

Divisions affected: *University Parks, Jericho and Osney*

CABINET MEMBER FOR HIGHWAY MANAGEMENT – 21 JULY 2022

OXFORD - BROAD STREET: TEMPORARY PUBLIC REALM SCHEME

Report by Corporate Director, Environment and Place

RECOMMENDATION

1. The Cabinet Member for Highway Management is RECOMMENDED to approve as engaged with key stakeholders on preliminary designs:
 - a) the introduction of an Experimental Traffic Regulation Order which will result in the following:
 - I. Removal of existing pay and display parking on Broad Street
 - II. Relocation of existing motorcycle bay to St Giles, located approximately 125m north of the junction with Magdalen Street East
 - III. Relocation of existing loading/goods vehicle only bays, remaining within Broad Street
 - IV. Relocation of existing disabled bays, 4 remaining within Broad Street and 4 relocated to Catte Street/Parks Road as appropriate.
 - V. Introduction of 24/7 loading ban on the majority of Broad Street

Executive summary

2. This report sets out the proposal to make an Experimental Traffic Regulation Order (ETRO) to enable the implementation of a temporary public realm scheme on Broad Street. The project aims to discourage general vehicle movements and builds on the Broad Meadow scheme implemented by Oxford City Council in 2021 by increasing the extent of the scheme to the full length of Broad Street (Catte Street – Magdalen Street East).
3. The key output of this project is to improve the public realm on Broad Street. This will be achieved by removing existing pay and display parking and relocating an existing motorcycle bay, and re-positioning existing disabled bays and loading bays. The scheme aims to: encourage people to use the space as a place to stay/meet throughout the year, rather than just a place to travel through; offer increased space for events to take place; support local businesses through encouraging increased footfall and time spent in Broad Street; and improve air quality through reducing vehicle movements.
4. Plans showing the preliminary proposals are shown in **Annexe 1**. It should be noted that detailed designs will be prepared following the completion of the

stage 1 and 2 Road Safety Audit, therefore the designs shown in Annex 1 are subject to change.

Financial Implications

5. Funding for the proposals was approved within the Capital Programme following [Council](#) on the 8th February 2022.
6. The proposal includes the removal of existing pay and display parking spaces on Broad Street which results in a loss of revenue for Oxfordshire County Council.
7. In the case where the scheme is made permanent, additional funding may need to be sought to make further changes to the scheme.

Equality and Inclusion Implications

8. No implications in respect of equalities or inclusion have been identified in respect of the proposals. Engagement with Oxford City Council's Inclusive Transport and Movement Focus Group has taken place and associated walkabout with members of this group and other interest and advocacy groups representing different users has been held. An Equality Impact Assessment is to be carried out as part of the detailed design, and will be monitored as part of the 6 month consultation.

Sustainability Implications

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

Preliminary Consultation

10. Engagement has been carried out with more than 150 different stakeholder representatives between March and July 2022. Key stakeholders have included Oxfordshire County Council councillors (portfolio holders, division councillor and county councillors in the city area), Oxford City Council councillors (cabinet members and city ward councillors), Oxfordshire County Council officers, Oxford City Council officers, bus operators, emergency services, Oxford Preservation Trust, Historic England, Oxford Colleges, local interest and advocacy groups and local businesses.
11. Engagement activities included briefing sessions, workshops, a walkabout and face-to-face meetings. Letters were sent to local residents on Broad

Street, Ship Street, Turl Street and Market Street to give advanced notice that the scheme is being developed. Based on responses received to date, there is significant support for this temporary scheme to be implemented. Feedback from stakeholders has shaped these preliminary designs.

