Oxford City Centre Movement and Public Realm Strategy ODRP Presentation - 7th December 2017

Oxford City Council and Oxfordshire County Council

























Introduction

Oxford Movement and Public Realm Strategy

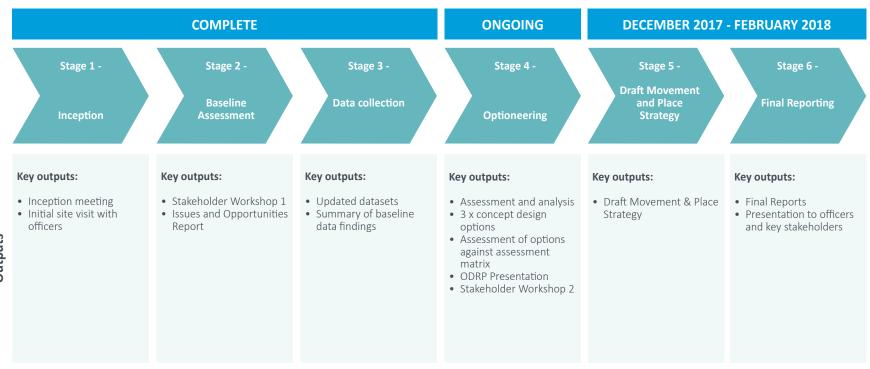
Purpose

- PJA and ITP commissioned by Oxford City Council and Oxfordshire County Council to develop a transport and public realm strategy for Oxford city centre.
- The study will inform the new Oxford City Council Local Plan, which will contain a strategy for development of the city up to 2036, and help inform a future update of Oxfordshire County Council's Oxford Transport Strategy.



Introduction

Oxford Movement and Public Realm Strategy - Process



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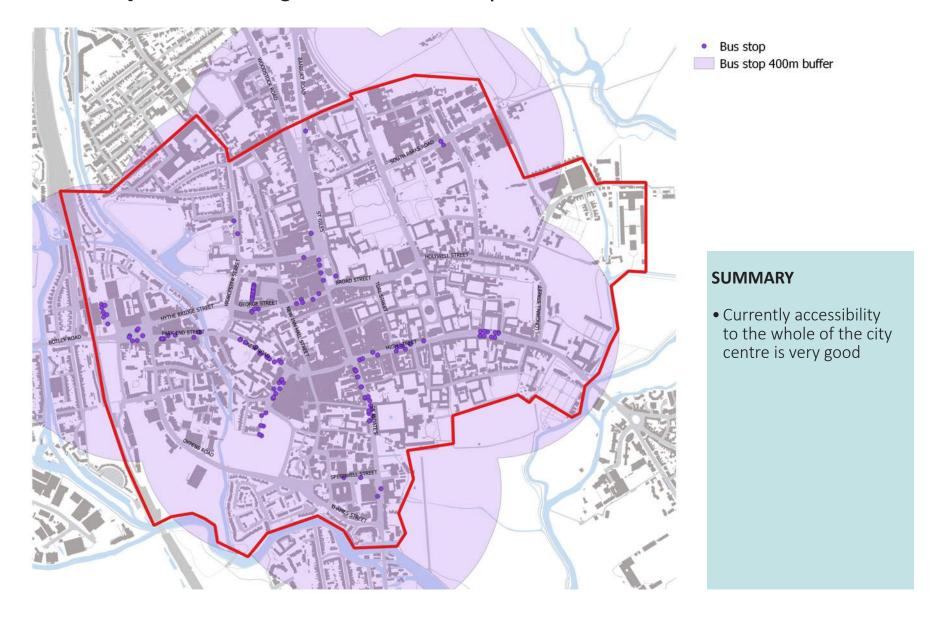
What has our analysis work told us about the existing situation in Oxford city centre?

Key Themes

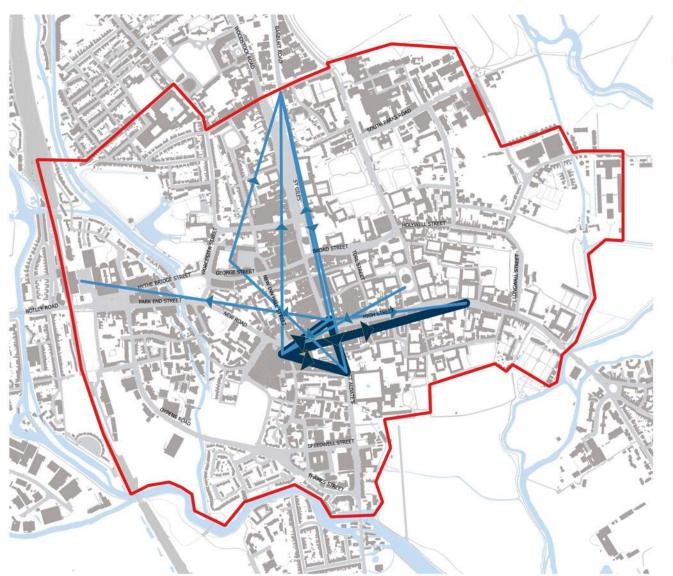
These appraisal themes were put to the stakeholders in October and were supported:

- Inclusivity
- Movement
- Public Realm
- Safety and Public Health
- Economy

Inclusivity - 400m walking distance of a bus stop



Movement - Most popular walking trips (survey analysis)

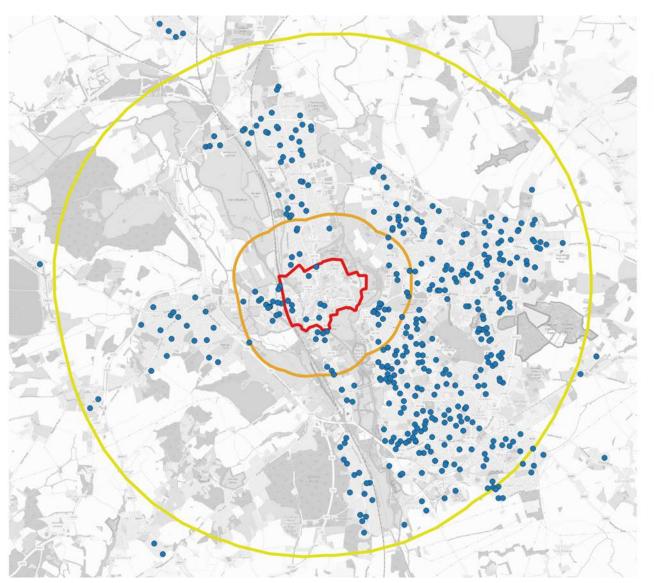


Main movements 2nd decile 1st decile

- Key movements focussed around central core.
- Next most popular routes from St Giles and the train station.

Analysis

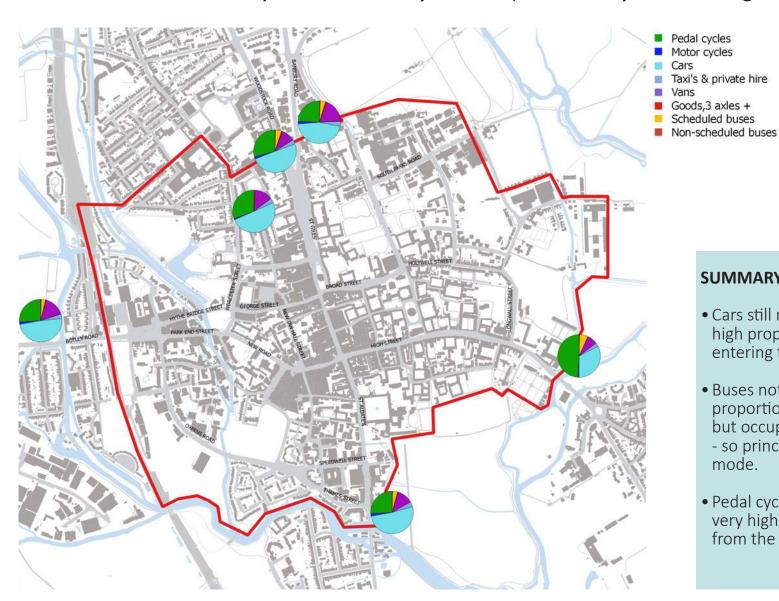
Movement - Bus trip origins (potential for cycling)



Public bus City Centre City Centre +1km City Centre +5km

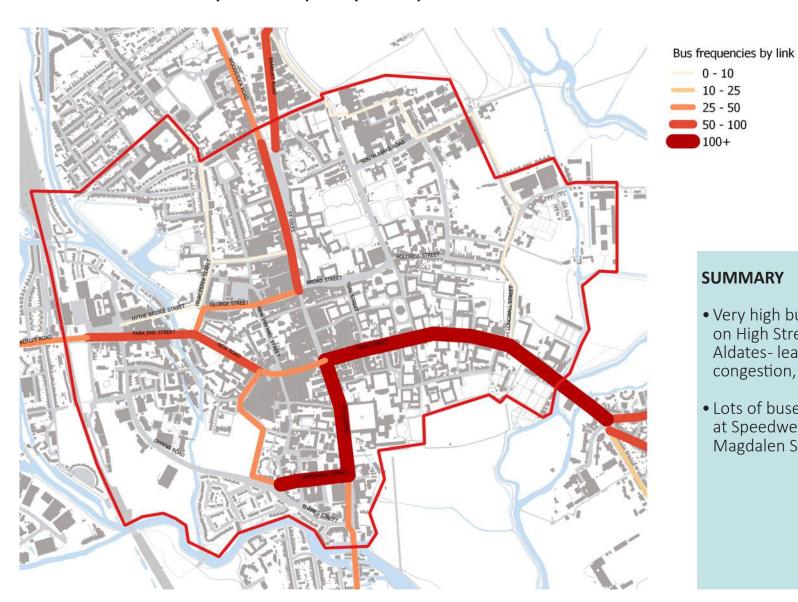
- High proportion of bus journeys in to the city centre are within easy cycling distance.
- Significant potential for modal shift from bus to cycle if conditions are improved.

