

**To: City Executive Board**

**Date: 3<sup>rd</sup> March 2010**

**Item No:**

**Report of: Head of City Development**

**Title of Report: City Centre Street Scene Manual: Part One**

### **Summary and Recommendations**

**Purpose of report:** To approve the City Centre Street Scene Manual: Part One.

**Key decision:** No

**Report Approved by:**

**Executive Board Member:** Councillor Cook

**Executive Director City Regeneration:** Melbourne Barrett

**Head of City Development:** Michael Crofton Briggs

**Finance:** Gillian Chandler

**Legal:** Jeremy Thomas

**Environmental Development:** Paul Spencer

**Equalities:** Jarlath Brine

**Policy Framework:** Corporate Plan 2008-11 (Improve the local quality of life); Oxford Sustainable Community Strategy 2008-12 (Quality of the Public Realm for Residents and Visitors); Core Strategy 2026 proposed changes to the submission (Policy CS5 – West End and Policy CS19 – Urban design, townscape character and the historic environment)

**Recommendation(s):**

Members of City Executive Board are asked to:

1. approve the City Centre Street Scene Manual: Part One as the City Council's approach to city centre streets and spaces;
2. authorise the Head of City Development, in consultation with the Executive Board Member, to make any necessary editorial corrections (for example as a result of consultation) to the document before publication; and:
3. endorse the City Centre Street Scene Manual: Part One for use in decision making regarding street scene issues.

## **Summary**

1. The purpose of this report is to update members on the progress made in producing Oxford City Centre Street Scene Manual: Part One and to ask for it to be approved. The Manual has been jointly produced by the City Council, County Council and the West End Partnership. This report will also be taken to the County Council's Cabinet and West End Partnership's Executive Board for approval. The document itself is attached together with a summary of the consultation that has taken place.

## **Background**

2. The Street Scene Manual project was initiated in order to produce a practical manual to inform the design, management and maintenance of streets and spaces. The aims were to:
  - set clear principles and palettes of materials to help deliver consistent high quality design;
  - improve the maintenance and management of city centre streets;
  - address the whole city centre, including the West End;
  - secure buy-in from the people who influence the public realm every day; and:
  - become an adopted document of the City Council, County Council and West End Partnership.
3. It was agreed with all the parties early on that what was being sought in Oxford was, initially, an agreed set of principles for design and management in the city centre. This could then be usefully supplemented by further work on design details, heritage studies, or even full-blown street designs in future. What developed was therefore a concept of a manual of several parts. Part One would be an agreed statement of principles and processes on which to build later parts of the manual in the future. Part One will most likely remain fixed, whereas later parts will constantly be added to and amended in the light of experience and further work.

## **An outline of Part One**

4. Part One sets out the principles to guide the design and management of streets and spaces. There are statements of policy where it was felt a particular approach needed to be formalised and agreed between partners.
5. Part One also sets out a design process for the street enhancement schemes that will follow. This process importantly incorporates an assessment of the ambitions for a scheme and a context analysis to ensure that the right questions are asked of the right people at the right points in the design process. If projects follow this process it will ensure that they have all considered the myriad of issues that are involved in the design of a successful street scheme.
6. The final section of Part One is a palette of materials for use in ground surfaces and street furniture. The palette has narrowed down the choice of materials that could be used but still incorporates an element of choice to provide a balance between prescription (to ensure consistency) and flexibility (to take into account street-specific circumstances). The palettes will apply throughout the city centre

but are provided with additional guidance to assist with their application and specification.

### Later parts of the Manual

7. Part Two (and any other subsequent parts) of the Street Scene Manual will follow. The scope of later parts of the manual are yet to be fully defined, however it would seem appropriate for Part Two to be a series of detailed technical notes to address the various elements of the street scene. For example technical notes would address issues ranging from road markings to street cafes and planting to street cleansing. A significant amount of work has already been done to start most of these technical notes, but completing them will take some time and will require the assistance of many internal and external stakeholders.
8. That part of the manual would need to be a working document, easy to update as processes and finances available change.
9. Other parts of the Manual could include detailed studies such as a wayfinding strategy or a lighting plan for example.

### Application of the Street Scene Manual: Part One

10. As Transform Oxford and West End projects come forward over the coming years, the Street Scene Manual Part One will be used to guide the design work involved. Its principles should be the starting point. This will help to ensure that decisions are consistent throughout the city centre. It will also mean that each project will avoid the need to start with a consideration of the issues already decided on in the manual. The addition of later parts of the manual would add detail and further strengthen this joint approach between the partners.

### Consultation and involvement

11. The draft Manual has been subject to consultation, both internally and externally over the past 4 months as summarised below:

11 <sup>th</sup> November	West End Programme Board – receive comments on draft
Mid November	Circulation internally (City and County Officers)
30 <sup>th</sup> November	Business Breakfast – advertise document
7 <sup>th</sup> December	West End Steering Group
w/c 7 <sup>th</sup> December	Wider circulation to external stakeholders
18 <sup>th</sup> January	Communities & Partnerships Scrutiny Committee – receive comments
w/c 18 <sup>th</sup> January	Feedback sessions to receive external stakeholder comments
w/c 25 <sup>th</sup> January	Wider consultation on the City and County websites – receive comments
28 <sup>th</sup> January	Oxford Strategic Partnership Public Realm Working Group meeting – receive comments
29 <sup>th</sup> January	Deadline for stakeholder consultee feedback
9 <sup>th</sup> February	Central, South and West Area Committee – receive comments
3 <sup>rd</sup> March	City Executive Board – sign off
16 <sup>th</sup> March	County Cabinet – sign-off
29 <sup>th</sup> March	West End Executive – sign off

12. The comments received as a result of the consultation are summarised in appendix 2 together with actions that resulted.