12. The following key matters were raised in this informal consultation with key stakeholders includes:

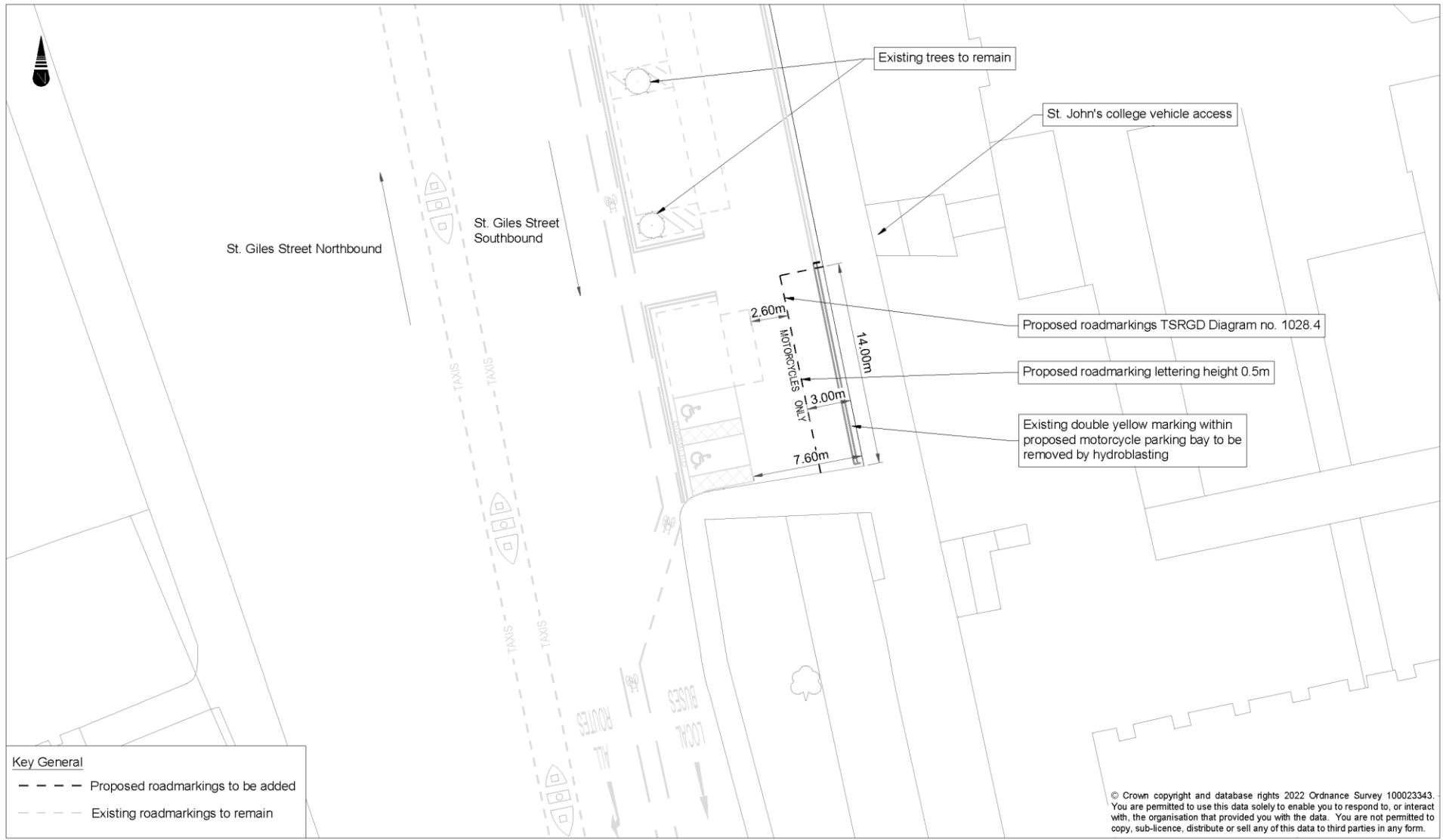
- **Safety** – Stakeholders stated that no markings on the highway were required given the expected reduction in traffic movements, reduction in vehicle speeds and the introduction of two public realm areas on the opposite sides of the road.

