

**Divisions Affected – St Clement’s & Cowley Marsh, Iffley Fields & St Mary’s**

**CABINET MEMBER FOR HIGHWAYS MANAGEMENT – 29 JULY 2021**

**OXFORD – DIVINITY ROAD, ST MARY’S AND ST CLEMENT’S AREAS: PROPOSED LOW TRAFFIC NEIGHBOURHOODS AND QUIETWAYS**

Report by Assistant Director, Environment and Place

**RECOMMENDATIONS**

**The Cabinet Member is RECOMMENDED to:**

- a. note the responses received to the non-statutory public consultation on the east Oxford low traffic neighbourhood including quietways (LTN).
- b. agree that officers review the options based on the consultation output, update the proposals and reconsult.
- c. agree that the outcome of consultation on revised proposals be reported to a future CMD meeting.
- d. Instruct officers to fully assess the impact of the delay on resources and budget on the wider Active Travel programme.

**Executive Summary**

1. An LTN which includes cycle quietways was proposed for Oxford in the Oxford Local Cycling and Walking Infrastructure Plan (LCWIP) as an effective way of promoting walking and cycling, in line with council objectives of public health, decongestion, climate change and air quality. Divinity Road, St Mary’s and St Clement’s were chosen as priority areas as they have high volumes of through traffic and lower levels of cycle safety as a result of through traffic.
2. Quietways would be introduced on quiet routes within the LTNs using cycle road markings to highlight the cycling routes.
3. LTN schemes are relatively low cost, and it is not possible to assess the impact without trialling, monitoring data and seeking feedback via a consultation once implemented. It is proposed that the east Oxford LTNs would be introduced using experimental traffic regulation orders (ETROs). An ETRO allows the council, residents, businesses and stakeholders to assess

the impacts, and for support and objections to be fed back via a six-month consultation. A decision is then made within 18 months of the trial starting regarding their permanency.

4. In the light of keen public interest, changes to residents' journey patterns and perceived impact on businesses, a non-statutory consultation for the east Oxford LTN trial was undertaken. The consultation included a series of workshops with stakeholder groups including emergency services and waste collection services, resident groups, businesses, schools and other interested parties. County and city councillor member briefings took place and an online consultation was run via the council's consultation website.
5. Consultation with the emergency services and waste collection services showed that the initial proposals would pose some disruption to services and access concerns. Work is ongoing to review engineering solutions that will work for all services whilst minimising disruption and allowing access through the identified filters of concern.
6. The Special Educational Needs transport team expressed concerns that the Cowley LTN has negatively impacted on their journey times which can cause significant stress to its passengers. It is acknowledged that further investigations are required to fully understand the impact of the east Oxford LTN on these services and identify any mitigating measures.
7. Targeted work has taken place with the bus companies to ensure their views are heard and understood on how the proposals would impact their services. Whilst there is concern that in the short term, traffic increases on the arterial routes may cause delays on bus routes, they are understanding of the aims, and share the aim to reduce car volumes on roads in and around the city. The bus operators will continue to monitor any impact on their services and provide this information to the council.
8. Businesses in east Oxford on the whole oppose the proposals, with a strong focus being against the filters proposed in St Mary's. Main concerns remain access for deliveries, journey times for staff and customers being put off using the business/establishment. Work is ongoing to ensure all businesses have the delivery access they require, especially where it is felt that large vehicles cannot turn or reverse safely down roads where filters are proposed. Many businesses were not aware until stakeholder workshops that there were solutions that could be offered to them in this case.
9. A total 2,012 online responses were received. The consultation found that residents living in the proposed LTN neighbourhood particularly in the Divinity Road area show support for the proposals. Whilst residents in both St Mary's, and St Clement's are largely supportive there is also a significant level of objection. Views are polarised and opinion divided. In most cases, there are specific issues that can be addressed with further work.
10. Responders from outside the LTN area were generally against the proposals with around 60% objecting to the proposals. Businesses were strongly against

the proposals overall with around 80% of business respondents strongly objecting.

11. Overall, the data shows greater support for Divinity Road, St Mary's and St Clement's LTNs among residents living in the proposed LTN area, but much lower support from those living elsewhere in Oxford. Businesses, organisations and groups, in particular, showed high levels of opposition.
12. 33 hard copy paper responses were received, of those 15 supported the overall proposals, 16 opposed and 2 didn't state a preference.
13. Respondents were asked the reason why they tend to support or fully support the LTN proposal. The majority felt that it would make it easier to walk and cycle, would reduce through traffic, would like cleaner/less polluted and would make the roads feel safer.
14. Respondents were asked the reasons why they tend to object or fully object to the LTN proposal. The majority expressed concern regarding an increase in traffic on nearby roads, that it would generate significant traffic impacts and were worried about emergency service access.
15. Other more specific concerns were raised which included:
  - (1) Concern about access for carers
  - (2) Increase travel costs for carers in terms of taxi fares or petrol costs
  - (3) Concern about deliveries to businesses and residents
  - (4) Speeding vehicles as a result of reduced traffic
  - (5) Specific design issues such as vehicles turning and loss of parking due to location of filter
16. It is clear from the consultation, that whilst there is significant support in the local community, there are significant objections from businesses and the wider area.
17. In view of this there is an argument not to proceed with any further LTNs. However, it is recognised that the current level of traffic congestion is high and one of the County Councils and City Councils goals is to reduce the level of through traffic across the city and encourage a change in the way people move around Oxford. Whilst LTNs are not the whole solution they are a steppingstone towards behavioural change; therefore, it is recommended that a do-nothing approach is not appropriate.
18. A number of key concerns have been raised about specific filters and the needs of services and as such it is recommended that further work is undertaken to address these concerns.
19. The county council is committed to ensuring that the public is fully consulted on the proposals, and whilst the current consultation and accompanying workshops are notably more than is required for an ETRO, there is merit to a further consultation on the proposed changes to the proposals. It will enable

the council to assess whether the amendments to the scheme suitably address the concerns raised. However, it is important to note that this will have a significant impact on the delivery programme along with having budget implications. These matters will need to be considered within the context of the Active Travel programme.

