

## **Divisions Affected – *Bicester East***

### **DELEGATED DECISION BY CABINET MEMBER FOR TRANSPORT MANAGEMENT**

**22 JANUARY 2026**

#### **Sheep Street ETRO - Review of Experimental Traffic Regulation Order (ETRO), Consultation, and Traffic Data on Cycle Access**

**Report by Director of Environment and Highways**

### **RECOMMENDATION**

**The Cabinet member is RECOMMENDED to:**

- a) Amend the ETRO to enable disabled users, relying on cycles as mobility aids, to cycle during the market-hours restriction**
- b) Delegate to the Director of Environment and Highways the setting up of a permit or exemption scheme to allow access by disabled individuals, who have been negatively impacted by the market-hours restriction.**

### **Executive Summary**

1. Sheep Street is currently a pedestrian zone under a TRO. The Experimental Traffic Regulation Order (ETRO) was introduced to trial cycling access, supporting active travel, improving route choice, and gathering evidence to inform whether arrangements should be made permanent, amended, or revoked.
2. The ETRO commenced on 25 March 2025. A modification to the ETRO to prohibit cycling during market hours (Fridays 09:00–16:00) was introduced on 11 April 2025. The statutory consultation period on this modification closed on 10 October 2025.
3. The ETRO remains in force until 25 September 2026.
4. Feedback from the consultation on the modified ETRO indicates that the prohibition on cycling during market hours has resulted in potential negative impacts on disabled users relying on cycles as mobility aids to access the market.

5. This report recommends amending the ETRO to enable disabled users relying on cycles, as mobility aids, to cycle during the market-hours restriction and delegating to Director of Environment and Highways the development of a permit/exemption scheme to mitigate equality impacts and the amendment of the ETRO to bring that scheme into operation. This will trigger a further 6-months statutory consultation (inside the 18 month ETRO period) on the ETRO once amended.
6. Concerns about antisocial cycling (e.g., speed through shared space) will be addressed through education and engagement, supported by Community Safety and related services. It is intended that the resources of the Response and Resilience team be utilised to address any antisocial cycling behaviour arising from the modification of the ETRO to allow limited cycling during market hours.
7. Officers also plan to assess low-cost interventions and gather qualitative user feedback to complement monitoring and inform the final decision on whether to recommend the making of a permanent Traffic Regulation Order.

## Corporate Policies and Priorities

8. The proposals align with Oxfordshire County Council's vision for a greener, fairer, healthier county and the Strategic Plan 2025–2028. They promote sustainable travel, accessibility, safer public spaces, and evidence-led decisions on town centre street use.
9. **Greener Oxfordshire:** Continuing the ETRO in the modified form proposed supports active travel, reduces car dependency, and advances climate goals. The experimental approach enables testing low-cost measures and strengthens the evidence base for future decisions.
10. **Fairer Oxfordshire:** Delegating development of a permit/exemption scheme ensures disabled residents using cycles as mobility aids are not disproportionately affected, supporting equal access.
11. **Healthier Oxfordshire:** Active travel improves health and wellbeing. Retaining market-hour controls and addressing antisocial cycling enhances pedestrian safety and confidence.
12. **Thriving local economy and connected communities:** Sheep Street is a key town centre and market location. Managed arrangements balance access, safety, and vitality, supporting local economy and community connectivity.

13. **Evidence led improvement and innovation:** Partner with Innovate Oxfordshire's SOTERIA project to test low- cost, reversible interventions on Sheep Street and gather user feedback, combining lived- experience insights with monitoring data to strengthen the recommendation on whether to make a permanent Traffic Regulation Order.

## Financial Implications

14. The scheme has an approved business case which released £15,520 from held Section 106 planning obligation funds (developer contribution £15,520.05, Section 106 Agreement B141). This allocation covers the delivery of the ETRO, including associated signage and monitoring.
15. The additional activities referenced in this report—namely behaviour change activity (Community Safety, Education, Response and Resilience) and the low-cost evaluation activity through the Innovation Team within the SOTERIA project—are funded and resourced separately within those teams' existing budgets/programme arrangements and do not require additional Section 106 funding.
16. No additional funding is sought through this report. Any future decision to make the arrangements permanent would be subject to confirmation of requirements and costs at that stage and identified funding sources.

Comments checked by: Filipp Skiffins, Assistant Finance Business Partner,  
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## Legal Implications

17. The Council has the powers to make an ETRO and continue it for the permitted duration in accordance with the Road Traffic Regulation Act 1980 and related regulations. The Council also has the power to amend or modify the ETRO for the duration it is in force, subject to having sufficient time to carry out the required consultation prior to making any decision on whether the ETRO should be made permanent.
18. Delegating development of a permit/exemption scheme enables the development of an approach is legally robust, proportionate, and enforceable and in accordance with the Council's public sector equality duty under the Equality Act 2010.
19. Any permit/exemption scheme involving personal data must comply with data protection requirements, including governance and privacy standards. Evaluation work through the SOTERIA Innovation Team must also follow applicable governance and information handling protocols. Activities carried out by the Community Safety resources will focus on education and

engagement to address antisocial cycling as enforcement powers rest with the police.

Comments checked by:

Jennifer Crouch, Principal Solicitor (Regulatory)

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## Staff Implications

20. Recommendations can be delivered using existing staff resources; no new resource is required as a result of this decision.

## Equality & Inclusion Implications

21. An Equality Impact Assessment (EIA) was completed and approved when the ETRO was introduced (Annex 5, dated 19 March 2024). For this CMD decision, the EIA has been reviewed and updated to reflect operational learning, feedback, and equality issues arising during the experimental period, including the Friday market-hours dismount requirement. The updated position is set out in the EIA Addendum at Annex 6 (January 2026).
22. The ETRO affects a broad range of town-centre users. Key equality considerations include:
  - Potential discomfort or safety concerns for pedestrians—particularly older people, disabled people, parents/carers, and those with sensory impairments—in shared spaces where cycling occurs.
  - Ensuring disabled people who use cycles as mobility aids are not disproportionately impacted by the market-hours restriction.
23. The recommendations balance these issues through proportionate mitigations: continuation of the market-hours dismount rule, a delegated permit/exemption scheme for affected disabled cyclists, and targeted education to address antisocial cycling behaviour.

## Sustainability Implications

24. The implementation of the ETRO on Sheep Street presents sustainability benefits, including the promotion of active travel, reduction of traffic congestion, encouragement of low-carbon lifestyles, and positive contributions to climate action. A Climate Impact Assessment is available at **Annex 7**.

## Risk Management

25. Overall risk is manageable, as set out in Annex 8 (Risk Register). Key exposures are pedestrian–cycle conflict and antisocial cycling (Med/High), equality impacts on disabled users (Med/High), legal/statutory (Low/High), data protection (Low/Med), financial (Low/Med) and reputation (Med/Med); mitigations include retaining the Friday market- hours dismount and clear comms, joint engagement/education, a permit/exemption scheme with EIA- led review, strict ETRO/legal compliance and governance, delivery within S106/existing budgets, and transparent evidence- led comms, with Place Planning – North leading monitoring with partners.

## Monitoring

26. Monitoring combines two evidence sources: **(1) 24/7 VivaCity sensor counts** (pedestrians & cyclists) and **(2) mobile CCTV interaction sampling (two survey days per month for six months, including one Friday each month)** (Annex 1).
27. Counts (≥90% availability days) indicate Sheep Street is **pedestrian-dominated: ~5,071 users/day** on average, comprising **~4,737 pedestrians/day** and **~334 cyclists/day**. Cyclists are **~6.7%** of daily users.
28. A strong **market/weekend pattern** is evident: **Fridays and Saturdays** have the highest total footfall (driven by pedestrians) and the **lowest cyclist share**.

