

Division(s) affected: *Jericho and Osney*

## **CABINET MEMBER FOR HIGHWAY MANAGEMENT – 14 OCTOBER 2021**

### **OXFORD – QUEEN STREET: USE BY CARGO BIKES**

Report by Corporate Director, Environment and Place

#### **Recommendation**

1. The Cabinet Member for Highway Management is RECOMMENDED to approve making permanent the provisions of the current experimental Traffic Regulation Order (TRO) that permits the use of Queen Street in both directions by cargo bikes (pedal cycles designed or adapted for carrying goods commercially) to use Queen Street in both directions at all times. Other cyclists will continue to be prohibited from riding between 10.00am and 6.00pm daily.

#### **Introduction**

2. An experimental traffic regulation order permitting the use of Queen Street in both directions by cargo bikes (pedal cycles designed or adapted for carrying goods commercially) to use Queen Street in both directions at all times was introduced on 18 May 2020 following consultation with key stakeholders.

#### **Sustainability Implications**

3. The experiment was proposed because council officers are of the view that allowing cargo bikes to use Queen Street during the day would have environmental benefits by encouraging zero carbon transport for the movement of goods within Oxford.

#### **Financial and Staff Implications (including Revenue)**

4. Funding for the proposal has been provided from the Central Oxfordshire Locality revenue budget.

#### **Equalities and Inclusion Implications**

5. Some concerns were expressed during the pre-consultation that allowing cargo bikes between 10am and 6pm would introduce conflict with pedestrians which would cause difficulties for very young and old people or those with mobility and visual impairments (this could include people who are pregnant). This issue is addressed in the Equality and Climate Impact Assessment at Annex 2. In summary, during the experiment, there has been no evidence received that this issue has proven to be a problem. If made permanent, the scheme will continue to be monitored and action taken as appropriate.

6. Since the start of the experiment there have been no recorded injury accidents involving bikes or cargo bikes. Before the experiment, in the last ten years there have been 4 recorded injury accidents in Queen Street and Bonn Square (2 serious, 2 slight). Only one of these (in Bonn Square) took place during the hours of the experimental TRO i.e. 10am to 6pm.

### **Formal Consultation**

7. In line with national regulations governing experimental TROs formal consultation started when the order came into effect (18 May 2020) and lasted for a period of six months (to 17 November 2020). A public notice was placed in the Oxford Times newspaper and emails sent to statutory consultees including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Oxford City Council and local County Councillor. A letter was sent directly to approximately 100 properties in the area. Additionally, street notices were placed on site.
8. Whilst the formal consultation closed on 17 November 2020, the experimental traffic regulation order has remained in place until now (due to end 17 November this year) in order to give more chance for feedback on the arrangements.
9. 76 responses were received during the formal consultation. 54 in support (71%), 18 objections (24%), 3 raising concerns (4%).
10. The individual responses are shown at Annex 1 with copies of the original responses available for inspection by County Councillors.

### **Response to objections and other comments**

11. Oxford Bus Company raised a concern about how the speed of the cargo bikes would be controlled and the fact that there would be two way movements including, therefore, in the opposite direction to bus flow in the street.
12. The riders of the two main commercial cargo bike operators use only trained personnel and are committed to responsible behaviour whilst using the street. Due to the bikes being easily recognisable, it should be possible to raise any concerns about cargo bike rider behaviour with the company in question. To date, there have not been any recorded injury accidents involving cargo bikes during the experiment
13. On a related point, the concerns most frequently raised during the consultation were about the negative impact on pedestrian safety that cargo bikes pose as well as the risk that their presence would encourage more illegal cycling between 10am and 6pm.
14. During the experiment, there have been no recorded injury accidents at any time of the day involving either cargo bikes or normal bikes. The level of take-up of the experiment by the two main businesses operating commercial cargo

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bikes has been at most around 120 one-way movements per day between 10am and 6pm. This equates to an average of one movement every 4 minutes. Even if this level of use doubled, there would still only be one movement every two minutes.

15. The main cargo bike operators only use trained professional riders and it is relatively easy to record the details of any unsafe or antisocial behaviour by any of these riders if that were to happen. Council officers could then simply follow up these reports direct with the cargo bike operators.
16. If necessary, officers will work with the cargo bike operators to encourage responsible riding of their cargo bikes in Queen Street. It would even be possible to develop a code of conduct for riders if concerns continue to be raised by members of the public and stakeholders. This could include a clear stipulation for such things as the need for all cargo bike riders to be trained for riding in shared use streets such as Queen Street (which they are already) and for all commercial cargo bikes to be clearly marked with company contact details.
17. Some people responding to the consultation highlighted that there is minimal enforcement of illegal cycling in Queen Street and that if allowing cargo bikes led to more illegal cycling between 10am and 6pm, it would not be possible to tackle any negative effects that this might have. It does appear to be the case that police enforcement of illegal cycling in Queen Street is rare although this has clearly not resulted in any recorded injury accidents involving cyclists. If there are sustained concerns about the effect that cargo bike use of Queen Street has on illegal cycling levels between 10am and 6pm, council officers will liaise with Thames Valley Police about possible targeted enforcement.
18. Some concerns were expressed that the experiment was inappropriately favouring a small number of businesses by allowing freight delivery movements only by cargo bike in Queen Street between 10am and 6pm. However, it is worth noting that in order to deliver positive policy outcomes, transport initiatives often have differing economic impacts on some groups compared to others e.g. bus lanes, taxi ranks, car parking, cycle parking. In the case of this experiment, the intended outcome is to encourage the use of zero emission freight initiatives to improve air quality, road safety and traffic congestion.
19. Some of those opposed to the use of Queen Street by cargo bikes believed that there was no need for there to be a shortcut for this type of freight operation. However, whilst it is physically possible for cargo bikes to follow a detour for journeys through Queen Street, this does little to encourage and positively promote this form of zero emission freight transport. A direct route through the city centre for east to west journeys and vice versa improves the efficiency of these freight journeys.

