

Divisions affected: *St Clement's & Cowley Marsh, Headington & Quarry, Churchill & Lye Valley*

CABINET MEMBER FOR HIGHWAY MANAGEMENT – 22 JUNE 2023

OXFORD: A420 ST CLEMENTS AREA: EXPERIMENTAL BUS LANE & SUPPORTING MEASURES

Report by Director of Transport and Infrastructure

RECOMMENDATION

1. The Cabinet Member for Highway Management is RECOMMENDED to approve the following:
 - a. The introduction of an experimental bus lane for westbound buses on St Clements Street, London Place and Headington Hill along with necessary supplementary measures, including:
 - i. removal of the on-street parking bay between Caroline Street and Boulter Street,
 - ii. conversion of parts of the existing eastbound cycle lane from 'mandatory' (solid white road marking) to 'advisory' (dotted white road marking),
 - iii. removal of a short section of eastbound cycle lane between Boulter Street and Bath Street, and
 - iv. extension of existing cycle lanes in both directions at the signalled crossing west of Caroline Street by relocating the crossing zig zag markings.

Executive summary

2. This report sets out the proposal to introduce an experimental bus lane for westbound buses, with pedal cyclists, e-scooters, taxis and licensed private hire vehicles also permitted. A plan summarising the proposals is at Annex 1. The main aim of this project is to reduce the delays for buses in this area.

Financial implications

3. The current budget estimate is £75,000 to be funded from the Bus Journey Time Reliability Fund (BJTRF). The approved capital programme includes £1m in total for the BJTRF 2023/24. There are no staffing implications.
4. If elements of the scheme are made permanent, additional funding may need to be sought to make further changes to the scheme.

Equality implications

5. An Equalities Impact Assessment is at Annex 2. The proposal is not expected to have a disproportionate impact, bias, discriminate or unfairly disadvantage individuals or groups within the community.
6. The Equality Impact Assessment will be reviewed as part of the detailed design, and will be monitored as part of the six-month consultation.

Legal implications

7. The scheme will be introduced using an Experimental Traffic Regulation Order (ETRO) in accordance with the powers and duties set out in the Road Traffic Regulation Act 1984. Some or all of the changes may be made permanent following the experimental phase, subject to the six-month consultation, monitoring of the scheme's impacts and consideration of the effects of the Oxford trial traffic filters.

Sustainability implications

8. 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.

Pre-ETRO consultation

9. Consultation was carried out with stakeholder representatives between 21 April and 26 May 2023. An email was sent to statutory consultees and key stakeholders, including: 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.
10. Letters were sent directly to approximately 345 premises immediately adjacent to the proposed amendments to give advanced notice that the scheme is being developed on: Alan Bullock Close, Bath Street, Boulter Street, Caroline Street, Cave Street, Cherwell Street, Cowley Road, Glebe Street, Headington Road, Jeune Street, London Place, Morrell Avenue, Person's Gardens, Rectory Road, St Clement's Street, The Plain, and York Place.
11. Twenty-seven responses were received during the informal consultation, comprising a mixture of residents, businesses and local groups/organisations.

Consultation feedback and officer responses

Concerns about the impact on pedestrians and cyclists

12. Although the scheme removes westbound cycle lanes to provide the bus lane, cyclists will be able to use the bus lane. For some cyclists this may represent an improvement, but others may see it as a worsening. The removal of the parking bays and short extensions to the cycle lanes in both directions near Caroline Street are modest improvements for cyclists.
13. Further opportunities to incorporate improvements for pedestrians and cyclists will be considered during the design process.
14. The need for the bus lane will be reviewed once the trial traffic filters have been implemented.

Concerns about Low Traffic Neighbourhoods

15. Low Traffic Neighbourhoods (LTNs) in the area are subject to a separate legal process and consultation. A decision on the LTNs is due to be made at a future date, after the consultation and monitoring have been analysed.

Concerns about loss of car parking

16. The affected parking bay is approximately 50 metres long and provides parking for up to approximately eight cars at the following times only:
 - Before 7.30 am and after 6.30 pm Monday – Saturday, with no time limit
 - Between 9.30 am and 4 pm, with a 30-minute time limit
 - Anytime on Sunday, with no time limit.
17. The nearby St Clements car park offers parking for 80 cars. The number of spaces affected is small, and the bus lanes will provide wider benefits for access to the area by Park & Ride and local buses.

