

Divisions affected: *University Parks*

DELEGATED DECISIONS BY CABINET MEMBER FOR TRANSPORT MANAGEMENT

21 MARCH 2024

OXFORD: MARKET STREET – EXPERIMENTAL PEDESTRIAN & PEDAL CYCLE ZONE (

Report by Corporate Director, Environment and Place

RECOMMENDATION

- a) The Cabinet Member for Transport Management is **RECOMMENDED** to approve the changes to parking and loading on Market Street in Oxford city centre (using an ETRO) to facilitate the introduction of an experimental pedestrian and cycle zone. This will allow operational and public realm enhancements to Market Street.

Executive Summary

1. This report sets out the proposal to introduce changes to parking and loading on Market Street in Oxford city centre under an Experimental Traffic Regulation Order (ETRO). The proposals will include the introduction of a pedestrian and cycle zone with the retention of (a reduced number of) loading bays for the Covered Market and other businesses in the vicinity. A plan summarising the proposals is at **Annex 1**.
2. The changes are being proposed because the city council is seeking to support the Covered Market by transforming Market Street into a pedestrian friendly zone, with the aim being to improve footfall to the market and trial changes ahead of the wider permanent regeneration and refurbishment works to the Covered Market.
3. The trial will help create a more inclusive and welcoming public ‘dwell’ space with improved surfacing, wider footways, cycle racks and the addition of outdoor seating and planting. It will also highlight the northern entrances to the Covered Market and provide valuable learning on traffic measures to be considered when planning for permanent changes in the future.
4. Feedback from a period of stakeholder engagement in August to October 2023 fed into the design process for the scheme. This engagement involved councillors, council officers, a range of transport and civic stakeholders, Covered Market traders, Market Street frontagers and the city council’s Inclusive Transport & Movement Focus Group.

Financial implications

5. The current city council budget estimate for the introduction of the changes to Market Street, if the ETRO is approved, is £353,686. This covers construction costs including contingency (physical works to the street to include changes to road layout, signage, surfacing and introduction of new street furniture and planting), design team, legal fees, surveys and city officer costs. This would be fully funded as follows:
 - £100k – city council held S106 developer funding,
 - £50k – Central Oxfordshire Movement and Place Framework (COMPF) funding,
 - £170k – Shared Prosperity Fund (city council),
 - £34k – Community Infrastructure Levy (city council).
6. COMPF is currently under development and will be a joint county and city council blueprint for public realm and transport transformations. The Market Street experimental scheme allows COMPF principles to be tested and learning from the scheme can be applied to other similar changes which might be proposed as part of COMPF.
7. Legal costs associated with the ETRO are also being paid for by the city council.
8. If elements of the scheme need to be amended during the ETRO period and/or the scheme is made permanent, additional funding will need to be found for this by the city council.

Equalities implications

9. An Equalities Impact Assessment is at **Annex 2**. The proposal is not expected to have a disproportionate impact, bias, discriminate or unfairly disadvantage individuals or groups within the community.
10. The Equalities Impact Assessment will be reviewed as the construction design is finalised and will be monitored as part of the six-month consultation at the start of the ETRO period.

Legal implications

11. The scheme will be introduced using an Experimental Traffic Regulation Order (ETRO) in accordance with the powers and duties set out in the Road Traffic Regulation Act 1984. Some or all of the changes may be made permanent following the experimental phase, subject to the six-month consultation, and monitoring of the scheme's impacts.

12. Because the city council will deliver the improvements to Market Street if the use of an ETRO is approved, a S278 legal agreement will need to be entered into between the city council and the county council. Work on this is well advanced.

Sustainability implications

13. The proposals would support Oxfordshire County Councils' vision to deliver a zero-carbon Oxfordshire transport system that enables the county to thrive whilst protecting the environment and making Oxfordshire a better place to live for all residents.

Informal pre-ETRO Consultation

14. Consultation on the intention to use an ETRO to deliver the scheme was carried out with stakeholders between 23 January and 16 February 2024. An email was sent to statutory consultees & key stakeholders, including (but not exclusively) Thames Valley Police, the Fire & Rescue Service, Ambulance service, Bus operators, countywide transport/access & disabled peoples user groups, Oxford City Council, local City Councillors, the local County Councillors representing the University Parks & Jericho & Osney divisions, Oxford Preservation Trust, Oxford Colleges, local interest & advocacy groups, and local businesses.
15. Emails with information about the consultation were sent directly to nearby premises including on Market Street and within the Covered Market.
16. 41 responses were received via the online survey during the course of the consultation, comprising of: 30 in support, seven partially supporting, two objections, and two non-objections.
17. Additionally, a further nine emails were received.
18. Full details of the responses received during the informal consultation period have been made available to the Cabinet Member for Transport Management ahead of this meeting.