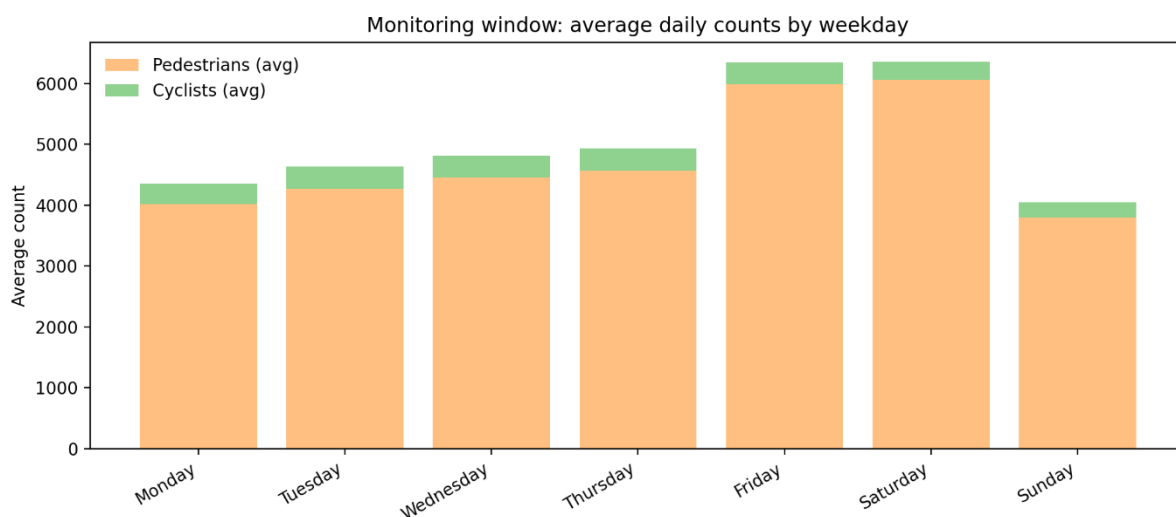


Figure 1: Average daily counts by weekday.

29. **Friday market-hours effect:** pedestrians increase sharply during **09:00–15:59** (~440/hr vs ~133/hr pre-market), while cyclists do **not** rise alongside the peak (~18/hr). Cycling increases after **16:00** (~28/hr). Cycling share falls to

**~4% during market hours (vs ~12% pre-market).**

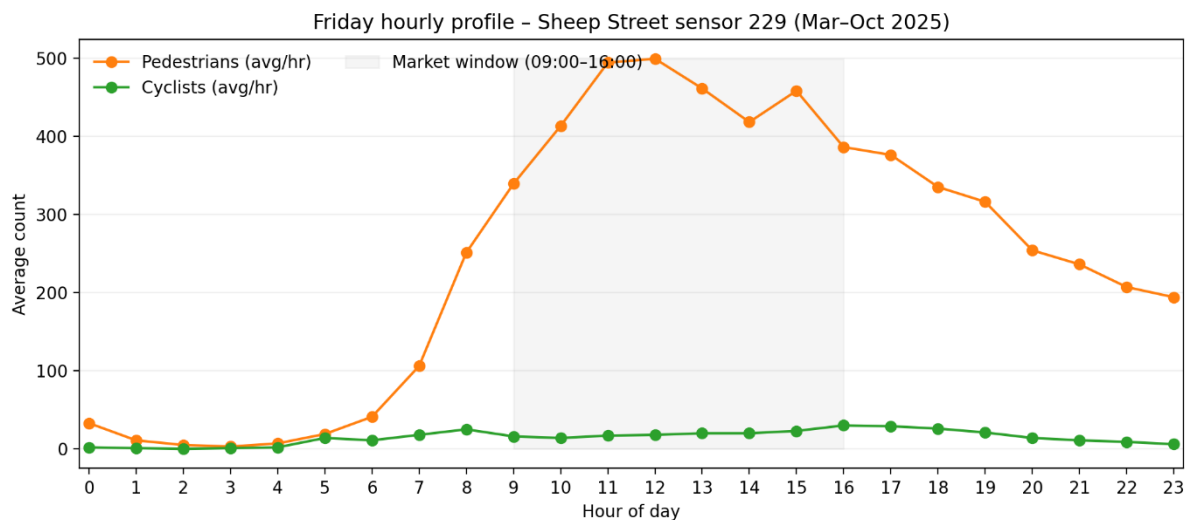


Figure 2: Friday hourly profile.

30. Behaviour observations (mobile CCTV) recorded **320 interactions** across 12 survey days. Cyclists slowed/stopped/moved aside in **274 cases (85.6%)**, pedestrians in **46 cases (14.4%)**.
31. **Pedestrian yielding is more common on Fridays** than non-Fridays in the sampled interaction logs, consistent with higher pedestrian volumes and constrained movement during market conditions.
32. Integrated interpretation: busiest periods are driven by pedestrian activity; cycling presence is lower as a share during market hours and rebounds after the market period. In observed interactions, cyclists generally accommodate pedestrians (slowing/stopping/moving aside).

## Consultation

33. Consultation was undertaken via *Let's Talk Oxfordshire* and a dedicated mailbox (SheepStreetETRO@oxfordshire.gov.uk). Data protection guidance was followed: personal data is not reproduced, and inappropriate language has been excluded.
34. **Let's Talk survey:** 36 responses from 35 contributors (51 page views). Of these, 28 objected and 8 supported the experiment. (See Annex 2).
35. **Mailbox feedback:** 12 stakeholder/public emails reviewed (excluding internal/admin traffic). 7 were supportive; 5 raised objections or concerns, including near misses and requests to end the trial. (See Annex 3).
36. **Summary of the consultation key themes and officer responses:**

- a) **Pedestrian safety & antisocial cycling:** Concerns about near misses, speed, and behaviour affecting vulnerable pedestrians.  
*Response:* Targeted behaviour-change activity via Community Safety resources, plus monitoring and clear communications.
- b) **Friday market-hours restriction:** Mixed views on timing and compliance; some requested adjustments or better signage.  
*Response:* Continue current dismount rule during market hours; strengthen communications and engagement.
- c) **Equality impacts:** Disabled cyclists using cycles as mobility aids may be disproportionately affected; reports of harassment.  
*Response:* Develop permit/exemption scheme to mitigate impacts and meet equality duties.
- d) **Reporting & signage:** Uncertainty on how to report incidents.  
*Response:* Routes clarified via Let's Talk page, mailbox, social campaigns, and street posters; ongoing monitoring and clearer messaging planned.
- e) **E-bikes/e-scooters:** Concerns about speed and mode creep.  
*Response:* Behaviour-change activity and enforcement via appropriate partners.
- f) **Supportive themes:** Improved connectivity, station access, and convenience for town-centre trips.  
*Response:* Retain cycling access outside market hours to maintain benefits and build evidence.

**Paul Fermer**  
**Director of Environment and Highways**

Annex:

- Annex 1: Monitoring report
- Annex 2: Let's Talk Oxfordshire consultation responses
- Annex3:[SheepStreetETRO@Oxfordshire.gov.uk](mailto:SheepStreetETRO@Oxfordshire.gov.uk) feedback
- Annex 4: Location of the ETRO
- Annex 5: Equality Impact Assessment
- Annex 6: Equality Impact Assessment addendum
- Annex 7: Climate Impact Assessment
- Annex 8: Risk Register

Contact Officer: Jacqui Cox, Place Planning Manager – North  
Hanaii Faour, Transport Planner

January 2026

## Annex 1: Monitoring report

### Sheep Street ETRO Monitoring Evidence (Counts + Behaviour)

This annex provides monitoring evidence for the Sheep Street ETRO, combining continuous (24/7) automated counts and sampled mobile CCTV interaction observations.