### **Monitoring and evaluation**

20. It was decided to go ahead with the experiment in the knowledge that numbers of cyclists and pedestrians in Queen Street were lower than normal

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due to the Covid pandemic. The decision was taken not to carry out any surveys during the experiment. However, as set out above, we do know that there have been no recorded injury accidents involving cyclists during the experiment.

21. Nonetheless, there is survey data for cyclist and pedestrian numbers in Queen Street from before the pandemic, so as and when normality is resumed, these can be repeated. Injury accident data will continue to be collected irrespective of the levels of cyclists and pedestrians.
22. Officers will continue to assess the impact of the proposals if the recommendation to make them permanent is approved. This is important as pedestrians and cycle flows in Queen Street begin to recover back towards pre pandemic levels. Recorded injury accidents will continue to be monitored as always. Arrangements for cyclists in the street can be reviewed on an ongoing basis.

**BILL COTTON**

Corporate Director, Environment and Place

Annexes

Annex 1: Consultation responses

Annex 2: Equality and Climate Impact Assessment

Contact Officers:

Tim Shickle 07920 591545

Craig Rossington 07880 945891

October 2021

RESPONDENT	COMMENTS
(1) Traffic Management Officer, (Thames Valley Police)	<b>No response</b>
(2) Oxford Bus Company	<p><b>Concerns</b> – My initial and very serious concern on this matter is how the speed of cycles going against the one-way system is going to be set, monitored and enforced? Having observed these bikes around Oxford they do travel at quite a speed and if they go the same speed whilst heading towards oncoming buses and having pedestrians in the mix too it does give me some serious safety concerns indeed. Buses enter Queen Street in one direction with extreme caution and a 5mph speed limit but what safety provisions are there in place for this trial please?</p> <p>I'm also very surprised that this hasn't been raised with us at all before implementation. Whilst I see it is a trial, I feel that the 'ground rules' for the trial should have been agreed in advance of any trial starting so all those that use Queen Street understand the basis of it and we can give advance warning to drivers to improve safety.</p>
(3) Local group/organisation, (OXTRAG)	<p><b>Concerns</b> – I am sure you will appreciate that once cyclists see cycles in these streets they will presume freedom for all cycles. Cycles move fast and silently so surprise people / cause clashes with pedestrians (Also University populations change too frequently for everyone to keep updated on the latest standards)</p> <p>From the viewpoint of an aging population this decision will be seen as a retrograde step. People presume safety in pedestrian areas and bikes can move faster than the restricted bus speed.</p> <p>Please ensure you attend an OXTRAG members meeting with more information on this issue. I hope you will be watching closely via CCTV cameras and recording not only clashes between pedestrians and cyclists but also near misses)</p>
(4) Local County Cllr/Cycling Champion – no longer in post	<b>Support</b> – really good news.

<p>(5) Local Resident, (Oxford)</p>	<p><b>Object</b> - 1 - I have no objection to cycle couriers as a concept.  2 - I have strong objections to changing a traffic scheme to suit the whims of two very niche businesses with a limited client base and other routes they can use.  3 - Pedestrians should always have priority on the roads discussed.  4 - Enforcement will be almost impossible as there aren't the staff available to do it - which will mean it will actively encourage more cyclists to use the space than do so under normal circumstances  5 - Cycling is an incredibly privileged activity - and one that is largely centred on the White population. The council should be thinking about all communities - not just the vocal cycling lobby.  6 - Giving priority access to a very small set of cycle couriers may seem insignificant - but it gives permission to all cyclists to use these routes. That puts pedestrians at risk.  7 - If we want a return to normal retail activity then pedestrians have to be at the forefront of thinking - not cyclists.</p> <p>This is - as with many of the traffic schemes being implemented or discussed - is based on a very narrow perspective of the needs of the city - filtered by very well organised but also very niche campaign groups. Cycling should be part of the mix for Oxford (as it already is) but it should not dominate and it should not come before the needs of the pedestrian or the wheelchair use. Those with mobility and health issues don't have the privilege of being able to cycle - their rights are more important.</p> <p>This scheme will encourage more cyclists to break the rules - and there is too much of that going on already.</p> <p>Put more effort into policing the existing cycle users - then once they are all obeying the basic rules of the road, we can look at expanding things for them.</p> <p>Until then - pedestrians first.</p>
<p>(6) Local Resident, (Oxford)</p>	<p><b>Object</b> - A very dangerous idea.  Cyclists have always flouted the pedestrianised area of town centre, and you are opening up the flood gates and only encouraging this to get worse.  This will not simply stop with delivery drivers, the rules will be confusing.  You will destroy more retail opportunities (what's left) and those who have mobility issues will avoid the area.  Please reconsider this for the people of Oxford, it for the companies/organisations it seems to be powered by.</p>