Consultation feedback and officer responses

Concerns about Loading Capacity/Displacement:

19. Transport surveys carried out during the development of the scheme design indicate that a reduction in the number of loading bays from 12 to 7 should provide sufficient capacity for legitimate loading. Illegal parking which reduces available spaces has been highlighted by stakeholders and confirmed by surveys during the scheme design development process as an

issue and Market Street is now subject to increased parking enforcement attention. Further transport surveys will be commissioned to review bay use and vehicle numbers during the trial.

Concerns about Lack of Parking Enforcement:

20. Parking Enforcement activity has recently been increased in the area in response to concerns raised by market traders and others and this will continue to be kept under review throughout the trial.

Concerns about Lack of Cycle Parking:

21. The scheme design includes seven new Sheffield type cycle stands at the western end of the scheme outside Boots – this provides space to park fourteen bicycles securely. Further cycle parking would of course be welcome, although it is very challenging to achieve this in Market Street given the physical constraints and the need to balance this with the requirements of all street users.
22. Further cycle parking will be considered as part of the main Covered Market Regeneration works. Also, the two councils are actively considering the possibility of providing additional cycle parking provision in Brasenose Lane, Ship Street and Cornmarket Street.

Preference for Full Closure to Vehicles or Restricted Loading Times:

23. The access exemptions proposed in the form of the pedestrian and cycle zone with loading only in marked bays etc are all considered necessary to meet the current requirements of the street.
24. Access to the Northgate Surgery entrance supports Blue Badge Holder visitors i.e. patients with mobility restrictions that cannot walk even a short distance. Also for taxis carrying Blue Badge Holder passengers.
25. It is proposed that loading is permitted in marked bays in the street to enable servicing for Covered Market traders and other local retailers and to avoid displacement of vehicles onto adjacent streets. The transport surveys carried out during the development of the scheme design established that loading capacity is currently required throughout the day, albeit that a reduced number of loading bays should provide sufficient capacity for legitimate loading.

Concerns about Mixing Pedestrians with Cyclists:

26. Footway widths in Market Street have been increased to a minimum of 1.8m and delineation between the footways and carriageway will be provided using a tactile paving strip and planters. This will help pedestrians with mobility and visual impairments to be able to understand when they are transitioning from footway to carriageway. This aspect of the design will also encourage cyclists to use the central carriageway rather than the footways. If the

scheme is made permanent, higher quality, visually appealing materials which still ensure clear delineation can be considered as this delineator strip, subject to funding being available.

27. Accident data suggests that pedestrian and cyclist collisions are rare, although it is appreciated that pedestrians can feel nervous around cyclists, especially if cycles are ridden inconsiderately/at speed. The design of the wider delineated footways will provide an area that pedestrians can move safely in and that cyclists are encouraged to avoid. Feedback will be actively encouraged from all users of the scheme once it is operational. Further changes to the design may need to be considered – if this is the case, this can be done during the trial.

Various detailed design elements:

28. A number of other detailed comments and suggestions (rather than explicit concerns) about various design elements were raised in some responses. For example detailed location and orientation of planter benches, how the transition from existing surfaces and the enhanced materials would be delivered, how vehicles will or will not stay within loading bays and not encroach on pedestrian space/public realm. These comments will be carefully considered by the design team as the construction details are finalised if the ETRO is approved.

Next steps

29. If the recommendation is approved, officers will work with the city council project team to arrange implementation – currently planned for early April 2024.
30. Following scheme implementation, stakeholders and members of the public will then have a minimum six-month statutory consultation period to comment on the experiment. Within this period, the scheme can be modified to take account of any issues or alterations required.
31. Before the end of the 18-month period of the ETRO, a decision on whether to make some or all of the scheme permanent will be taken in light of responses to the statutory consultation, funding availability, and monitoring and evaluation of the scheme.

Bill Cotton
Corporate Director for Environment and Place

Annexes
Annex 1: Plan showing proposed changes.
Annex 2: Equalities Impact Assessment

Contact Officers: Craig Rossington
(Technical Lead - Transport Planning Central)

March 2024

Drawing No.

KEY

- PROPOSED PEDESTRIAN & CYCLE ZONE**
Operational at all times, no loading permitted except in signed bays.