## Background

20. A low traffic neighbourhood (LTN) is an area where motorised traffic is prevented from taking short cuts through a residential area by traffic filters. This creates quieter and safer streets where residents may feel safer and more comfortable when making local journeys by bus, by cycle, by Voi e-scooter or on foot.
21. The LTN concept was promoted in the London Borough of Waltham Forest and many local members visited Waltham Forest to understand its impacts. However, whilst the term LTN is new, the concept of preventing through traffic along residential roads has been implemented over many years in many streets of Oxford including in the east Oxford area, for example in Union Street and Dawson Street.
22. In March 2020, the council approved the Oxford LCWIP. This set out an ambition to increase cycling in Oxford by 50% by 2031. The Oxford LCWIP included LTNs as one of its eight core policies to promote cycling and walking, especially where they promoted core quietway cycle routes.
23. Quietways are signed cycling routes linking key destinations that follow backstreet routes avoiding some of the busier highly trafficked roads in the area. These are great for people who prefer a quieter journey and can also help overcome some of the barriers that might prevent less confident cyclists getting on their bikes. Some quietways need just signage, other quietways will be dependent on reducing traffic through the proposed LTNs.
24. In May 2020, in response to the Covid-19 pandemic, the government issued statutory guidance as an update to the 2004 Traffic Management Act (TMA) requiring councils to take measures to reallocate road space to promote cycling and walking, including the use of filters to create LTNs.
25. In July 2020, LTN implementation was further promoted when the government issued the Gear Change report, which set out the government's policies to promote cycling and walking and included an ambition for a roll-out of LTNs across the country.
26. LTNs have been implemented in Cowley, as part of the Active Travel funding, as a trial through an experimental traffic regulation order (ETRO). The outcome of the ETRO is anticipated to be reported to CMD in February 2022.
27. Oxfordshire county council was successful in bidding for Tranche 2 Active Travel funding and has proposed LTNs in a further six areas. These are within

east Oxford (Divinity Road, St Mary's and St Clement's) and New Headington, Old Headington and Quarry areas. This report details the outcome of the public consultation on the east Oxford proposals.

28. Details of the proposals to restrict the passage of motor vehicles at the proposed modal filters within these LTNs, are shown in **Annexes 1 – 3**.
29. We have drawn a number of important lessons from the Cowley LTN including developing our consultation and engagement practices with statutory stakeholders, other key stakeholders and the public as well as identifying improvements to our implementation strategy.

## **Consultation**

### **Members Briefings**

30. An initial member briefing took place in March 2021, followed by further sessions for all members in May and June 2021, including new members after the elections.

### **Emergency services and waste collection services**

31. An initial workshop was undertaken with emergency services and waste collection services in April 2021 outlining the proposals. Feedback was also requested on key routes, filter types and navigations systems. The meeting was attended by Thames Valley Police, South Central Ambulance Service, Oxfordshire Fire and Rescue Service and Oxford Direct Services (who run the waste collection services).
32. Despite reservations around some of the detail of the proposals, the policy direction, principles and objectives of the LTNs were widely understood and supported by all of the services.
33. The main concerns were - lockable bollards would take too long to unlock, and often require more resource than a service has in an emergency which would add to response times, narrow roads in the proposed areas would make it difficult for large vehicles to turn around and reversing up roads instead would be dangerous for vehicles and other road users, increased traffic on arterial routes would add to emergency response times. Thames Valley Police also had concerns around the extra enforcement that may be required to police these schemes due to anti-social behaviour on quieter streets.
34. These flags and concerns were taken into account and workable solutions found. The waste collection team have been successfully using lockable bollards in Cowley and would be able to continue to do so for east Oxford. The Fire and Rescue Service stated that lockable bollards may be an option in some cases for them, but that they would have the equipment to move filters, if necessary, in an emergency. The police and ambulance service reported that they would find it quicker to use routing software to route around the LTNs

instead of access through, with exceptions on key routes which were identified as Magdalen Road, Howard Street and Princes Street.

35. Thames Valley Police, South Central Ambulance Service, the Fire and Rescue Service and the Neighbourhood Police team preferred Option B for Divinity Road (DR1 Divinity Road and DR2 Southfield Road), whilst the Waste Services preferred Option A (DR3 Stone Street and DR4 top end of Divinity Road). It was resolved to proceed with consulting with the wider public on Option B.
36. Engagement has continued with these key services to ensure the impacts on services can be minimised through the use of various engineering solutions, including the use of lockable or flexible bollards on all routes, for the services that opt to use them. This would also enable closures to be opened in an emergency if main routes are closed. There are concerns that flexible bollards would be abused by members of the public and further investigation is needed.
37. Following on from concerns around the ability to turn large vehicles around where there is no through road, design changes have been proposed to ensure the locations of traffic filters are at the best possible section of road for turning, and that extra space has been allowed where possible to facilitate this. Further work is ongoing to ensure the proposals allow service provision for the emergency services and waste collection service.
38. All statutory stakeholders require access to all routes, particularly SM8 Magdalen Road, SM9 Barnet Street, SM10 Howard Street, SC1 Rectory Road and SC2 Princes Street. Given these requirements, it is recommended to provide a combination of planters and lockable bollards, which can be unlocked folded down to enable through road access in an emergency or if required as a diversion route. Other options are being considered as part of the detailed design to further address concerns.

### **Stakeholder Workshops**

39. Stakeholder workshops took place in May 2021. Resident groups, disability groups, cycle safety groups, transport groups (including taxis), schools, businesses, elected members and other interested parties were invited. 55 invitations to the above groups were sent out with 31 responses taking the invitation up.
40. Within the same month, a separate meeting took place with Oxford Bus Company and Stagecoach. Both companies raised concerns over current time delays to their services, citing the implementation of the Cowley LTN as one of the factors and therefore felt that further LTNs, whilst not wholly opposed to the idea, may add to their delays which carry a reputational and monetary penalty. Key feedback from the meeting included concerns around potential traffic building on the arterial routes adding to delays, mainly the Cowley Road which is a main link road for many bus routes.

