

Response to consultation by

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CTC Councillor (SE)

Grandpont,

Oxford

2 April 2015, checked and resubmitted 11 April 2015

#1 Purpose of the strategy

I welcome this review of transport in Oxford, in particular with reference to the 1973 Balanced Transport Policy, when the City of Oxford responded to the problems which motorised travel demand was causing. BTP saw a clear choice between:

1. Accommodating the private car through road building or
2. Limiting the use of cars by implementing parking controls and persuading people to use the bus, cycle or walk

Cycling, however, is not mentioned in this initial OTS reference, and 'traffic' is used to imply car traffic (although both walking and cycling are 'traffic'). The cyclist on the front page does not look normal but somewhat dedicated and sporty. I suggest the idea which would be most helpful to politicians and council staff would be someone who is not wearing any 'dedicated' cycling apparel but is simply making a journey by bike, like jumping in a car, stepping onto a bus or walking along.

The area it covers

The mention that "transport doesn't stop at the city's boundary" is also welcome. But then the "three locations" suggests a weighting for employment, housing and regeneration, which are important of course but are probably too specific when everyone's transport is to be affected. .

Connecting Oxfordshire: Volume 2 section i

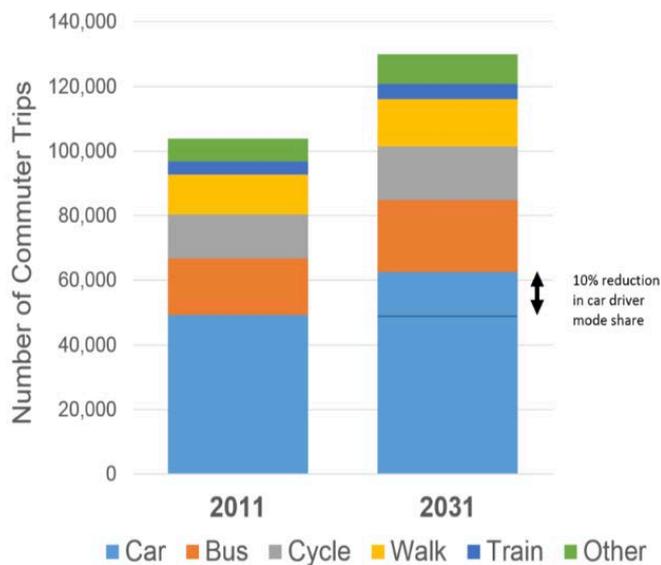
Oxford Transport Strategy



#2 (2) Scale of the Challenge

Transport impacts of growth

Oxford city streets have the varied scales they have, and it follows that motorised traffic access will never be easy particularly given the size, volume and also performance of modern vehicles. Alternative modal access by bicycle is contested both not only by motorised vehicle behaviours but also the attitudes behind road space allocation in the recent period. The absence of safe, convenient and coherent provision for cycling on busy routes is a limitation of a modal shift to cycling. Shared footways are inappropriate in any area where cycling is a significant contribution to modal-split with a greater share proposed, yet this is continually the preferred provision (London Road phases 1 to 4). There has been no development of provision to enable more people to make journeys by bicycle.



What this means in future

I agree that a Transport Strategy of great ambition is required. But the scale of change needed in travel behaviour must be matched by a change in the beliefs of the Highway Authority.

The graph is presented with 'current preferred modes', but I argue that this is incorrect. For many, travel by motorised vehicle is all but obligated. This can be traced as a result of Buchanan's 'Traffic in Towns', through to 'Design Bulletin 32' (still listed on the County's website for new development, although superseded) and in current documents such as the 'Oxford City Centre Street Scene Manual'. This document

avoids any cycle specific design proposals and its decisions can be traced forwards to The Plain design and Frideswides Square, today.

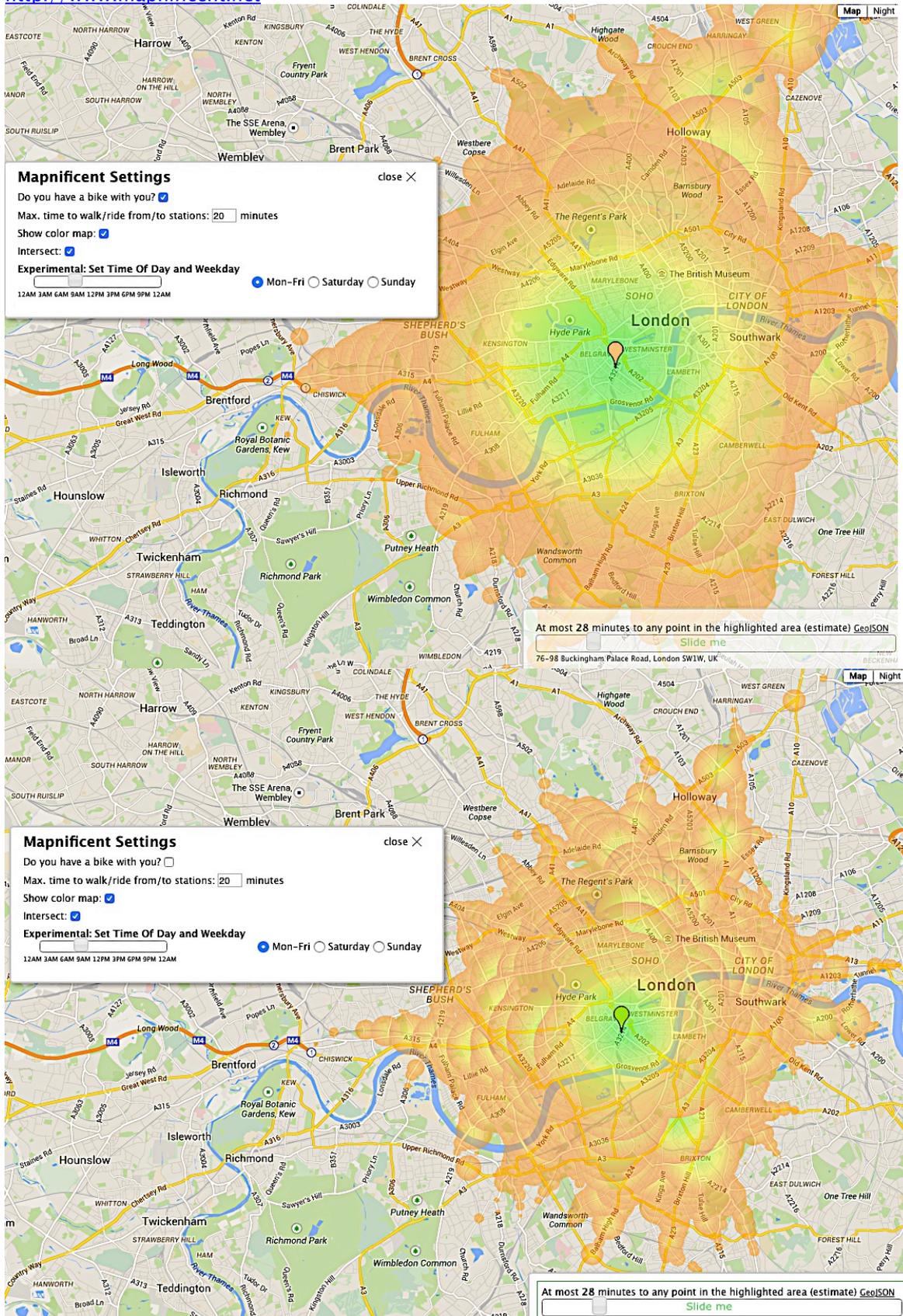
Many journeys, possibly most, could be made by bicycle. The mode offers great convenience and speed, but its choice is made most difficult by the planning of roads, junctions and layouts. The 'Image of the good road' has to be adjusted to accommodate a greater share of people cycling. It cannot be adequate to pretend that cycling can be casually mixed with motorised traffic. Even major policy decisions and S.P.D.s ignore appropriate cycle provision, instead leaving the user to contest space with ever faster, larger yet more nimble vehicles. This is where the greatest change is needed: making cycling desirable and enabling anyone, from '8 to 80' years of age, to be able to choose to use a bike, for any journey.