### **Views of the City Centre Manager and Head of City Works**

13. The City Centre Manager has been consulted on the draft manual and is supportive of the project. He is of the view that Oxford should have a world class public realm which is as distinctive as its built environment. He also considers that the quality of the design in public spaces makes a major contribution to the city's economic competitiveness by the maintenance of a high quality image and by good functionality. He considers that the approval of a joint approach to streets and spaces with the County Council and the West End Partnership is a very positive step towards achieving the kind of high quality local environment that is desired.
14. Officers from City Works have inputted into the drafting process for the manual. They consider that the principles and policies it contains reflect and support the objectives of that service. They are comfortable with the elements of the manual that affect their various functions and are very keen to be involved in the drive to improve the standard of city centre streets and spaces.

### **Approvals**

15. Part one of the Street Scene Manual will also go to the County Councils' Cabinet (16.3.10) and the West End Partnerships' Executive Board (29.3.10) for approval.
16. It is considered that later parts of the manual are unlikely to require the same approvals process as part one. Later parts will be more technical rather than policy setting documents. It is anticipated that there will be no need for such documents to be formally approved by the City Executive Board (or County Cabinet).

### **Finance**

17. The manual sets aspirations for the kind of place the City Centre should become. The rate at which its policies and proposals are implemented will be dependant on the budgets and staff resources available. Finances for street scene projects come traditionally from a number of sources including various city, county and West End budgets. However to ensure that all possibilities for improvements in the City centre are explored, the City, County and West End Partnership will also pursue other sources of funding. These could include for example developer contributions (to mitigate the impact of development schemes), central and regional government funds such as New Growth Points and regional transport funds and other sources including the private sector.
18. As such it would seem appropriate to approve these statements of policy and then, in each year that follows, to review the budgets that are available for their implementation. Particular implications for the City Council include the cost of any additional street cleaning (or specialist regimes because of the use of higher quality finishes) which may require an increase in revenue budgets for City Works. The requirement to use enhanced street furniture materials in the city centre will increase the cost of providing and maintaining bins, seats and other street furniture. Similarly, the requirements for ground surfacing materials are likely to increase the cost of any City Council (and County Council)-funded street paving schemes. The proposed street design process will require more

involvement from City Council officers in street improvement schemes, which will increase pressure on staff time.

19. It is very difficult to quantify additional costs as much depends on the number of street improvement schemes that are progressed in the city centre in future years; something that is in many respects beyond the direct control of the City Council. Discussions have been held with City Works to start to scope the scale of these works.

#### **Level of risk**

20. A risk assessment has been undertaken and the risk register is attached at Appendix 3. All risks have been mitigated to an acceptable level.

#### **Climate change / environmental impact**

21. The Street Scene Manual: Part One contains a section on sustainability and ethics addressing issues such as minimising elements and energy use, lifecycle, sourcing and sustainable drainage. The document acknowledges that projects which require significant works and the introduction of large volumes of materials can impact the environment both locally and on a broader scale. The design process involves carrying out an ambitious assessment in sustainability and environmental terms and requires early consultation with City and County Council Sustainability Officers.

#### **Equalities**

22. The issue of equalities is addressed through the Safe and Inclusive Streets section of the Manual. This sets out how it is important to consider issues of crime, accessibility, inclusiveness, and road safety in the design of street schemes. Part One makes it clear that the aim is to create a public realm in the city centre that is accessible to all regardless of age or ability and an environment that all feel comfortable and safe within. The design process involves carrying out an assessment in community ambitions and functional terms at the start of the project, an accessibility audit of the design, and requires early consultation with City Council and County Council Access Officers and Disability and Equality Advisers and representatives of groups representing people with disabilities.
23. Consultation has taken place with several groups representing people with disabilities. A summary of their comments and statement of how they have been addressed is attached at Appendix 2. An Equalities Impact Assessment has been carried out which has also resulted in changes to the text.

#### **Recommendation**

24. Members of the City Executive Board are asked to:
  1. approve the City Centre Street Scene Manual: Part One as the City Council's approach to city centre streets and spaces;
  2. authorise the Head of City Development, in consultation with the Executive Board Member, to make any necessary editorial corrections (for example as a result of consultation) to the document before publication; and:
  3. endorse the City Centre Street Scene Manual: Part One for use in decision making regarding street scene issues.

