

**Divisions Affected – St. Margaret’s; Wolvercote & Summertown;
Marston & Northway; Barton, Sandhills & Risinghurst; St Clement’s
and Cowley Marsh: Cowley; Rose Hill & Littlemore; Isis and Iffley
Fields and St Mary’s**

**CABINET MEMBER FOR HIGHWAYS MANAGEMENT – 27 JANUARY
2022**

OXFORD – QUICKWAYS, QUIETWAY AND 20MPH SPEED LIMITS

Report by Director of Growth and Economy

RECOMMENDATIONS

The Cabinet Member for Highway management is RECOMMENDED to:

- a. Approve implementation of the Marston Road, Cowley Road/Oxford Road, Iffley Road/Henley Road/Rose Hill and Morrell Ave/Warneford Lane Quickways as advertised with the understanding that, once detailed design costs are finalised and should available budget allow, additional schemes on the prioritisation list can be brought back into the programme.
- b. Approve implementation of all the 20mph speed limits as advertised incorporating the extension of the 20mph speed limit on Weirs Lane.

Executive Summary

1. Quickways and Quietways are proposals in the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) as an effective way of promoting cycling, in line with council objectives of public health, decongestion, climate change and air quality. East Oxford was chosen as a priority area as it has below average levels of cycling for the city.
2. Quickways are proposed on main routes in the city, with the following routes consulted on: Cowley Road/Oxford Road, Donnington Bridge Road, Iffley Road/Henley Avenue/Rose Hill, Marston Road, Morrell Avenue/Warneford Lane, St Clement’s Street, Between Towns Road/Church Cowley Road and Banbury Road/St Giles.
3. A Quietway is proposed to be introduced on Parks Road in North Oxford.
4. The 20mph speed limit amendments proposed on the Quickways included provision of a 20mph speed limit on Abingdon Road, where cycle improvements were implemented as part of Active Travel Tranche 1.

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Following the consultation, the 20mph speed limit on Donnington Bridge Road is proposed to be extended to include Weirs Lane.

5. Quickways and the Quietway cycle routes have been presented to key stakeholders through extensive consultation. A total of 1,448 online responses were received from the informal consultation and 909 responses for the statutory TRO consultation. The consultation found that respondents showed good support for the proposed Quickways and Quietway. 75% of respondents to the informal consultation supported the proposals, with 21% objecting and 4% remaining neutral.
6. Across both consultations it is clear that respondents largely supported the Quickway routes. There were some key objections which have been noted and addressed where possible. These included but were not limited to loss of parking including disabled provision and a desire for more infrastructure particularly at junctions.
7. Following consultation, a priority ranking exercise was undertaken, and it is recommended to defer the Between Towns Road/Church Cowley Road and Banbury Road. An order of preference has been identified for delivery to ensure the scheme remains within the budgetary constraints.

Background

8. In March 2020, the Council approved the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP). This established a comprehensive strategy to deliver an ambitious 50% increase in cycling within Oxford by 2031. The Oxford LCWIP included Quickways and Quietways as one of its eight core policies to promote and increase cycling and walking.
9. In May 2020 the Secretary of State for Transport announced a £2 billion funding package to support active travel measures across the UK to help the country recover from the COVID 19 crisis. Around £250 millions of this fund was allocated for prompt emergency interventions to deliver cycling and walking schemes to make them safer and more attractive.
10. In May 2020 Oxfordshire County Council received £600,000 from Tranche 1 of the Emergency Active Travel Fund to deliver a range of measures to improve journeys made by bicycle or on foot. On 13 November 2020 the Department for Transport awarded Oxfordshire County Council a maximum award of £2.98 million from Tranche 2 of the Active Travel Fund for the delivery of Quickways, Quietways, 20mph extensions and Low Traffic Neighbourhoods in Oxford.
11. This report outlines the outcome of a public engagement and consultation exercises associated with proposed Quickways and one Quietway as part of the Active travel programme.
12. A Quickway is defined as a direct and, where possible, segregated cycle route along main roads in the city with the specific intention of improving cyclists'

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speeds, directness, permeability and safety to encourage take up of cycling.