(7) Local Resident, (Oxford)	<b>Object</b> - All cycling permission in Queen Street and Cornmarket should remain as at present. And should be properly policed (which is not happening at present). Cargo bikes can be pushed if they choose to deliver between 10:00 and 18:00.
(8) Local Resident, (Oxford)	<b>Object</b> - As an ex-carer of those with learning difficulties and the elderly, I have usually found cyclists extremely ignorant and uncaring of their position and speed in relation to other users of the road or pavement. I myself have avoided streets where cyclists and pedestrians share the same route. Oxford centre used to be one of the most beautiful and good shopping areas but now is destroyed!
(9) Local Resident, (Oxford)	<b>Object</b> - As there is no effective enforcement of cyclists currently, unless some is proposed, this proposal will only make the present unsatisfactory situation worse
(10) Local Resident, (Oxford)	<b>Object</b> - Bicycles pose a severe hazard to pedestrians, particularly pedestrians who may be visually impaired. Queen Street is a busy pedestrian zone, and enough hazards are posed by buses and roadworks, without adding to hazards by introducing cargo bikes to the mix.
(11) Local Resident, (Oxford)	<b>Object</b> - Far too dangerous for pedestrians, especially visually and hearing impaired pedestrians. An accident waiting to happen. These cargo bikes are large vehicles and it would be quite dangerous if they were to collide with a pedestrian.
(12) Local Resident, (Oxford)	<b>Object</b> - Given the very hectic area I do not see why cargo bikes should be allowed as dangerous for us pedestrians. I also see this as complicated from a competition policy point of view. You would basically support one trader (Pedal and Post) to take market shares from all others by discriminatory advantages.
(13) Local Resident, (Oxford)	<b>Object</b> - I find it very strange that the council is making exceptions from general rules to a specific company. It is astonishing how cyclists always get a priority over pedestrians and cars. This is discrimination against those who have physical difficulties in favour of those fortunate to be strong and young. And to be straightforward, often not very caring for others.  Queens Street is not the only way to get to The Covered Market, quite the opposite. This special rule for a special company only creates a short cut for them to rat run among pedestrians. The bus drivers are very considerate which the

	cyclists concerned are not.
(14) Local Resident, (Oxford)	<p><b>Object</b> - I know there is a strong lobby in favour of cargo bikes, and our admirable City and County Councillor, Susanna Pressel, is leading supporter. But I fear that allowing cargo bikes - in itself a desirable development - would only increase the degree to which other cyclists flout the regulations. There is almost no 'policing' of the present arrangements in Queen Street - or Cornmarket for that matter. Oxford is full of young people in a hurry; it is almost traditional for University of Oxford students to cycle to and fro. To permit cargo cycles without taking measures to enforce the existing restrictions on cycling is asking for dangerous encounters between cyclists and pedestrians. (A good example of a similar phenomenon is the result of the contra-flow cycle lane in Little Clarendon Street. Cyclists now seem to believe that they can ride wrong way up other streets)</p>
(15) Local Resident, (Oxford)	<p><b>Object</b> - It is shameful that the council would offer such benefits to the detriment of other transport businesses, rules should be the same for everyone and we shouldn't have privileged individuals.</p> <p>You either allow all business to deliver through Queen street or you allow none, creating a different tier of laws is a dangerous precedent.</p> <p>More so, by allowing them to conduct their vehicles against the one way direction could dangerous for traffic, a nuisance to pedestrian and a potential cause of accident, if the rules of the road are to be respected by everyone, they should respect them to and use the road in the way one way system.</p> <p>Not only you are creating an unfair system, but you are telling cyclist that is fine for them to break the rules, and we already have a major problem with cyclists ignoring lights and all sort of regulations.</p>
(16) Local Resident, (Oxford)	<p><b>Object</b> - It provides an unfair advantage to cargo bicycle companies over those with motorbikes / vans (long established companies who will have invested in their vehicles / have employed drivers). Surely, we should be thinking more about electric vehicles - particularly a scrappage scheme for diesel vans. This in turn would need investment in charging points. OCC must start providing these to encourage motorists' next car to be an electric / hybrid. There is a very noticeable and deliberate lack of charging points in Oxfordshire.</p>



