards Affected:** Osbaldwick

**All**

**For further information please contact the authors of the report.**

**Background Papers:**

**Annexes:**

Annex A – Off Site Works, Proposal F, Dwg No. 12/12/13/SK16

Annex B – Osbaldwick Lane Proposed Zebra Crossing, Dwg No.  
S78/11011885/02a

Annex C – Alternative Proposals, Dwg No. S278/11011885/03