P3 The current Local Plan' predictions, of increased car use, present little expectation of modal transfer to active modes. Nor even the opportunity presented by mixed-mode journeys (although, all journeys are mixed mode if not wholly walked). To explore the extent to which cycling can be a travel efficiency aid one might establish the locations accessible by a given mode or mix of modes in a given time.

Programmes such as 'Mapnificent' (in Beta) illustrate the size difference in accessible areas when travel includes a bike. This time benefit may be available if, say, the mode of cycling was an acceptably safe and

coherent choice. The two Maps below illustrate accessibility with and without use of a bicycle

<http://www.mapnificent.net>



P3 The key challenges for the OTS

Challenge 1: Oxford's economy is growing and changing

- Can it be reasonable to ignore the need for the knowledge-based industries to develop into manufacturing too? The making of things follows from the education and research into 'things'. I do not agree that 'services' is a desirable end and such a change in resident's work types is unlikely to be beneficial to many. What can this Strategy do to enable research to result in manufacturing?
- However I do accept that the ongoing provision of more road space for private car journeys is not an option.
 - In this context the major enlargement of the roundabouts at Cotteslowe and Wolvercote would seem to be exactly this, more and more road space with no commensurate convenience for making journeys by bike.
 - A grade separated link is necessary in these cases to enable a coherent journey and to be 'rewarding' in terms of provision (albeit including a climb).

Challenge 2: Economic growth is happening in new locations

The thrust of the 'key implications' is public transport, laudable enough but; the focus on growing the city, not just its transport, must not be forgotten. People live and work in 'places', ideally and not soulless 'blobs' at the end of a dual carriageway or bus line. I suggest two responses:

- Make the new connections to be a part of the growing city, in a manner which is different from and which has been avoided by, traditional highways & planning. This means making use of 'new' road type carrying high traffic volumes but being places in their own right. The multi-lane boulevard has been a type effectively '*ultra vires*' in Highways design, prior to Manual for Streets 2 [see extracts from p21, below].

○

Common Street Type: Boulevards

Typical Characteristics

- 2.4.17 Boulevards typically carry large volumes of traffic.

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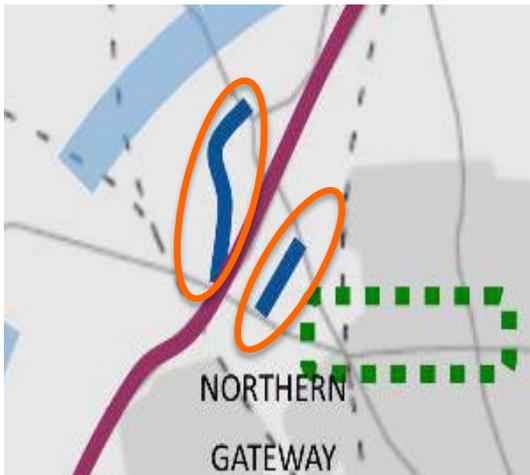
2.4.19 The boulevard typology can be highly appropriate for application to the conversion of some of the nation's widest urban roads from traffic-dominated corridors having no grandeur and a very poor public realm to much more multifunctional urban streets.

○

Movement and Place Functions

2.4.20 Multiple movement functions mixed with a very strong sense of place are at the heart of the boulevard typology.

2.4.21 Adjacent uses may be of almost any variety: retail, residential, civic, commercial, or a mix. However the grand sense of scale created by the wide street is also a vital place element in its own right. Wide, tree-lined footways are there for the convenience of pedestrians, and there may also be additional leisure space on the medians.



- Ensure that any new connections and all existing connections enable journeys to be made by bicycle. Most journeys are short, so most journeys can be made by bike, as well as in a transport mix, which includes bike.
 - Since we cannot know the future it follows that all new routes must have appropriate cycle facilities built-in, at the design stage and prior to the construction stage, such as A40/A44 link road, both north and south of the A34.
 - The western route would definitely require segregated facilities.

Ref challenge 2: bike provisions are needed alongside the western route and the eastern too if VPD figure is h

Challenge 3: Oxford is a tale of two cities

- The Planning & Highway Authorities are themselves a barrier to helping reduce inequalities.
- As the city has already grown the Bypasses to north, east and south are now barriers, which need to be breached.
 - In the case of Barton Park the city council's proposals for *excellent cycling provision* has been watered down to a single new connection. The de-trunked Northern Bypass Road should be a city street, enabling more crossings and connecting communities, not a near-motorway segregating them.
- For the other major roads under consideration, the issue of the barrier is not being adequately resolved.

Challenge 4: Oxford is experiencing rapid population growth and demographic change

- I agree the general thrust of the implications, with a query and with this exception: *"Managing the impacts of an increased population will require a strategy that seeks to encourage trips by walking, cycling or public transport over car travel."* 'Encourage' is not an adequate word, or ambition. It needs to be strengthened, specifically the vacuous word 'encourage' being replaced by the demanding word 'enable'. The roads must be made to be safe before any 'encouragement' is reasonable.
- And the delivery of high quality choices needs to consider what distances are to be covered? If all roads have a safe provision for cycling then any distance can be covered, or journeys at interim points on a road.
 - (see comments re cycle-commuting, on unfit roads; your page 20, below).

Challenge 5: More people are travelling into Oxford each day and travel patterns are changing

- The issue here lies in the description: *"Commuters who travel from outside of Oxford are typically far more car dependent"* which is exacerbated by the design of the kinds of place in which they live. Their use of the car is obligated to a large extent.
- All modern developments based on Design Bulletin 32 et seq, have the consequence of making journeys by foot, bike or public transport, uninviting or downright impossible. Housing areas are surrounded by 'Distributor Roads' which typically have poor, discontinuous provisions for walking and often no facilities for convenient & safe cycling at all.
- Oxon's own guidance still awaits updating to be in conformance with 2007 Manual for Streets 1 and 2010's Manual for Streets 2. Currently the [Oxfordshire, Residential Road Guidance](#) is being 'updated'

and is gradually being replaced with Transport for New Developments. But it has been in preparation for nearly a couple of decades.

Challenge 6: Housing demand is not being met and we need new high quality neighbourhoods

- The comment about “declining budgets for subsidised bus services” needs to be understood in the context of the reducing costs of driving, including the full external costs of driving being ignored.
- The Implications are fine but a clear definition is required regarding “help[ing] ensure development is located where it can be well served by public transport and where short-distance journeys can be made by walking or cycling”.
- What is well-served by public transport? And what level of service – hourly? Daily? Weekly?
- Considerable distances can be covered by the mode of cycling, if highway conditions enable the mode. So the phrase “short-distance” needs ‘medium and short-distance’ added. For instance, journeys to and from Grenoble Road/City Centre could be easily cycleable and often more quickly than bus, and even a car journey.
- The County’s “image of the good road” needs to be updated to automatically include high quality cycling provision, *ab initio*.
- The belief that cycling is a real journey mode must be absorbed and acted upon. Not seeing cycling as somehow limited to in-development recreation.

