



**Delegated Decisions by Cabinet Member for
Highway Management
Thursday, 16 December 2021**

ADDENDA

**4. Oxford: East Oxford - Proposed Low Traffic Neighbourhood
(Pages 1 - 38)**

Forward Plan Ref: 2021/182

Contact: Naomi Barnes, Project Manager Tel: 07824 528681

This item will be considered and determined by the Leader of the Council, Cllr Liz Leffman.

The Council's Constitution (Article 6, paragraph 7(b)) enables the Leader to take a decision herself, or to nominate another member of Cabinet, if the designated Portfolio Holder is unable for any reason to take the decision.

The report for this item is now attached with apologies for the delay in publication.

As a result of the delay the deadline for request to speak to this item (but only this item) has been extended to 9am Tuesday 14 December 2021.

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Divisions Affected – St Clement’s & Cowley Marsh, Iffley Fields & St Mary’s

CABINET MEMBER FOR HIGHWAY MANAGEMENT

16 DECEMBER 2021

OXFORD – EAST OXFORD LOW TRAFFIC NEIGHBOURHOODS

Report by Director for Growth and Economy

RECOMMENDATIONS

- **In recognition of the Fair Deal Alliance’s priorities, the Cabinet Member is recommended to approve the implementation of the East Oxford Low Traffic Neighbourhoods.**

In addition, the Cabinet Member is RECOMMENDED to:

- **Note the outcome of the targeted engagement activities and acknowledge the risks that arise from implementing the East Oxford Low Traffic Neighbourhoods in advance of other strategic transport measures.**

Executive Summary

1. In May 2020, in response to COVID-19, 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 Low Traffic Neighbourhoods (LTNs). LTNs 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 related to public health, decongestion, climate change and air quality.
2. Divinity Road, St Mary’s and St Clement’s were chosen as priority areas for LTNs and Quietway cycle routes as they have high volumes of through traffic and lower levels of cycle safety than other parts of the city as a result of through traffic. Oxfordshire County Council was successful in bidding for the Department for Transport’s (DfT) Active Travel funding which is being used to implement the East Oxford LTNs.
3. Quietways would be introduced on quiet routes within the LTNs using cycle road markings, funding for which would also come from the DfT’s Active Travel fund.
4. Consultation on the East Oxford LTNs and Quietways was first carried out in June 2021 and found that opinion was mixed. Generally, the majority of residents supported the Low Traffic Neighbourhoods, but there were significant objections from those outside the area and local businesses.

5. In a report to the Cabinet Member Decision (CMD) meeting on 29 July, officers recommended that the Cabinet Member (a) note the responses to the non-statutory public consultation on the East Oxford low traffic neighbourhoods including Quietways, (b) agree that officers review the options based on the consultation output, update the proposals and reconsult, (c) agree that the outcome of consultation on revised proposals be reported to a future CMD meeting and (d) instruct officers to fully assess the impact of the delay on resources and budget on the wider Active Travel programme. These recommendations were accepted by the Cabinet Member.
6. As a result of the CMD decision the following stakeholders were contacted to discuss their concerns and alternative options: local mosques; local taxi companies; disability groups; local schools; the council's Special Educational Needs Transport team; the Emergency Services and waste collection services. A targeted consultation exercise on the position of the traffic filter and overall design was also undertaken with the residents and businesses of Howard Street.
7. Implementation of the LTNs and Quietways is currently anticipated to be in March/April 2022. Elements of Connecting Oxford are proposed to be implemented in 2023 which means engagement activities related to these strategic measures are likely to coincide with the implementation of the Experimental Traffic Regulation Order (ETRO) for the East Oxford LTNs and associated consultation.
8. Delivery of the East Oxford LTNs in Spring 2022 is in line with the Fair Deal Alliance's priorities, which include climate action, inequalities, the health and wellbeing of residents; and investment in inclusive, integrated and sustainable transport networks. However, there are risks associated with not coordinating the development, consultation and implementation of LTNs with other strategic transport measures.

Background

9. Low Traffic Neighbourhoods (LTNs) and cycle Quietways 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.
10. In May 2020, in response to COVID-19, 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. Oxfordshire County Council was successful in bidding for Tranche 2 Active Travel funding which is being used to create the East Oxford LTNs.

11. The Divinity Road, St Mary's and St Clement's areas form the grouping of the East Oxford LTNs and were chosen as priority areas as they have high volumes of through traffic and lower levels of cycle safety as a result of through traffic. The Quietway proposals are enabled through the LTN road closures and would continue through the existing Cowley LTNs, and link with other existing and proposed cycle routes.
12. In line with government guidance, alongside its statutory obligation to consult with emergency services and other statutory consultees, Oxfordshire County Council will be undertaking surveys if measures are implemented. The county council has been monitoring air quality since March 2021, whilst city council data has been ongoing pre-Covid-19. Boundary roads, such as Cowley Road, Iffley Road and Morrell Avenue have been monitored since early 2019 and are ongoing. Further monitoring in Divinity Road and Cowley Road will be undertaken using permanent automatic traffic counts from July/August 2021. Analysis of the whole LTN area has been ongoing since 2019 using Geofence and will be procured for 2020/2021. Journey time data is also available using Google Journey Planner and is based on current congestion levels for cars.
13. A public consultation for the East Oxford LTN proposals was undertaken in June 2021 and a report was taken to CMD on 29 July 2021 for consideration. The following officer recommendations were presented:
 - Note the responses received to the non-statutory public consultation on the East Oxford low traffic neighbourhood including Quietways (LTN).
 - Agree that officers review the options based on the consultation output, update the proposals and commence a targeted re-consultation and engagement period.
 - Agree that the outcome of consultation on revised proposals be reported to the CMD meeting on 16 December 2021.
 - Instruct officers to fully assess the impact of the delay on resources and budget on the wider Active Travel programme.
14. These recommendations were approved but with the following stipulation *'having regard to the substantive arguments which are now known that consultation should be very specifically targeted and measured'*.
15. It was identified that further engagement was required with the following stakeholders:
 - Local mosques
 - Local taxi companies
 - Disability groups
 - Local schools
 - Waste Collection Services
 - The council's Special Educational Needs Transport team
 - Emergency Services

16. In addition, further engagement was agreed for proposed design changes in Howard Street as a result of concerns regarding the two-way section both in terms of access and safety. Consideration was also to be given to the potential for filter location changes in Divinity Road, Circus Street, James Street, Barnet Street, Howard Street and Rectory Road.