Furthermore, stakeholders also raised the importance of Hostile Vehicle Mitigation (of a necessary level), which has been accommodated within the design of the public realm areas.

Stakeholders highlighted the need to ensure safe movements for pedestrians across Broad Street, therefore informal crossing points have been incorporated into the preliminary designs to provide safer places to cross.

- **Inclusivity** – Stakeholders requested the need for access for all, this means retaining the number of disabled bays, provision of temporary dropped kerb facilities, wheelchair friendly seating and provision of cycle parking for non-standard cycles.
- **Multi-functional space** – Stakeholders requested that the two public realm spaces offer various uses such as events, cycle parking, seating, planters, open space for temporary activities, and retaining existing licensed seating areas for local businesses.
- **Greenery** – Stakeholders stated the need for greenery and planting as part of this scheme to bring more shade, shelter, and colour to Broad Street. It was recommended that a clear maintenance strategy was prepared to ensure the scheme is well maintained throughout the experimental period.
- **Adaptable** – Stakeholders highlighted the importance of ensuring the two public realm spaces are adaptable depending on the need. This space needs to offer a place for people to sit and relax, whilst also maintaining event uses and bus diversions when required.
- **Historical Environment** – Stakeholders stated that the scheme must complement the historic nature of the street and ensure visibility of buildings and sense of place is not reduced. Materials, vegetation and products chosen must be carefully chosen.

13. **Annex 2** provides a more detailed summary from engagement workshops. **Annex 3** provides details on key stakeholder concerns. On balance, the



Key General

- - - - Proposed roadmarkings to be added
- - - - Existing roadmarkings to remain

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Revisions					

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OXFORDSHIRE COUNTY COUNCIL

Drawing Originator

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Drawing Status

Detailed Design

Title

**St Giles Street
Relocation of Motorcycle Bay**

Project Name

**Broad Street
Public Space Improvement Scheme 2022**

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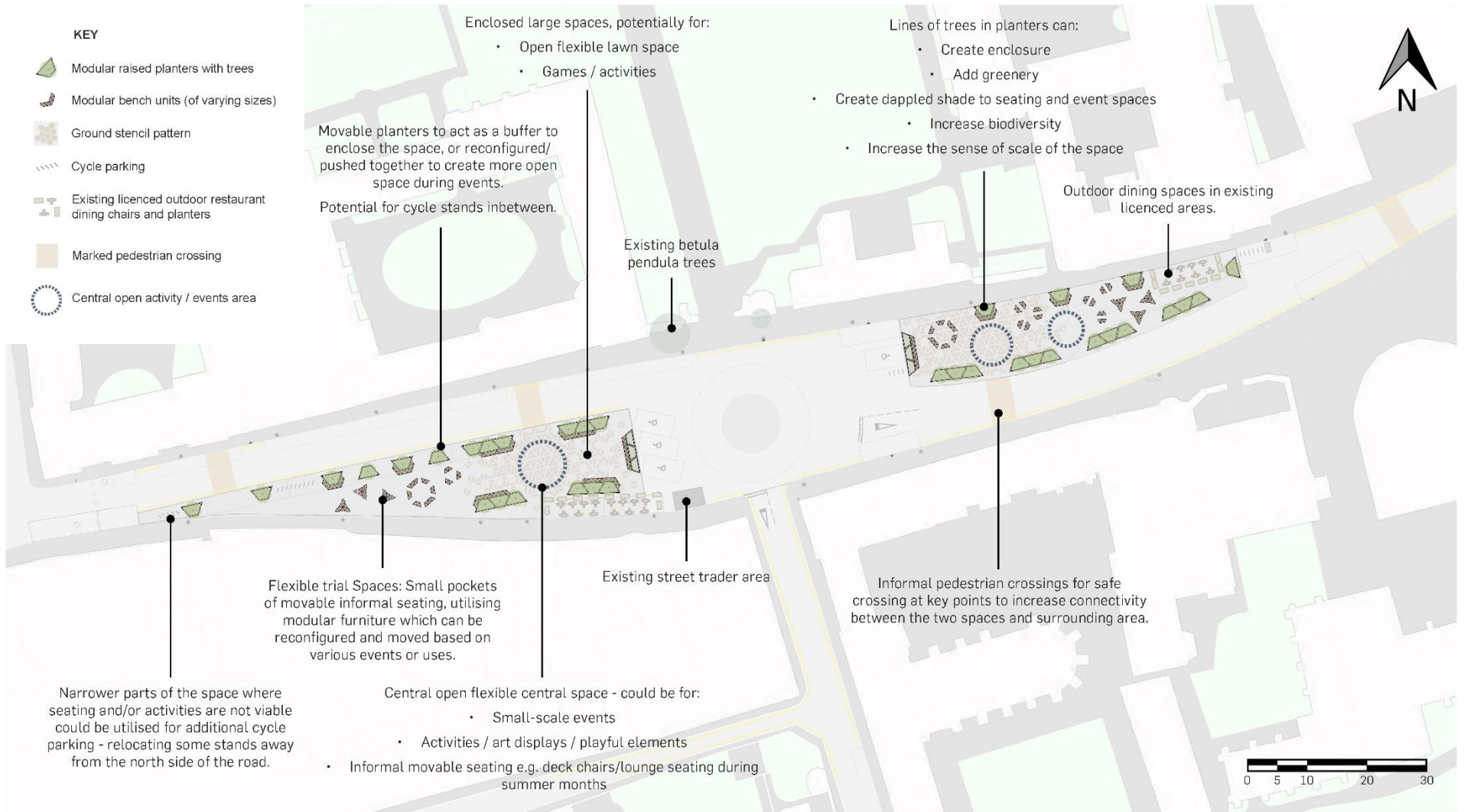
Rev