Typical interventions include:

- Widening existing cycle lanes
 - Partial or full segregation e.g. stepped cycle tracks
 - Provision of wands/orcas to provide physical separation where feasible
 - Provision of mandatory and advisory cycle lanes
 - Improved crossing facilities
 - Advance stop lines at signal junctions and pedestrian crossings
 - Minor junction improvements
 - 20mph speed limits
13. Quickways are a key element of the wider Active Travel initiative which support the development of a comprehensive cycling network.
14. Quietways utilise quieter residential streets or paths that minimise the need for the cyclist to mix with heavy traffic. The Quietways in Oxford are generally associated with the introduction of Low Traffic Neighbourhoods (LTNs) which aim to reduce through traffic and as such often just need signage rather than segregation.
15. The Quickways, Quietway and 20mph extensions consulted on as part of the proposals are included in the list below. An overview plan showing the locations of the proposals can be found in **Annex 1**.
- Banbury Road/St Giles
 - Between Towns Road/Church Cowley Road
 - Cowley Road/Oxford Road
 - Donnington Bridge Road
 - Iffley Road
 - Marston Road
 - Morrell Avenue/Warneford Lane
 - Parks Road (Quietway)
 - St Clement's Street
 - Abingdon Road (20mph)

Consultation

16. Extensive engagement has been undertaken during development of the 8 Quickways, the Parks Road Quietway and 20mph extensions.
- County and City Member and Officer Briefings – 22 March 2021 onwards
 - Stakeholder workshop including cycle groups, residents' groups, business representatives - from June 2021
 - Informal public consultation 20 September - 31 October 2021
 - Online drop-in sessions - 4 to 7 October 2022

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- Site visits with interested parties including bus operators, The Swan School, Magdalen College School, University of Oxford and Oxford Brookes University
 - Bus operators
 - University groups
 - The NHS Trust
 - A statutory consultation - 11 November – 17 December 2021
17. The outcome of the consultation and engagement exercises including the key stakeholder workshops are summarised in **Annex 2**.

Public Consultation

18. The informal public consultation was undertaken between 20 September 2021 and 31 October 2021, this included an extension as a result of issues with leaflet deliveries.
19. The consultation consisted of 13,000 leaflets delivered to all properties in the areas within 500m of the proposals and adjoining roads inviting them to participate in the consultation. A copy of the leaflet is attached in **Annex 3**.
20. The Quickways leaflet and press releases directed residents, businesses and visitors to the consultation webpage which included:
- a) Description of proposals and the consultation process
 - b) Detailed design plans
 - c) Simplified overview plans of proposed parking changes
 - d) Simplified overview plans of proposed 20mph speed limits
 - e) Frequently asked Questions
 - f) Questionnaire
21. Materials were also deposited in local libraries for those unable to access the files online. These included: Oxford County Library in Oxford city centre, Cowley, Headington and Old Marston local libraries.
22. Consultees were also invited to participate in online drop in sessions

Informal Consultation Results Analysis

23. The consultation was open to anyone who wished to respond, and these responses have been considered in detail and analysed by an independent external research agency providing a thorough, robust and independent analysis of the consultation results as provided in **Annex 4**.
24. A total of 1,448 questionnaire responses and 185 emails were received with queries and suggestions that have been taken into consideration during the development of the designs.
25. A total of 1,144 (79%) of respondents lived on or near a Quickway with responses of 261 (18%) from outside the immediate area.

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26. Respondents to the consultation were asked to indicate if they support, object or remain neutral to the Quickways and Quietway proposals. Overall, the majority of respondents supported the Quickway proposals with 75% supporting, 21% objecting and 4% returning a neutral response. This was mirrored across those residents within and outside the areas, However, representatives from businesses and other groups showed less support at 54% and 48% respectively.
27. Respondents were asked to identify their normal modes of transport, plus level of car ownership. Support for the scheme notably reduced with increased car ownership.
28. Businesses along the proposed routes raised concerns regarding deliveries and pick up to and from their property and if these would be prevented in the future. Whilst the Quickways are removing on-street parking there is no change to the Traffic Regulation Orders (TROs) to prevent deliveries except where there are orcas/wands or mandatory cycle lanes.
29. Proposed changes identified through the consultation have been considered and, where possible, incorporated into the design. A Design Change Log outlining the main changes undertaken is detailed in **Annex 5**.
30. To better understand whether the scheme would promote a change in travel behaviours, respondents were asked if the proposals would encourage them to cycle more. The results show that 57% of the respondents felt that the proposals would “definitely encourage” them to cycle more and 11% would maybe cycle more.
31. On the opposite end of the scale 16% said they would not/cannot cycle and 14% indicating they are already a regular cyclist or would probably not cycle more.

Public and Business Drop-in Sessions

32. In October 2021 four online “drop-in” sessions took place across a week during the day and in the evening.
33. Despite extensive publicity, including direct invitations, leaflets, social media and direct contact with local businesses, only 43 representatives and individuals attended the four events.
34. Responses in the drop-in session mirrored the comments received through the online consultation process.

