

CABINET MEMBER FOR TRANSPORT – 22 MARCH 2012

OXFORD, DIVINITY ROAD AREA CONTROLLED PARKING ZONE

Report by Deputy Director for Environment & Economy (Highways & Transport)

Introduction

1. This report sets out the response to the formal consultation on the draft traffic regulation order (TRO) for the proposed controlled parking zone (CPZ) for the Divinity Road area that took place from 26 January until 24 February 2012. A map showing the area covered by the proposals is at Annex 1. Taking the response and other factors into account, the report recommends that the proposals are approved subject to a number of minor modifications.

Policy Context and Background

2. The policy context for a CPZ in the Divinity Road area is contained in the Oxford Area Strategy that forms part of the adopted third Local Transport Plan for Oxfordshire. The area strategy recognises the important role that CPZs can play in managing the overall level of peak hour traffic within the ring road and so helping to tackle congestion in the city.
3. Removing free on street car parking will help discourage people from driving into the area and causing the transport problems that result. Removing car trips from the transport network will help to make travel by sustainable alternatives more attractive and reliable. As well as helping to tackle existing transport problems in the area such as congestion and road safety, the proposed CPZ would help prevent further new development in the area from having a negative impact.
4. A parking survey of the area in 2008 showed that there were 184 non-resident vehicles parked in the area for more than 4 hours (of these 125 were parked for more than 6 hours). Since the parking survey, there has been a significant amount of development close to the Divinity Road area most notably at the Churchill Hospital (the cancer centre) and on the University of Oxford's Old Road Campus (the Old Road Campus Research Building). This can be expected to have increased the parking pressure within the area.
5. More context and background can be found in the previous report to the Transport Decisions Committee on 1 October 2009.

Previous Consultation

6. The plans for the Divinity Road area CPZ were previously formally consulted on in 2009 and the response reported to Transport Decisions Committee on 1 October of that year. The proposals were approved subject to minor modifications, but the Committee decided to defer implementation until a CPZ for the neighbouring Magdalen Road area was approved. Even though plans for a Magdalen Road area CPZ were considered by the Cabinet Member for Transport in March 2010, a decision was made not to approve the CPZ but to re-consult with the scheme split into two zones. However, no further work was carried out due to cuts in Government funding for this type of scheme.
7. Subsequently, developer funding accompanying planning permission granted in September 2011 for the expansion of the University of Oxford's Old Road campus has meant that work on the CPZs could be resumed. Because two years has passed since the last consultation on the Divinity Road plans, further formal consultation is required by law. The history of plans for CPZs in the Divinity and Magdalen Road areas can be found at Annex 2.

Formal Consultation 26 January to 24 February 2012

8. The draft TRO for the Divinity Road area CPZ was advertised from 26 January to 24 February 2012 (along with some minor changes to existing TROs to accommodate the proposed CPZs). The proposals are exactly the same as those advertised in 2009 apart from some minor modifications – listed at Annex 3. A total of 1285 letters were sent to addresses in the area explaining where to find out what was being proposed and how comments and objections could be made. These were accompanied in each case by a plan showing details of the proposed parking layout in the vicinity of the address in question. An example of the letter and parking layout plan can be seen in Background Document D.
9. Background Document D also lists the formal consultees who received details of the proposals. All relevant documentation detailing the proposals, including an online response form, was made available on the county council's eConsult system. The full draft TRO was on deposit at the Central and Cowley Libraries as well as at County Hall. Street notices were placed in every road within the zone and a notice placed in the Oxford Times on 26 January 2012. Copies are in Background Document D.

Response to Divinity Road area CPZ consultation 2012

10. In total, 118 responses to the Divinity Road area CPZ consultation were received from addresses within the Divinity Road area. This represents a 9.2% response rate from the 1285 letters sent out during

the consultation. Fifty-five (47%) supported and 44 (37%) objected. The remaining 19 (16%) did not state clearly whether they supported or objected to the proposals.

11. A further 92 responses to the Divinity Road area CPZ consultation were received from outside of the Divinity Road area. Forty-nine (53%) supported and 43 objected (47%).
12. In addition to responses from individual addresses, a number of stakeholders responded to the consultation. These were the Divinity Road Residents' Association (it also held an open public meeting jointly with the Green Party on 16 February attended by 32 people), the East Oxford Forum of Residents Associations, Oxford City Council, Oxford Brookes University, Oxford Pedestrians Association and Oxford Bus Company. These responses are included in Background Document E along with officer comments where appropriate.