#### A1. Monitoring approach and data sources

Two complementary monitoring channels were used:

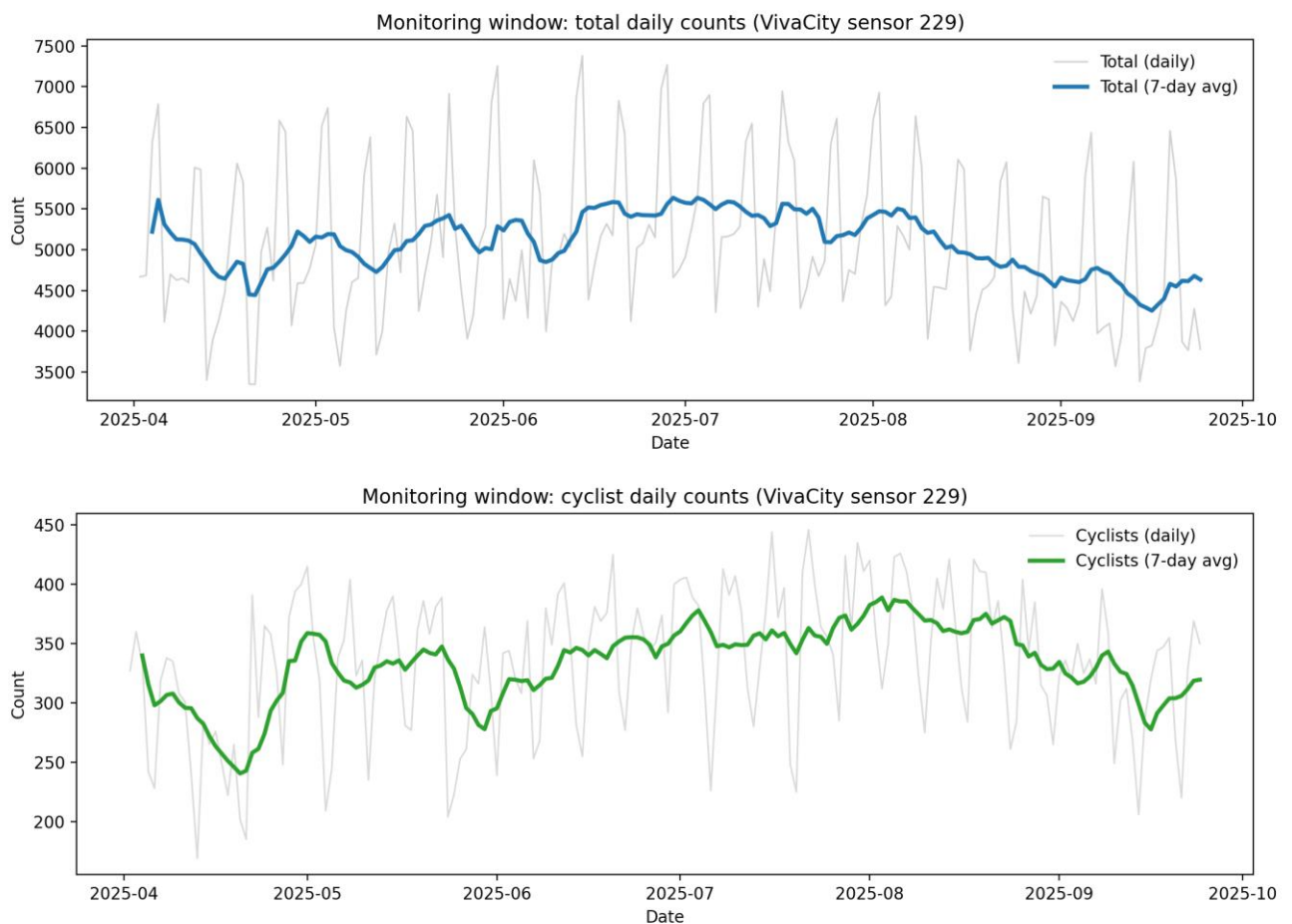
- 24/7 counts (VivaCity sensor 229): continuous classification of pedestrians and cyclists to quantify demand, day-of-week patterns and seasonal variation.
- Behaviour (mobile CCTV): two survey days per month for six months (Apr–Sep 2025), including one Friday in each monthly pair. Each logged interaction records time, zone and whether the cyclist or pedestrian slowed/stopped/moved aside.

#### A2. Results – 24/7 counts (VivaCity sensor 229)

Monitoring window for headline statistics: 2025-03-25 to 2025-09-24.

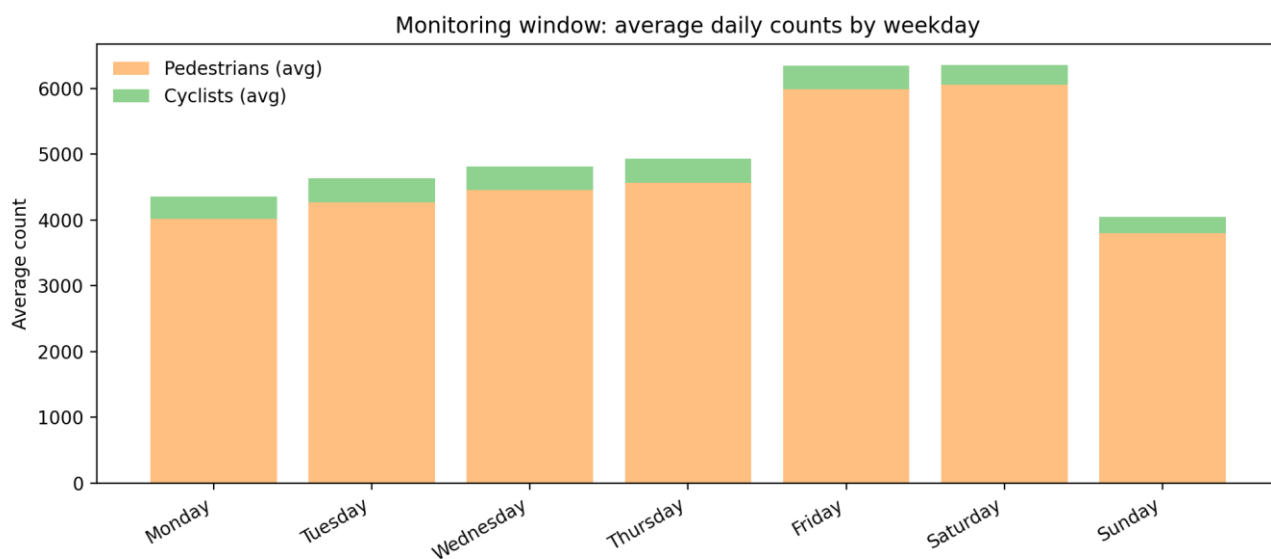
Headline ( $\geq 90\%$  availability days,  $n=175$ ): average 5,071 total users/day, 4,737 pedestrians/day, 334 cyclists/day. Cyclists are  $\sim 6.7\%$  of daily users (mean share).

##### A2.1 Trends over time



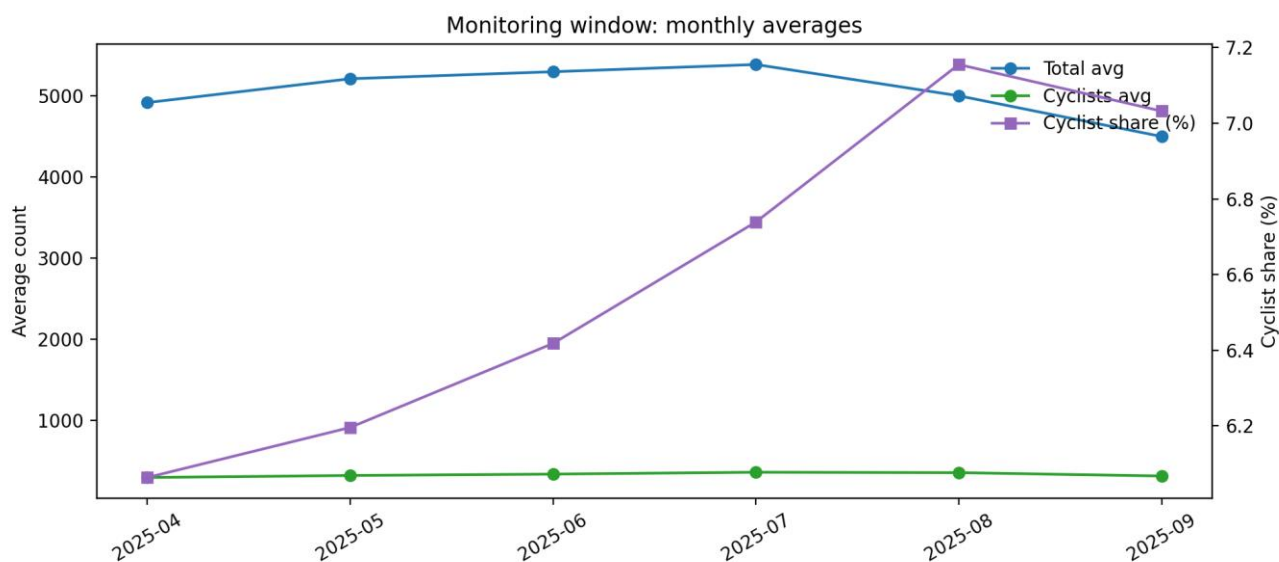


## A2.2 Weekday pattern



Weekday	Days	Avg total	Avg pedestrians	Avg cyclists	Cyclist share
Monday	25	4356	4021	335	7.7%
Tuesday	25	4635	4266	368	8.0%
Wednesday	26	4815	4455	361	7.5%
Thursday	24	4935	4564	370	7.6%
Friday	25	6344	5990	354	5.6%
Saturday	25	6362	6064	298	4.7%
Sunday	25	4052	3801	251	6.2%