Traffic Regulation Order: Statutory Consultation

35. To generate the legal TROs associated with changes to waiting restrictions, speed limits etc. a statutory consultation must be undertaken. These TROs

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have been advertised and consulted on in accordance with the relevant legislation including reference to the county council's policies on traffic management, cycling and walking. The TROs are required to deliver the highway changes required for the Quickways, Quietway and 20mph speed limit extensions. This also gave the public a further opportunity to comment on the Quickway and Quietway proposals. The TRO proposed measures are shown in Table 1.

Proposal	Mandatory Cycle Lane	20mph	Waiting restrictions /Loss of parking	Clearways	Zebra Crossing
Quickway					
St Clements St	X	X	X		
St Giles/ Banbury Rd			X	X	
Abingdon Rd		X			
Iffley Rd	X	X	X	X	
Cowley Rd		X	X	X	X
Marston Rd	X	X	X	X	
Church Cowley/ Between Towns Rd	X	X	X	X	
Donnington Bridge Rd		X	X	X	
Morrell Ave/ Warneford Ln	X		X	X	
Parks Rd				X	

Table 1

36. The statutory consultation was carried out between 11 November 2021 and 17 December 2021.
37. As well as emails to all statutory consultees and interest groups, letters were sent out to approximately 40,250 properties in the areas surrounding the proposals and street notices were placed on site in the immediate vicinity of the various proposals. The TRO consultation area is wider than the informal consultation area as it includes properties on or near the proposal for a 20mph speed limit on the Abingdon Road.
38. People could respond via the council's online consultation portal 'Let's Talk'.
39. The details on the consultation webpage included:
 - a) Description of proposals and the consultation process
 - b) Detailed design plans
 - c) Simplified overview plans of proposed parking changes
 - d) Simplified overview plans of proposed 20mph speed limits
 - e) Draft Traffic regulation order and Statement of reasons
 - f) Frequently asked Questions
 - g) Questionnaire
40. The responses to the statutory TRO consultation have been analysed by an independent external research agency providing a thorough, robust and

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independent analysis of the consultation results. A summary of the analysis is detailed below, and a copy of the analysis report is attached in **Annex 6**.

41. The online TRO consultation received a total of 909 responses of which 824 were via questionnaire and 85 written submissions (email/letter). Of the 772 respondents to the question 96% were individuals and 2% represented a business.
42. Respondents were asked to indicate if they support, object or remain neutral to the TRO proposals. Overall, the responses generally mirrored those of the informal consultation with high levels of support across all schemes. Whilst loss of parking/waiting restrictions across all routes received high levels of negative correspondence, overall, more than 60% of respondents still supported the proposals

Proposed changes to schemes and prioritisation

43. The Active Travel Tranche 2 bid was very ambition covering the whole city and wider county areas. A prioritisation exercise has been required to select which schemes can be implemented through the limited government funding available. This has been scored using OXCRAM (Oxfordshire Cycle Route Assessment Matrix) benefits based on current and future scores, accident levels and safety benefits offset against cost of each route as well as using ranks from the consultation and other external considerations.
44. **Table 2**, which summarises the outcome of the prioritisation exercise. A more detailed analysis is available in **Annex 7**.

	Quickway	OXCRAM Benefits over route per cyclists	Casualty savings £million over 10 years (-33% casualties)	Rank - votes	Rank - cyclist benefits	Rank - safety benefits	Total ratings	Rank 1= highest	External considerations	Final Rank
OXR 7	Marston Road	13	£0.11	10	6	7	7.7	9	Co-ordination with existing scheme means external funding available. Scheme to be prioritised	1
OXR 14	Cowley Road/Oxford Road	67	£1.84	1	2	1	1.3	1		2
OXR 17	Iffley Road/Henley Road/Rose Hill	90	£1.03	2	1	2	1.7	2		3
OXR 12	Morrell Avenue & Warneford Lane	29	£0.51	6	4	4	4.7	3		4
OXR CN1	St Giles	8	£0.69	3	9	3	5.0	4		5
OXR 10	St Clement's Street	21	£0.08	5	5	8	6.0	5		6
OXR 5	Parks Road (Quietway)	41	£0.00	9	3	10	7.3	7=		7=
OXR B1	Donnington Bridge Road	12	£0.06	7	7	8	7.3	7=		7=
OXR 4	Banbury Road	6	£0.12	3	10	6	6.3	6	Future scheme in development. Existing facilities adequate. Recommended to defer	10=
OXR B2	Between Towns Road/Church Cowley Road	10	£0.22	8	8	9	8.3	10		10=
		296	£4.66							