Public Consultation

17. A public consultation on the East Oxford LTNs was undertaken between 8 June and 29 June 2021. A total of 8,500 properties were sent a leaflet to give their views on the proposals. Paper copies of the consultation materials and questionnaire were available by request. Alongside this, a number of workshops were organised with councillors, stakeholders, businesses, bus companies, the council's Special Educational Needs Transport team, emergency services and waste services to gauge their views on the proposals.
18. A total of 2,012 online responses were received through the consultation portal, along with 70 responses by email and 33 paper copy responses.
19. The consultation found that residents living in the proposed LTN neighbourhoods, particularly in the Divinity Road area, supported the proposals. Whilst residents in both St Mary's, and St Clement's were largely supportive, there was also a significant level of objection. Views were polarised and opinion divided. In most cases, there were specific issues which officers considered could be addressed with further work.
20. Responders from outside the LTN area were generally not supportive of the proposals with around 60% objecting to the proposals. Around 80% of business respondents strongly objected to the proposals.
21. The findings were reported to CMD in July 2021 and further targeted engagement was approved.

Targeted Engagement

Mosques

22. The Cabinet Member for Highway Management, Councillor Tim Bearder, and Cllr Mohammed Fadlalla hosted a meeting between Council officers and the leaders of the four mosques in Oxford on 28 October 2021. This included the Central Mosque, Madina Mosque, Bangladeshi and Bath Street Mosque.
23. The aim of this meeting was to better understand how the East Oxford LTNs might affect the operation of the mosques, and what measures might be possible to improve the situation without losing the integrity of the LTNs. In addition, officers were able to seek feedback on issues surrounding the existing Cowley LTN trials in Florence Park, Church Cowley and Temple Cowley to feed back into the Experimental Traffic Regulation Order (ETRO) consultation for those LTNs.

24. The main concerns expressed were:
- Increased congestion when travelling to and from Friday prayers by car, as alternative methods of transport are not always possible due to insufficient public transport options to the area, age and mobility of some of the attendees.
 - Increased congestion on main routes resulting in reduced attendance and subsequent loss of donations which are used to support the local communities.
 - Travel to funeral and burial sites, which must be done before dusk due to operational times and religious requirements. This can often be delayed due to the build-up of traffic on arterial routes.
25. There was also concern about the lack of direct engagement in previous consultations and the ability of those in the community to be able to access online consultations due to language barriers. This was noted and it was agreed to arrange a meeting to help overcome this and support those in the community who may need additional assistance in understanding the East Oxford proposals, as well as to help with responses to the Cowley ETRO consultation. At the time of writing this report officers have sent numerous emails to the contacts provided at the meeting to arrange further engagement but have yet to receive a response.
26. Officers have continued to try and engage with the mosques to address the concerns listed above and if possible, will provide a verbal update at the CMD meeting.

Taxi Companies

27. Concerns were raised during the consultation period about the ability for taxis to travel through and around the LTN areas. Many drivers and companies are worried that this will negatively affect business, as passengers would not want to pay if they were stationary for long periods on congestion or to take a longer route because of the LTN road closures.
28. The Cabinet Member for Highway Management, Councillor Tim Bearder, hosted a meeting between Council officers and taxi companies on 29 September 2021 to provide a general update on active travel schemes and to welcome feedback on the Cowley LTNs and the East Oxford LTNs.
29. The main areas /concerns discussed were:
- The displacement of traffic onto arterial routes resulting in increased journey times and reduced responsiveness to customers.
 - Many drivers are turning to alternative employment due to the perceived impact of the LTNs and there is currently a shortage of drivers in the market.

30. It was noted at the meeting that there is potential for LTNs to increase business for taxi companies if modal shift occurs away from private car use and reduced congestion make taxi journeys cheaper. Additionally, in the longer term, subject to the granting of powers to authorities outside of London, to install Automatic Number Plate Recognition (ANPR) cameras at filter locations in the future which may enable the Council to provide access for taxis.
31. It is recommended that engagement continues with these stakeholders, and further solutions continue to be investigated whilst analysing monitoring and evaluation data on the Cowley ETRO trial which will be reported to a Cabinet Member Decisions meeting in February 2022.

Disability Groups

32. The proposed scheme was presented to the City Council's Transport and Inclusivity Focus Group on 19 May 2021. Some issues arising from the implementation of the Cowley LTNs were addressed at the meeting, such as how will disabled people in cars get around, delays with carers visits, could there be exemptions for disabled drivers; and how will people with disabilities who do not have cars get around. Further feedback was strongly encouraged after the meeting and a request for feedback was included within the minutes of the meeting.
33. Following the CMD decision in July officers invited a variety of disability groups including My Life, My Choice, Unlimited Oxfordshire, Oxfordshire Learning Disabilities Community and Oxfordshire Association for the Blind to discuss the East Oxford LTNs scheme with the project team. Unfortunately, at the time of drafting this report, officers have not received a response from any external groups despite sending reminders. Officers will continue to try and engage with disability groups and, if possible, provide a verbal update at the meeting.