41. It is acknowledged that a combination of factors will have attributed to delays on main routes following implementation of the Cowley LTN including lifting of lockdown and roadworks in the area. Experience from other LTNs is that traffic conditions do start to improve as the trial settles down and people think about alternative methods of transport. There was also acknowledgement that in this case, if behavioural change happens to reduce traffic, it would be a benefit to the bus companies and would help their service provision. Officers are continuing to work with the bus companies to identify the extent of the delays, make comparisons with pre pandemic conditions and monitor any changes as the trial continues.
42. An online workshop for businesses, which included schools and places of worship took place in June 2021. 93 invitations were sent out to businesses and schools with 13 taking up the invitation to attend. Attendees included Helen and Douglas House, The Goldfish Bowl, Versus Hairdressers, Royal Mail, Royal Cars, 001 Taxis, St Gregory the Great school, St Frideswide school, Magdalen Road Church, The Star Pub, Chicken Cottage, Photon Design and SSE Gas and Electricity.
43. Of those attending, Helen and Douglas House were in favour of the principles of the proposals whilst highlighting there would be some level of business impact, Royal Mail and SSE had some minor concerns, and all other parties strongly opposed the measures. The main concerns of those opposing were access for deliveries, access for students and teachers, journey times for taxi and food delivery drivers increasing the costs to the business and discouraging customers that may have ordinarily travelled in by car from outside of the area.
44. 6% of online consultation responses were on behalf of businesses, schools or employers. A vastly higher proportion of these respondents were found to travel to the LTN areas in a motor vehicle, than that of residents in the area. Car or van use on a daily basis was much higher in these respondents than in other groups of respondents, although bus travel was also a highly used option, more so than in the resident groups.
45. As a result of concerns raised by businesses regarding deliveries to their businesses, where safe turning is not an option due to the size of the vehicles, alternatives are being worked through with the businesses concerned. Investigations are ongoing into the use of lockable bollards to ensure access for large goods vehicles.
46. As a result of concerns around access to the school sites for students and teachers, it has been identified that Howard Street is a key route for access. These school sites have already been impacted by the filter implemented in the Cowley scheme at Rymers Lane and are concerned further reduction in access will cause delays, result in student lateness, and have an impact on accessing education. Further investigation into options to address these concerns is required.

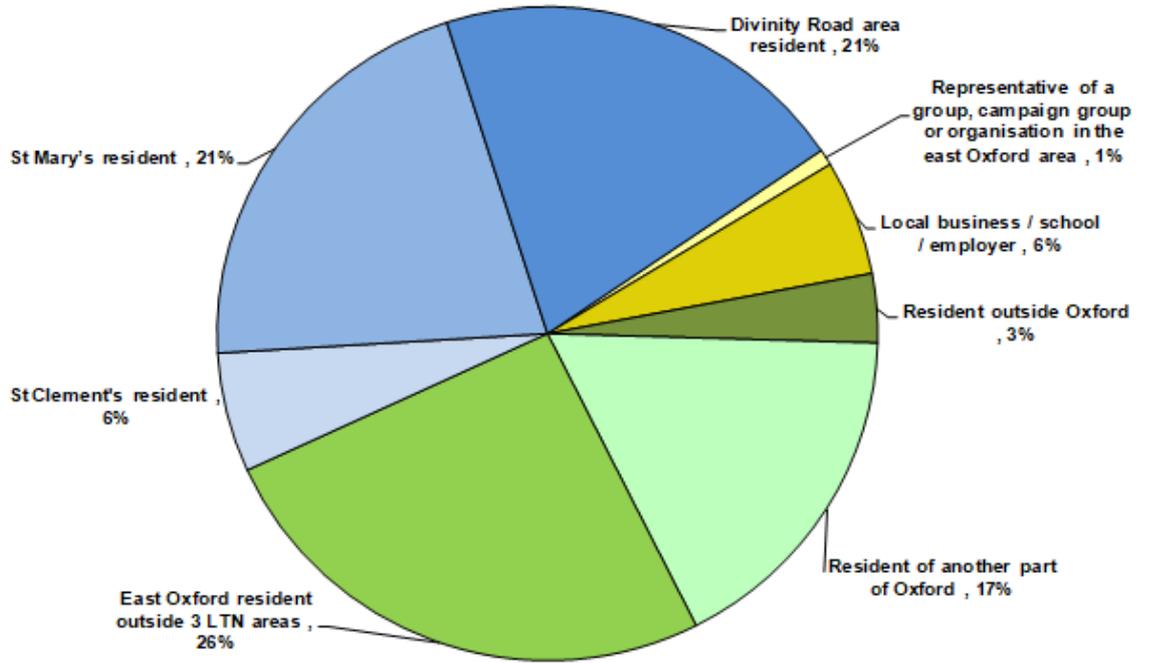
47. A meeting with the council's Special Educational Needs transport team took place in June 2021 as part of the consultation process. The team highlighted that current travel time on routes in the area since the implementation of the Cowley LTN is currently around 1 hour. Recommended journey times are a maximum of 45 minutes on school transport for primary children and 75 minutes for secondary pupils. It has been suggested that this has resulted in children causing physical harm to themselves and to others due to increased journey times heightening anxieties and arrive at school not well enough to access education. Traffic flows continue to be monitored to determine whether the increase journey times are attributable to the LTNs or whether other factors are the reason for this.
48. Pick up and drop off from residential addresses is required, given complexities and needs of students, therefore delays due to having to go around LTN filters is a major problem and cause of delays. Drivers and passengers have reported experiencing abuse due to where they are having to stop and load around the LTN blockages. Other issues include:
- moving wheelchairs and medical equipment due to having to stop further from properties posing a health and safety risk
  - ensuring those in care are home to receive medication in time
  - leaving passengers unattended as a need to escort children to the door
  - risk of children running off as drivers not allowed to have physical contact
  - impact on services to respite care centres
  - longer time in vehicle leading to increased fumes as air conditioning units must take air from outside because of Covid-19
  - cost implication of moving students onto additional procured routes due to traffic and rerouting around filters
49. It is acknowledged that if behavioural change reduces traffic in the longer term as research shows, many of the highlighted issues would be resolved, however this does not address the immediate problem. Investigations into solutions are ongoing.
50. Consultation was undertaken with the council's Network Management team. Concerns were raised regarding the additional closures causing increased pressure on the network during roadworks and emergencies. It was agreed that as part of the design process all filters would have a combination of planters and lockable bollards, to ensure that routes could be opened up if there were problems on the wider network.