- Exempt vehicles include:
 - blue badge holders
 - taxi and private hire vehicles
 - for loading in signed bays
 - for access to off-street premises

- EXISTING PEDESTRIAN ZONE**
No vehicles - between 10am - 6pm

- MARKED LOADING BAYS**
Max stay 1 hour, no return within 1 hour

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

IN ADDITION TO THE HAZARD/RISKS NORMALLY ASSOCIATED WITH THE TYPES OF WORK DETAILED ON THIS DRAWING NOTE THE FOLLOWING SIGNIFICANT RESIDUAL RISKS

CONSTRUCTION
(ENTER 'NONE' IF APPLICABLE)
MAINTENANCE/CLEANING
(ENTER 'NONE' IF APPLICABLE)
USE
(ENTER 'NONE' IF APPLICABLE)
DECOMMISSIONING/DEMOLITION
(ENTER 'NONE' IF APPLICABLE)

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OXFORDSHIRE COUNTY COUNCIL

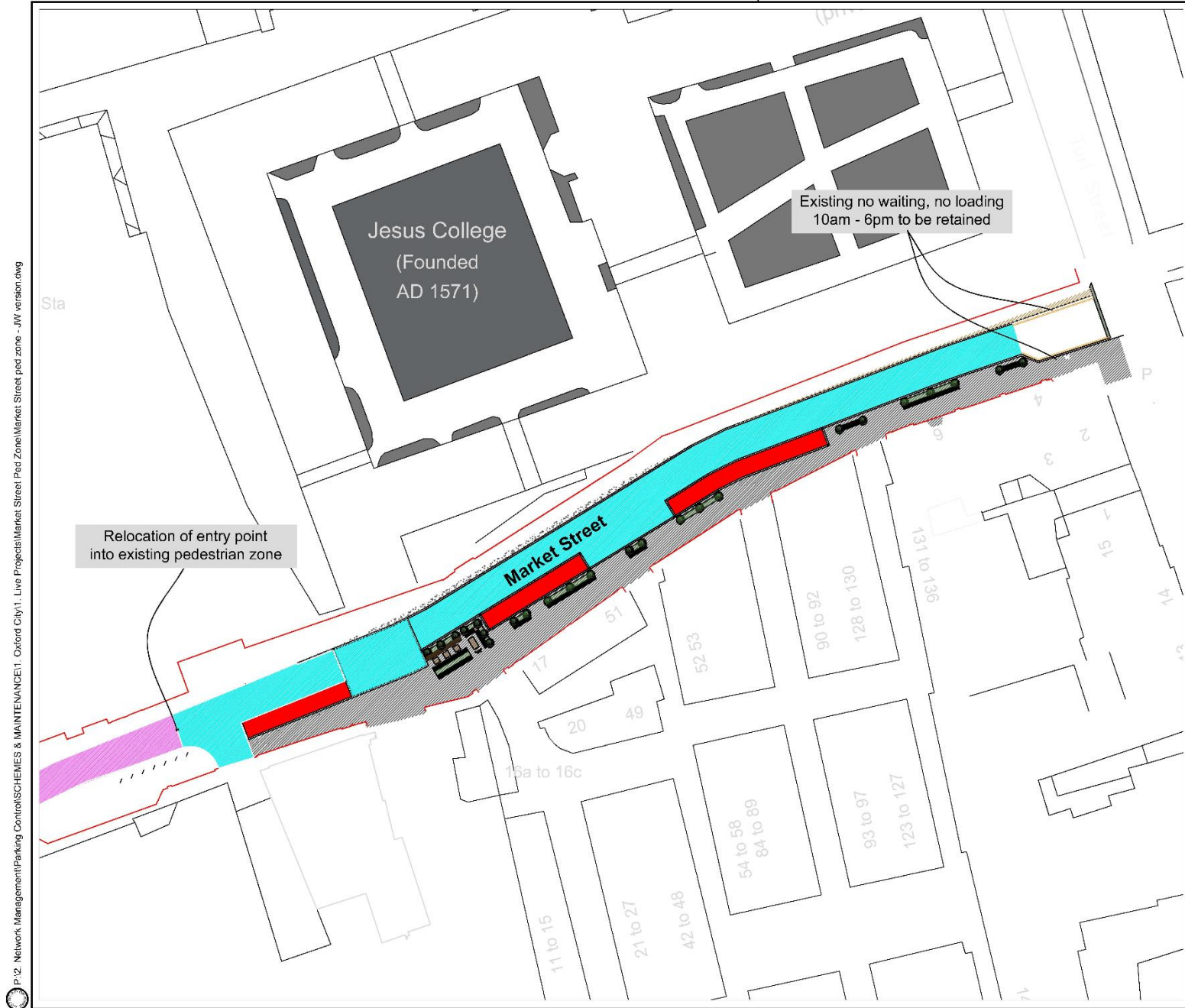
Project title
**Market Street, Oxford
Public Realm Improvement Scheme**