Local Schools

34. Through the consultation undertaken in June, concerns were raised by the two local schools, St Frideswide Primary School and St Gregory the Great Secondary School about the impact of the LTNs on site access and staff retention.
35. Staff members from both schools had previously been involved in stakeholder workshops and face to face engagement exercises as a part of the pre-statutory consultation period in June. Due to ongoing concerns around the already installed Cowley LTNs combined with the proposed East Oxford LTNs it was felt that further engagement was needed with these groups. A meeting was organised with the schools to provide the opportunity for them to raise their concerns and further discuss options to improve accessibility for staff and students whilst ensuring the objectives of the active travel schemes were still met.

36. Council officers met with the head teacher of St Frideswide School on the 30 September 2021 but unfortunately St Gregory's School were unable to attend so were updated on the discussions following the meeting. St Gregory's were in support and agreement to the discussions had in the meeting with St Frideswide and had no further comments in addition to those raised in the meeting.
37. Both schools acknowledged the importance of encouraging active travel for both staff and pupils wherever possible and improving safety for those choosing to cycle and walk. They have already been making steps to encourage this, with staff and pupils cycling to work and using public transport where possible. A car sharing scheme has also been introduced at St Frideswide School for those unable to use public transport or active travel options.
38. Notwithstanding, the schools expressed a number of concerns which included:
- With a filter also being proposed on Howard Street, in addition to the one already placed on Rymers Lane as part of the Cowley LTNs, the schools did not feel that only being able to access their sites by Shelley Road was adequate.
 - Shelley Road is a direct walking route for secondary school students travelling by public bus as the bus stop closest to school on the Cowley Road is adjacent to Shelley Road. They felt that the traffic filter on Rymers Lane had resulted in significant increases in traffic on Shelley Road and combined with the East Oxford LTN proposals, anticipated that this could increase further. There are no parking restrictions on this road, and a combination of residential and school parking on the narrow road is resulting in difficulties for vehicles to pass and reducing safety for those cycling. This has also resulted in an increase in footway parking, making it an unsafe walking route.
 - They felt that Shelley Road was not wide enough for coaches to use for access when school trips are being organised.
 - The costs of using public transport are high for families so many choose to travel by car as they consider this to be a cheaper option.
 - Most staff members have no option but to live in the north and west of the county due to high house prices in the city. There aren't enough direct public transport routes for staff to use resulting in very long journeys.
 - Staff retention is becoming difficult for both schools as staff are becoming frustrated with the congestion on arterial routes traveling to school. They are starting earlier and finishing later without additional pay to avoid the congestion.
39. The council discussed travel patterns and it was suggested that the council's Travel Planning team send a hands-up survey template to the schools. The surveys would provide useful information on the number of pupils and staff travelling to the schools by foot, cycle, public transport, car or car share. Whilst data has not yet been received the outcome will be reported to the CMD for Cowley LTNs in February 2022.

40. The project team will continue to investigate design solutions and engage with members in the local area as well as the school communities for feedback on the Cowley LTNs. However, there are no changes proposed for the East Oxford LTN scheme as part of ongoing engagement with the schools.

Special Educational Needs (SEN) Transport

41. Concerns were raised through the consultation period about contracted SEN Transport Vehicles not being able to move as required around the LTN area, as well as the potential increase in traffic on the arterial routes resulting in increased journey times beyond acceptable levels.
42. Further engagement with the SEN Transport teams indicated that whilst there have been no complaints from parents/carers of clients or establishments receiving transport about the impact of the LTNs on service provision to date, the SEN Transport team had noted delays to their services following implementation of the Cowley LTN scheme. This subsequently raised concerns relating to the proposed East Oxford LTNs which are detailed below:
 - There were concerns that the health of the students would be impacted as a result of delays. If there are delays due to traffic on arterial routes, or the routing around filters, this may have a knock-on impact for passengers requiring medication at specific times. Drivers and passenger assistants are not permitted to administer medication, so this must be done either at school or at home.
 - The service has statutory maximum journey time of 45 minutes for primary school aged children and 75 minutes for secondary school aged children. There are concerns that these may be exceeded if vehicles are required to route around all of the LTN filters and travel in and out of the LTN for each pick up and drop off, especially in St Marys where there is the largest number of filters proposed. Routes may need to be broken down into multiple vehicles which would incur additional costs to the service.
43. Current service analysis shows that seven students across four contracted SEN Transport routes, who are either living, or travelling to a destination in the East Oxford LTN area would potentially be affected by the LTNs if solutions are not found before implementation. The numbers of students directly affected by the proposals will vary year on year.
44. To address this, it is recommended that contracted routes are provided with an exemption to the filters and given keys to enable access through the East Oxford LTNs. This should be introduced as a trial and if successful could be rolled out to other contracted vehicles providing SEN Transport in other LTN areas. This should help address the concerns of the service.

Emergency services and waste collection services

45. Engagement has continued with these key services to ensure the impacts on services from any design changes during this phase is minimal.

46. Following on from concerns around the ability to turn large vehicles around where there is no through road, all filter locations have been reviewed to ensure safest turning points for vehicles. Unlike Cowley LTNs, many of the routes in East Oxford are much narrower meaning that suitable turning points are not always feasible. As such lockable bollards will be provided at all closure points to allow access for those with keys.
47. The Emergency Services and waste services have not provided further feedback since receiving updated proposals.