## **Public Consultation**

51. A public consultation was undertaken between 8 June – 29 June 2021. Leaflets were delivered to approximately 8,500 properties in the areas affected by the proposals advising them of the consultation which was accompanied by a social media publicity campaign. Consultees were invited to request paper copies of the consultation materials if required via the customer service phone number.

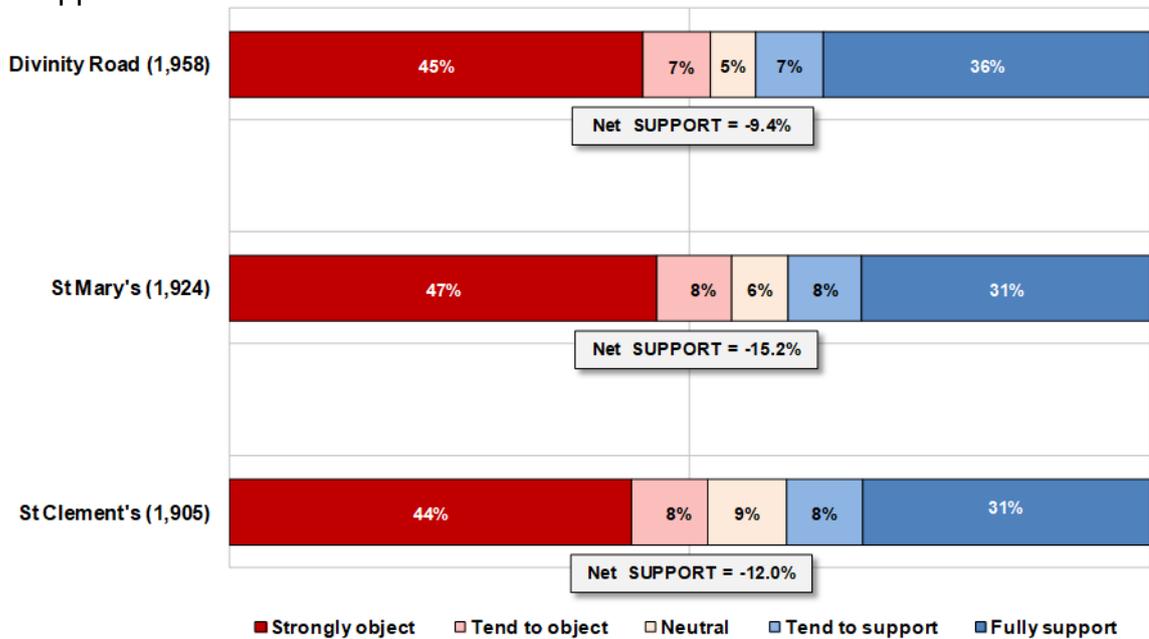
52. Respondents were given the opportunity to give open text feedback in the questionnaire. These responses have been analysed by an independent external research agency providing a thorough, robust and independent analysis of the consultation results. A full in-depth report of the consultation is provided in Annex 4.
53. The consultation webpage included a questionnaire survey, detailed location maps, a short explanation of what an LTN is, a copy of the leaflet and FAQ about the proposals. The east Oxford LTN questionnaire was designed to quantify in numerical terms the level of support for the trial east Oxford LTNs. Alternatives to the online consultation were provided for those not online or requested hard copy as a preference or for access reasons.
54. Residents from other parts of Oxford and indeed outside of Oxford could also comment on each LTN area. The responses from both the local area and other areas are therefore identified and have been analysed. Whilst it is generally considered that greatest weight should be given to the local area respondents, the views of wider respondents have also been considered to aid development of the proposals.
55. 33 paper copies were sent on request, as well as having a telephone option. An in-person consultation exercise was requested and undertaken at St Frideswide primary school on 2 July 2021. The school was keen to give an opportunity to parent and carers who have English as an additional language or have literacy requirements. An Easy Read leaflet and feedback form was commissioned and was distributed amongst parents and carers. There were also face to face conversations at school drop off and pick up to ensure their views were captured in the consultation data.
56. Due to a technical fault to do with the routing on the online survey, some questions for businesses, schools and organisations weren't routed correctly. The council apologised for this error and sent a follow up survey to the 130 responders who were impacted by this fault. The additional survey to allow resubmission was open for 11 days and 25 responded.
57. The online public consultation received 2,012 responses. The chart below details the percentage of people that responded by type.

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Source: Marketing Means 2021 Base: All respondents (2,010)

58. Respondents were asked to indicate how much they supported or objected to each of the LTNs. The figure below indicates that overall the majority of respondents objected to the proposals. However, when broken down into those living within the area, and those outside the area there is a high level of support from local residents.