**Name and contact details of author:**

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**Background papers:**

Appendix 1 – Oxford City Centre Street Scene Manual: Part One

Appendix 2 – Summary of external consultation

Appendix 3 – Risk assessment

## Appendix 2 – Summary of external consultation

Consultee	Summary of comment	Officer response
<b>Comments from Communities and Partnership Scrutiny Committee (18.1.10)</b>		
Oxford Civic Society	Pleased to see this project happening jointly between the city and county	Noted
	An important aspect to this is management of the streets and spaces	Noted – pass particular issues onto City Centre Manager
	More consideration should be given to the historic pavement and it's treatment	This is referred to in section on materials: ground surfaces. <b>Change</b> – add a reference to page 12
	Section 106 monies could be used to restore historic pavements	Pass request onto the relevant team
	Cycle garaging should be provided off-street	To be considered by the relevant county and city officers
Oxford Pedestrians Association	Modern materials can respect the heritage but also make surfaces more walkable	<b>Change</b> – add a reference to page 12
	Can these principles and policies be rolled out to the district centres too	To be considered for the future
	Managers of private space should be encouraged to sign up to the SSM	Ask City Centre Manager to raise this with the managers of shopping centres
Bus Users UK	Welcome the principle of the manual as a tool	Noted
	There needs to be explicit reference to the DfT inclusive mobility guidelines	<b>Change</b> - reference to Inclusive Mobility will be added to “safe and inclusive streets” section.
	There should be the underlying principle that a street designed for people with disabilities is good for all	This issue is addressed on pages 16-18. There are inherent differences in requirements for different disabilities.
	Pavements and bus stops need to be improved for people with disabilities	Policy SS17 and SS10 already take this into account.
Cyclox	This is an exciting, demanding and complex project	Noted
	The manual needs to do more than state its “encouragement” for cycling	Subsequent parts of the manual will include detailed guidance on cycle parking design and possibly other aspects of cycle infrastructure, but these matters are beyond the scope of Part One.
	An annotated copy of the SSM with proposed changes was submitted	Various changes made in response
Cllr Pressel	Welcome this report it is clear and well written	Noted
	It should be expanded to cover further streets	<b>Change</b> – the area covered will be extended – see revised map of coverage
	Can the issues of shopfronts, hoardings and boarded up premises be included?	Pass this issue onto City Centre Manager
	Utility roadside boxes should be included – they need regular inspections	<b>Change</b> – add a reference to page 10 and page 24
	Can we state a time limit for reinstatements after roadworks e.g. 3 months?	<b>Change</b> – add a time limit (to be confirmed with county officers)
	Need a reference to the graffiti and flyposting protocol and its application	<b>Change</b> – add a paragraph to page 22
	Need to enforce the 20mph limit	Pass this comment onto the Police
	Can we reveal the “hidden pockets of green space”?	<b>Change</b> – expand reference on page 13
Trees in planters would enhance the streets	Noted - policies SS14 and SS15 encourage use of landscaping	
Cllr Sinclair	This is a good example of joint working	Noted

	Have the police been consulted on this?	Yes, and Community Safety
	Need more on the issues of cigarette litter and chewing gum	<b>Change</b> – add a paragraph to page 22
	The document recognises conflicts	Noted
	Is it an on-going and evolving document?	This part of the SSM will likely remain relatively fixed but later more detailed sections will evolve
Clr Royce	Can we add a list of streets that are covered?	<b>Change</b> – change map to include street names
	Seating is required not just every 50metres	Policy SS18 is not a restriction.
Clr Smith	We need more trees in the city centre	Noted - policies SS14 and SS15 encourage use of landscaping
	Don't like the Cornmarket seats	The feedback will be considered in the specification of future seating.
Clr Dhall	Would also like to see more trees	Noted - policies SS14 and SS15 encourage use of landscaping
	This is a realistic document – we have moved on hugely in the last 10 years	Noted
	The document is clear and easy to read	Noted
	The road users hierarchy is useful	Noted
	Can we include extra streets such as Beaumont St and Parks Road?	<b>Change</b> – the area covered will be extended – see revised map of coverage
	Need to consider the needs of disabled cyclists; they don't find it easy to dismount	Noted
	Need a full N/S and E/W route for cyclists through the centre	Noted – pass this comment to the relevant county officer
	On Page 6 are cyclists included in wheeled traffic?	Yes
	Need to monitor for puddles at dropped kerbs; audit a scheme after construction	<b>Change</b> – add a further stage to the design process to monitor after construction performance.
	We need seats in shopping centres as well as on streets	<b>Change</b> - add ref in accessibility section. Ask City Centre Manager to raise this with the managers of shopping centres
Clr Sanders	Don't like the Cornmarket seats – can we remove them?	The feedback will be considered in the specification of future seating.
	We need more trees and greenery/hanging baskets	Noted - policies SS14 and SS15 encourage use of landscaping
Clr Murray	This is a good document	Noted
	We need to refer to private “public” spaces too	<b>Change</b> – add a reference to page 4
Clr Khan	This needs consultation outside of C,S&W Area Committee too	Noted – a press release will be issued and opportunity for comments to be made on the website.
	People think we're wasting money on some of these street schemes	Need to ensure that the ambitions assessment and early consultation is effective and influences decision to proceed.
Clr Humberstone	Can we promote a cycle hire scheme?	Pass to the relevant county officer
Clr Campbell	This is a realistic document	Noted
	There is a need for wider consultation	Noted – a press release will be issued and opportunity for comments to be made on the website.
	Support the idea of cycle hire	Pass to the relevant county officer
	Need to review the position that trees spoil historic views	Noted – this could be considered further in the next Part of the SSM.