Table 2

45. Other factors have been identified which affect the proposed prioritisation of schemes include:

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- Banbury Road - existing facilities present with future proposals for an improvement scheme which will propose significant benefits to pedestrians and cyclists.
 - Church Cowley Road/Between Towns Road performed poorly overall, and it ranked as the lowest priority. It also needs to be considered with the Templars Square redevelopment with a comprehensive review of key junctions which cannot be resolved within the current budget constraints. It is therefore recommended that this scheme is removed from the current programme until such time that additional funding can be identified for a more comprehensive scheme.
 - Funding has been made available specifically for a cycle and pedestrian improvement scheme on Marston Road in the amount of £140,000 and therefore this scheme has been prioritised for delivery.
46. Taking into accounts current funding available detailed in the finance section of these reports Marston Road, Cowley Road/Oxford Road, Iffley Road/Henley Road/Rose Hill and St Giles are recommended to be delivered through the Active Travel Tranche 2 funding. As detailed designs are developed should funding be available other schemes on the list may be able to be delivered.
47. Following the consultation, the 20mph zones were extended on Iffley Road and along Donnington Bridge Road to include Weirs Lane. The updated 20mph zone map is attached as **Annex 8**.

Summary and final recommendations

48. The Oxford Transport Strategy and Central Oxfordshire Transport Strategy aims to reduce the number of car journeys in the city and to encourage as many trips as possible by active travel modes, particularly cycling and walking. Such a change in the way people move around Oxford will provide far greater health and well-being benefits, along with significant environmental improvements. Impacts do therefore have to be balanced with wider benefits. The Quickways and Quietway form part of the ongoing strategy for developing a comprehensive cycling and walking network.
49. A number of key concerns have been raised about the removal of car parking spaces and the needs of residents, businesses and servicing properties along the routes. It is therefore recommended that monitoring of the availability of car parking spaces, especially in neighbouring side streets, is undertaken if the schemes are implemented.
50. An extensive consultation exercise has been undertaken in the vicinity of the Quickways and Quietway, followed by a statutory consultation period for the Traffic Regulation Orders. These consultation activities resulted

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in broad support the scheme which can be implemented in the spring/summer of 2022 without further consultation.

Sustainability Implications

51. The Quickways and Quietways are a core element of the cycle network plan in the Oxford LCWIP and support the LCWIP target of increasing cycling in Oxford by 50% by 2031. They support the wider Local Transport and Connectivity Plans of reducing car use and promoting active travel. They are also consistent with the council goals of creating an inclusive active and sustainable travel network and tackling the Climate Emergency.

Financial Implications

52. Table 3 identifies the total funding available in Active Travel Tranche 2 and current estimates scheme costs which includes Low Traffic Neighbourhood, Quietways, Quickways, Scooters and School Streets.

Funding	Capital	Revenue
DfT	£ 2,388,000.00	£597,000.00
S106 (previously agreed)	£ 37,942.17	
S106 (additional funding identified)	£ 202,624.02	
Growth Deal (Capital)	£ 479,000.00	
Marston Road (City)	£ 140,000.00	
Total Funding	£ 3,247,566.19	£597,000.00
Infrastructure development	£ 702,500.00	£ 252,000.00
Cowley LTN amendments	£ 20,000.00	
Quickways	£ 1,835,000.00	
20mph speed limits	£ 50,000.00	
Advance lining works	£ 2,000.00	
East Oxford LTNs and Quietways	£ 270,000.00	
ANPR Cameras	£ 35,000.00	
School Streets	£ 50,000.00	
Staffing 2022/23	£ 425,000.00	
Total Infrastructure	£ 3,389,500.00	£ 252,000.00
<i>Infrastructure contingency</i>	<i>£ 411,950.00</i>	
Monitoring Estimate	£ 61,690.00	£102,700.00
Escooters	£ 1,500.00	£ 42,300.00
Community Activation		£ 200,000.00
Grand Total	£ 3,864,640.00	£ 597,000.00
Current deficit	-£ 617,073.81	£ -

Table 3

53. The current spend across the schemes is **£395,000**, with a further commitment so far of **£582,000** for design development costs (excluding internal staff), ongoing engagement/reporting, school streets and Low Traffic Neighbourhoods bringing the total committed spend to **£977,000**.