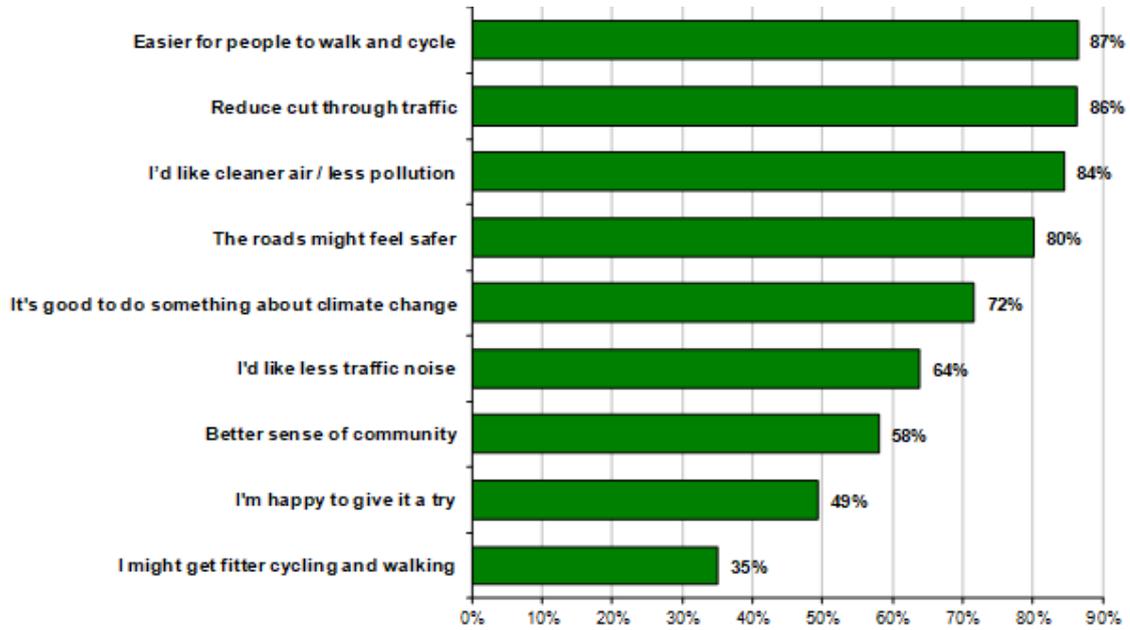
Source: Marketing Means 20201 Base: All respondents who expressed an opinion (number noted next to each category)

59. In the Divinity Road area, 62% of Divinity Road residents indicated that they strongly supported the LTN, with 61% of other respondents from outside an

LTN area strongly objecting. However, 24% respondents fully supported the scheme from outside of the LTN area.

60. In the St Mary's area 42% of residents strongly supported the proposals as opposed to 39% of residents objecting to the proposals. 60% of respondents living outside of an LTN area strongly object and 24% fully support.
61. There was a lower response rate in the St Clement's area, however the overall outcome was similar with 42% of residents strongly supporting the scheme, and 37% of residents strongly opposing. Similarly, 58% from outside the area strongly opposed the scheme, whilst 24% supported. A full breakdown of the outcome of the consultation by area can be found in the full report attached at Annex 5.
62. Businesses were less supportive of the schemes with approximately 80% objecting to the proposals across all LTNs.
63. Some key questions were asked to determine existing travel patterns in the area. This can be used to establish the impact of the scheme should it go ahead. A full breakdown is available in the report at Annex 4 but a summary of the key responses is detailed below.
64. All respondents who answered as residents rather than businesses / groups / organisations were asked:
- “We want to know how people travel into and around the east Oxford area (e.g. to go shopping, for work or education, socialising, running errands, leisure trips etc.). For each of the following ways of travel, please say how often you use them for these types of journeys within the proposed east Oxford areas.”***
- Walking was by far the most likely form of travel overall, with 55% doing so most days, as the sample included many who lived in the areas of interest. More than half (55%), however, drove their own car in the area at least a few times a week, while 22% were car passengers at least a few times a week.
  - Although half cycled in the areas at least a few times a week, far fewer used buses as often, with only 22% using a bus as often as once a week.
65. Respondents were asked what their key priority in their area is. The following were the main priorities identified:
- Maintain easy and quick access for emergency services
  - Reduce air pollution
  - Make it safer for children to walk and cycle
  - Reduce speed
  - Reduce / remove through traffic

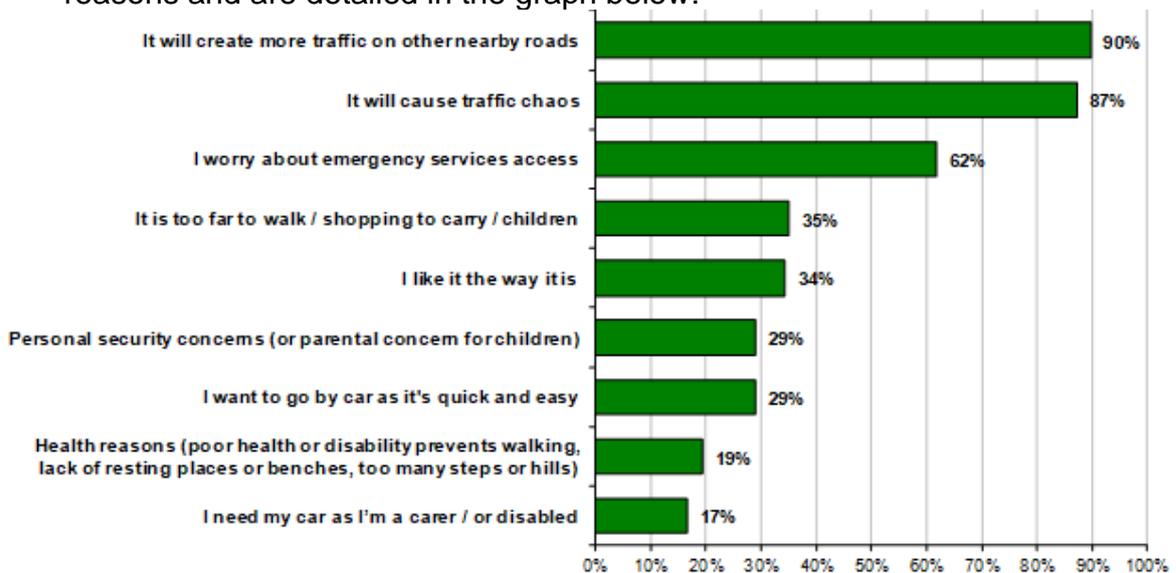
66. Lower priorities included:
- Creating a pleasant area to meet up
  - Quicker, reliable bus services
  - Enhanced provision of plants and greenery within the LTN planters.
67. Those who stated support for the LTNs were asked what their main reasons were which are detailed in the graph below:



Source: Marketing Means 2021

Base: All who expressed support for any of three LTNs and gave a comment (893)