<p>(17) Local Resident, (Oxford)</p>	<p><b>Object</b> - It won't hurt the riders of cycle delivery service to push their bikes along this short stretch of road. There are alternative routes should they "need" to cycle. Giving cargo bikes permission means that they will travel at speed and since they are silent in operation will be a considerable hazard to the partially sighted. Opening to cargo bikes will set a precedent for all delivery bikes eg deliveroo It should not be turned into a cycle highway which will happen since there will be no enforcement of the rule it will be a green light for all bikes in both directions all day long.</p>
<p>(18) Local group/organisation, (Oxford)</p>	<p><b>Object</b> - Numerous cyclists ride illegally in Queen Street throughout the hours of the ban from 10 a.m. to 6 p.m. Enforcement is almost non-existent. This has been true ever since the Queen Street Interim Scheme was implemented at least a decade ago.</p> <p>If cyclists see cargo bikes using Queen Street, more of them either will feel encouraged to flout the ban or will form the mistaken impression that all bicycles are allowed in Queen Street at all hours. Illegal cycling in Queen Street will increase.</p> <p>We should seek to emerge from the covid-19 epidemic with a better sharing of road space, with more space for pedestrians, cyclists and public transport and less for cars. But this does not change the balance in Queen Street, where pedestrians and buses are a sufficiently complex mix without adding cycling as well.</p> <p>Most cargo bike journeys in Queen Street would be for a short cut between Bonn Square and Carfax, rather than to serve premises in Queen Street. The current cycle route via St Ebbes, Pembroke Street and St Aldate's is sufficient for this purpose/</p> <p>Queen Street is only a few hundred yards long. To serve premises in Queen Street it would take cargo bike riders only a matter of minutes to walk, with or without their machines.</p> <p>The current ban should not be modified.</p>
<p>(19) Resident, (Kidlington)</p>	<p><b>Object</b> - Even with current rules re cyclists during the daytime many do not take notice. I have frequently had to dodge bikes in the road and the addition of these bikes will be worse as they will have time frames attached to any deliveries and will feel they have the right over pedestrians and it will make using the road more nerve racking for people walking.</p>

(20) Local Resident, (Oxford)	<b>Object</b> - No comments.
(21) Local Resident, (Oxford)	<b>Object</b> - No comments.
(22) Resident, (Thame)	<b>Object</b> - No comments.
(23) Local Resident, (Eynsham)	<p><b>Concerns</b> - In principle this is a good idea and I would support access to Queen Street for cargo bikes delivering to businesses. However, how will it be managed to ensure that all bikes don't use this as a cycling route at all times? It is already confusing and plenty of cyclists use this busy stretch, which causes problems for pedestrians who are not looking out for silent bikes (this isn't a problem with the buses as the drivers drive carefully and you can hear them approaching). I work in Oxford city centre and have witnessed bikes travelling fast down Queen Street and then the cyclist getting angry when a pedestrian accidentally steps in front of them. Either the road is pedestrianised, or it is not. Opening up the road to cargo bikes (and the inevitable use of it by all other cyclists) at all times will potentially cause a hazard. Or we will end up with everyone pinned on the pavements, once lockdown ends, and this will pose issues for maintaining social distancing for pedestrians.</p> <p>In summary, my concern is that the revised opening of the street to cargo bikes at all times will be open to exploitation by all cyclists and pose a hazard to pedestrians. It will be best to make it a fully pedestrianised route with no vehicles during the day.</p>
(24) Local Resident, (oxford)	<p><b>Support</b> - Allow all bicycles and dedicate a lane. This is done in every Scandinavian country, why are you not considering a bold move.</p> <p>You are allowing buses but not bike, how does this make any sense !!! This is an essential street to connect east oxford to the train station.</p>
(25) Local Resident, (Oxford)	<b>Support</b> - Buses, Royal Mail vans, trades vans, Sainsbury's delivery lorries can use Queen St, so why not non-polluting, limited space using cargo bikes?