Issues Arising from the Consultation

13. The main recurring objections to the proposals are summarised at Annex 4 – these are very similar to those raised at previous consultation stages.
14. A number of responses received to the consultation did so largely on the basis of detailed design issues (e.g. lengths, locations and types of parking bays), rather than as a result of an overriding concern about the principle of a CPZ. Some of these would be addressed by making minor modifications if the CPZ is approved for implementation. A list of minor modifications that officers agree would improve the scheme are listed at Annex 6. They would need to be subject to local re-consultation.

Relationship with other proposed CPZs in the area

15. In 2009, the CPZ for Divinity Road was approved but its implementation deferred until the proposals for a CPZ in the Magdalen Road area were also approved and implemented. This was to address concerns of some Magdalen Road area residents that implementing a CPZ for just the Divinity Road area would result in cars over-spilling into their uncontrolled streets.
16. It is the view of officers that the ideal situation would be for the Divinity Road area CPZ to go ahead at the same time as both Magdalen Road CPZs. This would have the biggest impact on helping to tackle transport related problems in and around the area. However, if for some reason either or both of the Magdalen Road area CPZs are not agreed, officers believe that there is now good reason to implement a CPZ just for the Divinity Road area.

17. Pressure on parking has almost certainly increased more in the Divinity Road area compared to the Magdalen Road area as a result of new development since 2008. The granting of planning permission in 2011 for further development at the University of Oxford's Old Road Campus will add to this pressure. Officers therefore believe that any problems at the edge of an uncontrolled Magdalen Road area caused by overspill from a Divinity Road area CPZ are outweighed by those that the streets in the Divinity Road area would continue to experience if a CPZ there were not to be introduced.

Equality and Inclusion

18. Apart from minor modifications, the proposals that are the subject of this report are exactly the same as those that were previously considered and approved at the Transport Decisions Committee on 1 October 2009. Equality and inclusion issues were addressed in reporting to that meeting and a comprehensive EqIA was subsequently completed for the proposals alongside those for the Magdalen Road area CPZ when the latter were considered at the Cabinet Member for Transport Decision meeting on 25 March 2010.
19. The county council now completes Service and Community Impact Assessments (SCIA) in cases such as these. The SCIA is at Annex 5.
20. The scheme has potential impacts on individuals with disabilities, including age related disabilities. These relate mainly to footway parking, which is part of the design proposals, and was discussed in detail in the report to the Transport Decisions Committee on 1 October 2009. Disability equality is considered alongside other equality issues in the SCIA. This assessment concludes that there would be a significant net improvement in conditions for disabled people across the proposed zone as a result of the scheme.
21. The assessment shows that there are mitigating factors for possible negative impacts on other equality groups. As these relate to aspects of the permit schemes not specific to this proposed CPZ, but rather in common with CPZs right across Oxford, these should be considered in more detail as part of an SCIA accompanying any wider review of CPZ policy in general when resources are available.

Environmental Implications

22. The scheme would lead to an increase in the number of signs and lines in the area although this would be kept to a minimum through careful design. Existing poles and lamp columns would be used for signs if practical and any new posts would be sited as sensitively as possible. Where it can be agreed with owners, signs could be erected on boundary walls.

How the project supports LTP3 Objectives

23. The proposals support LTP3 objectives as set out in paragraphs 2 and 3.

Financial and Staff Implications

24. It is estimated that the cost of implementing the Divinity Road area CPZ (including this formal consultation) will be £135,000. This will be fully funded from developer funding, the majority of which is from the expansion of the University of Oxford's Old Road campus. This funding is allocated in the county council's capital programme.
25. Final cost estimating, including changes arising from consultation, is yet to be completed so some uncertainty remains about the final scheme costs. Any necessary changes will be managed in line with the corporate capital governance requirements and further approvals will be sought at the appropriate level.
26. A small number of additional civil enforcement officers would be required to enforce the CPZ but the additional revenue cost is expected to be recovered from permit and enforcement income.