Movement - Traffic composition at surveyed sites (Oxford City MCC – single day)



- Cars still make up fairly high proportion of traffic entering the city centre.
- Buses not high proportion of vehicles, but occupancies are high - so principal motorised mode.
- Pedal cycle flows are also very high-particularly from the east.

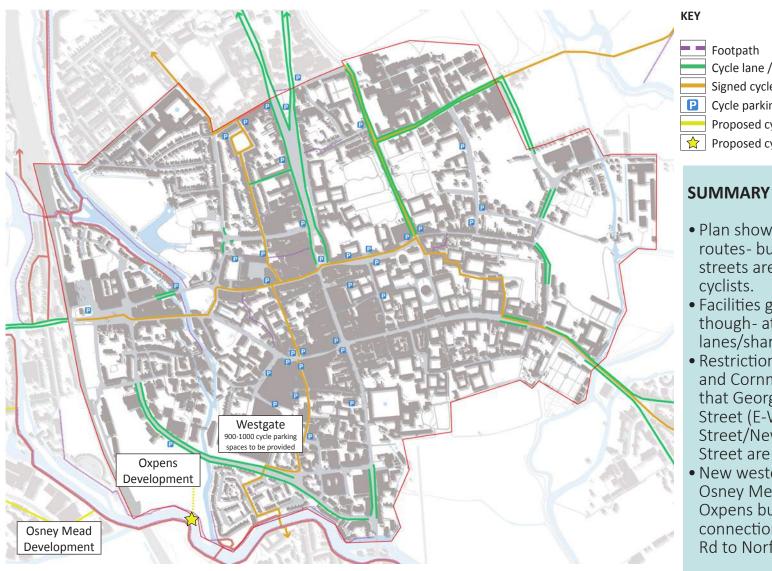
Movement - Hourly bus frequency, AM peak



SUMMARY

- Very high bus flows on High Street and St Aldates- leading to congestion, collisions.
- Lots of buses turn around at Speedwell Street and Magdalen Street

Movement - Cycling



Footpath

Cycle lane / track

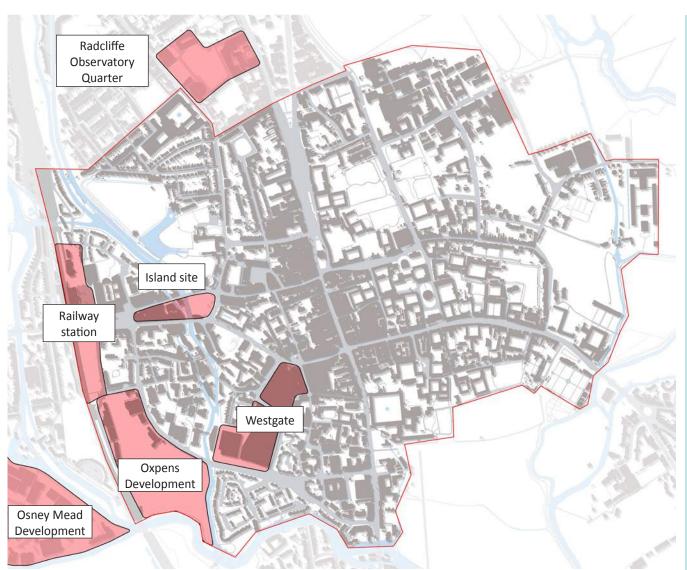
Proposed cycle route Proposed cycle bridge

Cycle parking

Signed cycle route / NCN route

- Plan shows designated routes- but in reality all streets are well used by cyclists.
- Facilities generally poor though- at best cycle lanes/shared use paths.
- Restrictions on Queen St and Cornmarket mean that George Street/Broad Street (E-W) and St Ebbes Street/New Inn Hall Street are important
- New western route via Osney Mead/Bridge/ Oxpens but needs connection from Oxpens Rd to Norfolk St

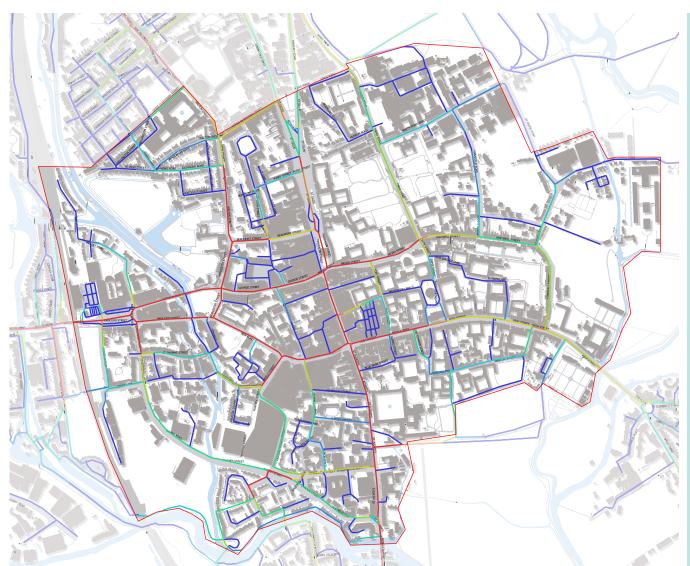
Public Realm - Significant Development Sites



- Westgate (open)
- Osney Mead
- Oxpens
- Railway station
- Island site
- Radcliffe Observatory Quarter
- Most development on west, but bulk of Greater Oxford is to the east- development will add to cross city-centre movements.

Analysis

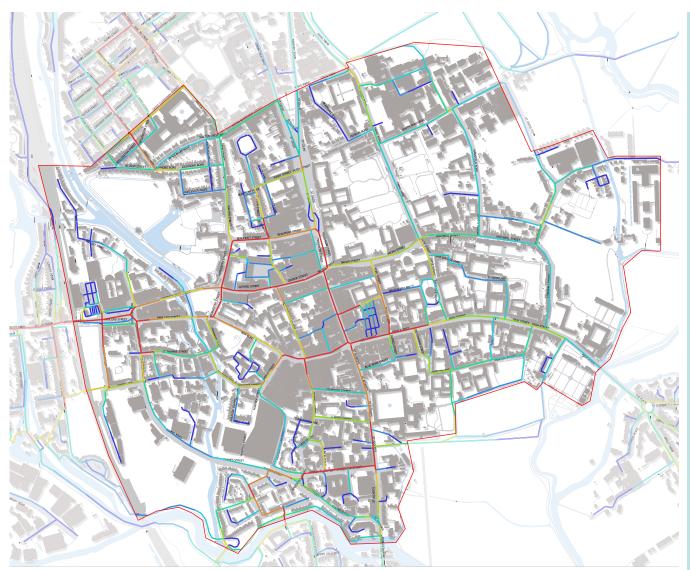
Public Realm - Space syntax (NACh_2500)



- Routes more likely to be chosen for 2.5km trips
- Structure of the city is 'radial', with routes converging in the centre then fanning out towards other settlements.
- The analysis shows that the structure of the city struggles to diffuse movement due to the lack of links between the radial routes, so people have to travel into the city centre before going elsewhere.
- This pattern means the city centre has a key through-movement function to accommodate to allow people to access other districts across the wider city.

Analysis

Public Realm - Space syntax (NACh_400)



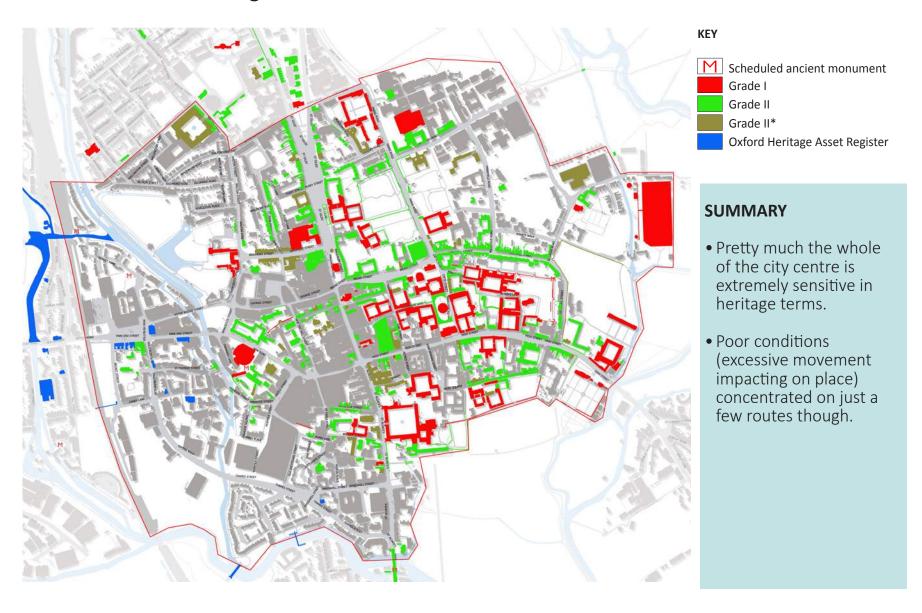
SUMMARY

- Short (5 min, 400m) trips
- Spatial 'hot spots' around the station, Carfax, and around George Street.
- The Castle remains isolated, but Queens Street and Cornmarket Street remain accessible.