Howard Street

48. During the consultation concerns were raised specifically about the operation of the St Mary's LTN along Howard Street. The main concerns included:
 - The position of the filter near the junction with Silver Street unfairly penalising residents of Silver Street and splitting up the community on Silver Street and Golden Road.
 - Loss of trees and safety concerns associated with the provision of a two way road for the length of Howard Street
49. The amendments which were proposed to the scheme ahead of the targeted consultation have been detailed below:
 - Retain the existing one-way system for motor traffic between Iffley Road and Howard Street from where Howard Street joins Iffley Road up to the junction with Silver Road;
 - Provide a contraflow (two way) for cyclists between Iffley Road and Cowley Road along Howard Street;
 - Provide a two-way section for all road users between the Howard Street junctions with Silver Road, and Cricket Road; and
 - Relocate the proposed filter on Howard Street, west of the junction with Silver Road to a point, east of the junction with Silver Road
50. A targeted consultation exercise has been undertaken with local members and residents of Howard Street who will be directly affected by the proposals.
51. The consultation exercise included a hand delivered letter drop to approximately 200 houses on 5 November 2021 (see Annex 4) informing them of the changes above and seeking feedback by 19 November 2021. The same information was also available for non-residents on the Active Travel web pages.
 - Out of 200 leaflets delivered, 23 (11%) residents responded to the consultation.
 - Of those 23 residents, 70% supported the proposal; 13% objected; and 17% were either neutral or did not state a preference.
 - Many residents highlighted that traffic volumes are currently high, detailing concerns of greater pollution levels and the safety of pedestrians. They also commented that although a filter will lower traffic levels in their area, displacement of traffic on arterial routes, such as Iffley Road and Cowley Road will increase.

- There is considerable support for a contraflow system for cyclists and in particular for school children being able to cycle from Howard Street to Larkrise School and join up with the School Streets scheme.
 - 13% of residents either wanted a total ban of motor vehicles or a ban on HGVs along Howard Street.
52. Three respondents (13%) stated that if the East Oxford scheme weren't to go ahead, the Cowley LTN scheme should also be removed.
53. There was concern regarding the Controlled Parking Zone. Some residents were concerned that the filter splits the access to the Zone, so some parking spaces will lie each side of the filter. If one side is full, it would be difficult to access the available spaces that correlate with their permit. The parking team have been consulted and there are possible solutions if this becomes a problem, for example residents may be able to choose to change their permit to a different zone.
54. Should the LTN be progressed the amended design should form the basis of the proposal for Howard Street. Further engagement with residents of Howard Street and adjoining streets should be undertaken as part of the ETRO consultation process, as well as working with the council's parking team to find resolutions to the CPZ concern which has been raised.

Design Investigations and Changes

55. In response to the consultation data in June 2021 further minor modifications have been proposed to address specific concerns as detailed below. Should the East Oxford LTNs be progressed, all residents, businesses and local stakeholders will be updated on the outcome of the CMD and be invited to comment as part of the statutory ETRO consultation. Plans of these proposals which detail the filter locations are available in Annex 1-3.
- DR1 (Divinity Road LTN) - Relocate the filter on Minster Road to a point north of the junction with Warneford Lane to address concerns raised about access to a residential property. This will result in the loss of two parking spaces to ensure a safe turning area. See Annex 1.
 - SM1 Circus Street (St Mary's LTN) – Concerns were raised about the road widths and ensuring safe turning points. The proposed location provides the optimum location to facilitate turning movements therefore no changes are proposed from the version reported to CMD in July 2021. See Annex 2.
 - SM5 James Street (St Mary's LTN) - Residents in the consultation had concerns regarding the loss of parking as the street already has limited parking spaces. The proposed location minimises the loss of parking and therefore no changes are proposed from the version reported to CMD in July 2021. See Annex 2.

- SM9 Barnet Street (St Mary's LTN) - Concerns were raised about dividing the Golden Road community as half would access via Iffley Road, and the other half would access via Cowley Road. Residents preferred that the Silver Road and Golden Road community could all access properties via the Iffley Road and not the Cowley Road. It is recommended that the filter is moved further towards Essex Street to allow Silver Road residents access via Iffley Road. This has no impact in the integrity of the LTN. See Annex 2.
- SC1 Rectory Road (St Clements LTN) – Findings from the June consultation indicated confusion from residents and road users about how the design of this filter would practically work as many were concerned about drivers having the ability to avoid the traffic lights at Morrell Avenue. Re-design has clarified this point for residents and has addressed these concerns. The filter is to be located at the Cowley Road junction of Rectory Road. The part of the road between St Clements Street and Cross Street will be one way from St Clements Street. The part of the road between Cross Street and Cowley Road will be two way to maintain residential access without creating further through traffic. It will therefore not be possible to bypass the traffic lights at Morrell Avenue. See Annex 3.

Strategic Transport Schemes

56. Subject to consultation, funding and final scheme approvals the County Council, in partnership with Oxford City Council, intends to implement aspects of its Connecting Oxford proposals in 2023. Connecting Oxford includes a Workplace Parking Levy (WPL) and traffic filters on some of the city's main radial and orbital routes, as well as improvements to walking, cycling and public transport provision. These changes aim to create a "low traffic city" making it easier for residents, commuters and visitors in the city to walk, cycle and use public transport.
57. The Zero Emission Zone (ZEE) will support Connecting Oxford by further reducing traffic and encouraging the use of low and zero emission vehicles, improving air quality and further reducing transport carbon emissions. A ZEE pilot, covering a small number of city centre streets, has already been approved and will be implemented in February 2022.
58. Low Traffic Neighbourhoods in the city will complement Connecting Oxford and the ZEE by reducing vehicular traffic in residential areas.
59. The measures which form part of Connecting Oxford, the ZEE and Low Traffic Neighbourhoods have similar aims and all support the delivery of the Fair Deal Alliance's priorities.

Sustainability Implications

- 60. The LTN proposals 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%.