Risk management

27. An assessment has been carried out identifying the risks and their mitigation associated with the delivery. The assessment is in background document F. The biggest risks relate to budget, delay and objectives. Factors such as adverse weather (it is not advisable to put down road markings on wet roads) and delays in clearing streets of cars to allow road markings to be put down will potentially add to costs and delays. Greater negative impacts of the scheme once implemented such as more than predicted knock on of commuter cars into uncontrolled streets could mean the full delivery of objectives is not achieved. The assessment sets out the measures that have been and will be put into place to manage these risks.

Conclusions

28. Whilst a number of in principle and detailed concerns about the proposals for a Divinity Road CPZ were received during the consultation, overall the majority of those who responded were in support of the scheme. A number of the detailed objections and concerns received about the scheme can be addressed through minor modifications listed in Annex 6, should the decision be made to approve the draft TROs. These would need to be subject to local consultation with residents and businesses in the immediate vicinity.

29. Apart from minor modifications, the proposals are exactly the same as those that were previously approved on 1 October 2009. Based on the 2008 parking surveys, the CPZ could remove up to 184 non-resident cars from the area covered by the proposals and encourage them to use more sustainable modes of transport to make their journey. The proposals would also relieve pressure on resident parking in what is currently a very heavily parked area. Regulated pavement parking would also significantly improve conditions for pedestrians in the area.
30. The scheme fits closely with the city's transport strategy, will help to tackle problems caused by people driving into the area and support plans for further development.

RECOMMENDATIONS

31. **The Cabinet Member for Transport is RECOMMENDED to:**
 - (a) **authorise the making of the Oxfordshire County Council (Oxford Divinity Road area) (Controlled Parking Zone and Waiting Restrictions) Order 20**;**
 - (b) **authorise the making of the consequential TROs being the Oxfordshire County Council (East Oxford) (Controlled Parking Zone Waiting Restrictions and Traffic Management) (Variation No 6*) Order 20**, the Oxfordshire County Council (Various Streets East Oxford) (Traffic Regulation) (Variation No.9*) Order 20**, the Oxfordshire County Council (Headington West) (Controlled Parking Zone) (Variation No. 12*) Order 20**, and the Oxfordshire County Council (Cowley Road, Oxford) (Traffic Regulation) (Variation No. 1*) Order 20****
 - (c) **authorise officers to reconsult locally on amendments to the scheme, as set out in Annex 6 to this report; and**
 - (d) **authorise the Deputy Director for Environment & Economy (Highways & Transport) in consultation with the Cabinet Member for Transport to carry out further minor amendments to the scheme and the Traffic Regulation Order that may be required when implementing the proposed parking zone**

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Environment & Economy (Highways & Transport)

- Annexes:
- Annex 1: Controlled parking zone boundary plan
 - Annex 2: History and background to the proposals
 - Annex 3: Minor modifications since last consultation
 - Annex 4: Summary of main objections with officer response

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Annex 5: Equality Impact Assessment (updated)

Annex 6: Recommended Minor amendments

Background papers:

- Document A: Report of Feasibility Study
- Document B: Report of Initial Consultation
- Document C: Report of Informal Consultation
- Document D: Formal Consultation documents and plans (including consultation letter and list of stakeholders consulted)
- Document E: Formal consultation responses and officer comments
- Document F: Risk Assessment

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ANNEX 1

P:\C:\Network Management\Traffic Regulation Orders\CPZ Drawings\Divinity Road Area\Working\DR_ Zone boundary.dwg



Drawing No.	A3_DA_BOUNDARY	Revision	0
<p>Key</p> <ul style="list-style-type: none"> Proposed Divinity Road CPZ Existing East Oxford CPZ Proposed Magdalen Road (North) CPZ Proposed Magdalen Road (South) CPZ 			
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Rev.	Date	Purpose of revision	Drawn Checked Approved
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<p>Project title</p> <p style="text-align: center;">Proposed Divinity Road Area Controlled Parking Zone</p>			
<p>Drawing title</p> <p style="text-align: center;">Proposed Zone Boundary</p>			
<p>Drawing Status</p> <p style="text-align: center;">For information</p>			
Scale @ A3	Drawn by	VS	Checked by
NTS	Date drawn	08.12.2011	Date checked
		23.12.2011	Date approved
		23.12.2011	
<p>Oxfordshire Project No. & File Ref</p>			
Drawing No.	A3_DA_BOUNDARY	Revision	0