<b>Comments from West End Design Panel meeting (18.1.10)</b>		
	The manual is welcomed as an important step	Noted
	The section on design process is very important	Noted
	The template approach is helpful	Noted
	More is needed on the transition from discussion of highways issues to placemaking. For example deciding on the design speed for traffic in the space; detach speed from the regulatory system.	<b>Change</b> – add a reference to design speed in the (functional) context analysis template
	Important to flag up the need for materials to be traditionally laid. Good to encourage training in traditional methods and other skills.	<b>Change</b> – add a reference to page 35
	Address the quality of pedestrian flow	<b>Change</b> – add a reference to page 4
	Use of technology to handle waste for example Envac vacuum tubes.	Look into for future parts of the SSM
	The use of lighting and its ability to modify behaviour. Would be good to have a lighting strategy for the city centre.	<b>Change</b> – add a reference to page 18
	Tighten up on the time taken to reinstate surfaces after roadworks/utilities.	<b>Change</b> – add a time limit (to be confirmed with county officers)
	Shelters and canopies – good to provide weather protection and seating with views.	<b>Change</b> – add a reference to page 17
	Loss of public space to private ownership	<b>Change</b> – add a reference to page 4
<b>Comments from consultees at feedback surgeries</b>		
Oxford Civic Society	Welcome that people on foot in Oxford are being prioritised	Noted
	The area covered could be extended to include Beaumont, Little Clarendon, Walton and St John Streets. Could it also be extended to other areas of the city?	<b>Change</b> – the area covered will be extended – see revised map of coverage
	Oxford needs more cycle parking, pressure might be relieved by off-street provision	To be considered by the relevant county and city officers
	The location of car parking should be carefully considered, it creates more pressure on the street	To be considered by the relevant county officers
	Measures to help cyclists avoid main pedestrian areas need to be put in place	To be considered by the relevant county officers
	Toilets are essential and could be mentioned in the document	<b>Change</b> – include reference to public toilets and their quality
	Litter bins need to be windproof and are needed at all bus stops	<b>Change</b> – add reference to windproofing to page 21
	Wheelie bins are an eyesore and cause obstruction – what can be done?	Pass this issue onto City Centre Manager
	How do street traders stalls fit in?	Pass this issue onto City Centre Manager
	Fountains and water features can change the atmosphere – can they be encouraged in places like Broad Street, Gloucester Green and Blue Boar Street?	<b>Change</b> - Include reference in new section on arts in historic and contemporary character
	Many streets could be improved by simply relaying existing materials e.g. Alfred Street and Turl Street	To be considered by the relevant county officers
	There is no mention of Oxford in Bloom – how will hanging baskets be dealt with?	<b>Change</b> – add a reference to posts to page 13
	Wall mounted street lights should be encouraged to reduce clutter	Noted – already referred to on page 8
	Cigarette and gum litter needs to be addressed. There need to be more bins.	<b>Change</b> – add a paragraph to page 22
	Needs more reference to utilities equipment, their positioning and maintenance	<b>Change</b> – add a reference to page 8 and p23
Preventing puddles at dropped kerbs and bus stops should be a priority	<b>Change</b> – add a further stage to the design process to monitor	

		after construction performance.
	How will shopfronts and empty shops be addressed?	<b>Change</b> – add brief ref in maintenance and management. Pass this issue onto City Centre Manager
	Stainless steel bins do not necessarily suit Oxford's setting	Noted – current best practice for historic cities is to use modern, clean lines. Stainless steel fits this criteria, would not detract from the street scene and be easy to maintain. Rationale for stainless steel is set out in document.
	Important to consider the operational aspects of bins when specifying	Noted
Oxford Pedestrians Association	Confirmation that streets and public spaces need to be democratic spaces	Noted
	The same principles should be applied to all those parts of Oxford where people come into contact with each other	To be considered for the future
	More streets should be included in the area to be covered	<b>Change</b> – the area covered will be extended – see revised map of coverage
	Privately controlled “public space” should be embraced by the SSM	<b>Change</b> – add a reference to page 4
	Toilets and rest spaces need to be included	<b>Change</b> – include reference to public toilets and their quality
	Quality of installation needs to be included	<b>Change</b> – add a reference to page 35
	A 20 mph speed limit is needed for all the streets included in the SSM	To be considered by the relevant county officers
	Express strong support for policies SS1,2,3,4,5,6,7,8,9,10,11,12,13	Noted
	SS14 – while agreeing that there is limited scope for more trees in the city centre, we support appropriate tree planting in Broad Street	Noted
	Welcome the better use of waterside spaces SS15	Noted
	More flexible shopping hours would keep the streets busy and welcoming in the evenings as would residential use above ground floor	Noted
	Highways directional signage should be reviewed and minimised especially where there is no parking at the destination	Noted – already addressed in SS7
	Tactile paving should be an appropriate colour (i.e. not red)	<b>Change</b> – reference to tactile paving will be added
	Utilities cabinets need to be well maintained	<b>Change</b> – add a reference to page 8 and 23
	The space around bus stops and their queues should be sufficient to easily pass	<b>Change</b> – add a reference to page 8
	Some pedestrian crossing lights are on for too long (e.g. on the High Street). Some cities have two buttons for different crossing times	To be considered by the relevant county officers
	There will be no blanket solution to the problems faced in Oxford, trials of potential solutions will be important	Noted – already referenced in SS19
	Support for policies SS16,17,18,19,20 and 21	Noted
	Trade waste needs more coordination	Pass this issue onto City Centre Manager
	Cycle parking maintenance should be increased	Noted – addressed on page 23
A lighting strategy would be beneficial	To be considered for the future	
A community audit of the street should feed into the design	<b>Change</b> – add a reference to the context analysis consultees page 30	
Cyclox	The manual needs to do more than state its “encouragement” for cycling	Subsequent parts of the manual will include detailed guidance on cycle parking design and possibly other aspects of cycle