68. Those who objected to the proposed LTNs were asked what their main reasons and are detailed in the graph below:



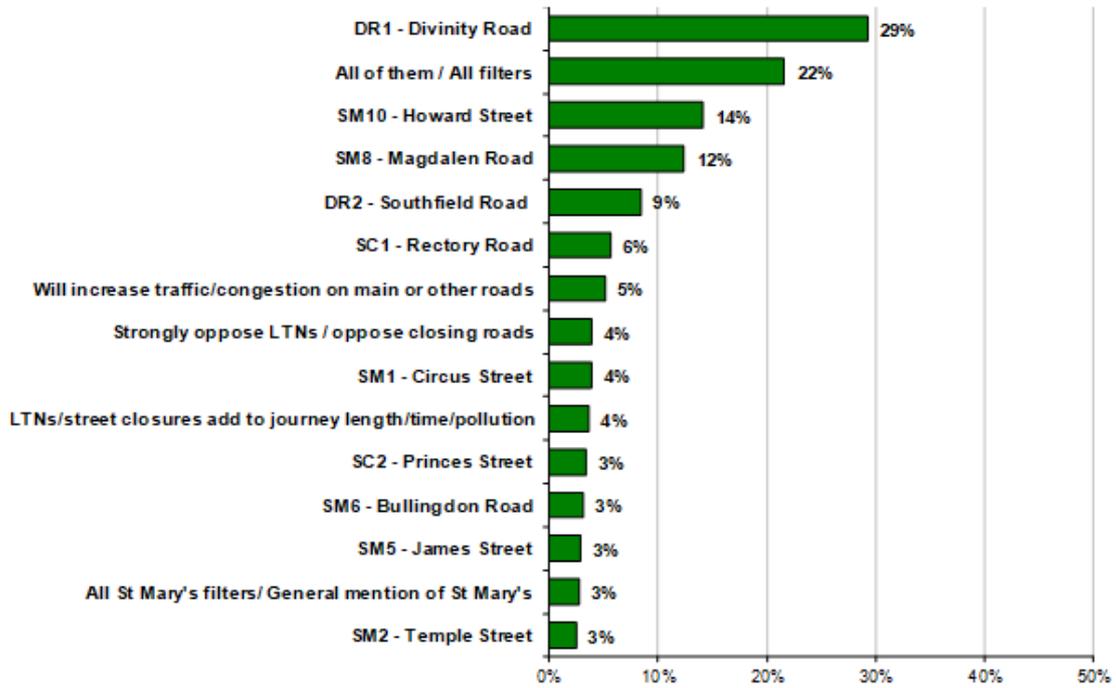
Source: Marketing Means 2021

Base: All who expressed objection and gave a comment (1,122)

69. All respondents were asked whether there were any filters that they would either strongly oppose or strongly support. Just under a third of all

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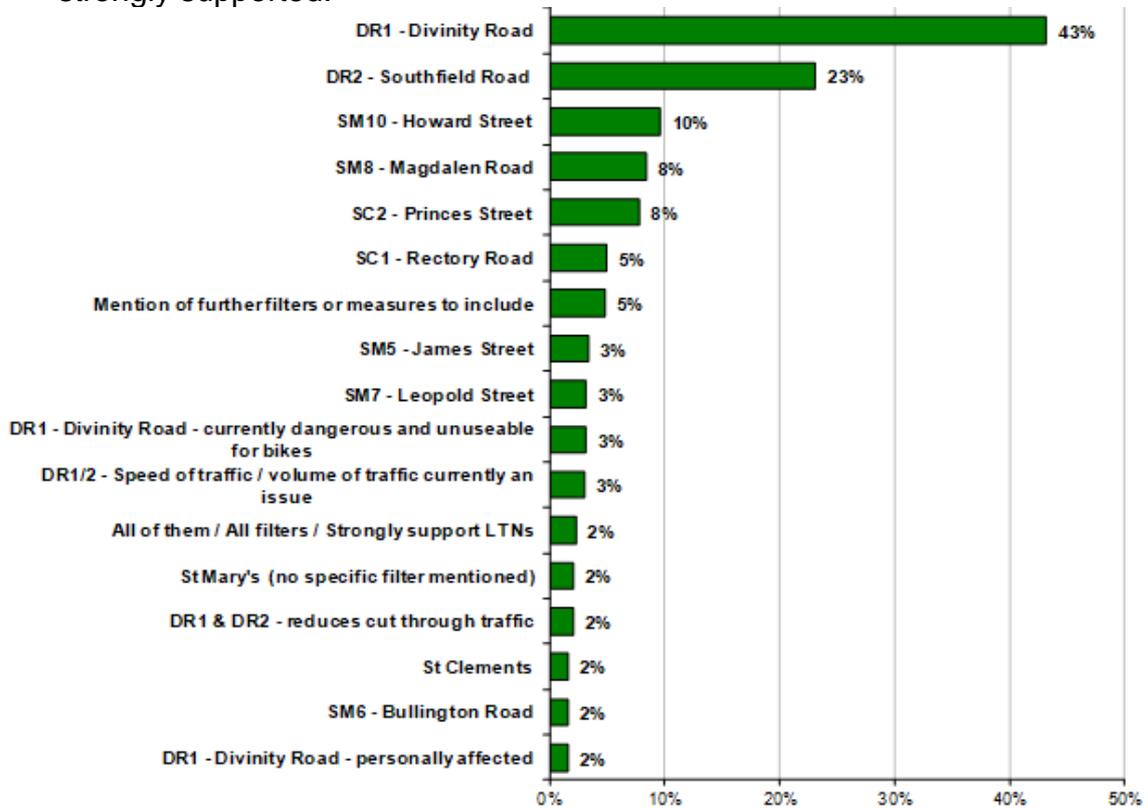
respondents (647) gave a comment on a filter or filters that they opposed. The graphs below provide details of the responses.