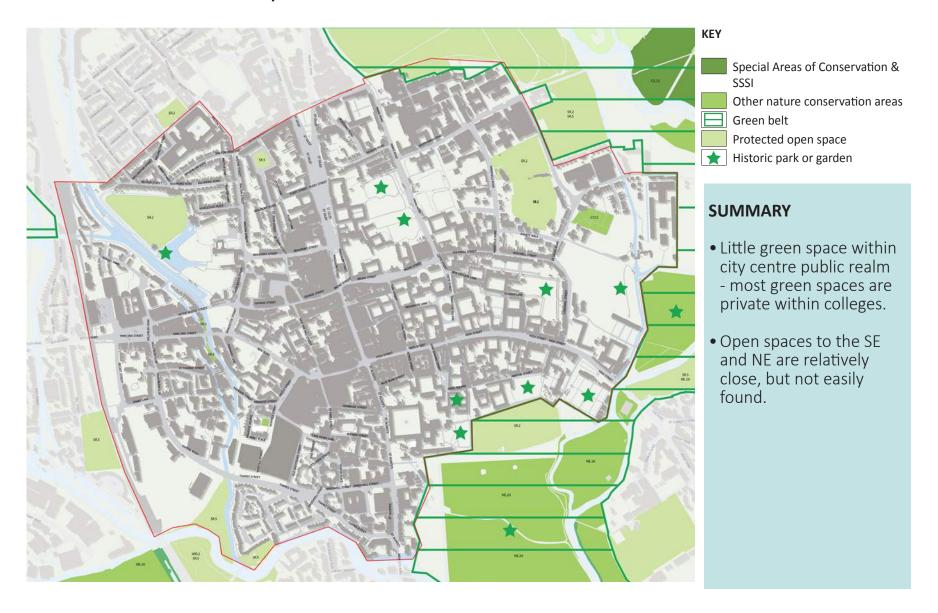
OVERALL CONCLUSION

- Key east-west and north south routes are the most accessible routes at both 400m and 2.5km.
- Accessibility falls off quickly beyond these routes.
- Helps to explain large differences in pedestrian flows between primary routes and the rest of the network.

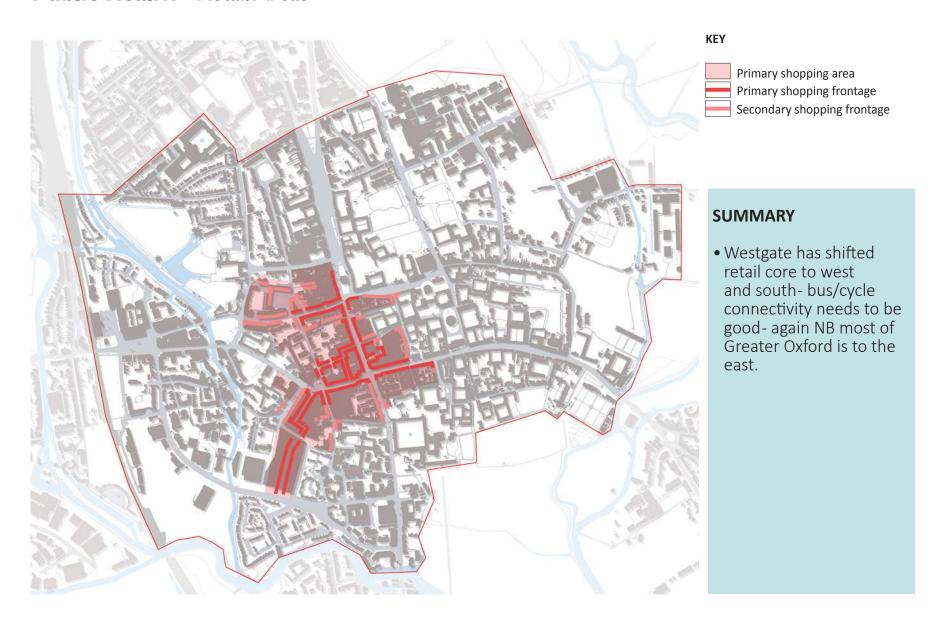
Public Realm - Heritage Assets



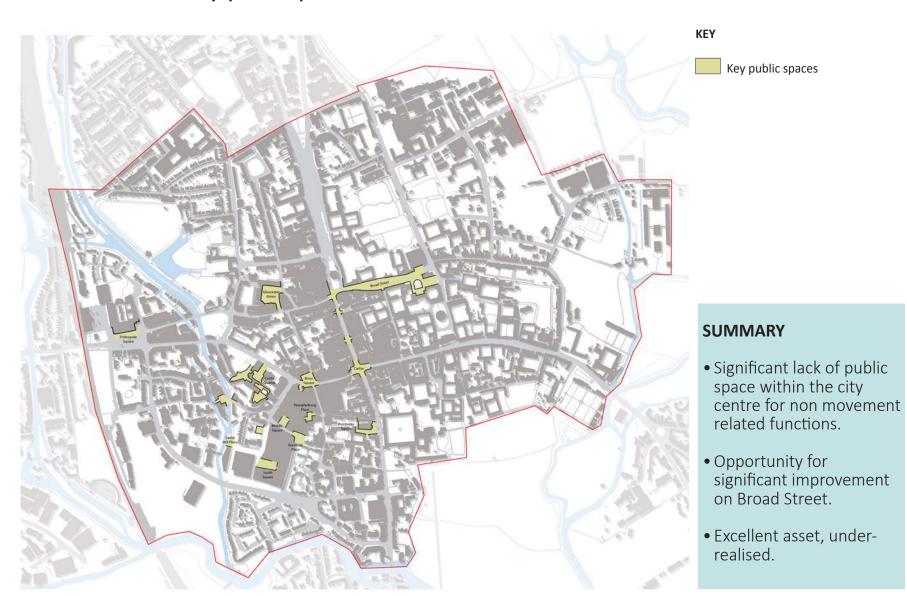
Public Realm - Green Spaces



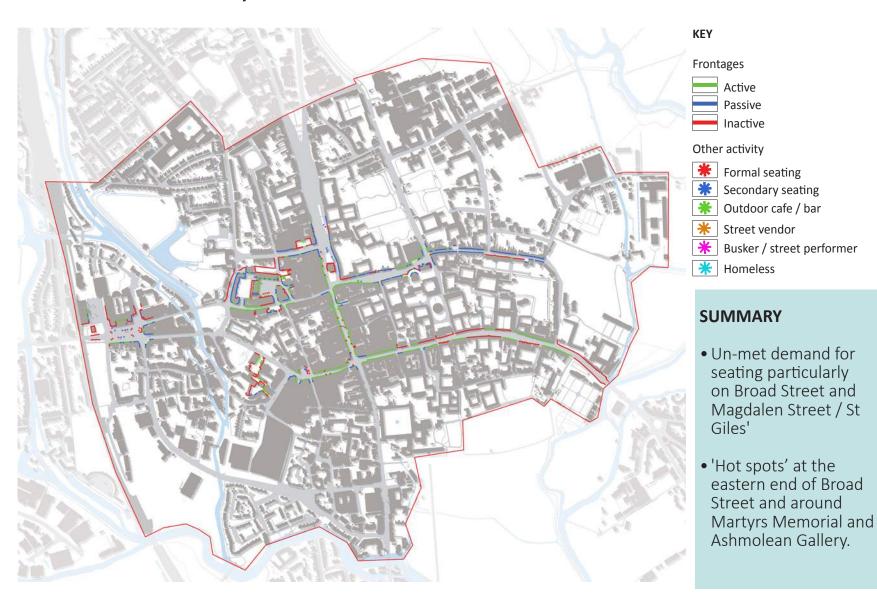
Public Realm - Retail Areas



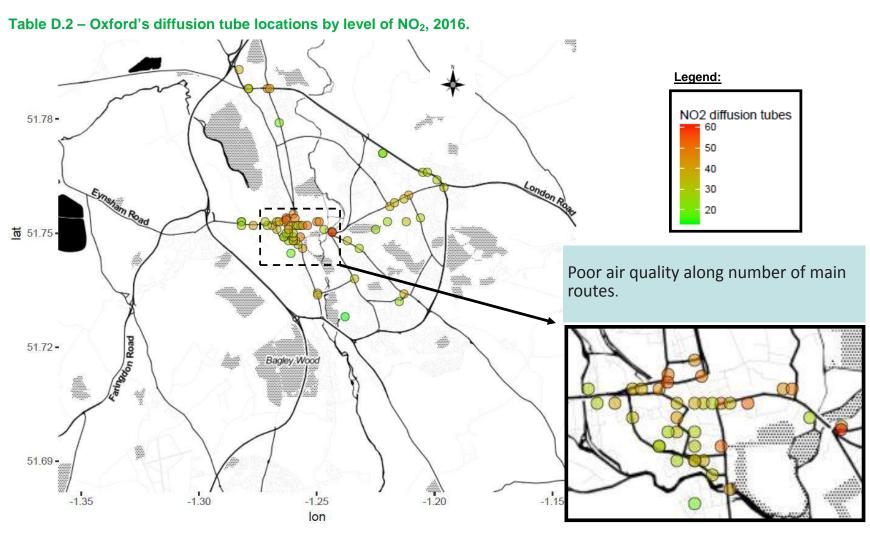
Public Realm - Key public spaces



Public Realm - Activity

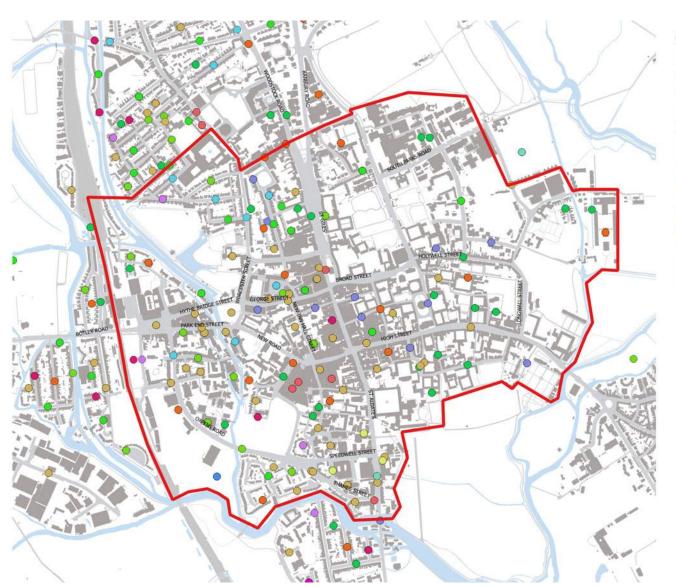


Safety and Public Health - Air Quality (from 2016 Annual Status Report)