## A2.3 Monthly averages (within monitoring window)

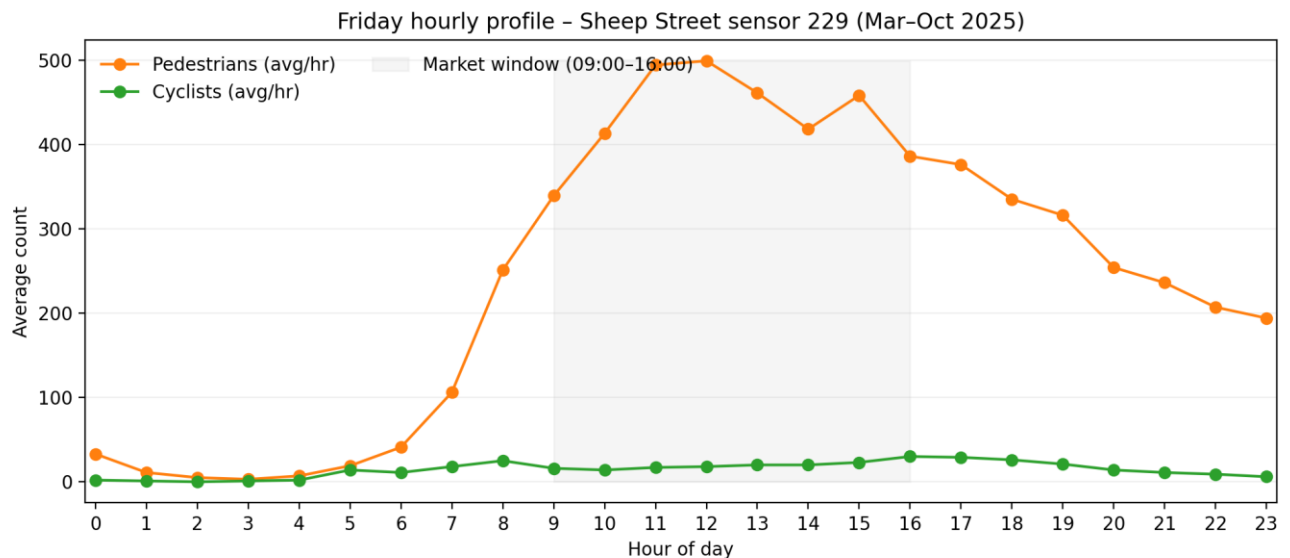


Month	Days	Avg total	Avg pedestrians	Avg cyclists	Cyclist share
2025-04	28	4913	4615	298	6.1%
2025-05	31	5206	4884	323	6.2%
2025-06	30	5293	4953	340	6.4%
2025-07	31	5381	5019	363	6.7%
2025-08	31	4997	4639	358	7.2%

2025-09	24	4495	4179	316	7.0%
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#### A2.4 Friday market-hours effect (hourly profile)

Friday hourly averages show pedestrian volumes increase sharply during market hours. Cycling does not rise alongside this pedestrian peak and increases after 16:00, lowering cycling share during the busiest period.



Window	Hours	Avg cyclists/hr	Avg pedestrians/hr	Cyclist share
Pre-market	06:00–08:59	18.0	132.7	11.9%
Market (core)	09:00–15:59	18.3	440.3	4.0%
Market (incl. 16:00 hour)	09:00–16:59	19.8	433.5	4.4%
Post-market	16:00–18:59	28.3	365.7	7.2%

Peak pedestrian hour on Fridays: 12:00 (~499 pedestrians/hr).

Peak cyclist hour on Fridays: 16:00 (~30 cyclists/hr).

#### A3. Results – behaviour (mobile CCTV interaction logs)

Across six months of sampling (Apr–Sep 2025; 12 survey days), 320 interactions were logged.

Cyclist slowed/stopped/moved aside: 274 (85.6%). Pedestrian slowed/stopped/moved aside: 46 (14.4%).

Pedestrian yield share is higher on Fridays (22.3%) than non-Fridays (10.1%).

##### A3.1 Monthly yields

Month	Cyclist yields	Pedestrian yields	Total	Cyclist yield share
2025-04	62	8	70	88.6%
2025-05	26	3	29	89.7%
2025-06	81	5	86	94.2%
2025-07	63	20	83	75.9%
2025-08	21	3	24	87.5%
2025-09	21	7	28	75.0%

##### A3.2 Time-of-day distribution (logged interactions)

Month	AM	Midday	PM
2025-04	19	36	15
2025-05	13	10	6

2025-06	48	14	24
2025-07	27	34	22
2025-08	11	7	6
2025-09	8	12	8

### A3.3 Zone distribution (logged interactions)

Month	Zone 1	Zone 2
2025-04	30	40
2025-05	0	29
2025-06	17	69
2025-07	0	83
2025-08	5	19
2025-09	4	24

### A4. Integrated interpretation (counts + behaviour)

- Exposure: count data shows Fridays and Saturdays are the busiest days, driven by pedestrian volumes. This creates the highest exposure context for interactions.
- Market-hours effect: during Friday market hours pedestrian volumes increase sharply while cycling remains comparatively low and increases after 16:00, reducing cycling share during the busiest period. This is consistent with compliance/avoidance behaviour and/or cyclists dismounting (being counted as pedestrians).
- Behaviour: across sampled CCTV interactions, cyclists most often slow/stop/move aside. However, pedestrian yielding is relatively more common on Fridays than other days, consistent with higher pedestrian density and constrained movement during market conditions.

### A5. Notes / caveats recorded during CCTV surveys

Some survey days note restricted views (e.g., market stalls), missing footage, or temporary obstructions (roadworks/blocked zones). These can reduce logged interactions and should be considered when comparing months.

- On the 11th, the market is open which blocks the full view between 07:00 and 17:02. There is also an OGV2 blocking part of the view from 15:52 to 17:23.
- At Site 2 on 09.05.2025, Zone 2 is blocked for road maintenance work from 08:35 to 08:41 and from 10:08 to 16:33.
- Footage is missing from 07:00 to 07:30 (10.07.2025). For Zone 1, no conflicts were identified. For Zone 2, there is road maintenance work throughout, blocking part of the pavement.
- On August 15th, market stalls are located in the study area from 07:00 until 17:30. This results in the view being significantly restricted. On August 16th, the same thing occurs from 07:00 to 16:45.
- On 12.09.2025, Zone 2's road has been blocked from 12:13 to 15:24.

## Annex 2: Let's Talk Oxfordshire consultation responses

Source: Let's Talk Oxfordshire survey for the Experimental Pedal Cycle Exemption — Sheep Street, Bicester.

Period covered: 21 July 2021 to 04 January 2026. Respondents: 36.

Note on publication: To comply with organisational publishing standards and to avoid harm, only explicit profanity, threats of harm, or abusive slurs have been replaced by "[redacted – abusive language]". All other wording is preserved as submitted.

### Respondent 1 — Mar 13, 2025 — Local resident — Object

Q3 (reasons/comments):

This has already been roundly rejected by 80% of locals. Despite the best efforts of the fascist council. Your first question is already designed to confuse respondents, providing 3 options that imply agreement and only one to imply objection. WE DO NOT WANT CYCLISTS ON OUR PEDESTRIAN STREETS, THEY DO NOT NEED TO CYCLE DOWN SHEEP STREET, THEY CAN CYCLE DOWN ADJACENT STREETS. GET THAT INTO YOUR STUPID THICK SKULLS.

Q4 (general comments):

Council is full of anti-car eco-fascists. They should be forcibly removed from their positions for the way they abuse residents. [redacted – abusive language] And they have the audacity to complain about receiving abuse online? How about doing your [redacted – abusive language] jobs then? Instead of pushing your hateful ideology.