Challenge 7: We need to better balance different needs in the city centre

This Challenge seems redolent of the BTP 1973 and no doubt its successors. But to what extent have lessons of earlier successes, and more recent failures, been understood?

- The third sentence of Key Implications seems out-of-place: “The OTS needs to capitalise on current and committed public realm improvements and create a consistent character and feel that permeates across the city centre”.
 - This is assertion and whilst inevitably costly is no guarantee of success.
 - It is perhaps well meaning but is creating conflict with the mode of cycling.
 - The public realm is both a place and also has movement in, across and through it.
 - There is a wide belief that the claims for “The Plain”, using national money, specifically for improving cycling conditions, are seriously ill founded;
 - Frideswides Square is going ahead without connectivity for the off-road cycle provision, after five years of negotiation.
 - The Westgate, The Station extension, the Oxpens proposals, are all moving forwards with entirely inadequate, even non-existent provision for safe cycling on most desired routes.
- The public realm improvements of the last 15 years, together with the *Oxford City Centre [Street Scene Manual](#)*, have clearly worked against provision for safe cycling. This suggests a major barrier within the County, and City even: on one hand realising the need for more cycling and better provision in the City, yet the delivery is counterproductive.

Challenge 8: There are major challenges with the urban environment and air quality

The need for “a step-change in emission levels from vehicles within the built area” implies emission-free vehicles but ignores cycling. Written by a different hand perhaps? A step change in modal shift to active modes is needed.

Key implications for the OTS: The OTS will need to consider how to work towards the targets for reducing transport-related noise and air pollution within the city. This will require measures to reduce traffic and to promote quieter, lower emission vehicles

- This Challenge seems to be disassociated from the positive modal-shift to cycling thoughts elsewhere.

Active travel, and cycling are quiet and lowest emission, also efficient and representing an extremely low threat to other travellers. The mode must be mentioned here for coherence in the Strategy.

- The threat for users, and contest for space, is not likely to be resolved by “quieter, low-emission vehicles”. The likelihood is that the levels of threat could rise if BRT is to be the mode, as opposed to trams. (Perhaps only if BRT vehicles were autonomous, a situation unlikely to be ubiquitous prior to the next Local Transport Plan).

#3 Objectives

A Vision for Oxford

- The assertions may mean more to the writer than the citizens of the region.

P6 The OTS Objectives

LTP Goal	OTS Challenge	OTS objective
To support jobs and housing growth and economic vitality across Oxfordshire	Oxford's economy is growing and changing	Support the growth of Oxford's economy by providing access to appropriately skilled employees and key markets.
	Economic growth is happening in new locations and needs effective connectivity	Ensure business sectors are well connected to each other and are provided with effective and reliable access to strategic networks
	More people are travelling into Oxford and travel patterns are changing.	Provide effective travel choices for all movements into and within the city
To support the transition to a low carbon future	Oxford is experiencing rapid population growth and demographic change	Promote modes of travel and behaviours which minimise traffic and congestion
	Housing demand is not being met and we need high quality new neighbourhoods	Focus development in locations which minimise the need to travel and encourage trips by sustainable transport choices
To support social inclusion and equality of opportunity	Oxford is a tale of two cities.	Provide a fully accessible transport network which meets the needs of all users
To protect and, where possible, enhance Oxfordshire's environment and improve quality of life	We need to better balance different needs in the city centre.	Provide an accessible city centre which offers a world class visitor experience
To improve public health, safety and individual wellbeing	There are major challenges with the urban environment, air quality and obesity in the population.	Tackle the causes of transport-related noise and poor air quality and encourage active travel in the city.

<Seems unnecessarily exclusive.

<This seems to mean cars.

<Bicycles? OK but: it depends on the built-form-meaning of 'effective travel choices'.

<This means urgent rewrite of Guidance, 'owning' MfS1&2

<Suggests major reorientation of County responses.

<? Does this mainly mean stone paving? Not good, it's the quality of making that counts.

<OK, good, but surely 'enable' not 'encourage'?

I find this a wishy-washy collection of OTS objectives.

#4, The Strategy Components

An integrated approach.

- This seems unhelpful
- It would always be best to treat the active travel modes separately, thus not ever "mass transit, walking and cycling and ...". But e.g. 'mass transit, walking, cycling and Both active modes need safe,

comfortable, coherent and connected provisions which neither frequently enjoys today. Cycling in particular is not given space, by design, in the city centre. This is not a sound position for policy.

- Similarly the **continuity** spoken of below is good, for both modes, but only the pedestrian mode has 'high quality' in densely used places.
 - “”
- The 'ambitious agenda' of **road space reallocation** is to be welcomed
 - But – since this has been sought by campaigners for years, and refused continually even in current projects – either the major change is hugely welcome or the very words need to be forensically examined, perhaps both? I hope my fear, and doubt, are misplaced.
- The **transformational changes** need not always require 'major capital investment', contrary to strongly held beliefs.
 - The provision of best quality cycling facilities can be achieved for little or no great outlay.
 - The single most important element is the intention to achieve best provision.
 - Any and every opportunity to capitalise on opportunities might be grasped.
 - In the case of the scale of road renewal currently taking place along London Rd, Headington, a Copenhagen-like provision could have been achieved at negligible cost. This is because the road surface, drainage, kerbs and much footway are all being changed.
 - It follows from the London Rd works, in progress, that there is currently a negligible desire to do anything systematically beneficial for cycling as a transport mode, beyond a 'shared footway' sign.
 - This is quite inadequate and offers a clear challenge to County officers and politicians: Do you really wish to achieve change, or do you wish to spend large capital amounts of cash?
 - “*την ΟΤΣ προπιδες της φραμεωορκ ανδ τεχνηνιχαλ πρινχιπλεσ φρομ ωηιχη φυτυρε στυδιεσ ανδ προγραμμεσ ανδ σχημεσ χαν βε δεπελοπεδ*”. Technical frameworks of a high quality already exist, they need to be adopted:

[London Cycling Design Standards – design requirements.pdf](#)

Chapter 1] Raising standards pp3, 4

| | | |
|--|---|--|
| <p>1 - Safety</p>  <p>Good infrastructure should help to make cycling safer and address negative perceptions about safety, particularly when it comes to moving through junctions.</p> | <p>2 - Directness</p>  <p>Routes must be logical and continuous, without unnecessary obstacles, delays and diversions, and planned holistically as part of a network.</p> | <p>3 - Comfort</p>  <p>Riding surfaces for cycling, and transitions from one area to another, should be fit for purpose, smooth, well constructed and well maintained.</p> |
|--|---|--|



Space for cycling is important but a narrow advisory cycle lane next to a narrow general traffic lane and guard-rail at a busy junction is not an acceptable offer for cyclists.



This track works well on links but requires cyclists to give way at each side road. Cyclists often choose to stay on carriageway rather than take fragmented routes with built-in delay.



Uncomfortable transitions between on and off-carriageway facilities are best avoided, particularly at locations where conflict with other road users is more likely.

4 - Coherence



Infrastructure should be legible, intuitive, consistent, joined-up and inclusive. It should be usable and understandable by all users.

