

Divisions Affected: Cowley; Rose Hill and Littlemore

CABINET MEMBER FOR ENVIRONMENT – 21 JANUARY 2021

OXFORD – CHURCH COWLEY, TEMPLE COWLEY AND FLORENCE PARK AREAS: PROPOSED LOW TRAFFIC NEIGHBOURHOODS

Report by Assistant Director, Growth and Place, Communities

RECOMMENDATION

1. The Cabinet Member for Environment is RECOMMENDED to
 - a. note the responses received to the preliminary consultation on the Cowley Low Traffic Neighbourhoods
 - b. approve proposals as consulted on for the introduction of traffic management measures in the Church Cowley, Temple Cowley and Florence Park areas in Oxford to create Low Traffic Neighbourhoods, including the introduction of Experimental Traffic Regulation Orders giving effect to the proposed modal filters within the LTNs, and associated waiting restrictions.
 - c. approve minor changes from the consultation proposals in the light of consultation responses, namely
 - i. To relocate the filter in Junction Road from south of Don Bosco Close to north of Salesian Gardens entry
 - ii. To permit taxis and private hire vehicles through the traffic filters which permit buses in Cornwallis Road and Bartholomew Road

Executive summary

2. Low Traffic Neighbourhoods (LTN's) were proposed for Oxford in the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) as an effective way of promoting walking and cycling, in line with Council objectives of public health, decongestion, climate change and air quality. Temple Cowley, Church Cowley and Florence Park (Cowley) were chosen as priority areas in response to residents' complaints about traffic and to improve the cycle routes running through the neighbourhoods.
3. It is proposed that the Cowley LTNs will be introduced using Experimental Traffic Regulation Orders (ETROs). This allows the Council and residents to assess the impacts before a decision is made regarding their permanency.
4. In the light of keen public interest and significant impact on residents' journey patterns, and to understand the degree of support for the Cowley LTN trials, an informal consultation has been held on the Council's website prior to the introduction of the ETROs. This preliminary consultation found majority support for each of the 3 LTNs both from local area respondents and from all respondents.

5. Respondents could also comment on individual filters. Support for individual filters varied with majority support for 8 filters, balanced support and opposition for 3 filters and majority opposition for 3 filters.

Background

6. A Low Traffic Neighbourhood (LTN) is an area where motorised traffic is prevented from taking short cuts through a residential area by traffic filters. This creates quieter and safer streets where residents may feel safer and more comfortable when making local journeys by bus, by cycle or on foot.
7. The LTN concept was promoted in the London Borough of Waltham Forest and many local members visited Waltham Forest to understand its impacts. However, whilst the term LTN is new, the concept of preventing through traffic along residential roads has been implemented over many years in many streets of Oxford, for instance the traffic filter at the north end of Kingston Road.
8. In March 2020, the Council approved the Oxford LCWIP. This set out an ambition to increase cycling in Oxford by 50% by 2031. The Oxford LCWIP included LTNs as one of its eight core policies to promote cycling and walking, especially where they promoted core Quietway cycle routes.
9. In May 2020, in response to the Covid-19 pandemic, the Government issued statutory guidance as an update to the 2004 Traffic Management Act (TMA) requiring councils to take measures to reallocate road space to promote cycling and walking, including the use of filters to create LTNs.
10. In July 2020, a further boost was given to LTN implementation when the Government issued 'Gear Change', which set out the Government's policies to promote cycling and walking and included an ambition for a roll-out of LTNs across the country.
11. The Cowley LTNs were originally proposed at the time of the first tranche of Emergency Active Travel Funding to support requirements under the 2004 TMA. Due to resourcing and funding issues, implementation was delayed. The time was used to develop the schemes in more detail with local resident groups and local members. Following further Government guidance issued in November 2020, emphasising the need for consultation with the public to ensure local support for the Active Travel measures, the Council decided to conduct an informal consultation with the general public and other stakeholders prior to implementation. This was undertaken in tandem with its statutory obligation to consult with emergency services and other statutory consultees.