Support for the proposals (but in some cases only as a temporary measure)

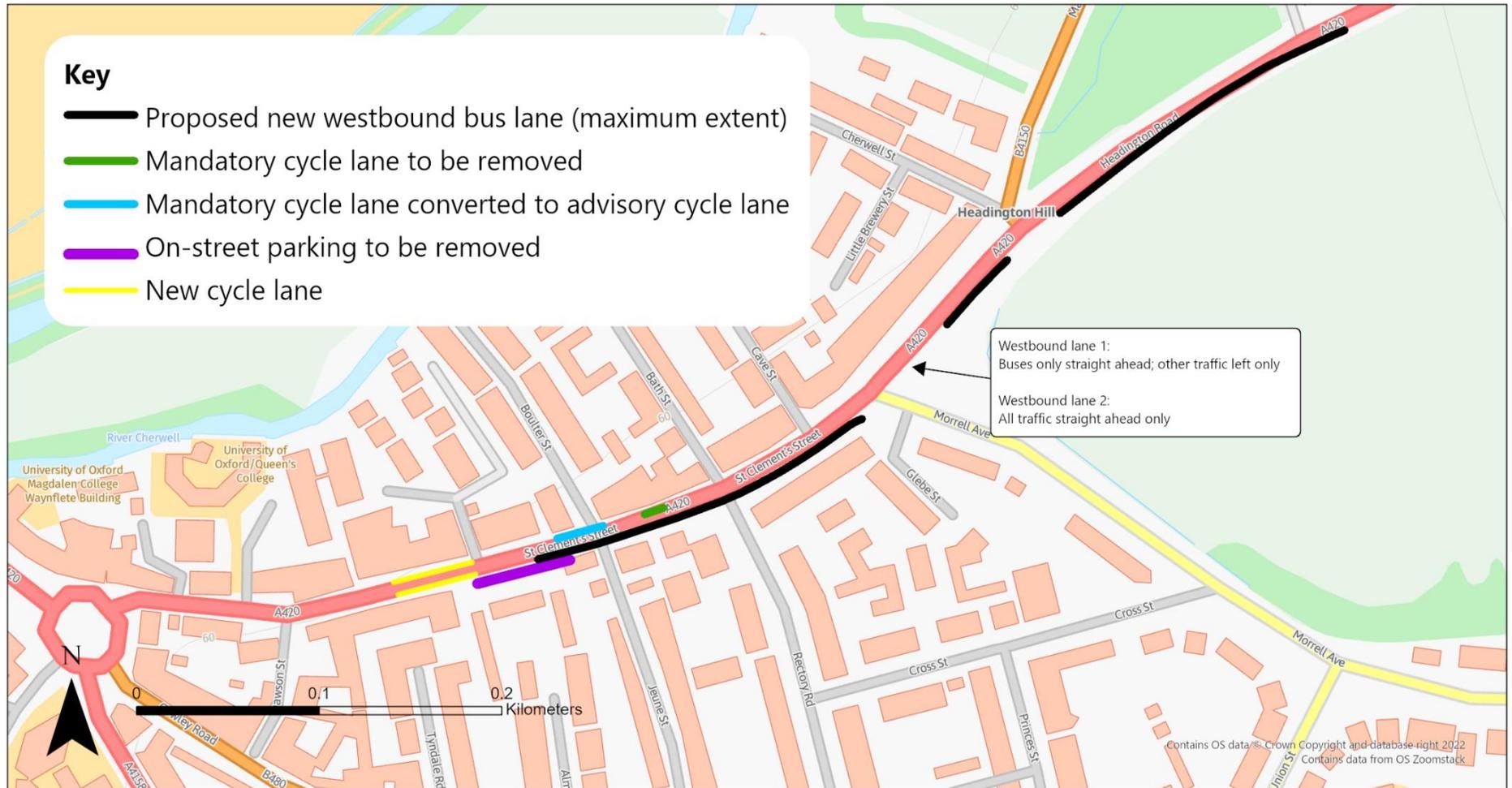
18. The need for the bus lane will be reviewed once the trial traffic filters have been implemented.

Concerns about increased congestion/pollution

19. Based on traffic modelling, officers recommend the Headington Hill bus lane terminates approximately 50m east of the Marston Road junction to prevent increased congestion. The London Place and St Clements bus lanes are not expected to increase congestion, but the effects will be monitored during the experimental period. Air quality will also be monitored (but is not expected to be materially affected).