5 - Attractiveness



Infrastructure should not be ugly or add unnecessarily to street clutter. Well designed cycling infrastructure should enhance the urban realm.

6 - Adaptability



Cycling infrastructure should be designed to accommodate users of all types of cycle, and an increasing numbers of users over time.



Neither cyclists nor pedestrians benefit from unintuitive arrangements that put cyclists in unexpected places away from the carriageway.

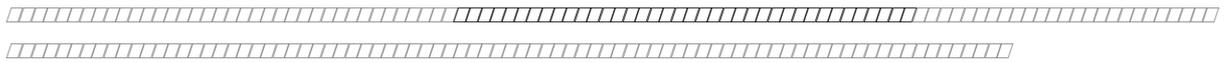


Sometimes well-intentioned signs and markings for cycling are not only difficult and uncomfortable to use, but are also unattractive additions to the streetscape.



Where streets have been engineered primarily for use by motor vehicles, it is difficult to make infrastructure for cycling that is legible and adaptable.

- “OTS .. an evolving strategy ...



- The world waits on [Transport New Developments \(yet unpublished\)](#). Meanwhile the existing guidance is based back in the 90s, if not 1970s. The replacement documents are Manual for Streets 1&2, which have been published for 8 & 5 years. Could removing the out-of-date guidance move the Strategy forwards, since its effect is yet more car journeys for ever shorter trips.

#4. Mass Transit (two sections #4?)

The exiting situation

- I note that, following the Hierarchy of Provision, that *walking* might come first, and before (the clearly preferred?) new bus.
- Is the OTS prepared to consider issues of [Climate Change](#), [Peak Car](#), [Peak Oil](#)? The priorities should change to contribute to national and world targets for freeing the economy from dependence on carbon.
- “*Mass transit in Oxford has been key to containing growth in [traffic](#) congestion in the city over the past 10 to 20 years*”, Or, more accurately, [private motorised transport](#)?

Limitations of public transport,

- “...At a city level, this has been partly due to the beneficial increases in walking and cycling as a major mode of travel for the city’s residents.” From the published perspectives of CTC, Cyclox, Oxford Civic Society and many individuals, it needs to be said that [this is in the face of County Highways and Transport Planning](#). This may be a very critical statement but it is difficult to find exceptions.
- “A drawback to the excellent bus service frequencies to the centre of Oxford ...”, as well as noise, pollution and space occupation it must be added that the increased presence, perhaps the increased weight, and the massively increased performance of buses has been a singularly great, and increasing threat to people cycling, and consequent [damage to the road surface](#) is greatest where people are likely to be cycling.
- Responding to the compromise of buses and also heavy rail, it seems that [trams](#) are likely to be preferable to BRT. They offer reduced threat to cycling, directional predictability and an attractive style, not achievable by driven buses/BRT.

Vision for mass transit

- Only trams are like trams. I do not accept that individually steered buses or BRT will enable safe sharing of road space.
- Whilst trams have a large capital cost I suggest this will be less than building tunnels. And if tunnels are built a more economical proposition may be delivered if the BRT becomes a tram.

Improvements to rail

- The Station Masterplan offers segregated cycling under the rail bridge, but takes it away on Becket St.
 - Frideswides plans are not designed to deliver joined-up safe cycling. A disaster of the County’s making.

Oxford Station Masterplan

- “*Twice as much cycle parking as now, integrated into the station buildings*”; Twice as much is an

improvement, however evidence from bike-friendly jurisdictions suggest it will not be half sufficient.

East-West Rail phase 1 (et seq.):

- Inadequate provision, to date, for cycling to new stations.

Bus Rapid Transit

- The selection of BRT is a relatively cheap stop-gap which is unlikely to deliver the quality, capacity or 'attractiveness' needed in the future as posited, in other words as Oxford becomes the heart of a region.
- "Narrow road widths": but not everywhere, this is a judgment, and depends on what else is being accommodated in the highway already.
 - The width is also a desirable quality rather than a major constraint. In cities with tram-based transport on major spines it is not uncommon to find single-way working in narrower sections.
- Beware the 'Quality of Place' argument when tunnels would have quite large approaches, entrance portals, and vertical access points, all impacting on the public realm.
- BRT delivers large often poorly controlled vehicles above all, which therefore demand physical segregation for people cycling.
- The cost arguments are asserted with no adequate explanation. It means that any reasonable comparison is impossible.
- BRT carries enormous disbenefits with size, and a driver, where a tram delivers high capacity whilst passing on precise trajectories.
 - Buses will always have a role if only delivering to tram stops and thus will be available for any need to divert should problems be experienced on the road network.

The BRT concept

- *"Compared to conventional bus services the key characteristic of Bus Rapid Transit (BRT) is that it is significantly faster",*
- Only trams are like trams. I do not accept that individually steered buses or BRT will enable safe sharing of road space.
- Whilst trams have a large capital cost I suggest this will be less than building city centre tunnels. And if tunnels are built a more economical proposition may be delivered if the BRT becomes a tram.
- *"Typical features"* as listed seem applicable to any PT mode.
- This text becomes discursive and inadequate in numbers for analysis

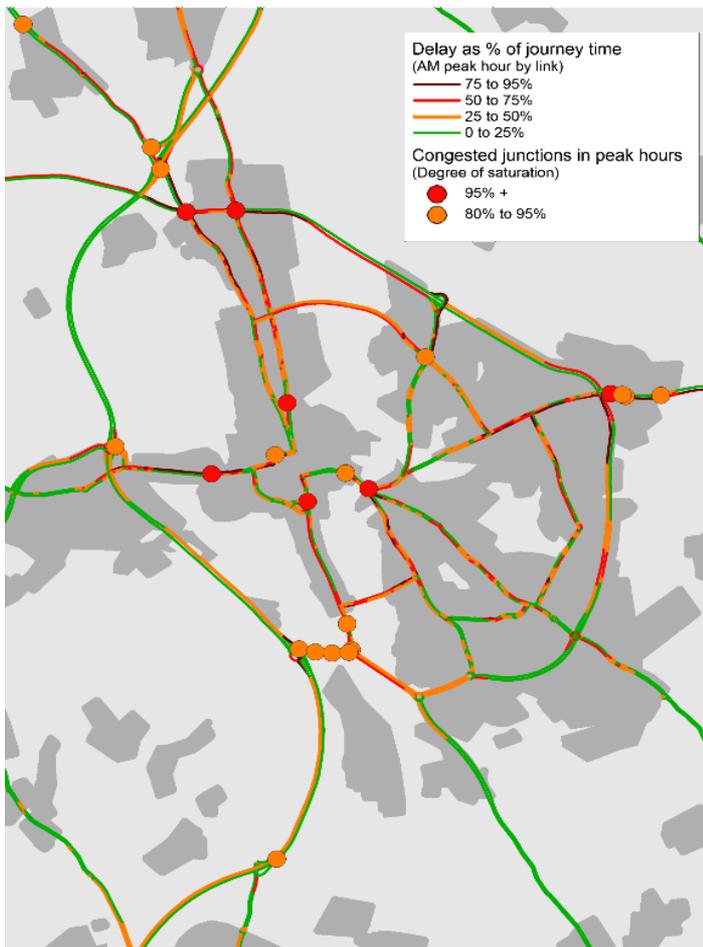
Oxford BRT routes

- No comment

The future of Park & Ride

- I find it odd, to say the least, to move P&R to these intermediate positions, as they –
 - obligate car use, in order to access the parking.
 - (load unsightly parking into the Green Belt),
- Surely, as the objective is to remove car trips, the obvious deduction is making the journeys from the County Towns, Witney, Abingdon, Bicester etc into desirable journeys by public transport?
 - I note that many journeys from the 'County Towns' are becoming more desirable already, in terms of quality of vehicles. Aylesbury 280 seems to be more and more frequent ... (and less

- well driven than city-based public transport)
- I do not support medium distance P&R developments.
- The following map demonstrates that by enabling safe and desirable journeys by bike, the opportunity of consistently outpacing car or bus, or BRT, is real. The bike does outpace other modes, in the rush hours especially, but it is a contest. Better to give space to cycling than BRT.
 - Benefit Cost Ratios inherently superior.
- I of course welcome the quality of significant provision for cycling from the P&R hubs.
 - But, the added distance reduces the attractiveness for cycling for many people.
- Closure of the city P&R sites are also likely to be housing locations.