Preliminary Consultation

12. The preliminary consultation on the LTN proposals – including the Experimental Traffic Regulation Orders (ETROs) required to restrict the passage of motor vehicles at the proposed modal filters within these LTNs, as shown in **Annexes 1 – 3**, was carried out between 23 November and 18

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December 2020. Emails were sent to statutory consultees, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Oxford City Council, the local County Councillor and letters were sent directly to approximately 5800 properties in the areas.

13. The consultation webpage included a questionnaire survey of respondents, with area and detailed location maps, a short explanation of what an LTN is and FAQ about the proposals. The Cowley LTN questionnaire was designed to quantify in numerical terms the level of support for the trial Cowley LTNs.
14. In total, 1454 questionnaires were filled in on the website. There were over 300 responses from each local area (322 from Church Cowley, 307 from Temple Cowley and 340 from Florence Park), so that in total, there were 1008 responses from the Cowley area including local businesses (representing a 17% response rate to the 5800 mail-out addresses). Additionally, there were 446 responses from other areas, mostly (381) from residents in other parts of Oxford.
15. Residents from other parts of Cowley and Oxford could also comment on each LTN area. In the analysis we have reported both the responses from the local area and from other areas. Respondents from other areas were asked why they were responding to the Cowley questionnaire. Nearly all stated that they either travelled to or through the area, either on a regular basis or sometimes. For instance, it is likely that many Littlemore residents will be affected by the Church Cowley LTN.
16. The responses from both the local area and other areas are therefore identified and reported in this report. It is considered that greatest weight should be given to the local area respondents, but the views of wider respondents should also be considered.

Written responses

17. There were also 2 opportunities for respondents to make comments in the questionnaire. Altogether 1322 respondents (91% of total) made short comments in question 16 (restricted to 50 words) and 657 respondents (45% of total) made longer comments in question 17. There were also a small number of comments received by email. These free text responses have been analysed separately by external consultants and detailed analysis is set out as a separate report (as Annex 4).
18. Table 1 summarises the most common short comments as a percentage of all respondents making comments by respondent area. Most comments were positive. Concerns and negative comments are set out below:
 - a. Traffic will be just diverted onto other roads: Whilst we expect there will be some traffic diverted onto the main roads, we also expect a significant reduction in overall traffic levels. We are setting up a monitoring regime to assess the impact of diverted traffic.
 - b. Increased journey times/inconvenience for residents: We accept that residents who are reliant on car will be inconvenienced to some extent.

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This is to be balanced against the benefits of safer and lower car use along residential streets.

- c. Increase pollution: The evidence from other LTNs suggest that the opposite is likely to happen. Air quality monitoring will take place in the area to quantify the impacts.
- d. Bad for businesses and shops: Other LTNs suggest that the impact on businesses may depend on the type of business. However, the expectation is that the impact for most businesses will not be great compared to macro-economic effects and that for many shops, the impact will be positive.
- e. Reduces access for disabled people: An Equality and Climate Impact Assessment (ECIA) assesses the impact in more detail. We believe that for many disabled people, the impacts will be positive. Those most reliant on a car will be most inconvenienced, but it should be emphasised that all addresses will continue to be accessible by car.

Table 1: Consultation short comments by area

Comment	Total	Church Cowley	Florence Park	Temple Cowley	Oxford resident
Question 16 number of comments	1320	300	313	284	329
Fantastic/Brilliant/Good idea	31%	28 %	38 %	29 %	30 %
Improves safety, no rat running	16%	18 %	19 %	19 %	9 %
Current traffic is dangerous	13%	13 %	17 %	14 %	9 %
Strongly support/ This is needed	11%	8 %	14 %	12 %	10 %
Reduces congestion	10%	8 %	10 %	10 %	11 %
Improve quality of life	10%	6 %	13 %	11 %	11 %
Encourages walking/cycling	8%	4 %	10 %	5 %	12 %
Safer for children	7 %	6 %	9 %	7 %	8 %
Safer to walk/cycle	5 %	4 %	5 %	4 %	6 %
Reduces noise	3 %	4 %	3 %	4 %	1 %
Like the fact it is a trial	3 %	2 %	5 %	2 %	2 %
Traffic will be just be diverted	17%	24 %	13 %	14 %	16 %
Increases pollution	7 %	10 %	6 %	8 %	5 %
Inconvenient for residents	7 %	8 %	7 %	7 %	6 %
Increased journey time	5 %	6 %	4 %	5 %	5 %
Bad for local businesses/reduces access to shops	3 %	3 %	2 %	1 %	3 %
Reduces access for the disabled	2 %	2 %	1 %	1 %	2 %