Source: GGmap package for Rstudio¹²

Safety and Public Health - Reported crime



Crime

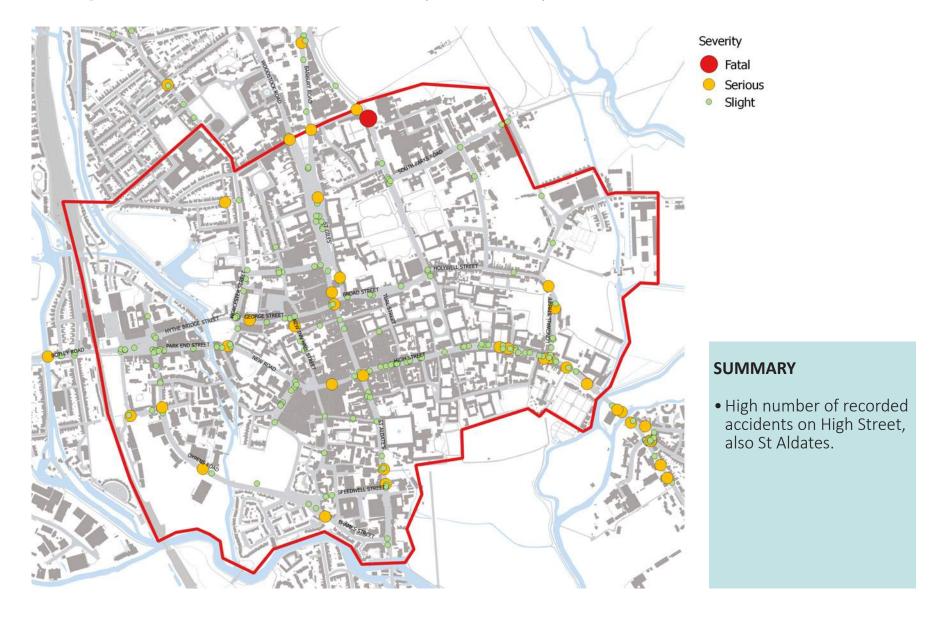
- Anti-social behaviour
- Bicycle theft
- Burglary
- Criminal damage and arson
- Drugs
- Other crime
- Other theft
- Possession of weapons
- Public order
- Robbery
- Shoplifting
- Theft from the person
- Vehicle crime
- Violence and sexual offences

SUMMARY

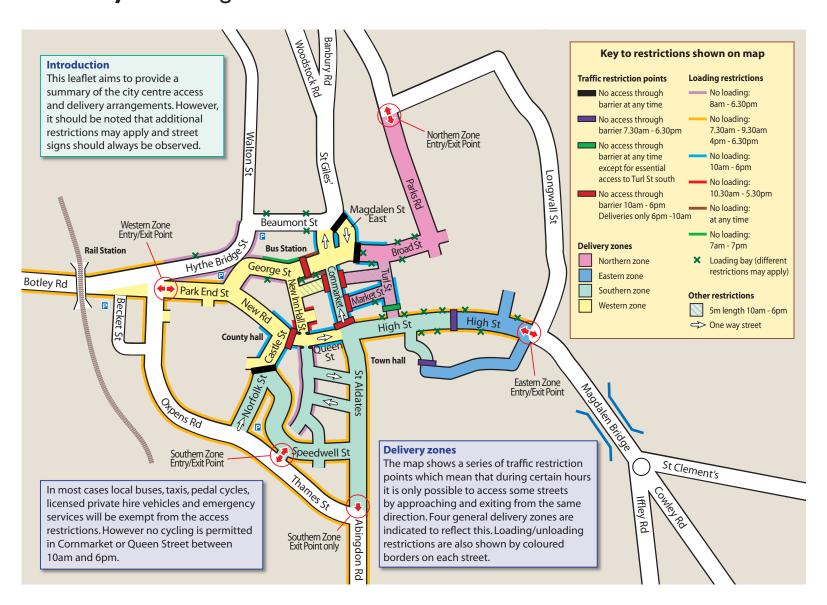
• No obvious crime hotspots

Analysis

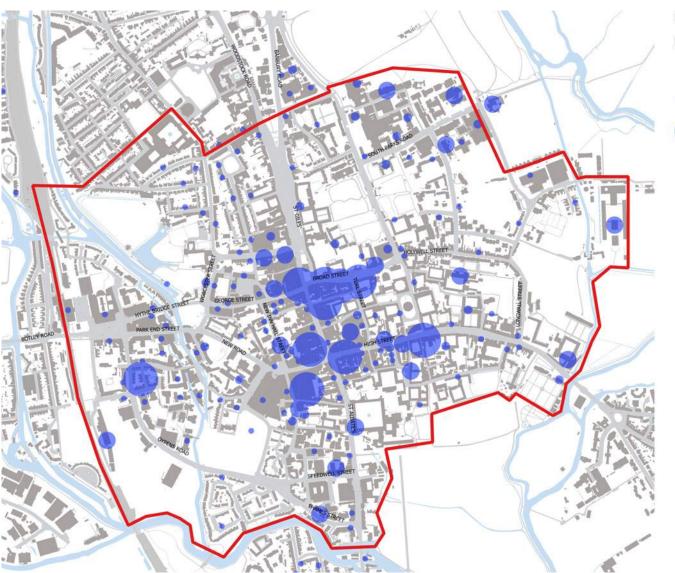
Safety and Public Health - Accidents (2014 - 2016)



Economy - Servicing / Deliveries



Economy - Major UK parcel carrier data (busiest day of the year)



Major UK parcel carrier data

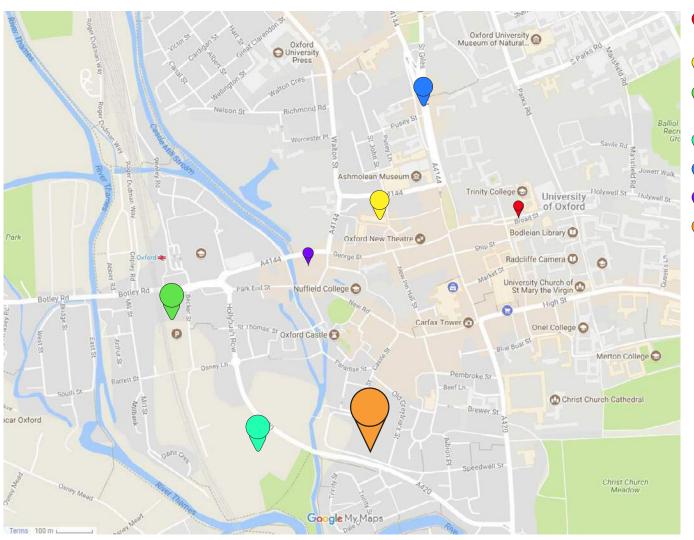
Number of parcels

- 1.0 2.0
- 2.0 4.0
- 4.0 10.0
- 10.0 64.0

SUMMARY

 Concentration of parcel deliveries on High Street and Broad Street.

Economy - Car Parking



Broad Street - 25 spaces (on street)

Gloucester Green - 104 spaces

Beckett Street - 556 spaces (railway station only)