(26) Local Resident, (Oxford)	<b>Support</b> - Facilitating operations by non-motorised vehicles is a sound policy. Users of cargo bikes are generally responsible adults and are well able to appreciate the care with which Queen St will need to be negotiated.
(27) Local Resident, (Oxford)	<b>Support</b> - Great Initiative
(28) Local Resident, (Oxford)	<p><b>Support</b> - I believe Queen Street should be opened up for all cyclists because the justification for prohibiting cyclists was, I believe, because of the large volumes of pedestrians using the street after the Westgate Centre opened. Surely those levels of footfall will not be seen again for months if not years in Oxford. Further points of justification for enabling all cyclists to use Queen Street are:</p> <ul style="list-style-type: none"> <li>(a) The council and the government are actively promoting and funding active travel,</li> <li>(b) It is easier to police than having to differentiate between cargo and ordinary bikes</li> <li>(c) It is a key route and a wide thoroughfare across the city which provides a quicker, wider route for cycling at a safe distance</li> </ul>
(29) Local Resident, (Oxford)	<p><b>Support</b> - I commend the council for this decision, however I think that this order should also allow the non-commercial transportation of people. A consistent approach should be applied for all cargo bike users. Cargo bikes are increasingly used to transport young children and by the disabled as a low carbon and sustainable form of transportation. There is very limited bike parking (and it is not well suited for cargo bikes due to space issues) at the end of high street which means that often cargo bike riders need to park nearer the Westgate centre. The weight of these bikes means it can be difficult to push them fully loaded e.g. with two young children (essentially they are a replacement for a buggy) and so it is easier to cycle them at a very low speed is easier to access the parking spaces by the entrance to west gate centre. Furthermore, why are we penalising people who are adopted a low carbon and sustainable transportation solution and encourage them to take a long detour by bike on among the buses on the main road with negative safety implications for cyclist and their disabled/ child passengers? Surely this will discourage people from using such sustainable forms of transport? Furthermore, it seems unfair that the more polluting and expensive forms of transport i.e. buses are still allowed to use Queen Street. If people cite pedestrian safety concerns as a reason to prevent cargo bike riders with children in them from using queen street, surely then buses which are considerably more dangerous to pedestrians should be banned from the street!</p>

(30) Local Resident, (Oxford)	<b>Support</b> - I fully support commercial cargo bikes being permitted to use Queen Street, but I continue to be mystified at the nonsensical prohibition of other cycles.
(31) Local Resident, (Oxford)	<b>Support</b> - I strongly support the trial. It will be another step towards improving the air quality and ambience of the city centre. I hope that it will be a great success and a stepping-stone towards considering how best to open Queen Street to other cycles.
(32) Local Resident, (Oxford)	<p><b>Support</b> - I support allowing cargo bikes to use Queen Street - we need to do everything we can to encourage environmentally-friendly, sustainable business in Oxford, and far more needs to be switched from polluting lorries/vans to clean cargo bikes.</p> <p>I would also like to see other bikes allowed to use Queen Street, but in a controlled manner e.g. with a clear cycle lane, separated from pedestrians. As a pedestrian I walk with my children on Queen Street and would be very happy to have bikes there (happier than having huge busses!) as long as they are clearly (preferably kerb-) separated.</p>
(33) Local Resident, (Oxford)	<p><b>Support</b> - I support cargo bike access as a means of reducing motor vehicles needing to access the city centre. Deliveries by cargo bike are an innovative and welcome use of low pollution transport which supports local businesses and provides employment.</p> <p>I would like to see all bicycle traffic allowed in Queen Street but I understand that emotions run high about this from pedestrians, particularly vulnerable groups. That said, buses move through Queen street so why not bicycles? The objection appears to be that pedestrians and people cycling can't co-exist on the fully pedestrianised street but surely some method can be found/ perhaps a well marked cycle route and a commitment to promote slow movement across such shared spaces?</p>
(34) Local Resident, (Oxford)	<b>Support</b> - I support the expanded use of bikes for delivery of food and other essential items. I would request that cargo bike companies are given guidelines for their 'drivers' on use of pedestrianised streets
(35) Local Resident, (Oxford)	<b>Support</b> - I support this - cargo bikes are one way to improve delivery transportation and active travel in Oxford and to decrease the number of motorised vehicles and so improve the air quality in central Oxford. This is much needed.

(36) Local Resident, (Headington)	<b>Support</b> - I think all bikes should be able to use queen street. It's wide enough for a bi-directional cycle path. The buses should not be allowed. It's ridiculous that buses can use this road but cyclists cannot
(37) Local Resident, (Oxford)	<b>Support</b> - I was surprised to discover that cycling on Queen St is not allowed and can't really work out why. Unlike on Cornmarket St, there appears to be enough space for everyone. Is this about pedestrian safety - then why are buses allowed? In any case, the no-cycling rule is generally ignored (and I assume most of the cyclists have no idea it exists) without appearing to cause any problems, so could it be scrapped for all cyclists please?
(38) Local Resident, (Oxford)	<b>Support</b> - I would rather all bikes could go through queen street but support.
(39) Local Resident, (oxford)	<b>Support</b> - I'm a 30-year resident of Oxford and really wish to see a city with low emissions and priority to cyclists. please open Queens Lane to ordinary cyclists at extended peak hours up to 10 am in the morning and from 5 pm in the evening. These are not peak shopping hours and we all know that high street retail is going to be diminished. So why stop the flow of bike traffic on the main East-West axis to the rail station and beyond?
(40) Local Resident, (Bicester)	<b>Support</b> - In my opinion, all bicycles, including cargo bicycles should be permitted to use Queen Street. They are quiet, non-polluting and cause no danger to people walking. As far as I'm aware, there are far more injuries and deaths caused by motor vehicles, including buses, which are currently allowed to use Queen street. Additionally, making it easier for people to travel by bicycle and transport goods by bicycle will help us reduce carbon emissions and will contribute towards mitigating climate change.
(41) Local Resident, (Oxford)	<b>Support</b> - It would be nice to see this scheme extended to the whole of the city centre, and not just for cargo bikes but all bikes. It would be lovely to have city completely free from buses, just pedestrians and cyclists.
(42) Local Resident, (Oxford)	<b>Support</b> - Let's do as much as we can to support this pollution-free delivery service.