19. Table 2 summarises the most common long comments as a percentage of all respondents making comments by respondent area. The long comments were specifically aimed at identifying problems and therefore are more negative. There were various comments about individual filters which are dealt with under each area. Other concerns and negative comments are set out below:

- a. Increased congestion/ pollution: The expectation is that traffic will reduce and thereby air pollution will also reduce

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- b. Parking issues: These will be separately managed by the introduction of controlled parking zones. The LTN areas are in the programme for implementation of controlled parking zones.
- c. Concerns about access/delivery: All streets and addresses will remain accessible by car or lorry
- d. Lack of monitoring: During the LTN trial, significant monitoring will be undertaken to measure their impact. In terms of prior monitoring, for some areas, there is pre-Covid 19 monitoring, but the schemes are being introduced during Covid 19 restrictions when there is no baseline of normal traffic flows.
- e. Lack of cycle lanes: It is anticipated that the expected reduction in traffic will make the identified cycle routes feel much safer. It is also proposed to mark the main cycle route as a cycle street using funding from tranche 2 of the Active Travel Fund.
- f. Concerns for traffic turning: This is raised particularly for the Temple Cowley area where there are more cul-de-sacs. The LTNs have been designed to minimise the need for U-turns by the filters being generally positioned next to side roads. Where this is impossible, a turning head will be provided by the use of double yellow lines.
- g. Concern for disabled/elderly people: The ECIA assesses the impact in more detail. We believe that for many protected groups, the impacts will be positive. Those most reliant on a car will be most inconvenienced, but it should be emphasised that all addresses will continue to be accessible by car.
- h. Concerns for emergency service access: Emergency services have been consulted to identify any issues
- i. Introduce speed reducing measures: Generally, it is expected that traffic speeds may reduce as the filters break up long lengths of road. There may be a need in some cases to introduce additional traffic calming. This will be assessed in the post-implementation monitoring.
- j. Better alternatives needed: The LTNs will improve the alternatives of bus, cycling and walking.

Table 2: Consultation long comments by area

Comment	Total	Church Cowley	Florence Park	Temple Cowley	Oxford resident
Question 17 number of comments	644	169	140	153	130
Need to stop rat runs/speeding	11%	15 %	12 %	14 %	7 %
Difficult to cross roads/dangerous	5 %	8 %	5 %	3 %	5 %
Improve roads/pavements	3 %	5 %	4 %	5 %	1 %
Will increase congestion	32%	40 %	31 %	28 %	34 %
Parking issues need to be addressed	12%	10 %	13 %	16 %	7 %
Concerns for resident access/safety	8 %	9 %	5 %	10 %	7 %
Concerns for/will increase pollution	8 %	9 %	9 %	7 %	7 %
Lack of monitoring information	7%	4 %	11 %	4 %	9 %
Need/lack of safe/separate cycle lanes	5 %	7 %	5 %	1 %	9 %
Concern for cars turning/reversing	5%	5 %	2 %	10 %	2 %
Concerns for the elderly/disabled	4 %	4 %	4 %	3 %	2 %
Concerns for emergency services/healthcare worker access	4 %	5 %	2 %	4 %	2 %

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Introduce speed reducing measures (e.g. speed bumps, cameras etc.)	3 %	7 %	4 %	3 %	0 %
Alternative/better/cheaper transport needed	3 %	1 %	2 %	2 %	5 %
Concerns for deliveries	2 %	2 %	1 %	3 %	2 %

Evidence of support for Cowley LTNs

20. The responses received in respect of each area are presented below. Respondents were asked directly whether they supported each of the 3 LTNs or not. There were 4 options – “fully support”, “support with reservations”, “neutral” or “do not support”.
21. The charts below list in the second column *only* the responses of the residents of that area and the third column the percentages for residents of that area (e.g. Church Cowley residents’ support for Church Cowley LTN). The responses from businesses and other organisations are listed in column 4. All other comments by residents, whether in another part of Cowley area or elsewhere in Oxford or Oxfordshire are in column 5 with the total percentages of all comments in the final column.