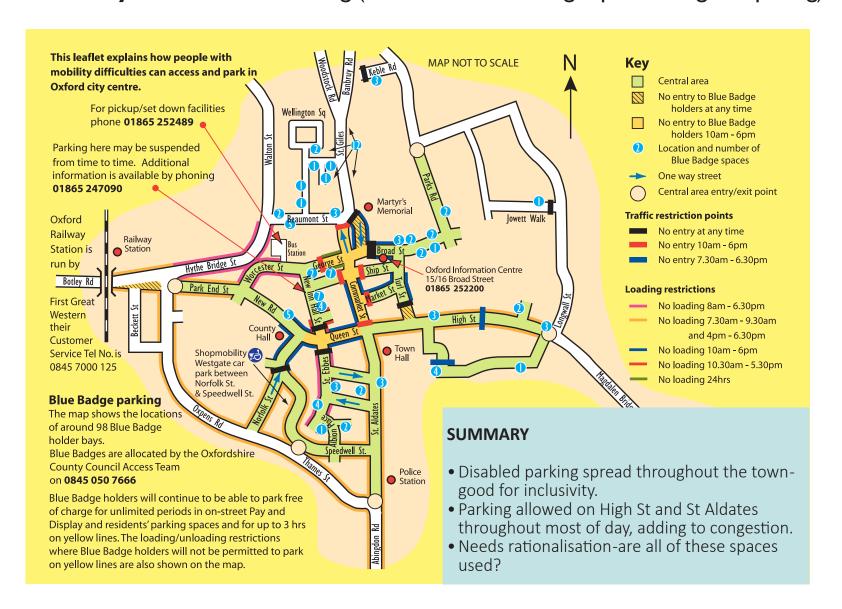
Oxpens - 420 spaces

St Giles - on street

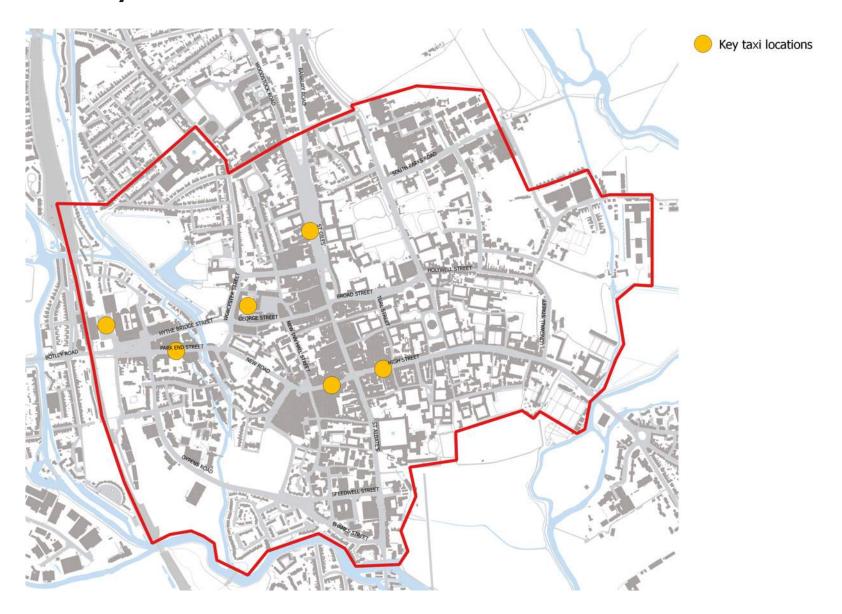
Worcester Street - 180 spaces

Westgate Shopping Centre - 1,000 spaces

Economy - Disabled Car Parking (some additional changes post Westgate opening)



Economy - Taxi rank locations



Stakeholder Input

Key Outcomes of Stakeholder Workshop I

Common themes that emerged:

- Cycling Need to enable growth in cycling by providing more traffic free and segregated cycle routes
- Public transport problems with bus congestion
- Walking general pedestrian congestion along main routes / too narrow footways
- Public realm poor quality materials in places, not enough places to dwell



What do we need to plan for to accommodate future growth?

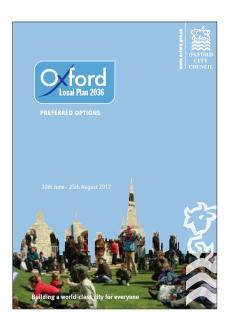
Key Issues

Population Growth

- 2016 population is approx. 160,000.
- By 2036 the population is likely to have grown to at least 185,000.
- Urban extensions to Oxford may add a further 37,000 to the population

Oxford Local Plan and OTS

- The necessary growth that will be proposed in the Oxford Local Plan 2036 must be supported by a transport strategy.
- The Oxford Transport Strategy (OTS)
 will require some review in order to
 support the Local Plan. The functioning
 of the city centre requires particular
 attention.





Key Issues

Traffic Pressures and Impacts

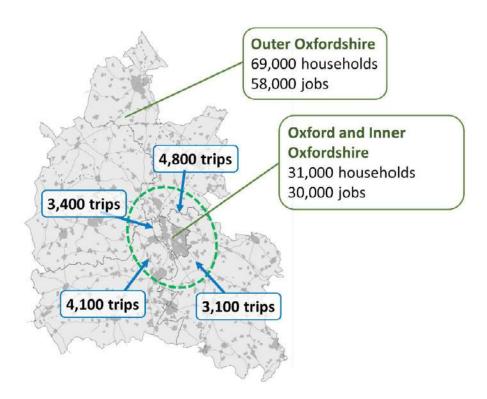
- Private and public transport
- Congestion, air quality, liveability
- 25% growth in city journeys by 203 l

The Need for Change

- County and City agreed on the principles
- But what is the nature of that change?
- Incremental, Bold, Radical?

Deliverability

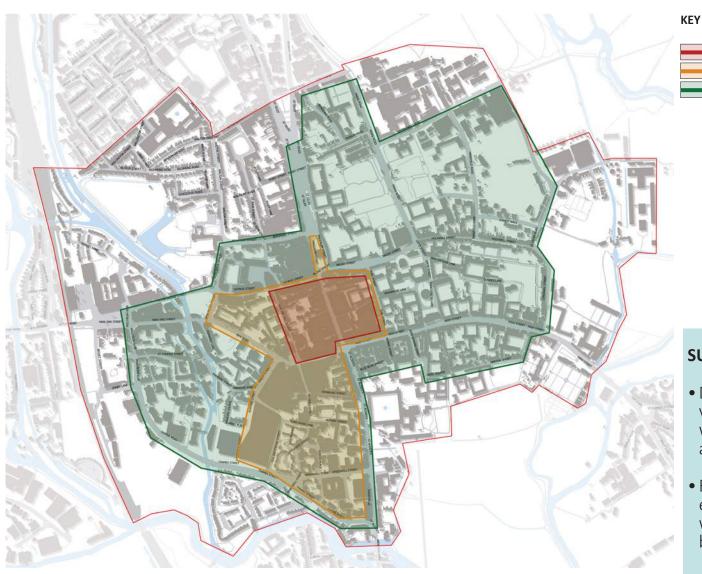
- Space
- Design
- Politics
- Funding



Source:

Strategic housing and employment allocations in Oxfordshire in 2031 (SHMA housing growth & Cambridge Econometrics jobs forecast

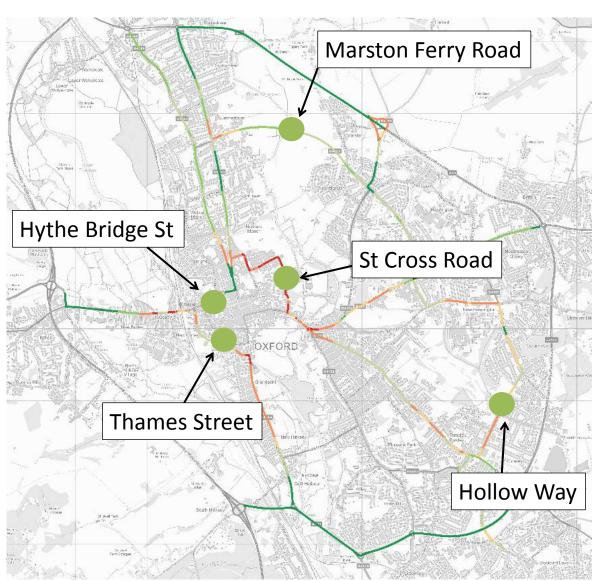
Zero Emissions Zone - Boundary options



Red boundary (by 2020) Orange boundary (by 2025) Green boundary (by 2035)

- Details of classes of vehicle to be allowed within the proposed zone are to be determined.
- But ambition is zero emission vehicles across whole of the green zone by 2035.

Access Measures / Congestion Charging / Workplace Parking Levy - OTS Proposals



ACCESS MEASURES

 In addition to existing 'bus gates' further controls could be introduced (as shown on the plan opposite) which place restrictions on through traffic within the city centre and inner ring road, whilst allowing unimpeded bus, cycle and pedestrian movements.

CONGESTION CHARGING

- Road user charging could be an alternative option for reducing traffic levels on certain links but unlike access measures would not result in 'complete' road closures.
- If city-wide it could reduce traffic levels over a wider area and has the potential to raise money that would be ring-fenced to improve the local transport network.

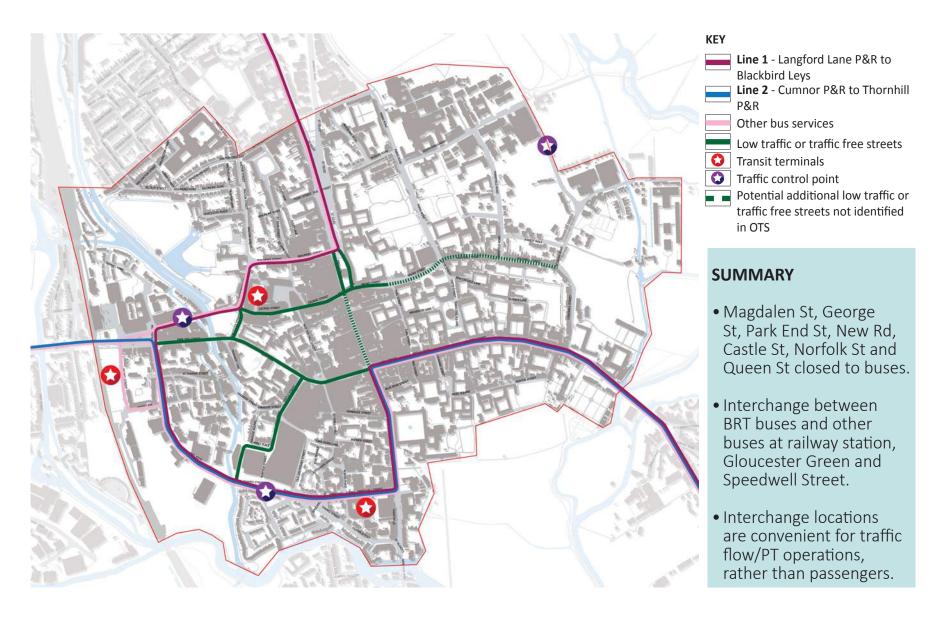
WORK PLACE PARKING LEVY

 A fee charged to employers for spaces used for employee commuter car parking. Its aim is to reduce traffic levels by discouraging commuting by private car. It also provides an incentive for employers to reduce their car parking stock. A WPL would raise money that would be ringfenced to improve the local transport network, however, on its own it is unlikely to reduce traffic levels significantly and so is being considered alongside access measures.