P01

Broad Street Oxford

PROPOSALS | LAYOUT PLAN

DRAFT FOR COMMENT
21.06.22





Summary of Engagement – Broad Street

Engagement workshops took place on: Tuesday 3rd May 10-12, Wednesday 4th May 2-4, Thursday 5th May 2-4 and Friday 6th May 10-12.

About the workshops: Workshops were held via Microsoft Teams and lasted for a maximum of 2-hours. The design team (comprising of County Officers, Milestone and Atkins) presented initial conceptual designs of the highway layout and public realm spaces. The purpose of the workshops was to create a further discussion with stakeholders on how Broad Street should be used.

Stakeholders that attended workshops included: County Division Councillor, City Ward Councillors, Oxford City Council Officers, Fire and Rescue, Bodleian Library, Oxford Half Marathon, Arts Market, Civic Society, City Officers, Objects of Use, County Council Comms and Engagement Team, Cyclox, Oxford Bus Company, other event organisers, City of Oxford Licensed Taxi-Cab Association, Oxford Preservation Trust, Oxfam, Sheldonian, Inclusive Transport Group member and various University of Oxford Colleges.

Please note, stakeholders unable to attend workshops were provided information via email, letter or face-to-face.

Key Themes

The following key themes were identified as part of this further engagement held with stakeholders:

- **Safety**
- **Inclusivity**
- **Multi-functional space**
- **Greenery**
- **Adaptable**
- **Historical Environment**

Safety

S.1 - County Council officers in Road Safety, Active Travel Hub and the Central Locality teams and Cyclox recommend that no cycle markings or centre lines are required as part of this scheme.

The reasons for this are:

- The carriageway space for transport movements would be reduced, therefore making the space feel more defined and direct. A reduced space for movements will in theory reduce speeds of vehicles – traffic speeds will be monitored by traffic surveys pre and post scheme implementation.
- General vehicle movements are reduced as a result of removing pay and display parking. This means cyclists will have more prominence in the street and fewer conflicting movements between cyclists and vehicles.