Church Cowley LTN

Table 3: Support for Church Cowley LTN

Church Cowley LTN	Church Cowley Residents	% Church Cowley Residents	Businesses & other organisations	Residents outside area	Total (Percentage)
Do NOT support	123	38%	28	223	26%
Fully Support	148	46%	20	594	52%
Support with reservations	43	13%	6	67	6%
Neutral	6	2%	4	102	8%
No answer	2	1%	2	82	6%
Total	322	100%	64	1068	100%

22. Church Cowley residents that responded were 59% in support of (including both “fully support” and “support with reservations”) and 38% not in support of the proposed Church Cowley LTN with 3% neutral or no answer. Considering all respondents from all areas, there were 58% in support and 26% not in support (with 14% neutral or no answer).
23. Respondents were also asked whether they “strongly support” or “strongly oppose” any of the 6 proposed filters in Church Cowley. The table below shows whether the support or objection was from the local area or outside the local area and the percentage of all comments supporting and opposing.

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24. There was majority of support for 2 filters (CC1 and CC2), a rough balance for 2 filters (CC5 and CC6) and a majority of opposition for 2 filters (CC3 and CC4).

Table 4: Support for Church Cowley LTN filters

	Filter	Church Cowley Residents support	Other areas support	Church Cowley Residents oppose	Other areas oppose	All % support	All % oppose
CC1	Church Hill Rd	48	2	15	3	74%	26%
CC2	Beauchamp Lane	13	5	4	2	75%	25%
CC3	Littlemore Road	21	3	41	14	30%	70%
CC4	Mayfair Road	15	1	33	8	28%	72%
CC5	Liddell Road	2	0	2	1	40%	60%
CC6	Bartholomew Rd	18	9	16	15	47%	53%
	Total	117	20	111	43	36%	64%

CC3 Littlemore Road

25. Littlemore Road filter generated more local opposition 41, (70%) than support 21 (30%). However, the overall support for Church Cowley LTN was high as detailed above.

26. In response to the concerns there are two options available:

- a) to remove the filter from the scheme, assess the level of rat-running and introduce the filter at a later date if traffic flows significantly increased.
- b) to proceed with the filter as initially proposed and assess responses as part of the ETRO process noting that it would be possible to remove the filter if there are significant concerns after its implementation.

27. Littlemore Road filter is considered key to the success of Church Cowley LTN, the high level of support for the scheme indicated by the responses received should be taken into consideration and therefore it is recommended to proceed with the scheme as proposed and assess the impacts as part of the ETRO process; and on the understanding it could be removed.

CC4 Mayfair Road

28. Mayfair Road filter generated more local opposition 33, (72%) than support 15 (28%), however, the overall support for Church Cowley LTN was high as detailed above.

29. It is noted that the degree of existing and potential rat-running along Mayfair Road needs to be balanced against restrictions on residents' choice of car travel and the impact on Westbury Crescent.

30. As with the filter in Littlemore Road there are two options available:

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- a) to remove the filter from the scheme, assess the level of rat-running and introduce the filter at a later date if traffic flows significantly increased.
- b) to proceed with the filter as initially proposed and assess responses as part of the ETRO process noting that it would be possible to remove the filter if there are significant concerns after its implementation.

31. There is a risk if the filter is not introduced that it will attract more traffic along this route; therefore, it is recommended that the filter is introduced, and the situation is monitored on the understanding that it could be removed.