**Respondent 2 — Mar 14, 2025 — Local resident — Object**

Q3 (reasons/comments):

It should be only for pedestrians and cycling on the stretch should not be allowed. It is hazardous for pedestrians and cycling is hardly regulated. It will make the stretch unsafe for all, especially elderly and children. Also, if you allow cycles, you'll soon have people riding faster e-cycles, e-mopeds and e-scooters.

Q4 (general comments):

Given the way the council has been enforcing transport policies, will my opinion even count!

**Respondent 3 — May 03, 2025 — Local Cllr (i.e. Town/Parish/District) — Object**

Q3 (reasons/comments):

Dangerous. Cyclists on pavements and ignoring no cycling on Friday.

**Respondent 4 — May 03, 2025 — Member of public — Support**

Q3 (reasons/comments):

I cycle through Bicester often, and this will be a useful traffic free alternative to similar routes.

Q4 (general comments):

I would welcome trialling a lifting of the exemption at all times of day

**Respondent 5 — May 10, 2025 — Member of public — Support**

Q3 (reasons/comments):

Providing children with safe routes to school, especially in situations where working parents are unable to drive or walk their children to the school location, is paramount to ensuring children are able to have a good education. Providing poorer individuals with more choices eases pressure on public transport and cycling allows people to seek work further away from their homes, increasing employment opportunities.

**Respondent 6 — Jun 11, 2025 — County Cllr — Object**

Q3 (reasons/comments):

Cycling should only be permitted if there is investment in creating dedicated cycling lanes that are clearly marked to segregate pedestrians and cyclists. This will require investment and potentially remodelling of the street scene.

Q4 (general comments):

I have been made aware of accidents that have occurred during the trial period.

**Respondent 7 — Jun 23, 2025 — Local resident — Object**

Q3 (reasons/comments):

Total madness

Q4 (general comments):

Very dangerous totally unacceptable with pedestrians and disabled walking then a speeding bicycle comes flying past

**Respondent 8 — Aug 15, 2025 — Local resident — Object**

Q3 (reasons/comments):

I have seen near misses where a cyclist has only just avoided colliding with a child and elderly people. The restriction on Fridays is largely ignored.

Q4 (general comments):

Please ban cycling in Sheep Street at all times and extend that to electric scooters (which shouldn't be in use on public roads). What monitoring is happening? What penalties are applied?

**Respondent 9 — Sep 16, 2025 — As part of a group/organisation — Support**

Q3 (reasons/comments):

I visited Sheep Street by cycle in August. It was much easier to pass through than walking, and we stopped for a coffee and cake. I do not think we inconvenienced any pedestrians, just smiled as we went calmly on our way.

**Respondent 10 — Sep 30, 2025 — Local resident — Object**

Q3 (reasons/comments):

Dangerous

**Respondent 11 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

I know of at least one person knocked over coming out of Nash's bakery Have seen many near misses Cycling in Sheep Street is completely unnecessary and makes the street feel far less safe I shop less in the town centre as a result - get more at Tesco and retail park I am a cyclist, pedestrian and car driver

Q4 (general comments):

Consultation prior to enforcing this stupid scheme showed that 80% of respondent's were against cycling in Sheep Street See no positives in continuing this unsafe scheme

**Respondent 12 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

Pedestrians only , Cyclists need to walk through here, dangerous for elderly & children

**Respondent 13 — Oct 01, 2025 — Local resident — Support**

Q3 (reasons/comments):

Makes it easier to get to the station from town and shops

**Respondent 14 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

It was pedestrianised. It should remain non cycling 24/7!

**Respondent 15 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

I've been rode into 3 times in 3 months luckily only slightly bruised also had to move/jump out of cyclists way countless times this tends to be older teenage boys at end of school days they have no regard towards members of the public sadly older slower people struggle moving out of the way in time

Q4 (general comments):

Pedestrian in a pedestrianised area should have sole priority cyclists should dismount & push their cycles along sheep street to avoid any unnecessary incidents & accidents it's so hard for shoppers to avoid being run into!

**Respondent 16 — Oct 01, 2025 — Member of public — Object**

Q3 (reasons/comments):

Most cyclists do not have any consideration for pedestrians. I walk out of crown walk onto sheep street many of times almost being hit as there cycling round onto crown walk or going fast straight past

**Respondent 17 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

Dangerous to people

Q4 (general comments):

Bad idea

**Respondent 18 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

Risk

Q4 (general comments):

[redacted – abusive language]

**Respondent 19 — Oct 01, 2025 — Rather not say — Object**

Q3 (reasons/comments):

As far as I have seen, there has been no one monitoring it, when saying about not cycling on Friday's when the market is on, when it was first introduced, I never saw one representative when a number of cyclists and e scooters (which are illegal as Bicester isn't a trail site) were weaving about the market and the public, without a care. It seems very strange to put something on trial, but no one is there to look and enforce it.

Q4 (general comments):

There is no one to enforce it, no council officials, no police, at some point, someone is going to get seriously injured as you have cyclists who fly out of blind corners such as the walkthrough from Sainsburys past B&M and Crown Walk onto Sheep St at high speed.

**Respondent 20 — Oct 01, 2025 — Member of public — Object**

Q3 (reasons/comments):

Many people cycle too fast, endangering the people walking. Also they have no bells to warn people.

Q4 (general comments):

People are not expecting bikes to go past, so often do not look round for them when shopping.

**Respondent 21 — Oct 01, 2025 — Local resident — Support**

Q3 (reasons/comments):

It is a national cycle route, there is plenty of space for bikes and pedestrians to share

**Respondent 22 — Oct 01, 2025 — Local resident — Object**

Q3 (reasons/comments):

The majority of cyclists have little regard for pedestrians and ride as if they are in a race track especially when entering Sheep St from side alleys eg from Sainsburys.

Q4 (general comments):

Speed of cyclists is an issue as there are many people who walk on Sheep St who have mobility problems, sight and hearing problems. It just seems that everyone has to protect the cyclists so let's get them off the road. What about the safety of pedestrians?

**Respondent 23 — Oct 01, 2025 — Local resident — Support**

Q3 (reasons/comments):

As a cyclist it makes life easier for me to cycle through sheep street towards the train station. I do feel it's important to cycle responsibly looking out for pedestrians.

**Respondent 24 — Oct 02, 2025 — Member of public — Object**

Q3 (reasons/comments):

cyclists don't abide to any cycle paths still cycle in sheep street even on a Friday shouting or ringing their bells for people to get out of their way o would be a waste of councils money

Q4 (general comments):

cycles paths are a good idea but would have to be policed

**Respondent 25 — Oct 02, 2025 — Local resident — Object**

Q3 (reasons/comments):

I have witnessed several near misses with the elderly and small children and a lot of dreadful behaviour/language from cyclists in Sheep Street.

**Respondent 26 — Oct 03, 2025 — Local resident — Support**

Q3 (reasons/comments):

It's stupid to make them go the long way around

**Respondent 27 — Oct 03, 2025 — As part of a group/organisation — Object**

Q3 (reasons/comments):

A lady from Bure Park, was knocked over as she left Nash's bakery. There was NO advertised way for her to report it. We were collecting signatures for London Road Crossing at the time. Her words to me were it would have been a much worse consequence if the person was elderly. Personally I was nearly hit by a lad on a bike reading his phone while cycling. Other colleagues there doing the same job had several near misses. A councillor stopped a lad on a bike on a Friday, it took some persuading to get him to dismount. Many cyclists are abusive when challenged. Cyclists have many options to get around and through Bicester. Its not brought more business to Sheep Street, just made pedestrians think twice about bothering to use Sheep Street

Q4 (general comments):

Should be stopped with immediate effect

**Respondent 28 — Oct 03, 2025 — As part of a group/organisation — Object**

Q3 (reasons/comments):

I manage Bicester Friday market and during the trial period there has been numerous near misses and I along with other traders have been verbally abused. The no cycling signs have also disappeared on Fridays.

**Respondent 29 — Oct 03, 2025 — Local resident — Object**

Q3 (reasons/comments):

Already suffer irresponsible cycling in Sheep Street. Can't see this experiment doing anything other than exacerbating the issue. Add E scooters (illegal, but there nonetheless) and...add Impending London Closure will ensure the inevitable accidents cannot be easily accessed by Ambulances. Lack of OCC joined up thinking

**Respondent 30 — Oct 03, 2025 — Local resident — Object**

Q3 (reasons/comments):

Too many cyclists do not look where they are going and are therefore a danger to the elderly, wheelchair users and families with prams/pushchairs. In addition, electric bicycles and scooters should be banned from ALL footpaths.