(43) Local Resident, (Oxford)	<b>Support</b> - More bikes, fewer non bikes. Stop the buses and let bikes use the road 24/7
(44) Local Resident, (Oxford)	<b>Support</b> - Of course Cargo Bikes should be allowed down Queen Street. It is frankly ridiculous that bicycles are prohibited from using Queen Street. For a city and county council that claim to support sustainable travel they really need to reconsider their approach to Queen Street to support active travel. The idea that a double decker bus is not dangerous to pedestrians but a bicycle is absurd.
(45) Local Resident, (Oxford)	<b>Support</b> - Oxford needs to decarbonise asap. Its air also needs to be safer for vulnerable people to breathe.
(46) Local Business, (Pedal & Post, Oxford)	<p><b>Support</b> - Pedal &amp; Post instigated this change due to concerns from using cargo bikes going from west to east of the city multiple times a day.</p> <p>The contract is delivering chemotherapy medication to hospital sites in Oxford. However, the equipment needed is around 16ft long which includes a four cargo bike with trailer set ups. This is unsuitable for the re-design of the Hythe Bridge/George street junction so we had to find an alternative route that wouldn't delay riders and they could still filter to be on time for this contract. This promoted the conversation around queen street and its use.</p> <p>People using bikes on queen street have an impeccable safety record and if we allow 15 ton metal boxes down here at 5mph then it seems absurd to not allow cargo bikes weighing 20kg to use this street at 5mph as they pose 750 times less potential harm to pedestrians.</p> <p>We employ our riders and as such can hold them accountable, our cargo bikes have license plates and are fully insured.</p> <p>Royal mail use this as a through route with diesel vans, we wanted to have a level playing field to offer business's a zero emission alternative to royal mail and we hope this will prompt royal mail to make this shift as well</p> <p>If we are to move to a zero emission city centre, championing the use of cargo bikes to replace vans will be crucial and changing public opinion to make this shift will be required. This is a really positive step in the right direction for oxford sustainable future</p>

(47) Local Resident, (Oxford)	<b>Support</b> - Pedal cargo bikes could deliver around 50% of goods currently delivered by van. They should be exempt from the bike restriction on Queen Street (and elsewhere). Although I cycle, I think the current restriction on cycling should remain.
(48) Local group/organisation, (Cycling UK, Oxfordshire)	<b>Support</b> - Queen Street is wide and already has a mix of bus, cycling and pedestrian movement, with the cycling being restricted from 10am to 6pm. Commercial cargo bikes, like buses are controlled by professional drivers, who have their careers and their company reputations to protect. They travel at low speeds and perform a vital service in the city, moving freight, but not adding to pollution and creating very little congestion. This small relaxation of the restriction would enable a practical cargo bike service from west to east of the city without, we believe, significant risk to pedestrians.
(49) Local group/organisation, (Cycling UK, Oxford)	<b>Support</b> – I am pleased the County Council are trying out this experimental traffic order. The wording of the traffic order seems quite clear/specific, which is good and should provide clarity and certainty. A question however, how will this be signed at each end of Queen Street? I guess the sign wording ideally needs to be as clear as the traffic order, but somewhat briefer than the wording in the traffic order, which might take some linguistic dexterity!
(50) Local Resident, (Oxford)	<b>Support</b> - Queen street should be open to all cyclists because it is wide enough to accommodate pedestrians, cyclists and busses. Pedestrians should have right of way.
(51) Local Resident, (Oxford)	<b>Support</b> - Queen street supposed to be open to all bicycles in my opinion.
(52) Local Resident, (Northway)	<b>Support</b> - The exemption doesn't go far enough and should allow all cycles to use Queen Street in both directions at all times. This would encourage cyclists and help maintain low pollution levels. It would be better for all buses to divert around the bottom of the Westgate than to expect cyclists to do so.