Temple Cowley LTN

Table 5: Support for Temple Cowley LTN

Temple Cowley LTN	Temple Cowley Residents	% Temple Cowley Residents	Businesses & other organisations	Residents outside area	Total (Percentage)
Do NOT support	84	27%	29	225	23%
Fully Support	181	59%	20	567	53%
Support with reservations	38	12%	5	82	9%
Neutral	3	1%	6	130	10%
No answer	1	0%	4	79	6%
Total	307	100%	64	1083	100%

32. Temple Cowley residents that responded were 71% in support of (including both “fully support” and “support with reservations”) and 27% not in support of the proposed Temple Cowley LTN with 1% neutral or no answer. Considering all respondents, there was 62% in support and 23% not in support (with 16% neutral or no answer).

33. Respondents were also asked whether they “strongly support” or “strongly oppose” any of the 4 proposed filters in Temple Cowley. There was strong support for 2 filters (TC1 and TC3), a rough balance for 1 filter (TC2) and a majority of opposition for 1 filter (TC4).

Table 6: Support for Temple Cowley LTN filters

	Filter	Temple Cowley Residents support	Other areas support	Temple Cowley Residents oppose	Other areas oppose	All % support	All % oppose
TC1	Crescent Road	74	1	19	6	75%	25%
TC2	Junction Road	9	1	6	5	48%	52%
TC3	Salegate Lane	7	0	0	2	78%	22%
TC4	Temple Road	10	3	21	11	29%	71%
	Total	100	5	46	24	60%	40%

TC4 Temple Road

34. The Temple Road filter generated more local opposition 21, than support 10, however, the overall support for Temple Cowley LTN was high as detailed above. The filter is also opposed by the local school because of the risk of parent drivers doing U-turns in front of the school. Another option considered in LTN discussions before consultation was to introduce a one-way restriction rather than a filter at the location.
35. It is noted that the proposed filter is located at an existing narrowing and leads to a narrow section of road with very narrow footways. It is therefore considered important in terms of promoting safe walking and cycling particularly to the school to remove traffic. To promote sustainable travel to the school, the Council is also planning to introduce a school street over the stretch of Temple Road leading up to the proposed filter where parents in cars would be prevented from entering the road. After discussion with waste management, it was also agreed that the filter should be in the form of a lockable bollard. It should also be noted that moving the filter in Junction Road will lead to more traffic using the Oxford Road – Temple Road junction.
36. There are three options available:
- a) to remove the filter completely from the scheme and assess the level of traffic and its impact on children walking and cycling to the school and the impact on Temple Road exit and introduce the filter at a later date if traffic flows significantly increased.
 - b) to introduce a one way option and assess the level of traffic and its impact on children walking and cycling to the school and the impact on Temple Road exit and introduce the filter at a later if it traffic flows significantly increased.
 - c) to proceed with a lockable bollard filter as proposed and assess responses as part of the ETRO process noting that it would be possible to easily remove the lockable bollard if there are significant concerns after its implementation.
37. There is a risk that if the filter is not introduced that it will attract more traffic along this route; therefore, it is recommended that the filter is introduced along with the proposed school street and the situation is monitored on the understanding that the filter could be removed

TC2 Junction Road

38. A number of respondents in Don Bosco Close expressed the preference that they would prefer to exit via Temple Road rather than Crescent Road, by moving the filter in Junction Road from just north of Temple Road to just north of Salesian House entry. This does not affect any other roads. It was considered that this would be an advantage for two reasons. The filter would no longer be on a steep hill removing the potential for cyclists crashing into the filter and secondly it would provide the opportunity for a traffic-free parklet between Crescent Road and Salesian House. It is therefore recommended that the Temple Cowley LTN design is altered to accommodate these requests.

Florence Park LTN

Table 7: Support for Florence Park LTN

Temple Cowley LTN	Florence Park Residents	% Florence Park Residents	Businesses & other organisations	Residents outside area	Total (Percentage)
Do NOT support	64	19%	29	255	24%
Fully Support	237	70%	18	563	56%
Support with reservations	32	9%	5	64	7%
Neutral	4	1%	5	95	7%
No answer	4	1%	5	92	7%
Total	340	100%	64	1050	100%

39. Florence Park residents that responded were 79% in support of (including both “fully support” and “support with reservations”) and 19% not in support of the proposed Florence Park LTN with 2% neutral or no answer. Considering all respondents, there was 63% in support and 24% not in support (with 14% neutral or no answer).