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Supporting Infrastructure

- Is this vision only for road based mass transit? There are already too many buses in the city centre. Why not double or quadruple cycling as a mode?

Corridor prioritisation

- These corridor priorities must also apply to provision for cycling. And for both of the route provisions described.
- Removing loading (could be problematic for frontage loading retail units) and parking are precisely the

kinds of issue that make cycling journeys such a threat, when other drivers do not recognise a cyclist's need to change trajectory.

- But the lack of consideration of other road users, especially cyclists, is a weak point in this Strategy. Otherwise cycling is further excluded as a desirable mode.
- The case of Botley Rd does mention cycling, perhaps only because this 1930s street is wide, west of Osney. It throws into stark relief the issues on other arterials.
 - What, for Cowley Road? Iffley Rd is a choice for some but probably not most Cowley Rd journeys by bike.

P15 **Stops**

- The absence of mention of the issue for cycling at Stops is a major omission.
 - What happens for cycling at long platforms?
 - What happens, for cycling at Level Boarding?
 - The issue is resolved in other jurisdictions (e.g. Strasbourg, Bern, where cyclists are taken onto the footway at widened stop areas). It is not good enough to merely leave cyclists to pass long buses without clear provision.
- Locating Stops such that other traffic is not impeded is a weak suggestion, deprioritising to public transport, when this other (motorised) traffic is sailing past!

P15 **Transit Hubs**

- This reads as assertion, hope,
- And why only “walk and cycle access ..”, with the implication that there is no ‘walk and cycle pass through’?
 - Will BRT be made such that cycles can be carried, outside of peak hour use, again as can be found in other jurisdictions. Thus enlarging the catchment of any given stop?

P16 **City Centre**

- “We have not yet considered in detail the technical or environmental feasibility of constructing transit tunnels”. Clearly then, an inadequate resolution of issues for walking and cycling. There are models elsewhere, which would be appropriate for Oxford? The Strategy must take further steps here to establish possibilities.

P17 **Vehicle Technology**

- Size – Since London has sold its Bendy Buses, what is to be learned from this decision? The impact on cycling was deleterious (as well as revenue evasion).
- Platforms – what is the impact on cycling?
- Impact on all residents from the proposed increase in speed?
 - Will the services be limited to 20mph in urban areas?

P17 **Smart Mobility**

- Will BRT be made such that cycles can be carried, outside of peak hours, again as can be found in other jurisdictions. Thus enlarging the catchment of any given stop?

P18 **Implementation**

- All the chart excludes advances in provision for cycling. I do not believe MOST journeys can be made by bicycle. E such implementation planning of a Strategy can afford to exclude other modes entirely. It becomes single focus for politician and officer.

#4. Walking and Cycling (*third section #4?*)

p19

- Walking and Cycling are **two different modes** and should be dealt with separately.
- *“Walking and cycling are extremely efficient forms of movement over short distances*
 - This is misleading, and consequently demeaning of the mode.
 - The point clearly needs to be made that MOST journeys are short, according to any assessment, and it follows that most journeys could be completed by bike, but they are not ...
 - There are currently a number of people cycling between Witney and Oxford, (Abingdon etc), which is above the average mile per journey.
- *“in terms of road space and impact on the highway network.*
 - Being less wide than a car, or bus, probably means ‘efficient’ in these terms but it must not be taken to mean that no space is required. Thereby lies the elevated risk for those cycling, imposed by the design of the highway.
- *“Oxford is already one of the leading UK cities in terms of mode share of walking and cycling”*
 - Together with the historical impact of the numbers of students at the University of Oxford, and the relative density of this part of the city, and the peculiar shape of the network of highways, with minimal orbital routes, Oxford is ideally suited to making journeys by bike. It is not enhanced at all by the way highways have been built, from the 70s, with only the Marston Ferry Road being constructed with cycling provision.
- *, however the ambition is to continue enhancing this position.*
 - And, following this comment, the Highway Authority needs to begin to enhance provisions.
- *To do so will require influencing further mode shift through encouraging people to walk and cycle by making their journeys easier, safer*
 - This is good but, people will rarely be encouraged as an intellectual approach, those who choose not to cycle are predominantly scared of cycling in the threatening road environment.
 - The essential component needed is that the highway must be engineered to enable people to make cycling a logical and legitimate choice.
- *and more cost and time efficient in comparison to other modes”.*
 - Journeys by bike are already time efficient and very likely cost efficient too.
 - One approach which would confirm time advantage would be to remove the cycling restrictions on central streets which create unnecessary hindrances. When streets are packed with pedestrians it would be obvious to most people on a bike that alternatives should be sought. But there are many times when this is not the case.

The existing situation

- A significant amount of journeys are made by bike, in spite of rather than because of the conditions to be found in the highway.
 - The word ‘favoured’ is used, whereas the phrase ‘most convenient’ would be more appropriate for the mode, and ‘chosen’ rather than ‘favoured’.

Limitations of the current network

- Yes, I agree, Oxford should have a higher modal split to cycling.
- Yes, there is a lack of high quality and also continuous routes.

- Yes this is discouraging to most people.
- “safety concerned cyclists”, this is odd, are not all cyclists aware of the danger and therefore are safety concerned?
 - The County helped support the research I carried out with Mary Joshi, “Oxford cyclists’ perceptions of risk”, in the 1990s.
 - Respondees reported a significant incident of risk every week of commuting. This is outrageous for a major transport mode. My hunch is that things are definitely no better in 2015.
- *“Public realm improvements and pedestrian route enhancements have been made, particularly in the city centre and district centres”*. Public Realm improvements are not likely to influence driver behaviour to anything like the extent required to make cycling risk-free. This is a major blockage in the Authority. There are public realm
- approaches to improving driver behaviour but they are at an entirely different scale than the efforts in Oxford.
- Yes, I agree that severance is a problem at the edge of the city.
- *“With the committed developments at Northern Gateway and Barton Park likely to be added to in future, the issue of severance caused by the ring road will become even more critical, even for short journeys between homes and workplaces”*.
 - Yes, I completely agree, something within the remit of County Highways should, must clearly be done!