Evaluation of the Existing Options

Evaluation

Oxford Transport Strategy - 2025 Vision



Oxford Transport Strategy - 2025 Vision

Positives

Negatives

INCLUSIVITY

- Good level of bus penetration into the city.
- Small or zero walk distance for bus interchange.
- Cornmarket remains pedestrianised.
- Queen Street pedestrianised.

• No bus services in NE of the city centre.

- Limited potential to address high levels of pedestrian congestion which would negatively impact on disabled people.
- Reduced level of bus penetration compared to existing.
- No bus access to Westgate

MOVEMENT

- Walk: Improved walking conditions across much of city core on low traffic streets.
- Cycling: Improved cycling conditions on low traffic streets.
- Long distance coaches still have access to Gloucester Green.
- Taxi penetration can remain (depends on traffic control points).
- Bus: Large volume of buses remain on High St and St Aldates, high congestion and slow travel times will likely remain an issue.
- Walk: Key sections of High Street and St Aldate's will still have narrow pavements.
- Cycle: no opportunity to improve conditions on High St and St Aldate's

PUBLIC REALM

- Opportunities for improved public realm across much of the city core on low traffic streets.
- Removal of buses from George Street, Magdalen St and Magdalen St East offers opportunity for enhancement.
- Opportunity for removal rationalisation of some bus stops on High Street and St Aldate's around Carfax.
- Limited opportunity to improve overcrowded pavements on High Street and St Aldate's.
- Air quality: Bus layover

ECONOMY

- Servicing can remain (depends on traffic control points) but limited additional servicing facilities.
- On-street car parking can remain.

 Present level of conflict between buses and cyclist on High Street and St Aldate's remains.

SAFETY & PUBLIC HEALTH

pedestrianised removing

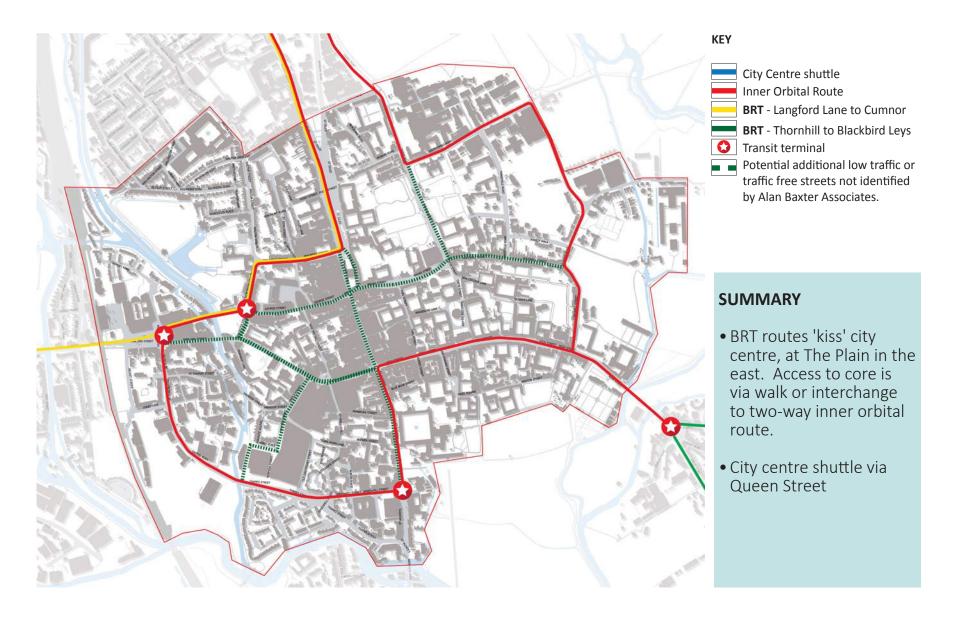
conflict with buses

• Queen Street

- still in city.
- Increasing pedestrian activity and limited potential for place improvements on main streets impacts attractiveness as a retail and leisure destination.
- Limited potential to improve servicing regimen on High Street and St Aldate's.
- Retaining car parking limits opportunities for increased cycle parking.

Evaluation

Alan Baxter Associates - 2025 Vision



Alan Baxter Associates - 2025 Vision

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Negatives

on disabled people.

narrow pavements

INCLUSIVITY MOVEMENT PUBLIC REALM ECONOMY SAFETY & PUBLIC HEALTH • Bus: improved speed and Increased walk distances Good level of bus • Opportunities for • Servicing can remain reliability in city. penetration into the city. improved public realm by those not wanting to (depends on traffic across much of the control points) but interchange. Walk: Improved walking limited additional Small or zero walk city core on low traffic conditions across much servicing facilities. distance for bus streets. of city core on low traffic Reduced conflict with interchange. streets. bus and cycling. • On-street car parking can Opportunity for removal • Cycle: quieter city roads. • Shuttle service through remain. / rationalisation of including High Street and along Queen Street. some bus stops on High St Aldate's Some opportunity Street and St Aldate's Cornmarket remains to improve servicing around Carfax-> limited • Long distance coaches regimen on High Street pedestrianised. still have access to opportunity for placed and St Aldate's. Gloucester Green. based improvements. Taxi penetration can remain (depends on traffic control points). • Requires interchange • Bus interchange required • Limited opportunity to • Some public transport Increasing pedestrian to access most of city on most journeys to improve overcrowded vehicles remain on activity and limited potential for place access city. pavements on High Queen Street. centre core. Street and St Aldate's. improvements on • Slight reduction in level • Not enough space for main streets impacts significant interchange Limited opportunity of bus penetration attractiveness as a retail compared to existing location at Plain for placed based and leisure destination. (assuming interchange) roundabout. improvements on High Street and St Aldate's. Retaining car parking Limited bus access to • Two-way buses on route limits opportunities for to NE of city centre Westgate increased cycle parking. difficult to accommodate. • Limited potential to address high levels of • Walk: Kev sections of High Street and St ped congestion which Aldate's will still have would negatively impact

What opportunities have we identified for Oxford?

Key Design Principles for 2025

INCLUSIVITY	MOVEMENT	PUBLIC REALM	SAFETY & PUBLIC HEALTH	ECONOMY
 Improving wayfinding through design More places to sit / rest Greater extent of level surfaces 	 Maximising space for pedestrian movement Encouraging movement by the most appropriate mode for the journey and the place. Providing direct transit journeys (bus/RT) to destinations. Creating efficient reliable journey times to / through Oxford. Realise potential for significant increase in cycling. Improvements needed in advance of potential radical change to public transport vehicles. 	 Rationalising the use of highway space Creating more spaces and places for dwelling and activity Minimising street clutter Removal of traffic signals where possible. 	 Increasing safety for all modes. Simplifying junction and link conflicts and operations 	 Introduction of a Controlled Parking Zone – extent for discussion. Reduction in car parking Significant increase in cycle parking Maintain servicing to retail and business premises Encourage more sustainable servicing arrangements including cycle freight

Potential Street Typologies

PUBLIC TRANSPORT STREETS (TWO WAY)

- Limited potential for placed based improvements (due to street width constraints).
- Rationalising bus stops will maximise space reallocation.
- Limited space for cycle and servicing infrastructure

PUBLIC TRANSPORT STREETS (ONE WAY)

- Introduce new one-way routeing for BRT and other bus services.
- Road space reallocation.
- Introduce new two-way cycle track
- Introduce new central loading pads / taxi waiting / cycle parking
- Use one-way routeing wherever possible.

ACCESS STREETS

- Simple streets with footway and carriageway
- Minimise carriageway width
- High quality materials at least on the footways

PEDESTRIAN PRIORITY STREETS

- Introduction of new pedestrian priority streets based on Zones de Recontre.
- High quality materials across the full width

Precedent images - Public Transport Streets (two way)







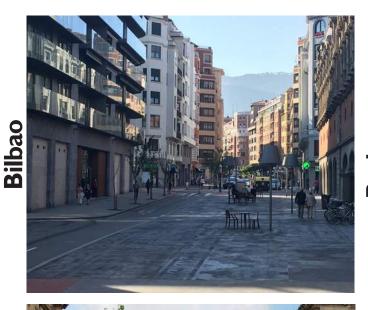


KEY PRINCIPLES

- Limited potential for placed based improvements (due to street width constraints).
- Rationalising bus stops will maximise space reallocation.
- Limited space for cycle infrastructure

Strasbourg

Precedent images - Public Transport Streets (one way)











KEY PRINCIPLES

- Introduce new one-way routeing for BRT and other bus services.
- Road space reallocation:
 - Introduce new twoway cycle track
 - Introduce new central loading pads / taxi waiting / cycle parking
- Use one-way routeing wherever possible.