40. Respondents were also asked whether they “strongly support” or “strongly oppose” any of the 4 proposed filters in Florence Park. There was strong support for all 4 filters. Support for Rymers Lane was shared equally by Florence Park residents and other areas, probably as a result of its importance as a key cycle route (74 of 86 respondents in support were cyclists).

Table 8: Support for Florence Park LTN filters

41. All the Florence Park filters were supported by a majority of local residents and residents from outside the local area. The main controversy related to the Cornwallis Road filter (which permits buses). In view of the significant support for Florence Park LTN and the risk that removing the Cornwallis Road filter would permit a new rat run (via Florence Park Road) we recommend all filters are delivered.

	Filter	Florence Park Residents support	Other areas support	Florence Park Residents oppose	Other areas oppose	All % support	All % oppose
FP2	Rymers Lane	41	45	8	10	83%	17%
FP3	Littlehay Road	48	9	11	9	74%	26%
FP1	Cornwallis Road	41	13	24	2	68%	33%
FP4	Clive Road	7	1	2	0	80%	20%
	Total	137	68	45	21	76%	24%

What happens next

42. Subject to the above schemes being approved for implementation, Experimental Traffic Regulation Orders (ETROs) will be made giving effect to the traffic restrictions that apply at each modal filter. A six-month period of consultation will then commence during which the public and all other interested parties will be invited to make representations on the operation of the scheme, following which a report will be brought to a future meeting of the Cabinet Member for Environment seeking a decision on whether the provisions of the experiment - including any modifications made during the course of the experiment - should be made permanent.
43. The ETROs can be in place for a maximum of 18 months from the date the notice of its making is published. If during the course of the experiment modifications are made, a further six-month consultation is required ahead of a decision being taken, but the ETROs cannot extend beyond the 18-month period as measured from the date of the first notice being published.

Sustainability Implications

44. The proposals will encourage the use of sustainable transport modes and help support the delivery of wider transport initiatives, including the Oxford LCWIP target of increasing cycling by 50%, and support future initiatives such as Connecting Oxford. The responses received to the Cowley LTN questionnaire provide evidence of this support.
45. The Cowley LTN questionnaire found that all respondents who typically used sustainable modes of travel fully supported the Cowley LTNs. Including both “fully support” and “support with reservations”, support for LTNs was for those normally cycling (89%), walking (83%) and bus passengers (70%). For the motorised modes support varied. Only 21% of the small number of normal taxi users supported the LTNs, but 76% of the much larger group of “sometimes” taxi users supported the LTNs. Car drivers differed significantly by whether they also cycled. Drivers who cycled (62%) supported the LTNs compared to just 30% of drivers who did not cycle.
46. The questionnaire also asked respondents whether they were willing to cycle more during the LTN trial. Over 50% of the following groups said they would definitely or maybe cycle more during the LTN trial: those currently normally cycling (82%) or normally walking (73%), followed by those who cycle sometimes (62%), those drivers who already cycle (56%) and bus passengers (53%). The least likely to say they would cycle more were car passengers (27%) and drivers who don't currently cycle (15%).

Financial and Staff Implications (including Revenue)

47. Funding of £50,000 was allocated for the proposed LTNs, which has been provided from Council reserves. There are not expected to be any significant on-going financial costs to the council. There will be staff time implications in managing the subsequent consultation.

Equality and Inclusion Implications

48. An Equality and Climate Impact Assessment (ECIA) has been completed, see Annex 5. At this stage it is anticipated that the LTNs will have an overall positive impact for most protected groups. The groups most likely to be inconvenienced will be those reliant on the car to travel.