Financial Implications

- 61. The current funding available for the entire Active Travel Tranche 2 programme is:

Funding available	Capital	Revenue
DfT	£ 2,388,000.00	£597,000.00
S106	£ 37,942.17	
Growth Deal (Capital)	£ 479,000.00	
Total Funding	£ 2,904,942.17	£597,000.00

- 62. The East Oxford LTNs and Quietways are funded as part of the Department for Transport’s Active Travel Tranche 2 programme. The funding will cover the cost of physical measures, consultation expenses, legal costs and staff costs.
- 63. The current works estimate for the East Oxford LTNs and Quietways is approximately £185,000 which includes an allowance for reactive works and changes to the scheme during implementation.
- 64. No allowance for ongoing maintenance has been included as part of the funding. It is anticipated any future maintenance will be included within the council’s maintenance budget. Once implemented, it is anticipated that these costs will be low. Local groups have shown interest in maintaining planters in their local areas which minimises ongoing maintenance costs.
- 65. Special Educational Needs transport is a statutory service with maximum travel target times for students, additional contracts may need to be procured by the council to overcome any potential impact of the LTNs on travel times, at least in the short term if they do breach statutory requirements. This would incur additional cost against the supported transport budget but at this stage the amount and impact is unknown.
- 66. Whilst the current funding is sufficient to implement the East Oxford LTNs, it is noted that the overall Active Travel Tranche 2 budget is under pressure. Should the East Oxford LTNs and associated Quietways not be progressed, the funding could be absorbed into the project to deliver more of the Quickways cycle schemes and address concerns raised in the consultation.
- 67. The Government has stated that if councils fail to follow through on their Active Travel bid programmes, future funding may be at risk. However, DfT are content that Oxfordshire County Council have a clear rationale for incorporating the LTNs with other strategic transport measures and it is unlikely that future funding will be affected as a result of doing so. Should the East Oxford LTNs be incorporated into the programme for other strategic transport measures, the funding that was

allocated to the East Oxford LTNs will be reallocated to other elements of the council's Active Travel programme.

Comments checked by:

Rob Finlayson, Corporate Services, rob.finlayson@oxfordshire.gov.uk (Finance)

Ian Dyson, Assistant Director of Finance, ian.dyson@oxfordshire.gov.uk

Staff Implications

68. Experience shows that these types of transport schemes generate high levels of correspondence which require a significant level of resource to manage. In addition, ongoing dedicated resource will be required to support the engagement and delivery process throughout implementation and beyond, should the scheme be implemented.
69. The DfT funding allocation allows for some staffing for the duration of the scheme but shortfalls have been identified which could impact on the wider Active Travel programme. Options are continuing to be investigated to address this issue.
70. Incorporating the LTNs into the strategic programme of transport measures for the city would allow resource to be utilised more efficiently.

Legal Implications

71. The scheme development will be led by Oxfordshire County Council as Highway Authority. Oxfordshire County Council will be receiving legal advice on the scheme from their own legal team in development of the ETROs.
72. Legal challenges could be made by consultees that strongly oppose the scheme. However, the consultation that has been undertaken is an informal consultation to aid with development of the design. There is no statutory requirement to undertake this level of consultation in advance of an experimental traffic regulation order and so the potential for legal challenge at this stage is low. Should the scheme be implemented the statutory consultation will commence when the scheme has been implemented and the ETRO begins.

Comments checked by:

Jennifer Crouch, Principal Solicitor, jennifer.crouch@oxfordshire.gov.uk (Legal)

Corporate Policies and Priorities

73. The LTNs have been identified as part of the Oxford LCWIP and are consistent with Oxfordshire County Council's aim to achieve zero carbon emissions by 2035. They also support the wider Connecting Oxford scheme which promotes increased cycling, walking and use of public transport.

Risk Management

74. Whilst delivery of the LTNs supports the Fair Deal Alliance's priorities, there are reputational, political and financial risks of not developing, consulting and implementing LTNs in coordination with Connecting Oxford and ZEZ proposals. These risks include:
- Detrimental impact on the public acceptability of strategic transport measures due to concerns raised, including by some who support the proposals, regarding the wider impacts of LTN measures (including additional traffic on surrounding routes) and concerns that those wider impacts are not being addressed by delivering LTNs in isolation without the strategic transport measures in place.
 - Confusion due to engagement and consultation being conducted on a number of different transport measures in the city at the same time or consecutively. This may result in challenges regarding the transparency of the council's consultations and therefore risk the implementation of schemes.
 - Delays to the programme for other strategic measures, such as Connecting Oxford and ZEZ, as resource is focused on the delivery and post-implementation requirements of the East Oxford LTNs.
 - Negative impacts on relationships with key stakeholders (including the city council and bus operators) who consider it important to incorporate the East Oxford LTNs into the programme for other strategic transport measures to mitigate their impacts on the wider network.

Equality and Inclusion Implications

75. 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.