Source: Marketing Means 2021

Base: All who gave a comment (647)

70. One in five respondents (438) gave a comment relating to a filter that they strongly supported.



Source: Marketing Means 2021

Base: All who gave a comment (647)

71. Of note the top four filters most supported and objected to are the same. This further highlights that opinions on the LTNs are clearly divided. Officers have been reviewing comments about the concerns over specific filters to assess if amendments to the proposals can be made to address specific concerns.
72. All respondents were asked whether they would consider walking or cycling more if the LTN trial were to be approved.
73. Almost exactly the same proportion of respondents, one in three, said that they would definitely consider walking more as said that they would cycle more (or take up cycling). In each case a further one in 10 respondents stated that they would consider this.
74. These were offset by higher proportions stating that they would definitely not cycle more (44%) or walk more (38%). These led to Net Likely proportions of -17.2% for cycling and -11.9% for walking more.

### **Open text responses**

75. The most common positive impact comments are set out below:
  - (a) An improvement in the air quality in the local areas
  - (b) Reduced through traffic in the local areas
  - (c) Reduction in speeding traffic through residential roads
  - (d) Safer cycling routes within the LTN
  - (e) Safer for pedestrians to walk through the LTN
  - (f) Overall reduction in car use in the neighbourhood and surrounding areas
  - (g) Quieter streets, with less night-time noise pollution
  - (h) Less antisocial behaviour resulting from road rage in narrow streets
76. Other examples of specific positive comments are set out below to give an indication of the additional comments received:
  - (a) Request for additional filter on Jeune Street
  - (b) Existing footpaths are very narrow, less traffic will enable people to walk and cycle more safely;
  - (c) Divinity Road will only be safe for cyclists with these proposals in place due to heavy through traffic overtaking slower cyclists moving uphill
  - (d) Less on-pavement parking required in the Divinity Road area will make it safer for pedestrians to walk
  - (e) Reduced queueing traffic outside residential properties in St Mary's
  - (f) The removal of through traffic in Magdalen Road will create a safe pedestrian space and lovely area for pubs and restaurants to be able to use on road space
  - (g) A filter in Divinity Road would create the only safe cycling route between East Oxford and Headington
  - (h) Reduction in damage to parked cars in the Divinity Road Area
  - (i) SM10 will continue to help create a safe cycling route between Blackbird Leys and the city centre

- (j) It will be safer for young children to cycle and play on their doorsteps without speeding through traffic
- (k) Looking forward to feeling less intimidated by cars squeezing past in narrow streets.
- (l) Young families will be safer with this proposed transformation of St Mary's; it often takes a long time to safely cross the roads because of the amount of through traffic.
- (m) The proposed filter locations were lovely areas to be in during lockdown with fewer cars on the road

77. The most common negative impact concerns are set out below:

- a) Displacement of traffic on to the arterial roads, such as Cowley Road, Iffley Road and London Road, as well as Morrell Avenue, would cause further congestion and air pollution. This caused more concern for responders living outside of an LTN area.
- b) Impact on delivery drop off points for businesses and what mitigating measures could resolve these. Food delivery services concerned about the extra time and mileage to deliver take-away foods and the cost of this to their business
- c) Prefer additional traffic calming measures in the areas to discourage through traffic rather than road closures
- d) Too many closures
- e) Increased journey times to local amenities
- f) Concerns about drivers with disabled badges
- g) Concerns about carers accessing multiple properties in the area and journey times increasing meaning they are unable to see as many people. This was more of an issue for those living locally.

78. Other examples of more specific concerns are set out below to give an indication of other comments received:

- a) Concerns about increase traffic on Hertford Street in front of Comper Foundation School due to existing narrow footpath. Concerns about antisocial behaviour in the vicinity of DR2 as a result of the closure
- b) The residents of Silver St are being particularly penalised in terms of accessing Howard Street would like SM10 to be relocated.
- c) The width of Circus Field making turning in the road difficult;
- d) Concern making Howard Street and Magdalen Road two way and not wanting trees to be removed;
- e) Additional loss of parking as a result of the St James filter following introduction of parking racks;
- f) Suggestion to relocate Divinity Road filter to Warneford Rd as road is wider and there will be less loss of parking.
- g) Concerns about dividing the community in the Divinity Road area;
- h) Concern about turning vehicles in the narrow streets in the St Mary's area;

- i) Increased traffic on main routes resulting in reduced safety for cyclists. It should be noted that improvements to cycling schemes are being consulted on separately;
- j) Concern about cutting the link off to local hospitals.

79. A proposal for a one-way system within Divinity Road, St Mary's and St Clement's was submitted by a group of consultees as an alternative to an LTN. However, this would not address the issue of through traffic, and is unlikely to encourage a modal shift to other forms of transport promoting Active Travel.

80. Considering the feedback received through the consultation, further consideration to the design of options at the following locations is recommended:

### **Divinity Road LTN**

- DR1 Divinity Road – move filter from Minster Road to Warneford Road (north of junction)

### **St Mary's LTN**

- SM1 Circus Street – revisit the design to provide safer turning points
- SM5 St James - Review the position of the St James filter to minimise additional parking loss
- SM9 Barnet Street – investigate option to move filter to Essex Street to allow easier access for residents of Silver Street
- SM10 Howard Street – revisit location of filter and design - investigate one way and two-way system, whilst maintaining build out of trees and access to school sites.

### **St Clement's LTN**

- SC1 Rectory Road – concerns that motorised can travel down Cross Street, avoiding lights on Morrell Avenue. Further investigation of filter location required.

### **Next Steps**

81. It is clear from the consultation, that whilst there is significant support in the local community, particularly in the Divinity Road area, opinion remain divided. In particular, local businesses who responded to the consultation strongly objected to the proposals. There are strong objections from residents outside

of the LTN area and from the wider Oxford area, therefore there is an argument not to proceed with any further LTNs.