A420 St Clement's - London Place - Headington Road, Oxford

Proposed experimental bus lane and associated traffic management changes



June 2023



Oxfordshire County Council
Equalities Impact Assessment

A420 St Clements Area experimental bus lane & supporting measures

June 2023

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Section 1: Summary details

Directorate and Service Area	Environment and Place
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	A proposal to introduce a westbound bus lane along the St Clements, London Place and Headington Hill corridor and which, if approved, will initially be introduced as an experiment. Should the experiment be approved, this Equality Impact Assessment (EIA) will be updated as part of the detailed design, and with impacts to be monitored as part of the six-month Experimental Traffic Regulation Order consultation.
Is this a new or existing function or policy?	The bus lane proposal is a new scheme. Delivering bus priority measures along key inter-urban bus routes in the Oxford area fully aligns with the county council's transport strategy, as set out in the Central Oxfordshire Travel Plan. The proposal also supports 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.
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	The proposal is not expected to have a disproportionate impact, bias, discriminate or unfairly disadvantage individuals or groups within the community. Removal of the parking bay may have an impact on those who are more reliant upon private car, however, use of the parking bay is restricted to 30mins on most days Monday to Saturday and would only impact length space that could accommodate approximately 8 vehicles. Furthermore, alternative public car parking is provided at the St Clements car park a short distance away and which provides 80 car parking spaces including 4 disabled bays and with Blue Badge holder concessions. Blue Badge Holders can also park without restrictions in nearby streets (even though these are Controlled Parking Zones). The new bus lanes will provide benefits for access to the immediate area and as well as through journeys to the city centre, including by Park & Ride and local buses which carry hundreds of passengers on a daily basis.
Completed By	Stewart Wilson
Authorised By	
Date of Assessment	7 th June 2023

Section 2: Detail of proposal

<p>Context / Background Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>Delivering bus priority measures along key inter-urban bus routes in the Oxford area fully aligns with the county council's transport strategy, as set out in the Central Oxfordshire Travel Plan. The scheme will be introduced using an Experimental Traffic Regulation Order. Some or all parts of the scheme may be made permanent following the experimental phase, subject to the six-month consultation, monitoring of the scheme's impacts and consideration of the effects of the Oxford trial traffic filters. The decision whether to approve the experiment will be made at a Cabinet Member Decisions meeting in June 2023.</p>
<p>Proposals Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>The scheme incorporates an experimental bus lane for westbound buses on the A420 at St Clements Street, London Place and Headington Hill, with the following supplementary measures</p> <ul style="list-style-type: none"> a) Removal of the on-street parking bay between Caroline Street and Boulter Street, b) conversion of parts of the existing eastbound cycle lane from 'mandatory' (solid white road marking) to 'advisory' (dotted white road marking), c) removal of a short section of eastbound cycle lane between Boulter Street and Bath Street, and d) creation of cycle lanes in both directions at the signalled crossing west of Caroline Street by relocating the crossing zig zag markings.
<p>Evidence / Intelligence List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>To inform the scheme design, preliminary engagement with statutory consultees and key stakeholder took place between 21st April and 26th May 2023, which involved emailing councillors at Oxfordshire County and Oxford City Councils, county and city officers, bus operators, emergency services, Oxford Preservation Trust, Historic England, University of Oxford Colleges, local interest and advocacy groups and local businesses. Letters were also sent directly to approximately 345 premises immediately adjacent to the proposed amendments to give advanced notice that the scheme is being developed. Twenty-seven responses were received during the informal consultation, comprising a mixture of residents, businesses and local groups/organisations. Feedback received primarily included concerns about the impact on pedestrians and cyclists; Low Traffic Neighbourhoods; loss of car parking; increased congestion/pollution and the monitoring and evaluation process. Officer responses to these concerns are set out in the Cabinet Member Decision's report. As it is intended to introduce the scheme as an experiment, proposals will also be subject to a consultation as part of the Experimental Traffic Regulation Order process.</p>

<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>Alternative bus lane options were considered but these were forecast to have an impact on junction capacity and would have potentially required more complex signal design requirements and may have had road safety implications. The scheme, if approved, will be implemented as an experiment so the impacts can be monitored and changes to the scheme can be made if necessary.</p>
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Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People are unlikely to be disproportionately impacted by the scheme based on their age. Older people are often more reliant on bus travel and access it provides to the city centre, community centres and GP surgeries, for example. Improved bus journey times and bus reliability will help provide better access to these and other services.	Improved bus journey times and bus reliability. The nearby St Clements car park offers parking for 80 cars.	OCC Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved

<p>Disability</p>	<p><input type="checkbox"/></p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their disability. People with some disabilities can be more reliant on public transport. Therefore, improved bus journey times and bus reliability will help them access services with ease. Removal of the on-street parking bay between Caroline Street and Boulter Street, may impact on those who might be more reliant on a car including those with some disabilities. There is no GP surgery or similar service on St Clements that might require public car parking nearby, and alternative car parking is provided at the St Clements car park; this has 80 car parking spaces including 4 disabled bays and with Blue Badge holder concessions. Blue Badge Holders can also park without restrictions in nearby streets (even though these are Controlled Parking Zones).</p>	<p>Improved bus journey times and bus reliability. The nearby St Clements car park offers parking for 80 cars.</p>	<p>OCC Project Team</p>	<p>Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved</p>
<p>Gender Reassignment</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People undergoing gender reassignment are unlikely to be disproportionately impacted by the scheme.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>
<p>Marriage & Civil Partnership</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People who are married or in a civil partnership are unlikely to be disproportionately impacted by the scheme.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>

<p>Pregnancy & Maternity</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>Pregnant people and parents with infants/young children are unlikely to be disproportionately impacted by the scheme. These groups may have a heightened need to use private cars for certain journey so might be affected by the removal of the car parking bay, but there is no GP surgery or similar service on St Clements that might require public car parking nearby, and alternative car parking is provided at the St Clements car park; this has 80 car parking spaces. More reliable bus services will improve safety (perceived and actual) especially for parents of young children and young children themselves.</p>	<p>Improved bus journey times and bus reliability. The nearby St Clements car park offers parking for 80 cars.</p>	<p>OCC Project Team</p>	<p>Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved</p>
<p>Race</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their race.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>
<p>Sex</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their sex.</p>	<p></p>	<p>Not applicable.</p>	<p>Not applicable.</p>
<p>Sexual Orientation</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their sexual orientation.</p>	<p>Not applicable</p>	<p>Not applicable.</p>	<p>Not applicable.</p>

<p>Religion or Belief</p>	<p><input checked="" type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p><input type="checkbox"/></p>	<p>People are unlikely to be disproportionately impacted by the scheme based on their religion or belief. The Oxford Mosque Society building is located just off St Clements on Bath Street, so those who access the Mosque by car may be affected by the removal of the parking bay on St Clements, however, the parking bay on St Clements can only accommodate around 8 vehicles with parking limited to 30 mins at certain times of the day. Alternative car parking is also provided at the St Clements car park; this has 80 car parking spaces including 4 disabled bays and with Blue Badge holder concessions.</p>	<p>Improved bus journey times and bus reliability. The nearby St Clements car park offers parking for 80 cars.</p>	<p>OCC Project Team</p>	<p>Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved</p>
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Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People who live in rural areas are unlikely to be disproportionately impacted by the scheme. Bus passengers including those travelling from outside Oxford, e.g. using the 280 bus service (Aylesbury to Oxford rail station), or the Park & Ride bus, will benefit from the expected improved bus journey time and reliability.	Not applicable	OCC Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Armed forces are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Carers are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	People who live in areas of deprivation are unlikely to be disproportionately impacted by the scheme. Bus passengers including those travelling from Barton, an area that experiences multiple levels of deprivation, will benefit from the expected improved bus journey time and reliability (the Barton bus service 8 travels through St Clements to the city centre).	Not applicable	OCC Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Staff	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Council staff are unlikely to be disproportionately impacted by the scheme. Staff commuting to work by Park & Ride and local buses through St Clements will benefit from improved bus journey times and reliability.	Not applicable	OCC Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved
Other Council Services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Other council services are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	OCC providers are unlikely to be disproportionately impacted by the scheme.	Not applicable	Not applicable.	Not applicable.
Social Value ¹	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Whilst the car parking bay will be lost, the number of spaces affected is small, and the bus lanes will provide wider benefits for access to the area by Park & Ride and local buses.	Improved bus journey times and bus reliability. The nearby St Clements car park offers parking for 80 cars.	OCC Project Team	Monitoring during the experiment (ETRO) period expected to start from September 2023, if the scheme is approved

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	If the proposals if approved, this Equality Impact Assessment will be updated as part of the detailed design, and with impacts to be monitored as part of the six-month Experimental Traffic Regulation Order consultation.
Person Responsible for Review	OCC Project Team
Authorised By	