OWEN JENKINS - Director for Growth and Economy

Contact details: East Oxford LTN Team
eastoxfordltn@oxfordshire.gov.uk

16 December 2021

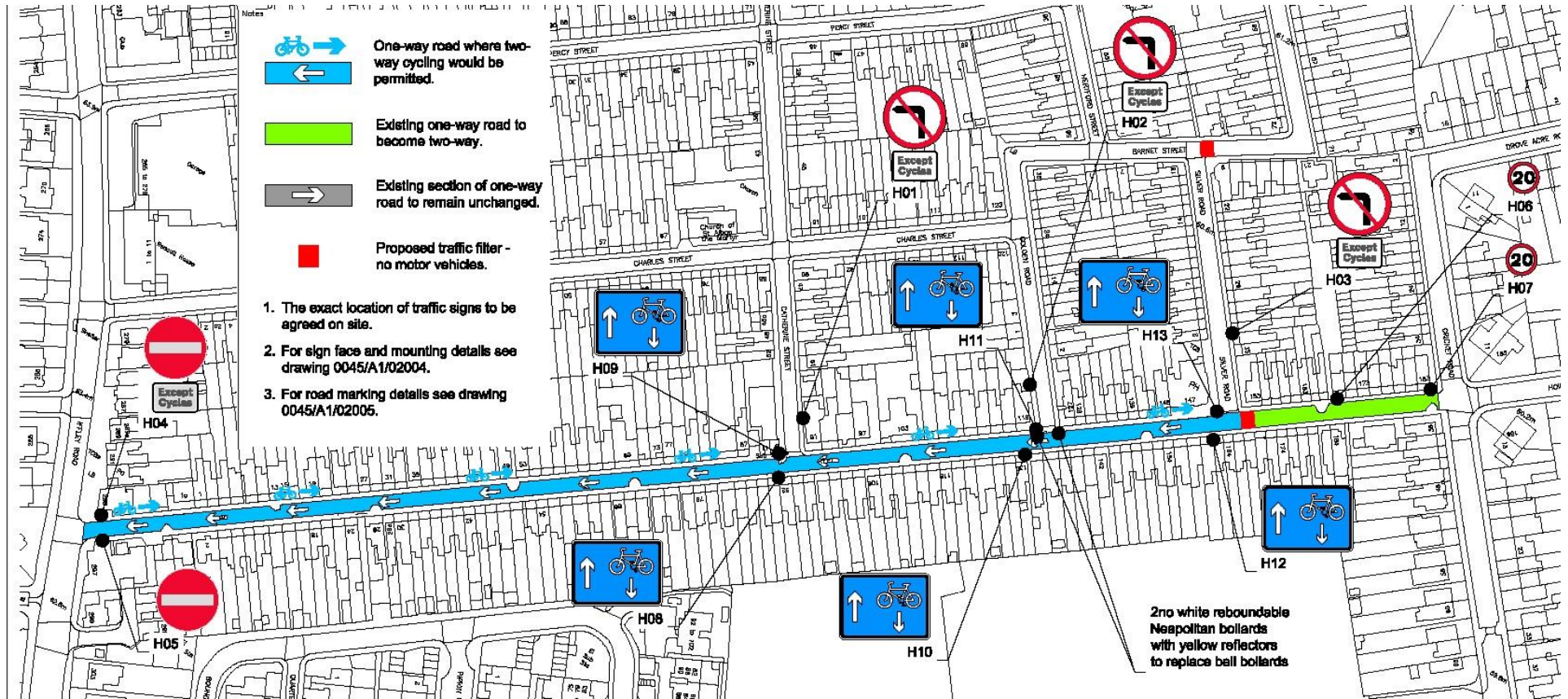
Annex 1 – Proposed Divinity Road area LTN
Annex 2 – Proposed St Mary's LTN
Annex 3 – Proposed St Clement's LTN
Annex 4 – Howard Street design proposals (letter and map)
Annex 5 - Equality and Climate Impact Assessment







CMDHM4



East Oxford LTN Team
Oxfordshire County Council
County Hall
New Road
OX1 1ND

5 November 2021

Dear Stakeholder

Proposed East Oxford Low Traffic Neighbourhood – Howard Street Filter

Following the consultation on the proposed Low Traffic Neighbourhoods within East Oxford in June 2021, a report was considered at the Cabinet Member Decision meeting on 29 July 2021. The outcome of this meeting was a request for targeted engagement and consultation relating to areas with unresolved issues and report this back. Concerns were raised about the proposals for Howard Street. To address these concerns, we are proposing the following changes:

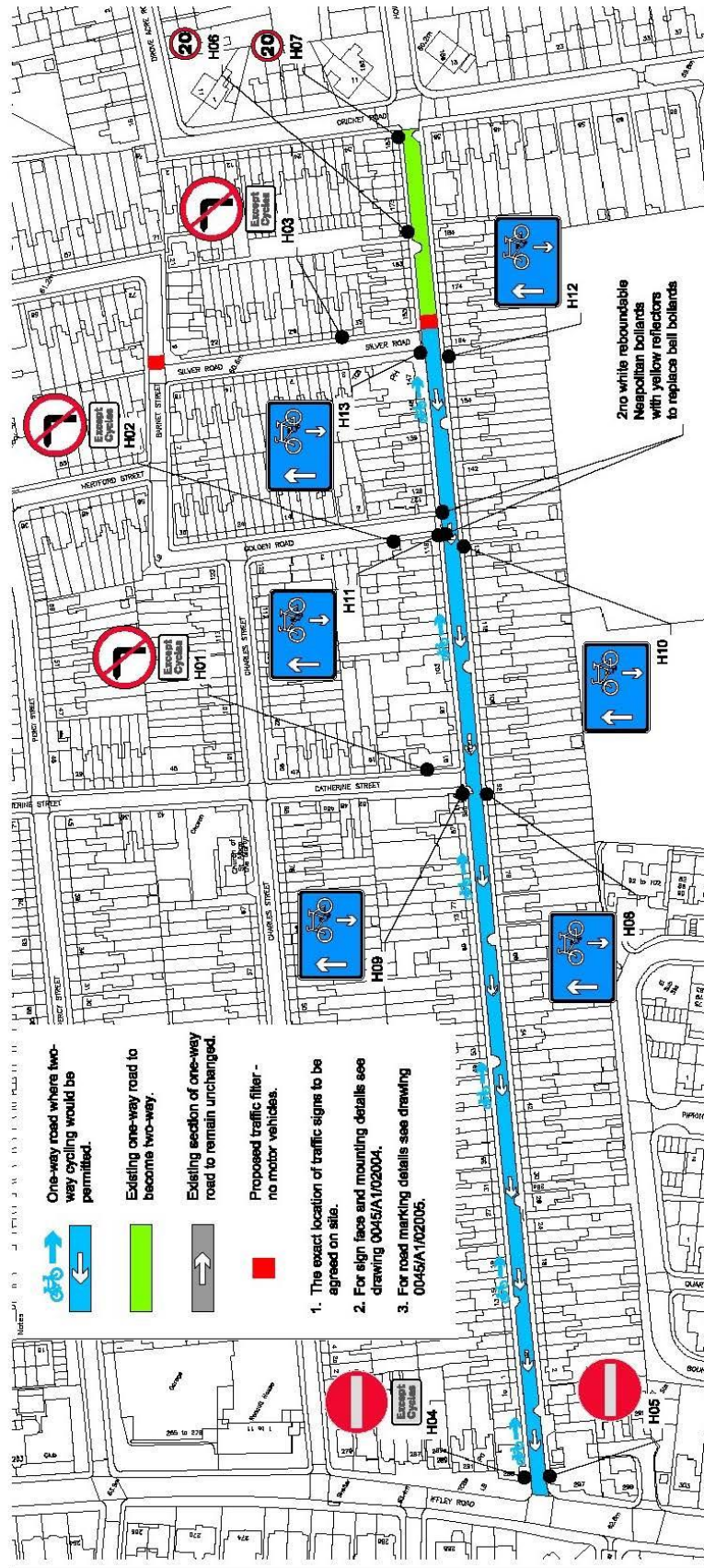
- Retain the existing one-way system for motor traffic between Iffley Road and Howard Street from where Howard Street joins Iffley Road up to the junction with Silver Road
- Provide a contraflow (two way) for cyclists between Iffley Road and Cowley Road along Howard Street
- Provide a shorter two-way section for all road users on Howard Street between the junctions of Silver Road and Cricket Road
- Relocate the proposed filter on Howard Street, west of the junction with Silver Road to a point, east of the junction with Silver Road