Preston

Precedent images - Access Streets





KEY PRINCIPLES

- Simple streets with footway and carriageway
- Minimise carriageway width
- High quality materials at least on the footways





Tower Hamlet

Precedent images - Pedestrian Priority Streets





KEY PRINCIPLES

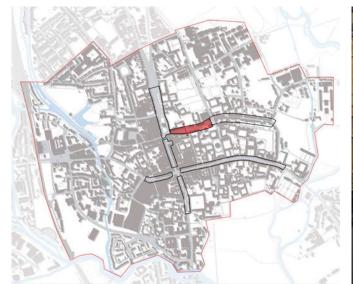
- Introduction of new pedestrian priority streets based on Zones de Recontre.
- High quality materials across the full width





Linz

Broad Street



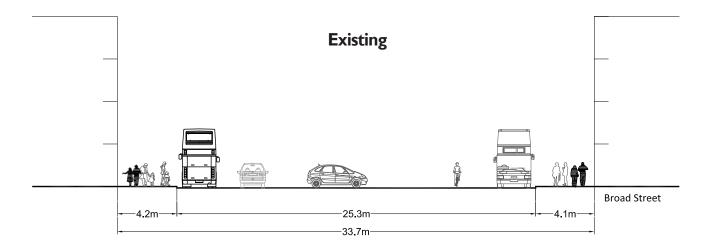


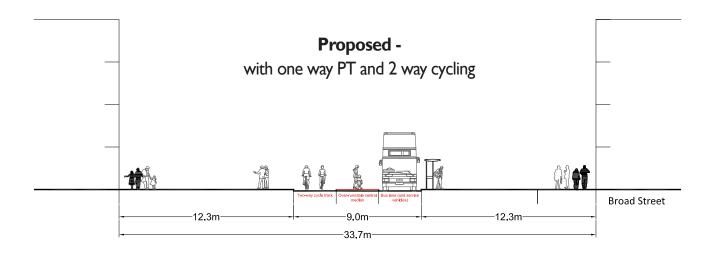




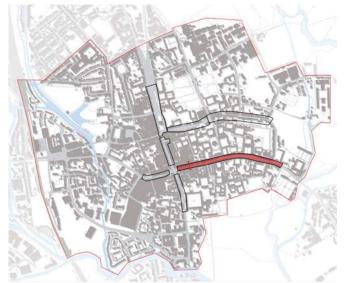
- Remove on street car parking
- Introduce new one way PT corridor
- Introduce two way cycle route
- Potential for significant public realm enhancement
- Significant demand for cycle parking.
- Key heritage constraints.

Broad Street





High Street



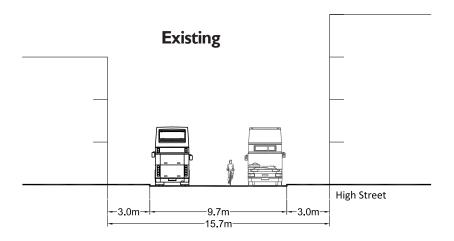


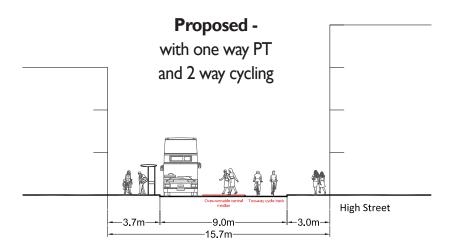




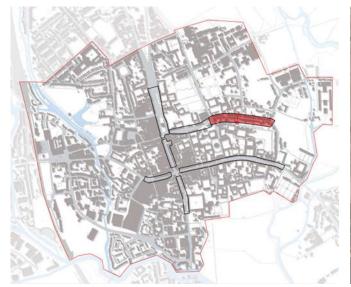
- Introduce new one way PT corridor
- Introduce two way cycle route
- Potential for significant public realm enhancement

High Street





Holywell Street



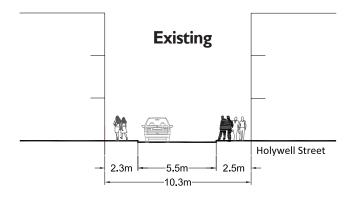


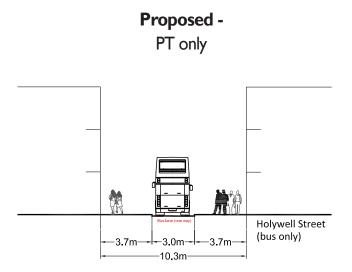


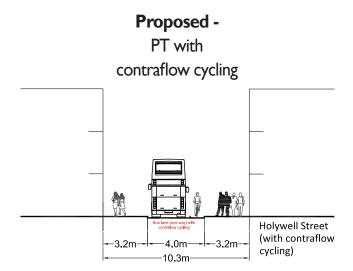


- Introduce new one way PT corridor
- Introduce contraflow cycle route
- Generally traffic already removed with current restrictions but will need to consider / relocate deliveries / servicing.
- Potential for signifcant public realm enhancement
- Significant demand for cycling to colleges / university.
- Key heritage constraints.

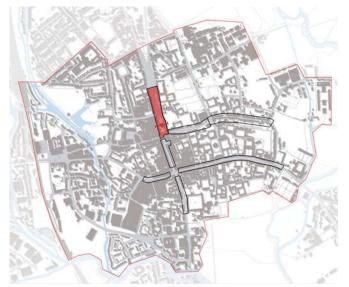
Holywell Street







Magdalen Street



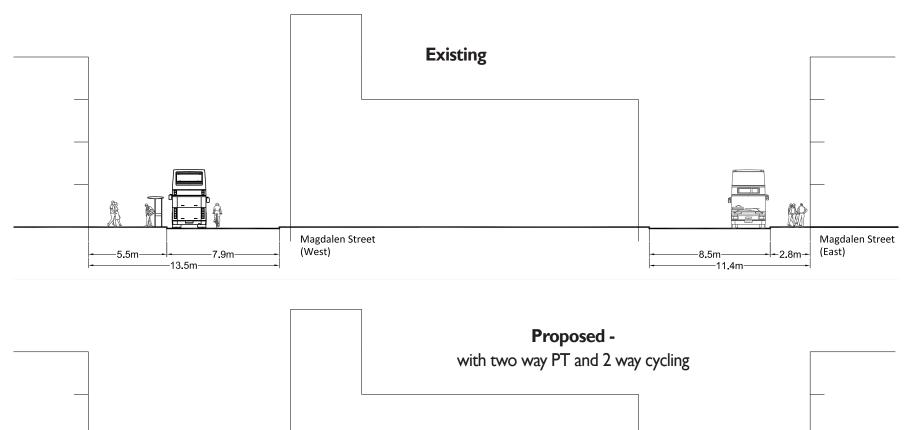


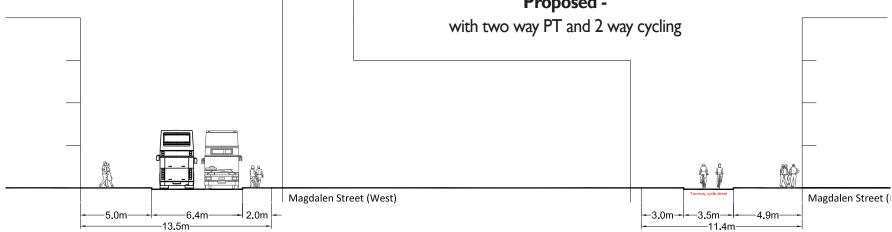




- Removal of general traffic- zero emission zone / traffic control points.
- Pedestrianise Magdalen Street East adjacent to St Mary Magdalen Church
- Introduce new one way PT corridor
- Introduce contraflow cycle route
- Generally traffic already removed with current restrictions but will need to consider / relocate deliveries / servicing.
- Potential for significant public realm enhancement

Magdalen Street





St Aldate's



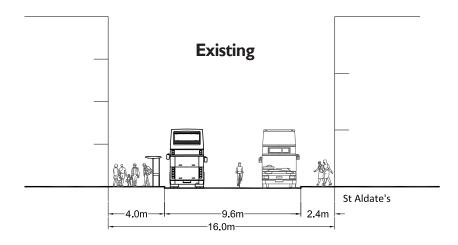


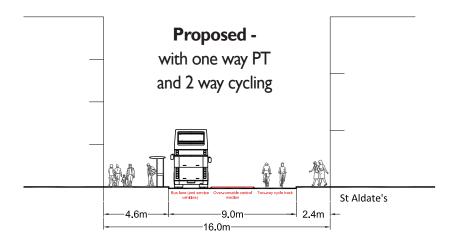




- Removal of general traffic- zero emission zone / traffic control points.
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- Potential for significant public realm enhancement

St Aldate's

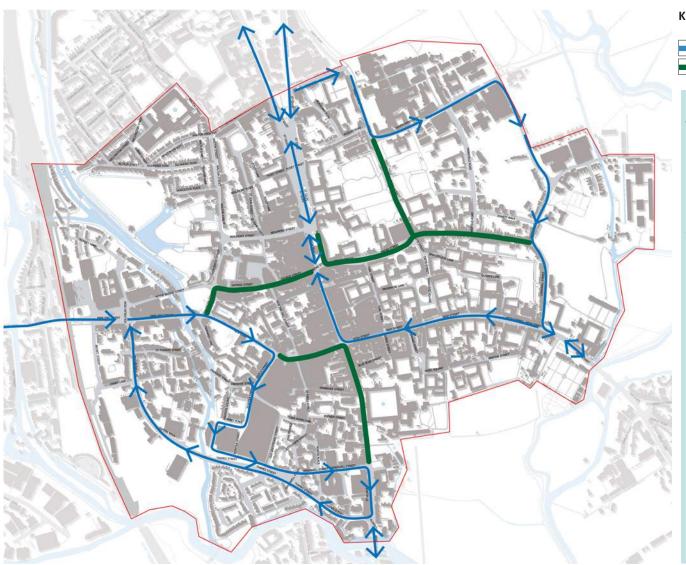




Potential Movement Strategies

- Option I Two loop system (outer)
- Option 2 Two loop system (inner)
- Option 3 One way system (around the city)

Option I - Two loop system (outer)



KEY



Pedestrian priority

ASSUMPTIONS

- Zero emissions zone
- Traffic control points

- Two one-way bus loops including section serving north east city centre.
- Maintains two-way cycling on one-way streets.
- Magdalen Street East, George Street, Worcester Street, Queen Street and St Aldate's closed to buses. Pedestrian priority on Broad Street.

Option I - Two loop system (outer)

Walk: Cornmarket now

 No interchange between buses serving east Oxforfd and rail / coach stations.

reducing capacity.

has buses running along it

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loop.