- A continuous segregated cycle facility could not be achieved within the highway space available (in accordance with Local Transport Note 1/20) without significantly compromising on the public realm space. The key objective of this scheme is to provide space for people to stop and enjoy Broad Street. A two-way marked cycle facility was investigated, however on reflection designers and officers established that this option was not workable.
- Limited/no road markings will ensure the space on Broad Street feels less like a highway and more like a place for people.

S.2 – Stakeholders identified that the give way facility on the southern extent of the scheme was not appropriate. This element will be removed from the design for the following reasons:

- The give way facility was too long and visibility could have been an issue.
- The system could lead to confusion, congestion and unnecessary idling.
- Although the row of planters provided a level of protection for pedestrians on the southern footway, it does not make best use of the space and could be used within the public realm space.

S.3 – Hostile Vehicle Mitigation (of a necessary level) needs to be accommodated within the design. Engagement will be undertaken with County Council officers working with HVM related schemes and Thames Valley Police on the suitability of proposed measures.

Measures could include cycle parking, bollards, planters, or other street furniture.

S.4 – Stakeholders raised concerns with movements between the two spaces and accessibility in/out of the public realm spaces. It is therefore recommended that 2 informal crossing facilities are implemented in a similar style to the Cattle Street junction and Frideswide Square. The locations of these are proposed to be linking the eastern public realm space with the southern footway (outside Blackwells Poster shop) and a second informal crossing point further east linking the north and south footway (outside Sheldonian Theatre).

S.5 – Stakeholders highlighted the importance of access to properties, colleges and businesses. Access therefore must be retained for the above, and provision of loading bays and dropping off/picking up must be offered.

Inclusivity

I.1 – Stakeholders requested additional bays to be provided as part of this scheme, however this is not possible. The usage of the 8 bays will be monitored throughout the experimental period. The number of existing blue badge holder bays will be retained (8 bays) and provide enough space for users to safely manoeuvre in/out of their vehicles.

I.2 – Stakeholders requested more dropped kerbs and permanent facilities. Temporary dropped kerb facilities will be provided at regular intervals within the two

public realm spaces. Facilities must be bolted to the ground. A permanent scheme could include a permanent dropped kerb facility instead.

I.3 – Stakeholders raised concerns over accessibility for wheelchair users around street furniture. Street furniture placed within the two public realm spaces will be adequately spaced apart to allow easy movement in between. The specific seating products chosen will consider provision for wheelchair users, as well as appropriate height, options for arm rests and back rests to improve comfort.

I.4 – Stakeholders requested larger cycle parking stands which will be provided for cargo bikes, larger bikes and adapted bikes. The scheme will incorporate this element.

Multi-functional space

M.1 – Stakeholders requested additional cycle parking to be offered as part of this scheme. An increase of approximately 30% cycle parking (TBC) will be offered on Broad Street and Turl Street. A variety of parking will be offered as per I.4.

M.2 – Stakeholders requested existing licenses to be retained. All existing licenses areas will be retained.

M.3 – Stakeholders recommended the space could be used for outdoor seating and arts and crafts. Noisy events were not preferred.

M.4 – Stakeholder stressed that noise must be kept to a minimum. The uses within the spaces will reflect this.

Greenery

G.1 – Stakeholders stressed that the amount of greenery and planting should be maximised where possible. Planters and hanging baskets can be used to bring colour to the street. The design team will investigate use of trees to create shade and add to the sense of place. Trees could be planted within larger reinforced planters; this will require identifying semi-permanent locations where the trees will only need to be moved infrequently. Possible locations could be existing build outs/islands.

G.2 – Stakeholders raised the need to have a clear maintenance strategy. The county council will outline a plan of maintenance of the scheme to ensure the scheme looks good throughout the trial.

Adaptable space

A.1 – Stakeholders stressed the importance of Broad Street being the best place for events to be held. The scheme will provide two defined spaces which can be used for events (minus the space taken by street furniture and existing licenses). The exact space is TBC.

A.2 – Broad Street must be maintained as a bus diversion route when required. The scheme must be flexible.