Future demand

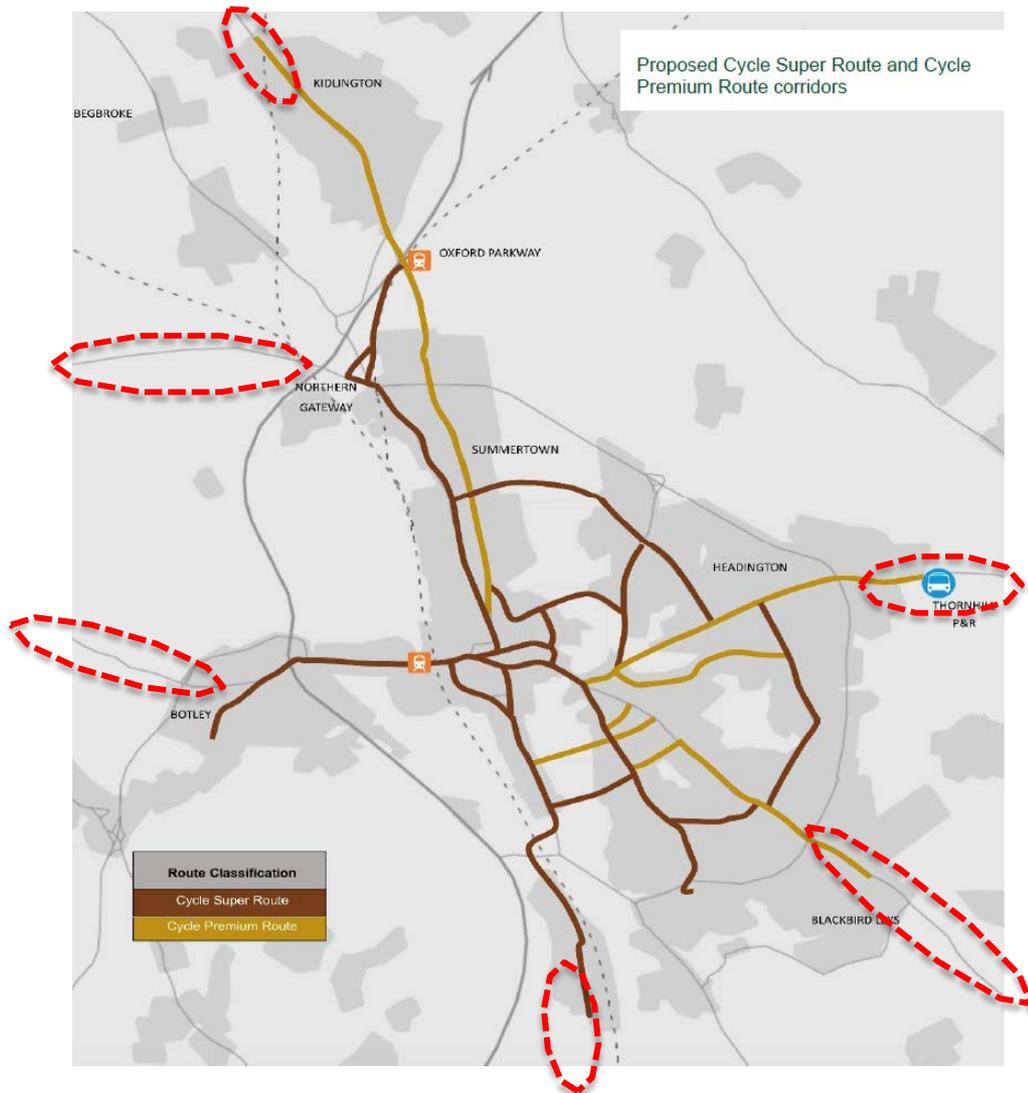
- Yes, I agree its critical that the new journeys need to be accommodated on foot and by bike.
- Nothing, about the planning of new Westgate etc, shows concern for people using the highways by bike.

Vision for Walking and Cycling

- I agree the ambition.
- 2035 is far enough away to achieve much.
- If the roads renewal budget is used intelligently then some 50% of the major arterials could be converted to 'Copenhagen style' at negligible cost, as long as changes are planned into the roadworks.
- There needs to be a major reconsideration of 'How' changes can be made in the work taking place anyway.

Page 20 Enhancing the cycle network

- Networks for cycling are also networks for other journeys.
 - It is important to realise that the roads which are 'busy' are also likely to be the preferred routes for people cycling.
- People travel e.g. from housing in Chalgrove, Farmoor, Eynsham and in fact anywhere, especially if housing is less costly, into the city. **So this map needs to be expanded over its boundaries.**
 - A distant contact was recently killed making this journey early in the morning, travelling to the BMW plant.
- Provision must be made on all main routes that is safe, coherent, comfortable etc etc.
- Cycling does not take place only in the centre of the city.



The message I seek to convey is that Oxford is connected, globally, and the routes connecting beyond :

- Kidlington,
- beyond Wolvercote,
- Botley,
- Kennington,
- Blackbird Leys and
- Headington,
 - at least,
- and of course the whole 'Ring Road', which should be changed from a near-motorway to a City Street, or Boulevard, with easier crossing and an opportunity to use redundant highway space for 'frontage development' (onto side or slip roads).
- Are all used by commuters too, where possible, and must also accommodate journeys by bike.

The text continues to quantify and qualify where cycling provisions will be made, but this misses the point that cycling will start anywhere and go everywhere!

- All routes need provision, and busy routes all need either segregation or major changes in other traffic behaviour to be acceptable to any cyclist, from '8 years to 80'.

- When 'desirable' is used in the text, the issue is: desirable to whom?

| Cycle corridor classification |
|--|
| <p>Cycle Super Route</p> <ul style="list-style-type: none"> • As a minimum requirement, there will be a high level of continuous and uniform provision for cyclists travelling in both directions; • On some corridors, cyclists will share wide bus lanes in at least one direction; • Complete or semi-segregation will be provided wherever possible (otherwise mandatory cycle lane markings will be used); • Cycle lanes will be designed for a minimum width of 1.5m; however 2m will be considered the default width for the busiest sections; • Advanced Stop Lines, already present at many signalised junctions in Oxford, will be the default standard and will include 1.5m feed-in lanes. Cycle lanes will continue through junctions to reaffirm the position of the cyclist in the view of other road users; • Loading and parking bans or timed restrictions will be in place and enforced during peak times or throughout the day; • Where segregation is not possible or desirable (e.g. parts of the city centre or the narrow part of Hollow Way), traffic levels and speeds will be reduced to create shared-use low or traffic free streets. |
| <p>Cycle Premium Route</p> <ul style="list-style-type: none"> • Premium routes will also provide cyclists with uniform cycle lane provision in both directions. However these are likely to be shared with bus lanes, and will in many cases be standard width; • Dedicated cycle lanes will be mandatory in places and should continue through junctions to reaffirm priority; • As a minimum requirement, premium routes will be free from obstruction; • Advanced Stop Lines will have at least some form of feed-in lane; • In future development sites, design guidance for internal roads should meet the premium route criteria. |
| <p>Connector Routes</p> <ul style="list-style-type: none"> • Connector routes will be strategic quiet ways with a particular role in connecting Cycle Super Routes and Premium Routes to residential areas; • It will not always be possible or necessary to provide a continuous physical features on a connector route because of the need to balance road space for other users, however clear and consistent signage will be present along the routes and will be accompanied by wayfinding totems at decision points; • One-way streets will, where possible, be upgraded to include marked or segregated contraflow cycle lanes. |

Bus lanes with cyclists should >4.5m wide or buses cannot pass safely when faster than a cyclist.

Mandatory can be acceptable where the appropriate TROs are made to keep the cycle lane clear.