		infrastructure, but these matters are beyond the scope of Part One.
	An annotated copy of the SSM with proposed changes was submitted	Each comment will be considered separately
Unlimited (access issues)	Streets and spaces need to be functional as well as looking attractive	Noted – agree
	Management of cycle parking needs to be stepped up with abandoned bikes removed	Noted – addressed on page 23
	Signs indicating where alternative provision is available should be displayed at the busiest cycle parks to handle the overflow	Noted – idea to be considered by the relevant county and city officers
	The new benches in Queen Street around the trees are successful	Noted
	The new scheme at New Inn Hall Street works well for people with mobility impairments as those in wheelchairs can enter the road space easily if footway is obstructed and the drainage channel forms a tactile edge for the visually impaired to follow.	Noted
	SS2 is a little ambiguous in placing bus users below pedestrians, does this mean when they are on the bus or when they have alighted?	<b>Change</b> – clarify the policy
	Street nameplates are written in black capitals – this is not very clear to read	Noted – future signage is to be white lettering on black for clarity. Block capitals are tradition in Oxford – consideration to be given to their continued use
	SS4 the crossings hierarchy should be re-written with informal crossings at the bottom	Noted – consider that this hierarchy is in line with current best practice. In some circumstances more formal crossings will be required; the policy does not prevent this. <b>Change</b> – add text to state that application of this hierarchy will depend on traffic and other conditions
	Red paving should be used to denote formal crossing places	<b>Change</b> – reference to tactile paving will be added
	There should be a reference to dealing with / preventing flyposting	<b>Change</b> – add a paragraph to page 22
There should be a reference to removal of A boards from pavements	<b>Change</b> – add a paragraph to page 10	
Bus Users UK	The criteria for designing a street should be in order: safety; utility; inclusivity; followed by aesthetics and heritage	Noted – consider that these issues are all essential to good street design, cannot rank them as such.
	The route to the motorcycle parking in Merton Street is not safe for motorcycles	To be considered by the relevant county officers
	What does the word “experience” mean in the ambitions assessment? Can this be made more explicit?	<b>Change</b> – add clarity to the template to set this out
	Surprised that the section on ethics did not include inclusiveness	Noted – inclusiveness is already covered in earlier section
City Sightseeing	SS2 – shouldn’t buses be prioritised over cyclists?	Noted – consider that cyclists should be higher in the hierarchy than buses.
	Raised tables cause confusion for pedestrians and motorists	Noted – consider that they can provide an important change in speed and behaviour. No clear right of way can be useful in the city centre – all users consider others.
	Signage at bus stops needs improvements, CS need more timetable space	To be considered by the relevant county officers
	Overhanging trees can cause problems for double-decker buses	Noted – SS14 requires consideration of their impact
	Bus companies should be referenced as consultees in the ambitions assessment	<b>Change</b> – add a reference to the functional context analysis

	and context analysis templates	template. Consider they are covered in “user groups” and “businesses” on the ambitions template.
	Is clearing cycle parking 5 times a year sufficient – they cause obstruction	Noted – at present this is the regularity that can be committed to with current funding
<b>Oxford Strategic Partnership Public Realm Working Group meeting (28.1.10)</b>		
	Welcomes document and the commitment to the public realm	Noted
	Oxford has a distinctive character that must not be lost (indeed, it should be enhanced) through public realm schemes. Must not simply pave every street with the same materials	<b>Change</b> - additional guidance on retaining distinctiveness to be added, in particular to street design process which is critical to maintaining distinctiveness. Manual does not propose same materials for all streets; context assessment requires analysis of past and present character
	Manual must be seen as part one of a series of documents; historic context study must be completed and must become part of the manual to help ensure distinctiveness is maintained	<b>Change</b> – include reference to historic context analysis in context assessment template and other locations. It is very much the intention that the historic context study forms part of this document
	Consideration should be given to developing a historic context study for other parts of the city and developing street scene guidance for those other areas – e.g. district centres	Noted. This will be passed on to the right people at both councils to consider.
	Support use of local materials and local knowledge in street scene projects	Noted
<b>Submissions from stakeholders</b>		
Bus Users UK / British Motorcyclists Federation	SS1 should be renamed “Redressing priorities: people first”	Consider that this doesn’t add clarity; would give equal weight to all modes
	Some streets are so crowded with pedestrians that other social activities should not be encouraged	These are in the main perfectly valid uses of streets. Street traders etc. should be carefully located
	Oxford is not permeable to pedestrians – inadequate footways	This statement refers to the fact that Oxford has a fine mesh network of streets and lanes
	Propose 3 core principles in street design: safety, utility and maximum inclusively with 3 complementary principles: sustainability, heritage and aesthetics	It depends on how you implement these principles – what is proposed by the manual would not necessarily compromise these. Good design should take account of all these aspects.
	The hierarchy of SS2 ranks transport modes according to their environmental impact	This hierarchy is about design and what priority within the street USERS have once they have arrived in the city centre, not what priority is given to different modes in the city more generally.
	SS2 places emergency vehicles in wrong place of hierarchy	<b>Change</b> – remove emergency vehicles from hierarchy and refer to in the text only
	SS2 a distinction should be made for disabled motor vehicles	<b>Change</b> – add disabled drivers to the hierarchy
	SS2 a distinction should be made for motorcyclists	Neither councils have a policy of encouraging motorcycling over car driving. This is a complex debate and the manual is not the place to set this policy. <b>Change</b> - Motorcyclists will therefore be added but alongside car drivers.