A.3 – Stakeholders want to have a space to relax, eat lunch and meet. The scheme must provide facilities and space for these activities. Although the scheme is temporary, a high-quality feel should be given to the overall look of the scheme and specific items placed within the space.

Historical Environment

H.1 – The scheme must complement the historic nature of the street and ensure visibility of buildings and sense of place is not reduced.

H.2 – Materials of products should be natural products such as wood and not bright colours. Vegetation and planting can be used to bring colour.

Key Stakeholder Concerns

Bus stops and turning circle

Oxford Bus Company raised concerns with regard the location of the proposed bus stop. Officers will work with the bus company to identify a solution whilst still balancing the needs of other stakeholders.

Both Oxford Bus Company and Oxford Colleges raised concerns on the safety of buses and large vehicles turning on Broad Street. Officers have instructed designers to undertake a swept path analysis to ensure safe movement.

Road Safety

Oxford Colleges raised concerns with regard to the safety of vulnerable user groups and the conflicting movements between vehicles and pedestrians and cyclists. Officers have proposed 5 new informal crossing points along Broad Street to improve the safety of crossing between the two public realm spaces, larger vehicles have been tracked as part of the swept path analysis to ensure that there is ample space for buses and large vehicles to turn, without encroaching on the footway, public realm space, loading bay, street trader bay or disabled bays. Furthermore, in accordance with national guidance, the scheme will be audited by an independent road safety auditor.

In addition, it is expected that this scheme will reduce the number of vehicle movements through removal of pay and display parking along with a reduction in speeds as a result of the new highway layout and positioning of the two public realm spaces.

Heritage

Oxford City Council's heritage team, Historic England and Oxford Colleges have raised the concerns with regard to the importance of the existing architecture on the street and the need for a wider, long term vision for Broad Street. Officers across the County Council, with support from Oxford City Council are currently developing a wider set of transport scheme which will influence any future permanent scheme on Broad Street.

Loading bays

Oxfam and Broad Canvas expressed the concern with regard to customer parking facilities specifically for dropping off donations and picking up large orders from the two shops. All businesses on Broad Street stated the need for loading facilities that are within a reasonable distance. Some businesses raised concerns with regard to ease of making deliveries. Officers identified a potential solution for a shared pump truck.

Disabled parking bays

Oxfordshire Transport and Access Group, and members of Oxford City Council's Inclusive Transport and Movement Focus Group raised concerns on the location, size and style of disabled bays. Officers have investigated alternative options on where bays could be located and have identified a proposal which retains the existing number of disabled bays (8) across Broad Street and Cattle Street. The proposals maintain good access to the city centre and are located close to the scheme. A mix of drive-in style bays and parallel bays have been offered which appeal to differing disabled badge holders depending on their needs. The sizes of all disabled bays are in accordance with national standards.

Events

Oxford City Council's events team and event organisers have raised concerns with regard to the operation of events on Broad Street following implementation of the scheme. Both County Council and City Council officers are working together to set out a list of parameters and possible layouts which will be put forward to appropriate members in both councils for a decision.

Oxford City Council's event team also raised concerns with regard to the lack of power supply in the eastern public realm space and how this would not be attractive to event organisers. Officers have investigated the option of providing an additional power supply in the eastern space, however it has been highlighted that there would be significant costs associated with creating a new mains supply. Officers will consider this should a permanent scheme be implemented. In the short term, officers will work with the events team to identify alternative means of power supply such as using electric generators.

Oxford Bus Company has raised concerns on the need to ensure Broad Street continues to be available during the St Giles Fair and in any other circumstance. The proposals offer flexibility to alter the space depending on the requirements.

Anti-social behaviour and noise

Oxford Colleges, The Buttery Hotel and Watsons of Oxford raised concerns regarding potential noise and anti-social behaviour associated with the scheme and events that take place during the experiment. Officers will monitor this during the trial period and will work with Oxford City Council's safer streets team, events team and Thames Valley Police to manage this.