I agree this proposal to mark through junctions. This is what is needed at George St where the cyclist is put at risk by the designers.

Where segregation is not possible, use must be made of “Do Not Overtake Cyclists”

I do not accept, on information provided, **that a distinction should be made between Super and Premium.** What is not in doubt is that current cycle lanes are inadequate and with Yellow Lines they look inferior to motor traffic.

In future development, surely, on appropriate routes, the cycle route criteria **MUST** be met?

Balancing of road space is not FOR other users but WITH other users!

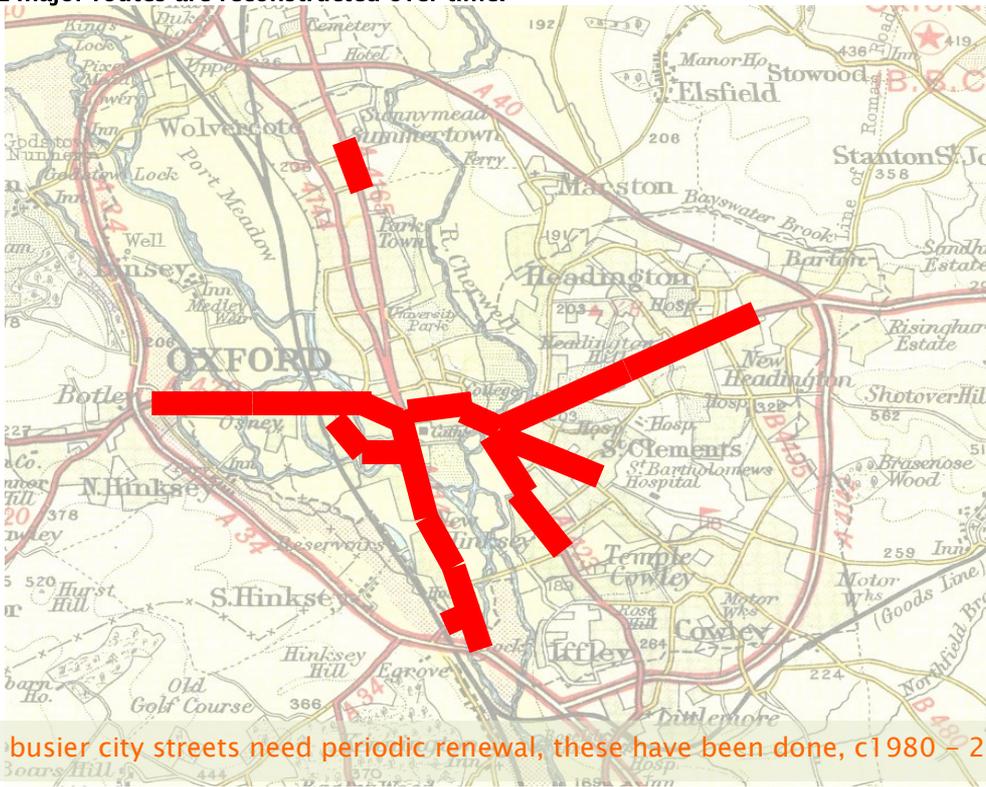
One way streets: there must be a complete reversal of this design, made for cars and disadvantageous for cycling.

- Already cyclists are using One-Way against signs, with 'NO' risk?
- ALL one-way streets must be made two-way for cycling. And there is no need for Marked or Segregated contraflow.

This 'box' seems to be written in a more risk-averse manner than other positive sections.

P21_____ “Particular priorities for cycle route improvements are:”

- An objective system such as Space Syntax should be used to demonstrate the likelihood of road users being cyclists.
- The phrase “*whilst it would be desirable to provide 'Super' on all major routes*” is despairing, when all **ALL major routes are reconstructed over time.**



Most busier city streets need periodic renewal, these have been done, c1980 – 2014

- In the last 35 years all roads between Grandpont and Headington, and beyond, have been reconstructed, some 60% of city arterials.
 - The weight of vehicles is likely to continue, especially with BRT, and so this rate of rebuild is likely to continue.
 - It follows that if 'Super Route' concepts were included within this Maintenance cycle, that by 2035 about half of the city's radials could have been rebuilt to a high standard. Within 'normal' budgets, and at negligible extra cost.
 - The “Phased Bnll to start – with whatever means are available – including use colour and visual 'edges', could be achieved at little cost. Just as has been a continuous process in Copenhagen.

Route Treatment

- No, “where full segregation is possible ... this has already been implemented” is not true, in my perception and that of other informed cyclists. The opportunities have been allowed to slip through the Highways Authority's fingers.
- The provision may well be “in the carriageway” as opposed to a shared footway, but that does not stop provision of best practice, a segregated stepped or hybrid provision. This is a prophecy of despair.
- Road dimensions may be considered as 30% – 40% – 30%, with 40% for motorised traffic and the 30% for walking and cycling.
- “To improve safety for cyclists ... widths of 4.00m to 4.50m will be provided ...”, in Munster, Germany, the width of 4.70M is sought to enable safe and convenient dual use. 4.00m is not adequate unless at the lowest speed.
- “Oxford has a good network of .. quiet routes”, but all of these have major inconveniences which reduce the attractiveness of what is conceptually a sensible approach.
- “We will work to provide contraflow ...”??? Why is this so difficult. In Paris a whole area of the west bank

was converted at one fell sweep. Having used these streets I recommend that the Authority is informed of the lack of problems and huge advantage.

- “Jackdaw La Bridge”!!!
 - What a pity that this did not figure in the CCAG2 application.
 - It would be more desirable than the parallel to rail bridge proposed at Oxpens.

Junction Treatment

- “75% of all cycle casualties” etc, IT IS NOT TRUE. Stats 19 is an inadequate measure.
 - A recent report by TRL putting this common error to rest. A significant % do occur here, but an equally significant % occur just proceeding straight ahead.
- Junction improvement for cycling is good. But this must not mean total loss of convenience.
 - A rise in cycling casualties is bad, but only when the relative rate of incidents rise. If more are riding there could well be more crashes.
- In the light of this intention, to change junctions for the better safety of those riding, it is strange to consider how The Plain has changed from the good original scheme.
 - A key point therefore: is the hierarchy of users being followed? Are cyclists less important than passengers on buses?

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- Good: the proposal to reallocate approach lane space,
 - pre-signals
 - 2 stage turns
 - cycle bypass: these need to be assessed for route quality,
 - Good: more safe crossing of Ring Road
 - Wolvecote and Cuttleslowe: Toucans deliver unacceptable delay, especially depending on the signal prioritisation.
 - Here there's a need for innovative solutions such as the Dutch 'Hovenring'.
 - Excellent: raised side road crossovers.
 - But no, Contraflow arrangements DO NOT NEED physical protections

Page 23

Cycle Parking and signage.

- Temporary rentals (such as in Strasbourg etc), excellent.
- There is opportunity for more central locations:
 - Rings, such as on Oxford Town Hall
 - Rails and railings, even
 - bars fixed to buildings,
 - 'ears' fixed to posts and lampposts,
 - locking eyes fixed in pavement sockets (e.g. Danish).
- Cyclists prefer a fixed object to affix to, Sheffield stands are not the only solution.