The councils should reduce demand for car parking	This is a matter for planning and Local Transport Plan policies
The Queen street scheme conflicts with statement on page 5: “promoting non-car modes does not mean sacrificing pedestrian experience”	Not at all. Previously the pedestrian experience in Queen Street was sacrificed in order to promote bus travel. Recent scheme has demonstrated that bus use can still be successfully promoted without having to allow buses into the very busiest shopping streets. Queen Street scheme is therefore absolutely consistent with this statement.
Cyclists commit offences that endanger other users, the manual should address this	<b>Change</b> – add reference to enforcement of restrictions on cyclists on page 24 under enforcement
SS3 – remove “comfort” from the policy	Consider comfort is an important factor in this context
SS4 the crossings hierarchy should be re-written with informal crossings at the bottom	Noted – consider that this hierarchy is in line with current best practice. In some circumstances more formal crossings will be required; the policy does not prevent this. <b>Change</b> – add text to state that application of this hierarchy will depend on traffic and other conditions.
Page 6 – phrase: “avoid visual clutter associated with zebra and traffic light controlled crossings” should be deleted	Where controlled crossings are considered essential, there is nothing in the manual to prevent them from being provided. Formal crossings may in some circumstances be less safe.
SS4 – exclude raised crossings from roads that are bus routes	If a bus crosses a raised crossing at the intended design speed it doesn’t cause discomfort to passengers.
Page 7 – first two sentences after SS4 should be deleted	Consider it’s a helpful statement – there is no evidence from accident data that raised crossings increase danger in such locations
Removing just some of the road markings doesn’t achieve the objective	The principle is to remove all the lines that are possible – in some streets this may all of them, but in many streets some lines will still be required (e.g disabled parking bays).
Manual should specifically reject hanging baskets	The manual says that any temporary planting must be carefully considered
It must be clear that equipment for crossings should not be classed as clutter and removed	Manual states that essential equipment can stay; if a crossing is considered essential then the equipment is also essential.
Section on bus stops should refer to Inclusive Mobility guidelines and a policy should be added specifying that shelters should be included wherever possible.	SS10 already addresses issues of seating, shelter and kerbs at bus stops. <b>Change</b> – amend SS10 to read: “Bus shelters will be provided where possible and will be...” <b>Change</b> - reference to Inclusive Mobility will be added to “safe and inclusive streets” section.
Wayfinding signage is currently not easy to read	<b>Change</b> - amend last paragraph on pg 9 to include wayfinding signage
There is a shortage of motorcycle parking at present	Noted: This issue would require significant additional work which can’t be resolved in the manual. The comment will be passed to the appropriate county officer.

In some situations there is value in using exact replicas of traditional street furniture	<b>Change</b> - add text to say that in some circumstances (for example to replace one missing item in a street scene) the use of exact replicas will be appropriate.
Trees can also help with pollution sequestration	<b>Change</b> - add text to introductory sentence to include local air quality.
Motorcycle parking should have security features	Noted. This issue would require additional work which can't be resolved in the manual. The comment will be passed to the appropriate county officer.
The accessibility and inclusiveness section needs to be rewritten	It is considered that the section can be maintained albeit with some amendments Significant changes to be made in response to consultation feedback.
Use of lighting should avoid lighting pollution, provide for the function, and give an appropriate quality of light	It is considered that these points are addressed in the manual
The fact that motorways have good safety records proves that clear road layouts are safer	In busy urban environments, unclear road layouts promote greater awareness. This statement refers to busy urban environments only. <b>Change</b> - to paragraph on road safety make this clear
Oppose the use of single level streets	Single level streets potentially provide great mobility benefits for wheelchair and scooter users, as well as wider safety benefits. However as with all design decisions a proper analysis of the street conditions is required. <b>Change</b> – extra guidance to be added on this
Management and maintenance – add reference to trip hazards from uneven paving	<b>Change</b> – add to the text
Cycle parking management – what is meant by good in first sentence?	<b>Change</b> – remove the word, it is unnecessary
Section does not address acute shortage cycle parking	This issue is acknowledged earlier in the document. This will require further work and will be passed to the appropriate county officer
Reinstatement procedures should be tightened up	Noted – this will be investigated further
Reference to sourcing items from sustainable sources and using certified products should be added	<b>Change</b> – add text to section on ethical sourcing
Use of the word “experience” in the ambitions assessment is unclear	<b>Change</b> - add a footnote to say “Experience in this context, can cover for example: feeling comfortable, welcome, at ease and a sense of enjoyment”
Ambitions assessment should specifically reference motorcyclists	<b>Change</b> – include motorcyclists alongside drivers
The context analysis (functional context) final question should apply to all preceding questions	<b>Change</b> - amend to make this clear: “...change to any of the above?”
There are things in the Queen Street example templates that are disagreed with	The example was included as an aid to future users of the manual on how to use the templates. The substance of the Queen Street scheme is not the subject of this consultation