If you have any feedback or comments about these proposed design changes for Howard Street Filter please email these to EastOxfordLTN@oxfordshire.gov.uk or write to East Oxford LTN – Howard Street Filter, FREEPOST OXFORDSHIRE COUNTY COUNCIL. The closing date for receiving comments is **Friday 19 November 2021**. Information on the proposed design changes is also published on the Active Travel pages of the county council website.

Anonymised feedback will be reported to the Cabinet Member Decision meeting on 16 December 2021. Should it be agreed the scheme go ahead, it is anticipated that it will be implemented in Spring 2022 under an Experimental Traffic Regulation Order. This means that a statutory consultation period will run alongside implementation, and there will be a further chance to input your views.

Yours faithfully

East Oxford LTN team





Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE



**OXFORDSHIRE
COUNTY COUNCIL**

Cherwell District Council and Oxfordshire County Council

Equality and Climate Impact Assessment

East Oxford Low Traffic Neighbourhood Proposal

16 December 2021

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Section 1: Summary details

Directorate and Service Area	Environment and Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Proposed East Oxford Low Traffic Neighbourhood scheme
Is this a new or existing function or policy?	Amendment to a new scheme
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>Drawing on funding secured through the Department for Transport's Active Travel Tranche 2 fund, a proposal to create a low traffic neighbourhood including quietways within Divinity Road Area, St Mary's and St Clement's has been developed and consulted on. The proposal puts forward benefits for people of all ages from children and their journeys to school, to commuters and businesses. People with disabilities will also benefit from a removal of barriers to active travel, affording them an equal space on the street. In addition, due to the promotion of active travel for short journeys as opposed to carbon intensive modes, the proposal contributes to Oxfordshire County Council's ambition of reducing carbon emissions. As designed, the proposal does not intend to discriminate or unfairly disadvantage any individual or groups within the community. Monitoring of the scheme will be undertaken. The aim of the measures is to create a place that is accessible and beneficial for all.</p> <p>Restriction measures are implemented in an area where motorised traffic will be prevented from taking short cuts. These are intended to be enforced through physical measures, such as planters and bollards, which should create quieter and safer streets where residents may feel safer and more comfortable when making</p>

	local journeys by bus, by cycle or on foot. The measures are proposed as an effective means of promoting walking and cycling, in line with council objectives of public health, traffic decongestion, climate change and air quality. East Oxford was identified in the Local Cycling and Walking Infrastructure Plan as an area lacking cycling facilities and poorly served by connectivity to the city centre and surrounding area.
Completed By	Emma Walters, Senior Transport Planner
Authorised By	Owen Jenkins, Director of Growth and Economy
Date of Assessment	December 2021

Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>Walking and cycling are good for our physical and mental health. Switching more journeys to active travel will improve health, quality of life, air quality and has wider gain for the environment. These are substantial win-wins that benefit individual people and the community as a whole.</p> <p>In response to COVID-19, the DfT launched two funding streams for Active Travel. This project is in response to the second round of this funding announced in November 2020. The aim of this funding is to support active travel interventions that will meaningfully reallocate road space for cyclists and develop both cycling and walking as an attractive alternative mode of travel for short journeys, whilst encouraging public transport use. In addition, promoting active travel has many health benefits, including tackling obesity.</p> <p>According to the DfT Gear Change and Public Health England – A bold vision for cycling and walking publication 2020, physical inactivity is responsible for 1 in 6 deaths in Britain and costs £7.4 billion a year to business and wider society.</p> <p>Oxfordshire County Council is proposing an LTN in east Oxford, covering Divinity Road Area, St Mary's and St Clement's. The aim is to engage in a series of consultations with statutory stakeholders (Thames Valley Police, ambulance service, fire brigade and ODS refuse service), as well as key stakeholders and</p>
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	<p>the public, which have now taken place.</p> <p>Key Dates:</p> <ul style="list-style-type: none"> • 8 June - Public consultation on proposed LTN scheme opens • 29 June - Public consultation on proposed LTN scheme closes • 29 July - Council decision based on officer recommendations following consultation • August – October 2021 – targeted consultation and engagement with various stakeholders • 16 December – Cabinet Member decision on officer recommendations following targeted consultation • March 2022 - New ETRO measures implemented if approved • March – August 2022 - Formal consultation on how the measures are working • Before August 2023 – Decision on whether to make measures permanent
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>The proposed scheme would be introduced by an experimental traffic regulation order (ETRO) which will last no longer than 18 months. Within this period a decision will be made on whether to make the measures permanent.</p> <p>To make it easier for people to walk and cycle in this area, the proposal will restrict movements by motor traffic at the following locations:</p> <p>Divinity Road Area DR1 Divinity Road DR2 Southfield Road</p> <p>St Mary's SM1 Circus Road SM2 Temple Street SM3 Stockmore Street SM4 Marston Street SM5 James Street SM6 Bullington Road SM7 Leopold Street</p>