Drawing title
**Proposed pedestrian and cycle zone
Consultation drawing**

Drawing Status			
Consultation			
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Oxfordshire County Council

Equalities Impact Assessment

Market Street, Oxford – temporary public realm enhancement. Introduction of a pedestrian and cycle zone using an experimental traffic regulation order (ETRO)

February 2024

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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).	<p>A proposal to introduce a pedestrian and cycle zone in Market Street, Oxford with accompanying enhancement so street furniture, footway/carriageway surfaces and planting which, if approved, will initially be introduced as an experiment.</p> <p>Should the experiment be approved, this Equality Impact Assessment (EIA) will be updated as part of the detailed design, and with impacts to be monitored as part of the six-month Experimental Traffic Regulation Order consultation.</p>
Is this a new or existing function or policy?	<p>The enhancements to Market Street is a new scheme. Improving conditions for walkers and cyclists at the same time as delivering efficient movement of goods and services in Oxford city centre aligns with the county council's transport strategy, as set out in the Central Oxfordshire Travel Plan. The proposal also supports Oxfordshire County Councils' vision to deliver a zero-carbon Oxfordshire transport system that enables the county to thrive whilst protecting the environment and making Oxfordshire a better place to live for all residents.</p>
<p>Summary of assessment</p> <p>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>	<p>The proposal is not expected to have a disproportionate impact, bias, discriminate or unfairly disadvantage individuals or groups within the community.</p> <p>The pedestrian and cycle zone will reduce access for motor vehicles. However, Blue badge holders as well as taxis and private hire vehicles are proposed to be exempt vehicles in the pedestrian and cycle zone and as such will still be able to access the street. This will allow access to the Covered Market and other frontages including the GP surgery recently opened in the redeveloped Northgate House.</p> <p>The enhancement of the street will see the removal of level differences between the footway and the carriageway. This will help those with mobility and visual impairments – removing a trip hazard. A tactile paving strip on the footway where it is adjacent to the carriageway surfacing will help blind and partially sighted pedestrians to know when they are entering/leaving space where there will be moving vehicles. The nature of the street design should mean that any moving vehicles will be doing so very slowly. The number of vehicles using the street is expected to be reduced compared to the current situation.</p>
Completed By	Craig Rossington

Authorised By	
Date of Assessment	29 February 2024

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>Improving conditions for walkers and cyclists at the same time as delivering efficient movement of goods and services in Oxford city centre aligns with the county council’s transport strategy, as set out in the Central Oxfordshire Travel Plan. The proposal also supports Oxfordshire County Councils’ vision to deliver a zero-carbon Oxfordshire transport system that enables the county to thrive whilst protecting the environment and making Oxfordshire a better place to live for all residents.</p> <p>The scheme will be introduced using an Experimental Traffic Regulation Order. Some or all parts of the scheme may be made permanent following the experimental phase, subject to the six-month consultation, monitoring of the scheme’s impacts and consideration of the effects of the Oxford trial traffic filters.</p> <p>The decision whether to approve the experiment will be made at a Cabinet Member Decisions meeting in March 2024.</p>
<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 scheme will provide a pedestrian and cycle zone in Market Street in Oxford city centre with exemptions for blue badge holders, taxis and private hire vehicles and for loading in bays and for accessing off street premises in the street. The zone will be accompanied by changes to street surfaces, and new street furniture and planting in order to make the street a more attractive place to visit and spend time in.</p> <p>The scheme will reduce the number of vehicles using the street for dropping off and picking up as well as parking and should make use by legitimate loading activity by premises in the Covered Market and other frontages more. The zone will make walking and cycling more attractive including for people with mobility and visual impairments.</p>
<p>Evidence / Intelligence</p>	<p>To inform the scheme design, preliminary engagement by city council officers with stakeholders took place from August to October in 2023. This involved emailing and providing online engagement sessions for councillors at Oxfordshire County and</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>Oxford City Councils, county and city officers, bus operators, emergency services, Oxford Preservation Trust, Historic England, University of Oxford Colleges, delivery companies, local interest and advocacy groups and local businesses.</p> <p>Feedback received during the preliminary engagement stage of the project primarily included some concerns about loading capacity/displacement, and lack of cycle parking. The design of the scheme was adjusted accordingly.</p> <p>Plans were presented at the Oxford City Council Inclusive Transport & Movement Focus Group on 20th September 2023, followed by a site visit with representatives of Unlimited Oxfordshire on 10th October 2023 and with MyVision Oxfordshire, 23rd January 2024. Following these visits, upgrades to the accessible toilet have been delivered and the proposed approach to the use of tactile hazard paving to delineate the footway from carriageway areas was confirmed as acceptable.</p> <p>During the informal consultation about the ETRO in January and February 2024, a total of 50 responses were received. Feedback received primarily included concerns about the impact on loading activity, the adequacy of parking enforcement activity, the lack of cycle parking, the limited impact on vehicular activity of the scheme and the negative effects of mixing cyclists with pedestrians. Officer responses to these concerns are set out in the Cabinet Member Decision’s report.</p> <p>As it is intended to introduce the scheme as an experiment, proposals will also be subject to a consultation as part of the Experimental Traffic Regulation Order process.</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>Full closure to vehicles for a core part of the day was considered in order to improve the quality of the street for pedestrians and cyclists and the businesses situated there. However, for the time being at least this was felt to impact too negatively on legitimate access to the street for frontagers/businesses e.g. Covered market and the GP Surgery. The full-time pedestrian and cycle zone will limit access to the street but allow legitimate users to reach their destination.</p> <p>The scheme, if approved, will be implemented as an experiment so the impacts can be monitored and changes to the scheme can be made if necessary.</p>