	Seats and bus shelters should be maximised	It would not be appropriate to maximise these items, they should be used where appropriate. The manual encourages their use in the appropriate manner.
	Detailed comments on the palette of materials	Comments noted and <b>changes</b> made where appropriate
Rosanne Bostock (Oxford Civic Society Member)	All bus stops should have litter bins and cigarette bins	<b>Change</b> – add reference in text to litter/cigarette bin provision near bus stops where space permits
	New bins are better than present shabby topless bins	Noted
	Stainless steel bins however not suitable for Oxford city centre (too contemporary). Prefer black and gold traditional bins. There are problems with key operated bins	Noted, but disagree. Other historic cities use contemporary stainless steel street furniture. It reflects ambient colours so is unobtrusive. Mock period items usually look “false”. Conservation officers support proposed approach. Key operated bins agreed with City Works
	Support stone and cobbles	Noted
	Support traditionally styled lighting	Noted
Unlimited	Concerned that document puts aesthetics before functional considerations	<b>Change</b> – emphasise wider social, economic, environmental and safety benefits of an attractive street scene in introduction. Document does not support aesthetics for aesthetics’ sake.
	Concerned that document is completed and consultation will have no effect	This is incorrect.
	Restrictions on cycling must be rigorously enforced. Cyclists pose a great hazard to disabled people. Signage must be clear so drivers and cyclists know what restrictions apply.	Noted – policy SS6 requires all signage to be enforceable; enforcement of restrictions on cycle access currently a matter for Thames Valley Police
	Support decluttering, but some features are helpful for some groups. Consultation therefore critical.	Noted. Street design process requires consultation with user groups at an early stage and several subsequent stages of street design.
	Order of bullet points should be 1. Pedestrians 2. Buses 3. Taxis 4. Cyclists. 5 Cars	<b>Change</b> – order is being reviewed to include blue badge holders and make it clear that pedestrians includes bus passengers. Order is a question of <i>design</i> of city centre streets only and does not necessarily reflect order of priorities for travel to/from city centre.
	Vulnerable people are seriously disadvantaged by removal of safe crossing points at busy junctions. An EQIA should be carried out before any crossing is removed and user groups must be consulted. Carfax is a good example of traffic control where the lights prevent queues of buses.	<b>Change</b> - additional guidance to be added to policy SS4 to reflect these points. SS4 does not rule out signal controlled crossings – but other alternatives that calm traffic and provide pedestrian priority should be considered first.
	SS5 – visually impaired people need a kerb to cross safely. Mobility impaired people need dropped kerbs. Present arrangement with dropped kerbs only at crucial points is therefore better.	This policy relates specifically to crossings of side roads at the junction with main roads. However, the general point about single-level streets is noted. <b>Change</b> - There is no specific policy on single-level streets in the consultation draft, so a policy will be added to pick up this concern and ensure designers are aware of the needs of people with different disabilities and consult them before introducing single-level streets.

	SS7 – road markings should not be removed, only minimised after consultation with user groups. Removing signs prohibiting traffic from pedestrian areas would put disabled people at risk	Noted – this is covered by existing policy (restrictions on traffic are legally enforceable and MUST be signed/marked in accordance with national guidance).
	SS9 – if different bin are to be provided for litter and recyclables, embossed lettering should be used to help visually impaired people identify the correct bin	<b>Change</b> – reference to use of embossed lettering (not just on bins but in various circumstances) to be added to revised inclusivity section.
	SS11 – present wayfinding signage is hard to read. User groups must be involved in the development of new signs	Agree with both these statements. Development of new signs will have to follow street design process so consultation will be required with user groups at various points.
	SS12 – user groups should be consulted on all changes to street scene	Street design process requires consultation.
	SS14 – trees always enhance street scene, but must consider people with disabilities. Trees must be positioned to avoid creating hazards (e.g. tree roots, spread, etc)	<b>Change</b> – add reference to this point in supporting text for SS14.
	SS15 – new landscaped areas should be fully accessible for disabled people.	<b>Change</b> – add reference to this point in supporting text for SS15
	SS16 – “well lit” should be added to first bullet	<b>Change</b> – add “well-lit”
	SS17 – cobbles should be avoided in areas that are walkways	This is covered by the existing policy.
	SS19 – some councils are finding that shared surfaces reduce accidents initially but drivers get used to them and stop taking as much care as they should so accidents rise. More research in comparable towns and cities is needed before shared surfaces are introduced in Oxford	Agree. More text will be added in revised inclusivity section, but this comment appears to support the approach of policy SS19.
	Manual shows worrying lack of understanding of needs of disabled people	Consultation on manual has yielded a huge number of very helpful points in this respect. Requirement in the manual for further research and increased consultation with user groups should help improve officers’ and members’ understanding of the needs of disabled people.
Oxford Friends of the Earth	Particularly welcome the adoption of the hierarchy (SS2), we look forward to seeing this adopted	Noted
	We strongly support the sustainability and ethics philosophy as set out	Noted
Oxford Strategic Partnership public realm sub-group	Welcomes document and the commitment to the public realm	Noted
	Oxford has a distinctive character that must not be lost (indeed, it should be enhanced) through public realm schemes. Must not simply pave every street with the same materials	<b>Change</b> - additional guidance on retaining distinctiveness to be added, in particular to street design process which is critical to maintaining distinctiveness. Manual does not propose same materials for all streets; context assessment requires analysis of past and present character
	Manual must be seen as part one of a series of documents; historic context study must be completed and must become part of the manual to help ensure distinctiveness is maintained	<b>Change</b> – include reference to historic context study in context assessment template and other locations. It is very much the intention that the historic context study forms part of this document