Q4 (general comments):

There are areas around Bicester that are dual footpaths and cycleways that are dangerous. I have had near misses with cyclists when they have failed to dismount on the footpath that runs parallel to the rail lines on the London Road.

**Respondent 31 — Oct 03, 2025 — Local resident — Object**

Q3 (reasons/comments):

I believe it is dangerous to have uncontrolled cycling through a very busy pedestrian thoroughfare. On one occasion I narrowly avoided being run into by a person cycling at speed, on the "wrong" side of the road. As both a cyclist and a driver myself, I don't disagree with trying to encourage people to cycle instead of driving into, or through the town. However, there are already 2 roads either side of Sheep St which they can safely cycle along. It might be safer for cyclists on Sheep St, but not at the expense of safety to children, the elderly, or other pedestrians please.

Q4 (general comments):

How about painting lines on the surrounding roads to segregate cyclists from traffic? Allowing cycling along an unmarked pedestrian zone is sheer ideologically driven lunacy.

**Respondent 32 — Oct 03, 2025 — Local resident — Object**

Q3 (reasons/comments):

Allowing cycling will result in avoidable accidents to occur. These accidents will, I'm sure, result in serious injuries in some cases. Hence I object to this proposal.

Q4 (general comments):

It's ill-conceived.

**Respondent 33 — Oct 04, 2025 — Local resident — Object**

Q3 (reasons/comments):

I was walking down sheep street yesterday when the market was on and someone on a bicycle almost ran into me as it was quite busy and I had to jump out of the way,



it could have been a different story if I had been less mobile. It is dangerous in my opinion.

Q4 (general comments):

I'm not sure how you stop people cycling though and people are cycling on pavements that aren't cycle paths all over Bicester. As someone with hearing loss I can't hear cyclists coming up behind me. Allowing cycling also gives people the opportunity to cycle past and grab someone's phone or bag. Allowing cycling on some days and not others is confusing for people.

**Respondent 34 — Oct 04, 2025 — Local resident — Support**

Q3 (reasons/comments):

1. This is a wide thoroughfare and has plenty of room to accommodate both cyclists and pedestrians 2. We should all be promoting cycling as a safe sustainable , health inducing form of transport 3. More sharing , responsibly , of these routes should be encouraged for community coherence

Q4 (general comments):

Please try and widen the scheme beyond this immediate area. Signage along the lines of "share with care" should be placed either end

**Respondent 35 — Oct 05, 2025 — Local resident — Object**

Q3 (reasons/comments):

It's dangerous and hasn't improved cycling infrastructure into town.

**Respondent 36 — Oct 09, 2025 — Local resident — Object**

Q3 (reasons/comments):

I've seen e bikes riding up and down in safely. I was nearly hit by bikes coming round blind bends on paths riding at speed. Letting them ride in town will result in someone getting hurt. No matter what you say don't ride they will ride and at speed. Most have no consideration for any pedestrian.

Q4 (general comments):

Please reconsider. Bikes riders are not the only people in society that must be considered.

**Annex 3: [SheepStreetETRO@Oxfordshire.gov.uk](mailto:SheepStreetETRO@Oxfordshire.gov.uk) feedback**

Subject	Date	
<b>Sheep Street</b>	April 9, 2025	Dear sir or madam I wanted to write to say what a massive and wonderful positive difference it has made being able to cycle along Sheep Street. Previously I would go through Market Square, Crown Walk, and along the back of the units and Sainsburys where cycling is legal, but space is more constrained than Sheep Street. Sheep Street is much more conducive to accommodating cycling and walking together. It has made a huge difference to my commute to Birmingham via Bicester North to be able to use Sheep Street. I have also enjoyed going out in the evening to bars and restaurants on my bike with my partner for the first time.

		<p>Sheep Street is quick, safe, with plenty of room and interactions with pedestrians are easy due to the ample space.</p> <p>Using Sheep Street for commuting has also had an added bonus for traders as cycling down there has often reminded me of things that I need to buy, so I've stopped and bought things that I would not have otherwise done before cycling was permitted.</p> <p>I have not seen any incidents, or even nearly incidents. The interactions have all been positive and respectful.</p> <p>The only comment / concern I have is with the decision to prevent cycling on Sheep Street on market days. I don't think there ever was a risk, it was only ever because of fuss from people with no experience of cycling. I really do think it would work well and in fact support the market. Evidence shows that when it gets busy, cyclists adapt their speed and if necessary dismount. At the very least it should be trialled to see if it works for a bit. I also am aware that a friend who is disabled and has always cycled on a Friday has started to receive harassment which he never had before. There therefore needs to be an exception for disabled cyclists.</p> <p>Otherwise, thank you, sincerely, for this wonderful project!</p>
<b>Sheep Street Cycling</b>	October 1, 2025	<p>Dear sir or madam</p> <p>I'd like to write to confirm what a resounding success the trial of cycling on Sheep Street has been. There have been no incidents despite the claims by objectors, and it has provided a crucial safe link between north and south of the town, as well as bringing more footfall to the struggling town centre. Please can it continue!</p>
<b>Cycling on Sheep St</b>	May 19, 2025	<p>Good morning,</p> <p>I have cycled up and down Sheep St Bicester since it became legal several weeks ago. It makes my life a good deal easier as I often stop at intervals to use the shops as I go (bike stands would be a great addition). Cyclists who are likely to obey the regulations tend to modify their speed/direction to fit comfortably with pedestrians and I have seen no collisions, near misses or bad tempers. The facility seems to be well used; I sometimes see two or three other cyclists at a time and no defensive behaviour from the</p>

		<p>pedestrians, who appear unperturbed.</p> <p>Living in the north of the town, this makes the journey to and from Bicester Village station much easier. I am pleased to see anything that makes the bike/train combination more convenient.</p> <p>There were always people who cycled on Sheep St regardless of the rules, some of whom were youths showing off to their friends etc. The current ETRO will probably have a neutral or beneficial effect on their behaviour (by removing any element of bravado) and the people who cycle because it is allowed will almost all be aware and responsive to others using the space.</p> <p>I am aware that there is anxiety about allowing cycling on market days. At busy times it would probably be tiresome to cycle and reasonable cyclists might get off and walk, or choose to go along Manorsfield Rd. A few people with disabilities find it easier to cycle than to walk, so allowing cycling would make things easier for them. I do not have a strong view on the matter but would be happy to see cycling every day on the basis that most people behave reasonably and the few who disregard the rules will always do so. If the six day ETRO is to become permanent, perhaps Friday cycling could be tried out as an ETRO.</p>
<b>Sheep Steet Cyling</b>	May 3, 2025	<p>Hello,</p> <p>I would like to report that I witnessed a cyclist pulling a wheelie from pretty much one end of sheep street to the other this morning. Whilst some may find this "cool" I would suggest it is akin to dangerous driving. There were quite a few pedestrians on the street and he came within 2 meters of a family with a buggy. I'm not sure if you would consider this a near miss but I certainly do. Had he lost control "assuming you consider pulling a wheely as being in control" then he could have caused a serious accident.</p> <p>The fact that I think the individual may work at the cycling shop at the end of Sheep Street makes it worse, if those that should know better are doing this then what are others doing.</p> <p>Yours sincerely</p>
<b>Friday Market.</b>	May 19, 2025	<p>Good Afternoon,</p> <p>I would like to strongly suggest that the ban on Fridays be extended to start at 8am.</p>