	<p>SM8 Magdalen Road SM9 Barnet Street SM10 Howard Street</p> <p>St Clement's SC1 Rectory Road SC2 Princes Street</p>
<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>In line with government guidance, alongside its statutory obligation to consult with emergency services and other statutory consultees, Oxfordshire County Council will be undertaking surveys if measures are implemented. The county council has been monitoring air quality since March 2021, whilst city council data has been ongoing pre-Covid-19. Boundary roads, such as Cowley Road, Iffley Road and Morrell Avenue have been monitored since early 2019 and are ongoing. Further monitoring in Divinity Road and Cowley Road will be undertaken using permanent automatic traffic counts from July/August 2021. Analysis of the whole LTN area has been ongoing since 2019 using Geofence and will be procured for 2020/2021. Journey time data is also available using Google Journey Planner and is based on current congestion levels for cars.</p> <p>Workshops were conducted with relevant stakeholders in March, April and May 2021 to identify principles to work to and discuss possible options. Oxfordshire County Council has undertaken a (non-statutory) 3 week consultation 8 – 29 June 2021 for stakeholders and the general public. The consultation includes a questionnaire survey for responders to give their feedback. The final questions of the survey ask for demographic details to understand whether there are any equality issues. We can analyse the data according to equalities groups. Where there is a significant discrepancy in support or objection between groups, it is considered important to understand the reason for that. Further targeted engagement with mosques, taxi companies and minor design changes to Howard Street were carried out as part of the CMD decision given in July 2021 (see main CMD report).</p>

<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Oxfordshire County Council is currently looking at measures to promote active travel. To incentivise active travel i.e. cycling and walking and use of public transport within the area, the proposed scheme is to make vehicle travel less desirable for motorists and hence make the streets more appealing to cyclists and pedestrians, which given the budget, was the only real option. Evidence from Public Health England shows that well designed, accessible streets can encourage people to walk or cycle more as part of their daily routines, leading to a healthier lifestyle. Streets that encourage people to linger and spend time can also provide economic benefits, for example for local retail.</p>
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Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Allows all ages to cycle and walk safely within the proposed LTN area, which will increase sustainable travel within the area.</p> <p>E-scooters will be able to use existing roads, as it is illegal to travel using pavements.</p>			Implementation of new ETRO March 2021

<p>Disability</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p>There are potentially both positive and negative impacts. This traffic scheme is expected to make disabled people on foot, using a bicycle, a wheelchair or motorised scooter feel more comfortable using the road either walking or cycling by removing most motorised traffic. Dimensions between filters are wide enough for wheelchairs and mobility scooters and as such, these facilities will encourage more opportunities for people to benefit from additional exercise and opportunities for social interaction. It should be noted that people who cannot use sustainable methods of travel should benefit from less traffic on neighbouring routes when using motorised vehicles, but there is</p>			<p>Implementation of new ETRO March 2021</p>
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Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable			
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable			
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable			
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	71% of respondents were white.	Easy Read documents were produced to consult with diverse groups and those who have literacy and language barriers. See also religion and engagement with mosques.		

<p>Sex</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>There is evidence from Sustrans that some people, particularly women don't feel safe and are hesitant to start or restart cycling. The aim of reducing vehicle movements in the area allows safer, more attractive routes for everyone to use and to enable a greater take up of cycling and walking a irrespective of sex.</p>			
<p>Sexual Orientation</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>Not applicable</p>			

Religion or Belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Work with various religious groups i.e. access to mosques and churches for worship</p>	<p>Joint workshop held with the 4 leaders of the mosques to assess the impact of the proposals on access to the mosques.</p> <p>Continue consultation and monitor impacts, if any, such as ability to access facilities via the ETRO process</p>		<p>Implementation of new ETRO March 2022</p>
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Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable			
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable			
Carers	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Whilst scheme beds in, travel journeys for carers may take longer to access destination	Continuously monitor scheme via the public perception survey's	Innovation Hub	Implementation of new ETRO March 2022
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People in areas of deprivation are more reliant on bus and less on car. The main purpose of the scheme is to improve the cycle and walking routes to these areas and work with bus companies to encourage use.			Implementation of new ETRO March 2022

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Providers	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	If journey times extend will have a negative impact on SEN school transport (see Disability section)	Continuous communication and monitoring of service		Implementation of new ETRO March 2022
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Interaction within community, feeling safer to use area through sustainable travel			Implementation of new ETRO March 2022

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 3: Impact Assessment - Climate Change Impacts

OCC and CDC aim to be carbon neutral by 2030. How will your proposal affect our ability to reduce carbon emissions related to

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Energy use in our buildings or highways	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Compared to pre July 2019 reference point, Measures will encourage modal shift to sustainable travel modes and thereby set a benchmark for further progress			Implementation of new ETRO March 2022
Our fleet	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Compared to pre July 2019 reference point, Measures will encourage modal shift to sustainable travel mode and thereby set a benchmark for further progress.	Ensure that routes are understood by staff using motorised transport so that journey lengths are minimised		Implementation of new ETRO March 2022

Staff travel	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It will encourage cycling and walking to work and use of public transport			Implementation of new ETRO March 2022
Purchased services and products (including construction)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Not applicable.			
Maintained schools	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It will encourage more children to walk or cycle and thereby increase health and attention levels			Implementation of new ETRO March 2022

We are also committed to enable Cherwell to become carbon neutral by 2030 and Oxfordshire by 2050. How will your proposal affect our ability to:

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Enable carbon emissions reduction at district/county level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It will encourage walking and cycling, therefore reducing pollution and CO2. Will also act as a mechanism to influence driver behaviour, by reducing the ease of journeys by the private car thereby incentivising consideration of other modes.			Implementation of new ETRO March 2022

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	December 2021
Person Responsible for Review	Emma Walters, Senior Transport Planner, Growth and Place
Authorised By	Owen Jenkins, Director of Growth and Economy