1. However, whilst their opinions are important, it should also be noted that there is recognition that overall traffic in Oxford is high, and one of the county and city councils goals is to reduce the level of through traffic across the city and encourage a change in the way people move around Oxford for wider health, environmental and economic reasons. Impacts do therefore have to be balanced with wider overall benefits. Whilst LTNs aren't the whole solution they are a steppingstone towards behavioural change, therefore it is recommended that a do-nothing approach is not appropriate. Careful consideration is however required of LTNs impacts on adjacent communities and more widely across Oxford.
2. A number of key concerns have been raised about specific filters and the needs of services and as such it is recommended that further work is undertaken to address these concerns.
3. Under the guidance for implementing an ETRO, the county council can revisit the proposals, undertake the statutory consultation process with key stakeholders ie. emergency services, freight companies etc. Communication would take place with residents, businesses etc regarding the changes to the scheme following the informal public consultation and implement the proposals under the ETRO order and seek feedback through the ETRO consultation process. This would enable the scheme to be implemented towards the end of 2021 with no further pre-statutory consultation to be undertaken.
4. The county council is committed to ensuring that the public are fully consulted on the proposals, and whilst the current consultation and accompanying workshops are notably more than is required for an ETRO there is merit to a further consultation on proposed changes to the proposals. It will enable the council to assess whether the amendments to the scheme suitably address the concerns raised. However, it is important to note that there is still likely to be a degree of opposition from those outside the area of the LTNs.
5. Follow up pre-statutory consultation will result in a significant delay to the programme and would result in likely implementation being postponed to March 2022. This has an impact on resources and the ability to move forward with consultation on other LTNs such as Headington (Old and New) and Quarry, and budget as additional funding will be required to fund both resources and the additional consultation which would impact on the available budget for other Active Travel measures such as quickways.
6. Notwithstanding, it is recommended that further work is undertaken to address issues identified through the consultation and a further consultation is undertaken and reported to CMD and officers review available budgets and determine the impact on the wider Active Travel programme.

7. Further consideration will be required on appropriate communication channels for residents and business to allow effective engagement on the proposed changes .

**Sustainability Implications**

8. The proposals will encourage the use of sustainable transport modes and help support the delivery of wider transport initiatives, including the Oxford LCWIP target of increasing cycling by 50%, and support future initiatives such as Connecting Oxford. Transport modelling has not been undertaken, however, by virtue of the trial this will enable the council to assess the impact of the LTN as behaviours change which is more difficult to predict through a modelling package.

**Financial Implications**

9. The funding stream for the entire Active Travel Tranche 2 programme is:

<b>Funding available</b>	<b>Capital</b>	<b>Revenue</b>
DfT	£ 2,388,000.00	£597,000.00
S106	£ 37,942.17	
Growth Deal (Capital)	£ 479,000.00	
<b>Total Funding</b>	<b>£ 2,904,942.17</b>	£597,000.00

10. The east Oxford LTN and Quietways are funded as part of the Active Travel Tranche 2 programme. The overall programme remains on budget including the funding for this scheme. Funding will cover the cost of physical measures, consultation expenses, legal costs and staff costs.
11. The current works estimate for the east Oxford LTNs and Quietways is approximately £185,000 which includes an allowance for reactive works and changes to the scheme during implementation.
12. Local groups have shown interest in maintaining planters in their local areas which minimises ongoing maintenance costs.
13. No allowance for ongoing maintenance has been included as part of the funding. It is anticipated any future maintenance will be included within the council’s maintenance budget. Once implemented, it is anticipated that these costs will be low.
14. Special Educational Needs transport is a statutory service with maximum travel target times for students, additional contracts may need to be procured by the council to overcome the impact of the LTNs, at least in the short term if they do breach statutory requirements. This would incur additional cost against the transport budget but at this stage the amount and impact is unknown. If it is decided not to proceed with the scheme, the budget associated with the implementation of the LTN could be used to fund works on the quickways were there is currently a shortfall.
15. Comments checked by:

Ian Dyson, Assistant Director of Finance, [ian.dyson@oxfordshire.gov.uk](mailto:ian.dyson@oxfordshire.gov.uk)

### **Staff Implications**

16. Ongoing staffing resource is anticipated to be required during and following implementation of the scheme to monitor and address queries. The DfT allocation allows for some staffing for the duration of the scheme but shortfalls have been identified which could impact on the wider Active Travel programme. Options are currently being investigated to address this issue.

### **Legal Implications**

17. The scheme development will be led by Oxfordshire County Council as they are the Highway Authority. Oxfordshire County Council will be receiving legal advice on the scheme from their own legal team in development of the ETROs.

18. Potential legal challenges could be made by consultees that strongly oppose the scheme which would challenge the consultation evidence. However, the consultation that has been undertaken is an informal consultation to aid with development of the design. There is no statutory requirement to undertake this level of consultation in advance of an experimental traffic regulation order. Should the scheme be implemented the statutory consultation will commence when the scheme has been implemented and the ETRO begins

Comments checked by:

Jennifer Crouch, Principal Solicitor, [jennifer.crouch@oxfordshire.gov.uk](mailto:jennifer.crouch@oxfordshire.gov.uk) (Legal)

### **Corporate Policies and Priorities**

19. The LTNs have been identified as part of the Oxford LCWIP and are consistent with Oxfordshire County Council's aim to achieve zero carbon emissions by 2035. They also support the wider Connecting Oxford scheme which promotes increased cycling, walking and use of public transport.

### **Risk Management**

20. Delaying the implementation until winter 2021 to allow for further consultation may lead to a lower uptake of cycling and walking if the scheme is introduced at this time due to less favourable weather conditions. The scheme, if approved, will be implemented under an experimental traffic regulation order for an initial 6 months.

21. During this six-month period the area will be monitored for air quality and traffic flows/volume.

### **Equality and Inclusion Implications**

22. An Equality and Climate Impact Assessment (ECIA) has been completed, see Annex 5. At this stage it is anticipated that the LTNs 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.

ERIC OWENS

Assistant Director: Growth and Place, Environment and Place

Annexes:

Annex 1 – Plan of proposed Divinity Road Area LTN

Annex 2 – Plan of proposed St Mary's LTN

Annex 3 – Plan of proposed St Clement's LTN

Annex 4 – Full consultation analysis report

Annex 5 – Equality and Climate Impact Assessment

Contact Officers: Naomi Barnes 07824 528681  
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July 2021

Annex 1 – Proposed Divinity Road area LTN



Annex 2 – Proposed St Mary's LTN



Annex 3 – Proposed St Clement's LTN



Annex 4 – Consultation Report

Annex 5 - Equality and Climate Impact Assessment