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>People are unlikely to be disproportionately impacted by the scheme based on their age.</p> <p>Reducing vehicle volumes will make the street more attractive to visit for older people who may be more easily intimated/affected by moving vehicles.</p> <p>Removing level difference between footway and carriageway will reduce likelihood of tripping but could prevent visually impaired people from knowing when they are in live carriageway</p>	<p>Blue badge holders can be driven to the GP surgery to access care.</p> <p>A tactile strip along the edge of the footway will allow visually impaired people to know when entering the carriageway</p>	OCC/city council Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved

ANNEX 2

<p>Disability</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their disability. Reducing vehicle volumes will make the street more attractive to visit for people with visual impairments who may be more easily intimidated/affected by moving vehicles.</p> <p>Removing level difference between footway and carriageway will reduce likelihood of tripping but could prevent visually impaired people from knowing when they are in live carriageway.</p>	<p>A tactile strip along the edge of the footway will allow visually impaired people to know when entering the carriageway</p>	<p>OCC/city council Project Team</p>	<p>Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved</p>
<p>Gender Reassignment</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People undergoing gender reassignment are unlikely to be disproportionately impacted by the scheme.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>
<p>Marriage & Civil Partnership</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People who are married or in a civil partnership are unlikely to be disproportionately impacted by the scheme.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>

ANNEX 2

Pregnancy & Maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Pregnant people and parents with infants/young children are unlikely to be disproportionately impacted by the scheme.</p> <p>These groups should find that the reduced volumes of motor vehicles in the street will make visiting and spending time there a safer and more attractive experience.</p>	No actions/mitigations needed.	OCC/city council Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	People are unlikely to be disproportionately impacted by the scheme based on their race.	Not applicable	Not applicable.	Not applicable.
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	People are unlikely to be disproportionately impacted by the scheme based on their sex.	Not applicable	Not applicable.	Not applicable.
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	People are unlikely to be disproportionately impacted by the scheme based on their sexual orientation.	Not applicable	Not applicable.	Not applicable.

Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	People are unlikely to be disproportionately impacted by the scheme based on their religion or belief.	Not applicable	Not applicable	Not applicable
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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"/>	People who live in rural areas are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable	Not applicable
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Armed forces are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Carers are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Areas of deprivation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	People who live in areas of deprivation are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable	Not applicable

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
Staff	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Council staff are unlikely to be disproportionately impacted by the scheme. The street will be more attractive for spending time in during breaks from work in city centre office buildings	Not applicable	Not applicable	Not applicable
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Other council services are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	OCC providers are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Social Value ¹	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Whilst the car parking bay will be lost, the number of spaces affected is small, and the bus lanes will provide wider	Not applicable.	Not applicable	Not applicable

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 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	If the proposals if approved, this Equality Impact Assessment will be updated as part of the detailed design, and with impacts to be monitored as part of the six-month Experimental Traffic Regulation Order consultation.
Person Responsible for Review	OCC Project Team
Authorised By	