Reduced accessibility to

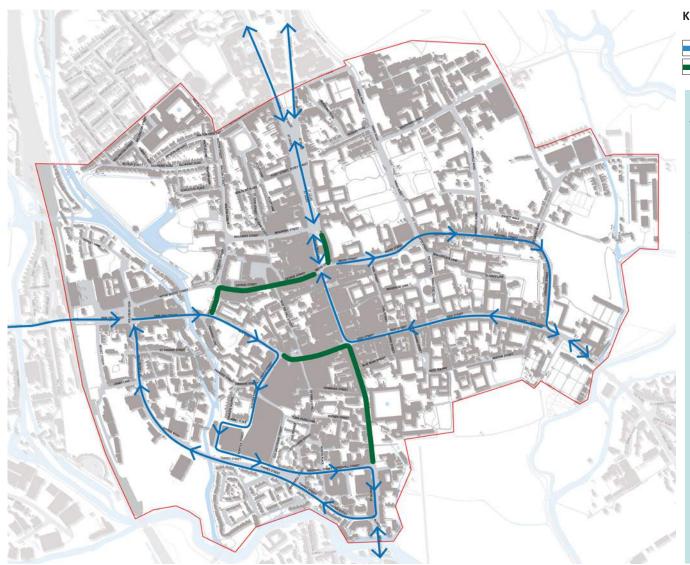
centre compared to inner

INCLUSIVITY MOVEMENT PUBLIC REALM ECONOMY SAFETY & PUBLIC HEALTH High level of bus • Bus: improved speed and Queen Street and Reduced conflict between • Long distance coaches can penetration into the city. reliability. Improved bus northern end of St Aldate's cycles and buses still access city. access to NE city centre pedestrian priority. Small walk distance for bus. and N-E and S-W cross city • Queen Street / Westgate Tourist coaches to be movement now possible. interchange. Greater pavement width on main entrance now allowed to circulate on bus a number of streets allows pedestrian priority. routes with dedicated drop Greater pavement width on • Cycling: two way cycling on for improved space for off areas. a number of streets allows Reduced conflict with all one way routes. walking and more potential for improved space for for rest areas (seating). buses on High Street and St Servicing should remain walking and more potential Walk: higher volume of Aldate's. as is, with parking pads in walking space with wider key locations to keep them for rest areas (seating). from blocking one way bus pavements. Oueen Street and routes. northern end of St Aldate's • Walk: reduced number of pedestrian priority. blocked pavements through • Significant increase in cycle crowding from bus stops. parking due to narrowed carriagewas and some car Walk: Queens street / parking removal. outside Westgate entrance now pedestrian priority. General traffic: all movements still available. • Cornmarket opened up for • Some movements still not • Bus: Reduced space for Tourist coach dwell areas lavover, this will need to easily catered for by bus. buses. will need investigating. take place outside city Cornmarket opened up for (other end of route). Bus lavover moved out of buses. city.

• Removal of some city centre

on-street car parking.

Option 2 - Two loop system (inner)



KEY



ASSUMPTIONS

- Zero emissions zone
- Traffic control points

- Two one-way bus loops, eastern loop closer into city centre along Borad Street and Holywell Street.
- Maintains two-way cycling on one-way streets.
- Magdalen Street East, George Street, Worcester Street, Queen Street and St Aldate's closed to buses.

Option 2 - Two loop system (inner)

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Negatives

High level of bus penetration into the city.

- Small walk distance for bus interchange.
- Greater pavement width on a number of streets allows for improved space for walking and more potential for rest areas (seating).
- Queen Street and northern end of St Aldate's pedestrian priority.

MOVEMENT

- Bus: improved speed and reliability. Improved bus access to NE city centre and N-E and S-W cross city movement now possible.
- Cycling: two way cycling on all one way routes.
- Walk: higher volume of walking space with wider pavements.
- Walk: reduced number of blocked pavements through crowding from bus stops.
- Walk: Queens street / outside Westgate entrance now pedestrian priority.
- General traffic: all movements should still be available.

PUBLIC REALM

- Queen Street and northern end of St Aldate's pedestrian priority.
- Greater pavement width on a number of streets allows for improved space for walking and more potential for rest areas (seating).

SAFETY & PUBLIC HEALTH

- Reduced conflict between cycles and buses
- Queen Street / Westgate main entrance now pedestrian priority.
- Reduced conflict with buses on High Street and St Aldate's.

ECONOMY

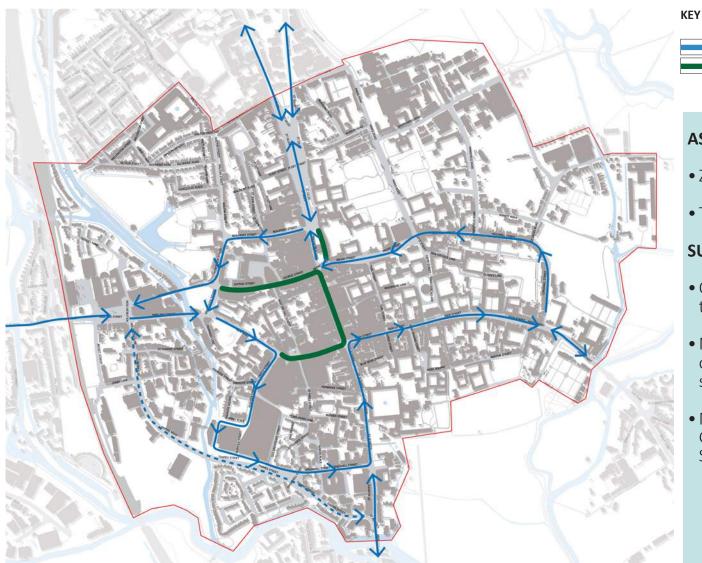
- Tourist coaches to be allowed to circulate on bus routes with dedicated drop off areas.
- Servicing should remain as is, with parking pads in key locations to keep them from blocking one way bus routes.
- Significant increase in cycle parking due to narrowed carriagewas and some car parking removal.

- Some movements still not easily catered for by bus.
- Cornmarket opened up for buses.
- Bus: Reduced space for layover, this will need to take place outside city (other end of route).
- Walk: Cornmarket now has buses running along it reducing capacity.
- No interchange between buses serving east Oxforfd and rail / coach stations.

- Cornmarket opened up for buses.
- Broad Street and Holywell Street used by one-way buses (but large areas of pedestrian space created).

- Tourist coach dwell areas will need investigating.
- Bus layover moved out of city.
- Removal of some city centre on-street car parking.

Option 3 - One way system (around the city)





ASSUMPTIONS

- Zero emissions zone
- Traffic control points

- One-way bus loop around the whole city centre.
- Maintains two-way cycling on one-way streets.
- Magdalen Street East, George Street and Queen Street closed to buses.

Option 3 - One way system (around the city)

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INCLUSIVITY MOVEMENT

High level of bus penetration into the city.

- Higher chance of getting closer to your destination by bus than existing.
- Small walk distance for bus. interchange.
- Greater pavement width on a number of streets allows for improved space for walking and more potential for rest areas (seating).
- Oueen Street and Cornmarket Street pedestrian priority.

- Bus: improved speed and reliability.
- Bus: cross city movement now possible.
- Cycling: two way cycling on all one way routes.
- Walk: higher volume of walking space with wider pavements.
- Walk: reduced number of blocked pavements through crowding from bus stops.
- Walk: Queens street / outside Westgate entrance now pedestrian priority.
- General traffic: all movements should still be available.
- Survey results: Works with analysis of key movements

PUBLIC REALM

- Queen Street and northern end of St Aldate's pedestrian priority.
- Greater pavement width on a number of streets allows for improved space for walking and more potential for rest areas (seating).
- Creates legible network of pedestrian priority street across the entire city centre core.

SAFETY & PUBLIC HEALTH

- Reduced conflict between cycles and buses.
- Queen Street / Westgate main entrance now pedestrian priority.
- Reduced conflict with buses on High Street and St Aldate's.

ECONOMY

- Tourist coaches to be allowed to circulate on bus routes with dedicated drop off areas.
- Servicing should remain as is, with parking pads in key locations to keep them from blocking one way bus routes.
- Significant increase in cycle parking due to narrowed carriagewas and some car parking removal.

- Bus: Reduced space for layover, this will need to take place outside city (other end of route)
- Some bus movements may be longer and appear circuitous, putting people off.
- Broad Street and Holywell Street used by one-way buses (but large areas of pedestrian space created).

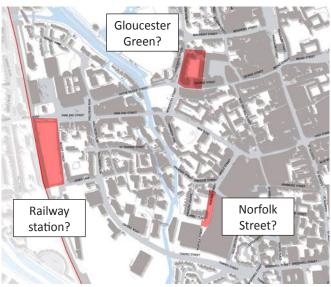
- Tourist coach dwell areas will need investigating.
- Bus layover moved out of city.
- Removal of some city centre on-street car parking.

Site Specific Issues

For consideration

Long distance coaches

- Gloucester Green is undesirable for high numbers of large vehicles to penetrate the city core (i.e. Oxford Tube / airport buses).
- Relocating scheduled long distance coaches provides a major opportunity for improvement
- Potential relocation options:
 - Railway station?
 - Norfolk Street?
 - Park and ride site(s)?





Key questions for ODRP

- Do you agree with our conclusions on the existing options (i.e. OTS / Alan Baxter)
- Are our design principles and street typologies appropriate for Oxford?
- Are the any other traffic management options that you think need to be considered?
- What are your view on the options we have assessed?
- Do the 4 questions above represent a good way to engage with stakeholders on the 12th December?

Prepared by:

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