	Consideration should be given to developing a historic context study for other parts of the city and developing street scene guidance for those other areas – e.g. district centres	Noted. This will be passed on to the right people at both councils to consider.
	Support use of local materials and local knowledge in street scene projects	Noted
<b>Central, South and West Area Committee (9.2.10)</b>		
Cllr Mills	No reference to people living in the city centre	<b>Change</b> – add reference to page 4 (civilised streets) Ambitions assessment template requires consultation with residents and includes “improve building occupier experience” as a possible ambition to be considered.
	Students need access at the beginning and end of term	<b>Change</b> - Add line in functional context analysis – “Are there are specific access requirements at certain times or on certain days – e.g. access for students at start and end of term?”
Cllr Price	Welcome draft	Noted
	The priority given to pedestrians is understood but that means cyclists come second – we need to be clearer about the priority given to cyclists	The hierarchy relates only to the <i>design</i> of streets in the city centre. It does not apply to transport policies in the city more generally, which might well place a different emphasis on different modes. The principle that once in the city centre all traffic (including cyclists) should behave as a welcome guest (but a guest nevertheless) in pedestrians’ space is considered entirely appropriate.
	Trees – the policy should be to encourage trees without the caveat	Policy SS14 does encourage trees it is considered that all additions to the street scene should only be made after an assessment of the context and impact.
	Trade waste – we should be encouraging the use of wheelie bins not bags	<b>Change</b> – amend text to refer to preference for bins
Cllr Brown	Welcome the document	Noted
	What is the legal status of the document?	This is not part of the Local Development Framework but a jointly approved statement by both councils. However most of the users of the manual will be city/county officers.
	Needs a proper map and the area to be covered should be extended	<b>Change</b> – the area covered will be extended – see revised map of coverage
	Policy SS3 wording is unclear – needs revision	<b>Change</b> – reword the policy to avoid unintended consequence
	Need a policy for lighting to accompany the text	<b>Change</b> – add a policy
Cllr Armitage	Does this replace the Public Realm Strategy?	The PRS was used as a starting point for the manual. The Manual does replace the overarching principles of the PRS. Designs for specific streets will follow.
	Reinstatement after utility companies is very important	Noted – the importance of regular inspections will be stressed to the relevant County officers.
Cllr Dhall	Comments as made at Scrutiny Committee	See responses to Scrutiny comments
	Need to carefully consider the use of concrete when vehicles drive on it	Noted – more detailed guidance on laying etc will be provided in

		the later technical note
Cllr Pressell	Comment over area of map as made at Scrutiny Committee	See response to Scrutiny comments

### Appendix 3 – Risk Assessment

No.	Risk Description Link to Corporate Obj	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid		Monitoring Effectiveness				Current Risk	
		I	P			I	P	Action: Action Owner:	Outcome required: Milestone Date:	Q 1	Q 2	Q 3	Q 4	I	P
					Mitigating Control: Level of Effectiveness: (HML)			Action: Action Owner:  Mitigating Control: Control Owner:	Outcome required: Milestone Date:	Q 1 ☹	Q 2 ☹	Q 3 ☹	Q 4 ☹	I	P
1	The Street Scene Manual does not receive endorsement from the City Council. (Improve the local quality of life)	3	2	Lack of consultation with members and officers and political disagreement with the content of the Manual.	<b>Mitigating control:</b> There has been a process of consultation internally and externally. Draft Manual has been circulated to all members. A report has been to Central South & West Area and Communities & Partnership Scrutiny Committees prior to CEB. Consultation responses have been considered and reported to CEB. <b>Level of Effectiveness: M</b>	2	2	<b>Action:</b> The Head of City Development in consultation with the Executive Board Member, is delegated to make any necessary editorial corrections (e.g. as a result of consultation) to the document before publication. <b>Action Owner:</b> Rachel Williams <b>Mitigating Control:</b> In event that the Manual is not approved - inform partners (the County Council and West End Partnership) of the reasons why not. <b>Control owner:</b> Michael Crofton-Briggs	<b>Outcome required:</b> Manual is approved by Oxford City Council and there is no harm to the Councils' reputation or loss of face with partners. <b>Milestone Date:</b> 3 <sup>rd</sup> March 2010						
2	If no joint approach is agreed between partners this could result in street scene projects being brought forward in an ad-hoc manner with inefficiencies in terms of resources and potential incompatibilities between schemes. (Transform Oxford City Council by improving value for money and service performance)	3	3	Each street design project or re-surfacing scheme for example will require the project team to start from the very beginning each time and having to establish their own design processes and principles.	<b>Mitigating control:</b> There has been a clear process of consultation (see above). <b>Level of effectiveness: M</b>	2	2	<b>Action:</b> Continued work on developing a Street Scene Manual. <b>Action Owner:</b> Rachel Williams <b>Mitigating Control:</b> For the Street Scene Manual to be approved by the City Executive Board <b>Control Owner:</b> Michael Crofton-Briggs	<b>Outcome required:</b> Manual is approved by Oxford City Council. <b>Milestone Date:</b> 3 <sup>rd</sup> March 2010						