Longer term: –

- Parking hubs or underground are plausible of course, but it is imperative that convenience is a primary consideration, or they will be underused.
 - Very careful consideration of demand needs to be carried out or solutions such as Gloucester Green as a dedicated hub will be a failure.
 - **If such hubs are based upon introducing a ban on cycling in the city centre (as in Transform Oxford) they will not be acceptable.**
 - 1,000 places at the Station is barely sufficient, but welcome. Management of all cycle parking must be better organised.

- An example is to be found in Bern, CH, where enclosed cycle parking/hire/repair/hub operators are also charged with managing nearby open parking.
- Signing, this is potentially good, if appropriately designed.
 - “Avoiding clutter” is a general good but, I would argue has been entirely negative as applied to think about cycling.
 - TfL seem to have a good approach in the London Cycling Design standards, QV.

Encouraging walking

- I observe again, that 'encouraging' is the wrong word when enabling gives an entirely benign instruction.
 - Walking may be 'popular', but it will generally be because it is most convenient. It is common.
 - Sharing with cyclists must be the last option for both modes but in misnamed 'pedestrianised streets' these should be open to cycling,
 - and would benefit from a design approach which defines a path for cycling,
 - and uses kerbs (chamfered from preference).
- I note again, "public realm improvements" do not inevitably mean imported stone. The most important element is the quality of design and quality of implementation (and supervision too).
 - Using 'BRT' as an excuse to maximise cost by using stone is not necessary for good design
 - However, "improving .. multi-modal access" in Headington is a clear need.



Artist's impression of George Street

- Currently cycling as a mode is entirely excluded here (with the exception of a few fading, ignored, cycling symbols in the carriageway).

- *“There is a need for major improvements to public realm and ‘sense of place’ in the city centre. In the short term, the pedestrianisation of George Street and Queen Street, as well as public realm improvements to St Giles, Magdalen Street and Frideswide Square will greatly improve the quality public place within the city centre. By 2025, the establishment of the city periphery transit terminals and traffic control measures will allow Park End Street, New Road, Castle Street and Norfolk Street to become an extension of the low trafficked central core and will provide an almost uninterrupted walking route from the station to the centre. In the longer term, the ambitions for shifting bus movements underground will allow for*

more radical public realm improvements on High Street and St Aldates where opportunities are currently limited due to their key role as the only access to the centre from the east.

- If the pedestrianisation is designed to exclude cycling, to any greater extent than the partial exclusions now, this is entirely unacceptable for cycling.
- The illustration of George St [above] excludes any evidence of cycling, why?

Technology

- Note the reference to 'bike and public transport' referred to ref page 3.

Implementation

- I agree “Ring road, grade separated crossing.

- Wolvercote and Cuttelsowe need this now.

Page 24 #4. Managing Traffic and Travel Demand

Why manage demand?

???

Existing situation

- The terms need to be carefully defined: does “traffic” always mean all modes?
 - Sometimes it means motorised modes.

Vision for managing traffic and travel demand

- Yes that public transport and active travel will be seen best way to travel, but why “cheapest”? For many people and families Public Transport is costly.
 - Is there a novel means to make public transport 'cheap'?
 - “Driving alone ...” is unlikely to be deprioritised unless major changes are undertaken. Which could be good but this seems 'hopeful', otherwise.
 - Segregated cycling provision is needed, in every busy route.

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Future travel demand

- I would request that DfT's growth figures be interrogated closely. It is a great concern in transport planning.

Highway capacity improvements

- Bike mode is easily overlooked when “excellent sustainable movement networks “ are mentioned,
- The outer ring road will itself jam-up with this relocation of road space and even this road will need to accommodate cycling movements.
- Wolvercote and Cuttelsowe are not planned to be acceptable to cycling.
- The Ring Road, at least the non-trunk road parts, would benefit from being seen as city streets, as boulevards, connecting places as a 'seam' not only movement.

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WPL

- OK, good.
- Beware the expansion of privately rented-out spaces

Traffic Control Points

- Because of the shape of the city, these controls have also *increased* motor traffic.

Reducing city-centre through trips

- I do not support, in fact have great fear for, the constant reiteration of “vastly improve the public realm for pedestrians”, does this mean 'stone', or better design?
 - Does this mean 'not cycling'?

- New non-stone paving of high quality can be found outside the St Aldates County Court building.
- I find some good sense in the limitations on motor traffic access.

Page 27

Road user charging

- OK

Public parking

- OK, but it follows that Local Centres could follow the same strategy, not being 'left to car access to maintain vitality.

City-centre parking

- In the pursuit of higher occupancy it needs to be remembered that 'redundancy' in parking space is a necessity, or people driving will lose the belief that a space can be found.
- In this context, close-in Park and Rides are a necessity, contrary to earlier arguments.
- Does it go without saying, that bicycle parking will be available at central car-parks?

District Centres

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Freight

- NB the unreasonable impact on cyclist safety from HGVs

Role of Taxis

- NB that in Denmark/Copenhagen, all taxis are obliged to carry bikes, there the means is carrying 'bike hooks' that lie in the vehicle boot, to be quickly positioned when required. Its one important means of removing a barrier to bike use:-
 - i.e. carrying home the shopping
 - carrying home children
 - carrying a bike if a puncture or other breakdown occurs, and so on.

Development management policy

- Agreed, roll on Manual for Streets, 1&2.
- Bike parking requirement needs to be raised, and applied also to destinations (Retail, GPs, Public buildings)
- 'Nudge' measures, yes!

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The role of OTS in planning new development

- Edge: New housing really MUST be located adjacent to existing (sustainable) urban areas. The MAIN routes need to be extended, as too Public Transport.
- OTS may possibly have defined corridors, no alternatives have been presented and excluded. This is all too assertive.
 - The qualitative differences between cycling corridors is not logical and misunderstands the role of cycling. It is basically 'local' and a good corridor 'elsewhere' is of little use.

Implementation

- Highway capacity elements are to be questioned: all must have cycling provisions of the highest quality
- Demand management: OK
- Public Parking: OK
- Development management: OK but note comments under this title above.
- Technology (maybe, you can't plan a journey including cycling unless the routes are perceivably safe, coherent etc.
- ADD:
 - Redraw Development Layout Guidance, or preferably adopt MfS 1&2
 - Reconsider the image of the good road, include busy places guidance by including Boulevard typology

Page 30 _____

#5. *Implementation of the OTS*

The cost of improvement

- A bigger call is for a change in Transport thinking, seeing creative ways to change and improve rather than dreaming of an end-point and hoping to raise enormous sums to achieve the image.
- Much can be achieved incrementally and this is insufficiently valued.

The next steps

- Too many pro-cycling issues are not currently present, to my knowledge, in the short-term planning of current schemes.
- The opportunity must not be lost to apply changed conceptual thinking, rather than 'business as usual'.
- Funding bids is one way forward, a subtler more effective model is to reconceptualise the approach, use of Highway Maintenance funds etc.
- It would indeed be excellent to utilise existing expertise in Universities.
- Good to propose close working with the City, ...

Funding the OTS

- A bigger call is for a change in Transport thinking, seeing creative ways to change and improve rather than dreaming of an end-point and hoping to raise enormous sums to achieve the image.
- Much can be achieved incrementally and this is insufficiently valued.
- Evolution is a funding-means not referred to here.
- Admittedly much of BRT, or preferably Tram Transit, will need dedicated funding.
- Potential Sources of Funding chart appears weak and hopeful. Knowledge is key and huge amounts van

be achieved with knowledge, rather than the lottery of bidding for Government funds.

Graham Smith
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2 April 2015