(53) Local Resident, (Oxford)	<b>Support</b> - The more encouragement we give to collecting goods from the Westgate centre by bike, the better for health and pleasure in walking this street.
(54) Local group/organisation, (Oxford )	<b>Support</b> - The university department I lead receives many deliveries each day, some by cargo bike (lunches for instance), but more by van. I would welcome it very much if a larger share (or all) of our deliveries could be made by (e-) cargo bike. Allowing cargo bike traffic in Queen street would be highly beneficial for our suppliers and encourage increased uptake of bike deliveries. This is a good thing for our department and for the quality of life in the city centre.
(55) Local Resident, (Oxford)	<b>Support</b> - The use of cargo bikes for first/last mile (and beyond) helps to reduce both emissions and congestion in Oxford. It is healthy employment except for the emissions the riders have to contend with and we should enable them to use areas with limited traffic.
(56) Local Resident, (Radley)	<b>Support</b> - There needs to be better segregated cycling infrastructure across all of oxford and more restrictions placed on cars. I support this opening of Queen St. to cargo bikes, but it is really a very small step.
(57) Local Resident, (Botley)	<b>Support</b> - This is a step in the right direction. However, these two streets should be fully opened to cyclists. How can Oxford claim to be a cycle friendly city when the two main routes through the city centre are shut to them for a substantial part of the day. Mark out an actual segregated cycle lane in each direction with some minor physical barrier to make it obvious where pedestrians should be, and where cyclists should be.
(58) Local Resident, (Oxford)	<b>Support</b> - This is sensible, but also, all bicycles should be allowed on Queen Street.
(59) Local Resident, (Oxford)	<b>Support</b> - This seems a good idea -- encouraging lower-carbon cargo transport is a good contribution to the Climate Emergency. It is also right that you experiment and learn as there are risks to pedestrians and other vehicle users (and to the cyclist themselves) in particular when the cargo bikes pull up and dismount.



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(60) Local Resident, (Oxford)	<b>Support</b> - This should be restricted to slow-moving cargo bikes, and riders should be encouraged to use a bell or other form of 'gentle' approach warning - certainly not airhorns or shouting.
(61) Local Resident, (Oxford)	<b>Support</b> - We need to make it easier and cheaper for cycle freight inside Oxford, so that it becomes the only sensible choice for anything that it can move, and larger delivery vehicles are only used where unavoidable.
(62) Local group/organisation, (Network for Clean Air, Oxford.)	<b>Support</b> - We support this measure as it reduces motor vehicle movements and their associated air pollution.
(63) Local Resident, (Botley)	<b>Support</b> - No comments.
(64) Local Resident, (Oxford)	<b>Support</b> - No comments.
(65) Local Resident, (Oxford)	<b>Support</b> - No comments.
(66) Local Resident, (Oxford)	<b>Support</b> - No comments.
(67) Local Resident, (Oxford)	<b>Support</b> - No comments.
(68) Local Resident, (Oxford)	<b>Support</b> - No comments.
(69) Local Resident, (Oxford)	<b>Support</b> - No comments.

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(70) Local Resident, (Oxford)	<b>Support</b> - No comments.
(71) Local Resident, (Oxford)	<b>Support</b> - No comments.
(72) Local Resident, (Oxford)	<b>Support</b> - No comments.
(73) Local Resident, (Oxford)	<b>Support</b> - No comments.
(74) Local Resident, (Oxford)	<b>Support</b> - No comments.
(75) Local Resident, (Oxford)	<b>Support</b> - No comments.
(76) Resident, (Witney)	<b>Support</b> - No comments.



**Cherwell**  
DISTRICT COUNCIL  
NORTH OXFORDSHIRE



**OXFORDSHIRE  
COUNTY COUNCIL**

# **Cherwell District Council and Oxfordshire County Council Equality and Climate Impact Assessment**

TEMPLATE

July 2021

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## Section 1: Summary details

<b>Directorate and Service Area</b>	Environment and Place
<b>What is being assessed</b> (e.g. name of policy, procedure, project, service or proposed service change).	Impact of Experimental Traffic Regulation Order (TRO) in Queen Street, Oxford, allowing use of commercial cargo bikes at all times of day.
<b>Is this a new or existing function or policy?</b>	Amendment to existing TRO which restricts use of Queen Street by bicycles to 6pm to 10am only.
<b>Summary of assessment</b> 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>Allowing commercial cargo bikes to use Queen Street, a busy shopping street, at any time of the day is a change to the current arrangements where people are not allowed to cycle between 10am and 6pm. There is a possibility that people with protected characteristics could be at a disadvantage as additional cycle movements between 10am and 6pm could cause safety concerns – this relates especially to very young and very old pedestrians as well as those with mobility and visual impairments. This could include women who are pregnant.</p> <p>The maximum number of cargo bike journeys in the street since the start of the trial has been 120 per day between 10am and 6pm which equates to one movement every 4 minutes. Whilst this could rise in the future, even a doubling of that number of cargo bike movements would still only mean one movement every 2 minutes. Added to this, the main cargo bike operators use only trained riders who are aware of the nature of Queen Street with its heavy pedestrian flows and since the start of the experiment in May 2020, there have been no recorded injury accidents involving cargo bikes in Queen Street.</p> <p>As such, officers conclude that the proposal to make the changes to the TRO for Queen Street to allow cargo bikes to use the street at any time of the day doesn't not disadvantage individuals or groups within the community.</p>
<b>Completed By</b>	Craig Rossington, Senior Transport Planner, Central Oxfordshire Locality