		<p>Between 8-9am traders are setting up and it's very busy with vehicles. On Friday morning I witnessed 3 cyclists using the pavement as the road was busy. Many thanks</p>
<p><b>Cycling in Bicester town centre</b></p>	<p>October 1, 2025</p>	<p>Dear officers and councillors making this decision, I just wanted to say that it has been a very positive experience being able to cycle along Sheep Street. I typically transport my child on my bicycle and therefore I am very safety-conscious. Having to use routes that frequently intersect busy junctions is dangerous but sometimes inevitable. However, the Sheep Street route is much quieter than alternatives when one must cross Bicester in the North-South direction. E.g. going from the south towards Victoria House Surgery or Bicester North train Station.</p> <p>I must say, I never understood why cycling is limited on market day? The Street is plenty wide to accommodate everyone, and all people visiting the market by bicycle are very considerate. I've even seen some too old /frail to walk, but still cycle, presumably because that maintains their freedom and independence. I have a picture of one such man, but I'd rather share it privately, because I can't guarantee the subject wouldn't mind.</p> <p>The cycling ban was excessive, out of place and discriminatory against mobility impaired people who get around by bike, and even discriminatory against women like me who cycle - because men are typically braver and cycle on the road.</p> <p>I've heard concerns about "yobs" but antisocial behaviour must be dealt with otherwise- by targeted policing, not blanket cycling bans. In fact, yobs will be yobs regardless of any ban, so please stop imposing pointless bans and wasting police time on people who simply go about their business, but happen to be using a bicycle to do so. I have a friend who has been intimidated by the police for cycling and that is absurd, given the amount of illegal parking or speeding that happens in broad daylight, which is far more dangerous but is never challenged by the police!</p> <p>In conclusion:  Allow cycling permanently, including on Fridays.  Kind regards,</p>
<p><b>Cycling on sheep street yes!</b></p>	<p>October 1, 2025</p>	<p>Hi</p> <p>Just wanted to say that I think cycling on Sheep Street has been great.</p>

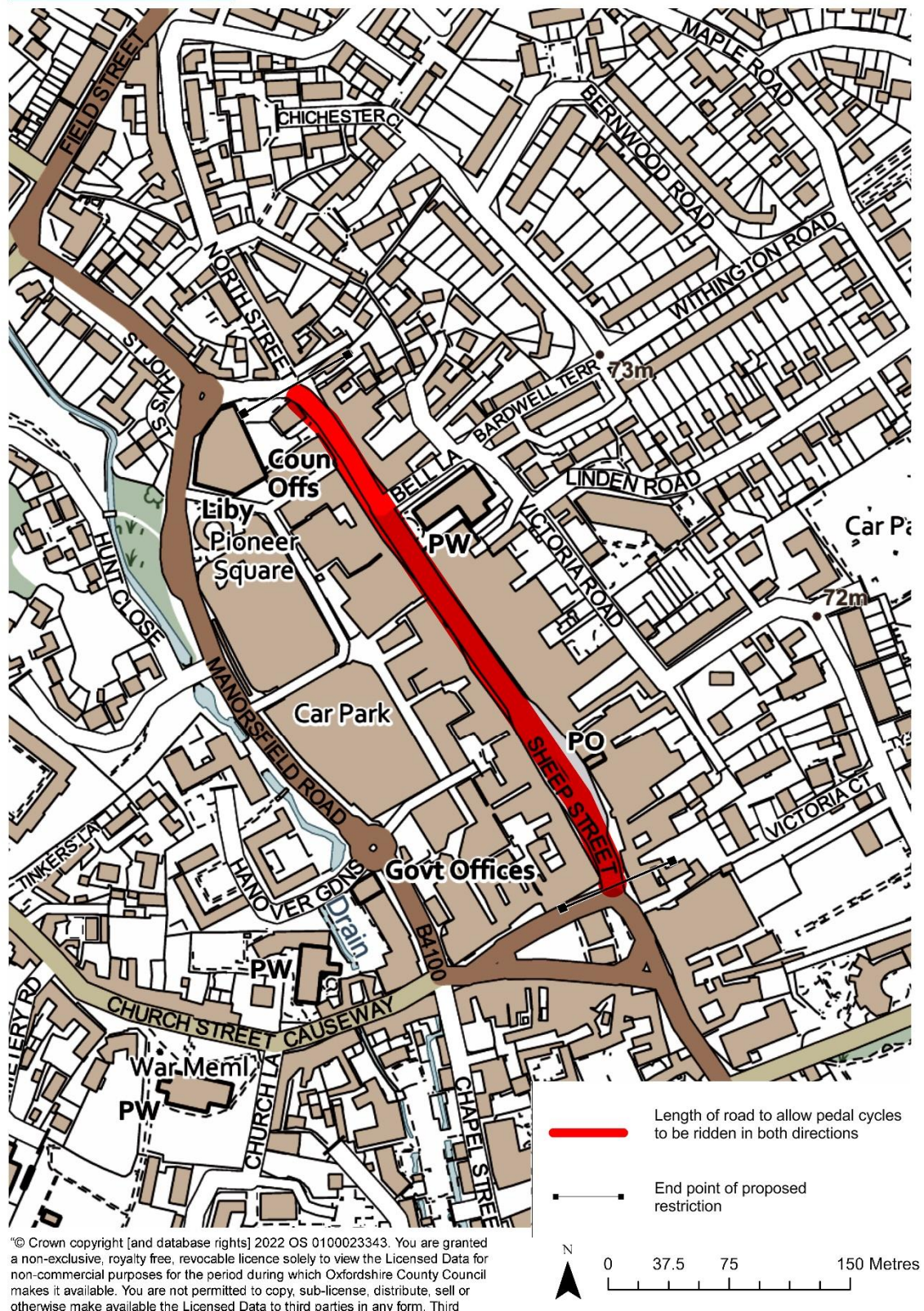
		I hope we can keep this.
<b>Near miss</b>	October 16, 2025	<p>Dear Sir/Madam</p> <p>On Friday 10th October at around 3:30pm I was walking on Sheep Street in Bicester, between the Penny Black and the fruit &amp; veg stall, when a cyclist missed me by a few inches at speed. I know that they street has been open to this ridiculous experiment recently and it seems to be open to all sorts of riders. I see near misses often throughout the week from not only cyclists, but eScooters &amp; eBikes alike.</p> <p>Please stop the experiment asap.</p>
<b>Sheep Street, Bicester</b>	October 20, 2025	I nearly got knocked over by a van driving slowly behind me in Sheep Street today. I stepped sideways to avoid a pedestrian, only to realise I'd walked in front of the van. It's no longer a pedestrian area. The number of vehicles parked in and around the tunnel by Sainsbury's and Vue Cinema is increasing.
<b>Dangerous cycling</b>	June 27, 2025	<p>Although not on Sheep Street, I recently had an incident on a dual use cycle/footpath that I wish to report.</p> <p>I was walking into town from Langford on the footpath that links Mallard Way to the London Road. I was approaching the turn to walk along the path that runs by the railway track when a cyclist rode around the corner; he had not dismounted his bike. Fortunately I just stopped in time to avoid a collision. When I told him he should have dismounted, he informed me it was a cycle way!</p> <p>I consider these dual use paths are dangerous and with some inconsiderate cyclist, like the one I encountered, it will not be too long before someone has a serious incident. I accept that not all cyclist are inconsiderate but as long as there are idiots about, the lowest common denominator has to be adopted and ban ALL cycling on footpaths, except for small children.</p>
<b>Fw: Signs</b>	August 22, 2025	<p>FYI</p> <p>There are also still nonotices in sheep street on how to report near misses.</p>



## Annex 4: Location of ETRO to allow cycling, Sheep Street Bicester



Oxfordshire County Council - Highways and transport



## **Annex 6: Equality Impact Assessment (EIA) Addendum / Update**

### **Equality Impact Assessment (EIA) Addendum / Update Sheep Street, Bicester – Experimental Traffic Regulation Order (ETRO)**

Project	Sheep Street, Bicester – ETRO permitting cycling (with market-hours dismount restriction)
Lead service	Place Planning – North (Environment & Place / Placemaking)
Purpose	Addendum to the original EIA to reflect current operation, evidence gathered during the experiment, and the mitigations proposed in the CMD report.
Original EIA	“Experiment allowing Cycling in Sheep Street, Bicester” – dated 19 March 2024
ETRO in force	25 March 2025
Market-hours modification in force	11 April 2025 (Fridays 9:00am–4:00pm during the street market: cyclists to dismount and walk)
Statutory representations period closed	10 October 2025

#### **1. Purpose of this addendum**

This addendum updates the original Equality Impact Assessment (EIA) to reflect the current operation of the Sheep Street ETRO and the mitigation actions proposed in the current Cabinet Member Decision (CMD) report. It provides an audit trail showing how equality and inclusion considerations have been embedded in planning, delivering, monitoring and evaluating the ETRO as it has progressed from proposal into operation and review.