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Annexes: Annex 1 – Plan of proposed Church Cowley LTN
 Annex 2 – Plan of proposed Temple Cowley LTN
 Annex 3 – Plan of proposed Florence Park LTN
 Annex 4 – Consultation report – To follow
 Annex 5 – Equality and Climate Impact Assessment

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2021

Cowley Low Traffic Neighbourhoods

Church Cowley

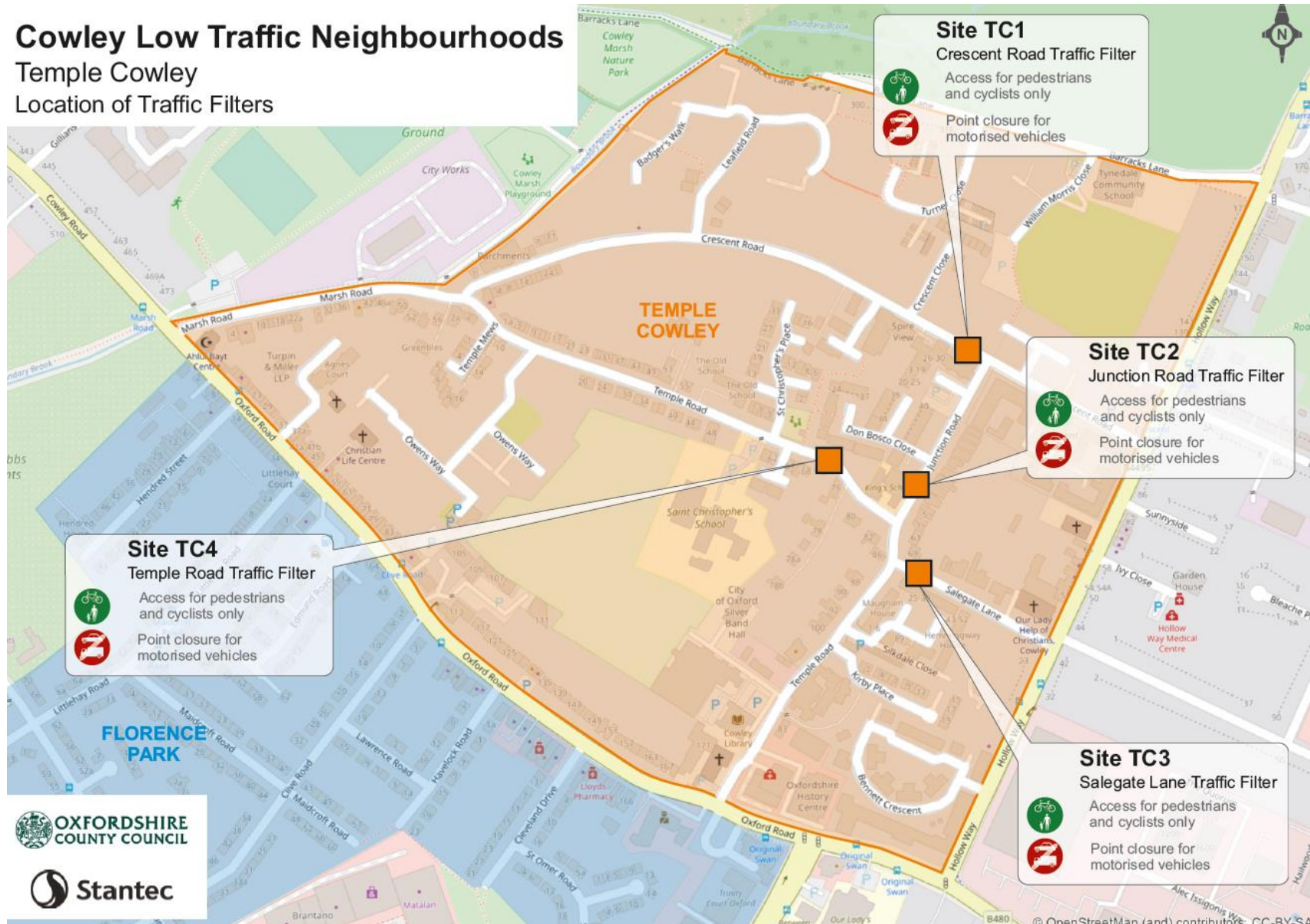
Location of Traffic Filters



Cowley Low Traffic Neighbourhoods

Temple Cowley

Location of Traffic Filters



ANNEX 3

Cowley Low Traffic Neighbourhoods

Florence Park

Location of Traffic Filters