<b>Authorised By</b>	
<b>Date of Assessment</b>	27 September 2021

## Section 2: Detail of proposal

<p><b>Context / Background</b></p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>In Queen Street, the current Traffic Regulation Order (TRO) allows people to cycle in the street only between 6pm and 10am (this includes cargo bikes). It was requested that commercial cargo bicycles could be allowed to cycle in the street 24 hours a day in order to encourage this zero emission form of freight transport.</p>
<p><b>Proposals</b></p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>The experimental TRO has allowed commercial cargo bikes to use the street 24 hours a day to support the councils transport policies to reduce congestion, improve air quality and make safer, more attractive conditions for people walking and cycling. The proposal therefore naturally also supports the councils wider aims to progress towards a zero carbon future. Given that some concerns have been raised about additional cycle movements during the middle part of the day (10am to 6pm) it was felt that the best course of action would be to run an experiment to better understand the impacts.</p>
<p><b>Evidence / Intelligence</b></p> <p>List and explain any data,</p>	<p>Cargo bike freight company operators have made the case that not allowing cargo bikes to use Queen Street 10am to 6pm introduces inefficiencies in the journeys they make to deliver goods and also reduces the advantages they</p>

<p>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>could otherwise have compared to existing combustion engine powered deliveries.</p> <p>It is apparent that there are some concerns about the safety of cargo bikes mixing with pedestrians in Queen Street, particularly for very young and old people and those who have mobility and visual impairments.</p> <p>The proposal to allow commercial cargo bikes to use Queen Street for 24 hours a day was put forward as an experiment to understand if these concerns translated into a real safety problem.</p> <p>There have been no recorded injury accidents during the experiment to date (18 May 2020 to 27 September 2021).</p>
<p><b>Alternatives considered / rejected</b></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>The alternative is to continue to prevent cargo bikes from using Queen Street 10am to 6pm and to therefore require them to continue to take a detour or to push the bikes through the street. Or to re-time their journeys to 6pm to 10am. This would not fulfil the aims of the experiment which is to give an advantage to these cargo bike operations to encourage zero emission forms of transport.</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 type="checkbox"/>	<input checked="" type="checkbox"/>	Additional (cargo) bicycle movements in the street may cause some elderly pedestrians to have safety concerns	Work with cargo bike operators to ensure their riders use the street in such a way as to minimise the possibility of a collision with pedestrians. If real concerns arise, a code of conduct could be entered into to formalise the type of riding behaviour that is required of the cargo bikes i.e. very low speeds. The main existing cargo bike operators already only allow trained riders to work for them.	Senior Transport Planner, Central Oxfordshire Locality	Ongoing if experiment made permanent



**ANNEX 2**

<p><b>Disability</b></p>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>Additional (cargo) bicycle movements in the street may cause some pedestrians with mobility and/or visual impairments to have safety concerns</p>	<p>Work with cargo bike operators to ensure their riders use the street in such a way as to minimise the possibility of a collision with pedestrians. If real concerns arise, a code of conduct could be entered into to formalise the type of riding behaviour that is required of the cargo bikes i.e. very low speeds. The main existing cargo bike operators already only allow trained riders to work for them.</p>		
<p><b>Gender Reassignment</b></p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<p><b>Marriage &amp; Civil Partnership</b></p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

## ANNEX 2

<b>Pregnancy &amp; Maternity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Additional (cargo) bicycle movements in the street may cause some pregnant pedestrians to have safety concerns	Work with cargo bike operators to ensure their riders use the street in such a way as to minimise the possibility of a collision with pedestrians. If real concerns arise, a code of conduct could be entered into to formalise the type of riding behaviour that is required of the cargo bikes i.e. very low speeds. The main existing cargo bike operators already only allow trained riders to work for them.		
<b>Race</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Sex</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Sexual Orientation</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Religion or Belief</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

**Section 3: Impact Assessment - Additional Community Impacts**

<b>Additional community impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner (*Job Title, Organisation)</b>	<b>Timescale and monitoring arrangements</b>
<b>Rural communities</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Armed Forces</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Carers</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Areas of deprivation</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

**Section 3: Impact Assessment - Additional Wider Impacts**

<b>Additional Wider Impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of Impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner* (*Job Title, Organisation)</b>	<b>Timescale and monitoring arrangements</b>
<b>Other Council Services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Providers</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
<b>Social Value <sup>1</sup></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

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<sup>1</sup> 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Our fleet	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	If council adds cargo bikes to its fleet this will enable it to use Queen Street like other operators.			
Staff travel	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Purchased services and products (including construction)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Maintained schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

**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:**

<b>Climate change impacts</b>	<b>No Impact</b>	<b>Positive</b>	<b>Negative</b>	<b>Description of impact</b>	<b>Any actions or mitigation to reduce negative impacts</b>	<b>Action owner (*Job Title, Organisation)</b>	<b>Timescale and monitoring arrangements</b>
<b>Enable carbon emissions reduction at district/county level?</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				

**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.

<b>Review Date</b>	<b>12 months after the Experimental arrangements are made permanent or sooner, should routine monitoring demonstrate any problems sooner than 12 months.</b>
<b>Person Responsible for Review</b>	<b>Craig Rossington, Senior Transport Planner, Central Oxfordshire Locality team</b>
<b>Authorised By</b>	<b>Owen Jenkins, Director of Growth and Economy</b>