#### **2. What has changed since the original EIA (March 2024)**

- The ETRO was implemented and came into force on 25 March 2025.
- A modification came into force on 11 April 2025 requiring cyclists to dismount and walk on Fridays 9:00am–4:00pm during the street market.
- The statutory period for objections/representations associated with the experimental order (including the modification) closed on 10 October 2025.
- Operational learning has been gathered through monitoring/observation of pedestrian–cyclist interaction, including behaviours such as moderate/high speed cycling and pedestrian avoidance behaviour in some instances.
- Correspondence and feedback have highlighted that some disabled people use cycles/adapted cycles as mobility aids and may be disproportionately affected by the market-hours dismount restriction.
- Options to address antisocial cycling behaviour have been explored with relevant services, recognising that education/engagement and joint tasking activity may be needed and that formal enforcement routes may sit with relevant partners.

- An opportunity exists to utilise the Innovation Team within the SOTERIA project to assess low-cost interventions and capture qualitative user experience from different street users.

### 3. Summary of equality impacts (update)

The overall equality impacts remain consistent with those identified in the original EIA. Allowing cycling can improve accessibility and travel choice for some groups (including disabled people who cycle), while also creating potential negative impacts for people walking—particularly those more vulnerable to conflict in shared space (e.g., older people, people with disabilities, parents/carers).

What is new/changed is that the market-hours restriction is now in force and evidence/feedback has strengthened the case for two specific mitigation strands: (i) a targeted accessibility mitigation (permit/exemption approach) for disabled cyclists negatively impacted by the market-hours restriction; and (ii) a behaviour/comfort mitigation to address antisocial cycling behaviour and improve pedestrian confidence (education/engagement and low-cost intervention assessment).

### 4. Impact assessment update – Protected characteristics (where changed/material)

This section updates only those protected characteristics where impacts and mitigations are most relevant to the current decision. Other characteristics remain as recorded in the original EIA and no new differential impacts have been identified from the updated scope.

#### 4.1 Age

Impact (positive): Continued cycling access outside market hours can support younger and older cyclists who prefer lower-traffic routes and more direct connectivity through the town centre.

Impact (negative): Older people (and families) may feel less confident in shared space where cycling occurs, particularly if cyclists ride at speed or weave around pedestrians, including during busy periods.

Updated mitigation/actions:

- Retain the Friday market-hours dismount requirement as a proportionate mitigation during peak pedestrian footfall.
- Use targeted education/engagement activity to address antisocial cycling behaviour and reinforce safe shared-space conduct, including compliance during market hours.
- Use the SOTERIA low-cost intervention assessment (including interviews with representative users) to understand how different age groups experience the street and whether additional mitigations are required.

Owner: Place Planning – North (lead), with Community Safety, Education, Response and Resilience and SOTERIA support as applicable.

#### 4.2 Disability

Impact (positive): Outside market hours, cycling access may improve independent access to shops and services for disabled people who use cycles/adapted cycles as mobility aids.

Impact (negative – newly evidenced/defined): The market-hours dismount requirement may have a disproportionate impact on disabled cyclists who cannot easily dismount or who rely on cycling as their mobility aid, particularly on Fridays during market operation.

Impact (negative – continuing): People with sensory impairments or mobility difficulties may feel less safe/comfortable where cyclists ride at speed in a shared pedestrian environment.

Updated mitigation/actions:



- Develop a permit and/or exemption scheme to enable access for disabled individuals negatively impacted by the market-hours restriction, ensuring the approach is practical and enforceable.
- Deliver behaviour-change and engagement activity to reduce antisocial cycling and improve pedestrian confidence, with particular regard to protecting more vulnerable pedestrians.
- Include disabled user experience within the SOTERIA qualitative evaluation to ensure mitigations are informed by lived experience.

Owner: Place Planning – North (coordination), with appropriate input from TRO/Statutory Processes and Legal Services for scheme design, and Community Safety and SOTERIA for behaviour/evaluation elements.

#### 4.3 Pregnancy & maternity

Impacts remain consistent with the original EIA: some pregnant people and parents/carers may benefit from improved cycling access, while others may feel less confident walking in shared space if cycling behaviour is poor.

Mitigation/actions align with those above: retain market-hours controls and deliver behaviour-change activity to improve compliance and reduce intimidation.

#### 5. Additional community impacts (update)

Areas of deprivation / access to opportunity: Potential positive impacts remain in enabling affordable travel choices. Potential negative impacts associated with shared-space conflict remain, and mitigations are strengthened through market-hours controls, behaviour-change actions, and evaluation.

Town-centre users (including traders/market visitors): The Friday market-hours restriction continues to be the primary mitigation to balance high pedestrian footfall periods with cycling access at other times.

#### 6. Monitoring, review and decision checkpoints (updated)

Equality impacts will continue to be monitored during the remainder of the ETRO through:

- Review of correspondence, complaints and any logged incidents relating to pedestrian/cyclist interactions, including antisocial cycling behaviour.
- Monitoring and evaluation activity, including qualitative interviews via SOTERIA to capture experiences across different user types (including disabled users).
- Specific review of the effectiveness and uptake of the permit/exemption mitigation once developed and implemented.

Proposed review points:

- After implementation/design of the exemption/permit approach (to confirm the mitigation is working as intended).
- Prior to ETRO expiry / final decision point (to inform whether arrangements should become permanent, be amended further, or be withdrawn).

#### 7. Sign-off

Completed by: Hanaii Faour, Transport Planner, Place Planning – North

Authorised by: Jacqui Cox, Place Planning Manager (North)

Date: \_\_\_\_\_05/01/2026\_\_\_\_\_

Note: This annex should be read alongside the original EIA dated 19 March 2024. It records updates in evidence, impacts and mitigations relevant to the current CMD decision.

## Annex 8: Risk Register

Risk area	Risk (what could happen)	Likelihood / Impact (high-level)	Mitigation / actions to minimise risk	Lead owner	Monitoring
Pedestrian safety & comfort	Increased real/perceived conflict between people walking and cycling in shared space, especially when busy	Med / High	Retain <b>Friday market-hours dismount</b> requirement; maintain clear signing/comms; continue monitoring and respond to issues promptly	Place Planning – North	Review feedback/complaints /incidents; periodic site observations; escalate if trends worsen
Antisocial cycling behaviour	Poor cycling behaviour (speeding/weaving) undermines confidence and creates complaints/reputational issues	Med / High	Use <b>Community Safety, Education, Response and Resilience</b> resources for engagement/education (and joint tasking where appropriate); reinforce shared-space expectations	Place Planning – North + Community Safety	Track complaints, hotspot times, compliance observations; adjust messaging/activity if needed
Equality impacts (disability)	Market-hours restriction disproportionately impacts disabled people using cycles/adapted cycles as mobility aids	Med / High	Delegate to officers to develop <b>permit and/or exemption</b> approach; embed equality considerations and monitor the mitigation's effectiveness	Place Planning – North (with TRO/Legal input)	Review EIA + <b>EIA Addendum</b> outcomes; monitor uptake/feedback on exemption/permit; adjust if barriers identified
Legal / statutory	Risk of challenge if statutory	Low / High	Ensure ETRO remains administered in	TRO/Statutory Prozesse	Review process steps, notices/communicati

compliance	processes or wording/communications are unclear		line with statutory requirements; legal input to any exemption/permit approach; keep decisions/audit trail clear	s with Place Planning – North	ons; confirm governance/sign-offs
Data protection (if exemption scheme involves personal data)	Risk relating to GDPR compliance, retention, secure handling if personal data collected	Low / Med	Data minimisation; clear privacy information; appropriate retention and access controls; ensure governance is in place before launch	Place Planning – North + relevant governance support	Check compliance at design stage; periodic review once operational
Financial	Unplanned costs arise (e.g., additional measures beyond existing allocations)	Low / Med	ETRO delivery remains within approved S106 allocation; behaviour change + SOTERIA evaluation funded <b>outside S106</b> within existing team budgets; any future spend to be approved separately	Place Planning – North	Track spend against allocations; flag pressures early
Reputation / stakeholder confidence	Continued controversy if scheme seen as unsafe/unfair or issues not addressed quickly	Med / Med	Transparent communications; demonstrate responsiveness; strengthen evidence base via monitoring + SOTERIA evaluation	Place Planning – North	Regular comms touchpoints; incorporate learning into management of the experiment