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54. Current estimates identify a deficit of **£617,073.81** maintaining a contingency of **£411,950**.
55. As detailed in paragraphs 45 to 47 the Active Travel Tranche 2 bid was very ambition covering the whole city and wider county areas. A prioritisation exercise has been undertaken to select which schemes can be implemented through the limited government funding available.
56. Table 4 indicated the preliminary design costs provided buy OCCs consultant which includes 20% contingency for works costs.

Scheme name	Preliminary works estimate
Marston Road	£350,274
Cowley Road/Oxford Road	£463,187
Iffley Road/Henley Road/Rose Hill	£309,620
Morrell Ave/Warneford Lane	£123,487
St Giles	£102,503
St Clements	£144,330
Parks Road (Quietway)	£54,084
Donnington Bridge Road	£31,146 (some works delivered through resurfacing programme)
Banbury Road	£93,799 (some works delivered through surface dressing programme)
Church Cowley/Between Towns	£161,647
20mph speed limits	£50,000

Table 4

57. Taking into account the prioritisation exercise and scheme costs it is recommended to proceed with the following schemes at a cost of **£1,246,568** for delivery of the Quickways.
- Marston Road
 - Cowley Road/Oxford Road (which include significant s106 contributions)
 - Iffley Road/Henley Road/Rose Hill
 - Morell Ave/Warneford Lane
58. With the prioritised schemes as detailed above, the package of measures accords with the available budget with a revised contingency of around £380,000, as yet unallocated.
59. If funding becomes available, the deferred schemes could be implemented based on the priority list.

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60. No allowance for ongoing maintenance has been included as part of the funding from DfT. It is anticipated any future maintenance will be included within the council's maintenance budget.

Comments checked by: Rob Finlayson & Ian Dyson, Finance

Staff Implications

61. Ongoing staffing resource is anticipated to be required during and following implementation of the schemes to monitor and address queries and has been identified in scheme costs.

Legal Implications

62. The scheme development will be led by Oxfordshire County Council as the Highway Authority. Oxfordshire County Council will be receiving legal advice on the scheme from their own legal team in development of the Quickways and Quietway.
63. The consultations that have been undertaken are both informal and statutory consultations to aid with development of the scheme designs. There is a statutory requirement to undertake this level of consultation in advance of a traffic regulation order. Should the scheme be implemented it is confirmed that the statutory consultation procedures have been followed within the guidelines set down by Legal Services.

Comments checked by:

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(Legal)

Corporate Policies and Priorities

64. The Quickways and Quietway have been identified as part of the Oxford LCWIP and are consistent with Oxfordshire County Council's aim to achieve zero carbon emissions by 2050. They also support the wider Oxford Transport Strategy which promotes increased cycling, walking and use of public transport.

Risk Management

65. By delaying the implementation until Spring 2022 it has allowed for extensive public consultation and scheme implementation avoiding periods of inclement weather which would add to development costs caused by potential delays. This will lead to an increased uptake of cycling and walking as the scheme is introduced at a time of more favourable weather conditions.

66. Whilst the DfT funding pot was stipulated to be spent by March 2022, ongoing discussions with DfT have led to agreement that there only needs to be a commitment to spend by March 2022, with delivery of the schemes continuing into the summer 2022.
67. There has been early contractor involvement to ensure availability of resource for implementation and to agree the most cost-effective options to implement the works.
68. Early involvement with network management has resulted in some works being coordinated with existing surfacing programmes reducing disruption on the networks and implementation costs. Additionally, this ensures coordination with other roadworks across the city and agreeing methods of implementation to minimise impact on the network. However, further prioritisation may be required subject to ongoing maintenance liabilities and the need for resurfacing to implement the prioritised schemes.

Equality and Inclusion Implications

69. An Equality and Climate Impact Assessment (ECIA) has been completed, see **Annex 9**. At this stage it is anticipated that the Quickways and Quietway will have an overall positive impact for most protected groups. The groups most likely to be inconvenienced will be those reliant on the car to travel.

OWEN JENKINS

Director of Growth and Economy

Annexes:

- Annex 1 – Overview of Active Travel Schemes 2021-22
- Annex 2 – Summary of Key Stakeholder Engagement
- Annex 3 – Quickways Promotional Leaflet
- Annex 4 – Informal Consultation Analysis Report
- Annex 5 - Design Changes Log
- Annex 6 - Statutory Consultation Analysis Report (TRO)
- Annex 7 – Priority Ranking Table
- Annex 8 – Proposed 20mph Speed Limits Plan
- Annex 9 – Equality and Climate Impact Assessment

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