

# Cycle City Ambition Grants



Department  
for Transport

Guidance on the Application Process is published alongside this application form on the Department's website.

Please include all relevant information with your completed application form.

The level of information provided should be proportionate to the size and complexity of the package proposed. As a guide, for a small programme (ie a city with less than 250,000 population) we would suggest around 25-35 pages including annexes would be appropriate.

One application form should be completed per project.

## **Applicant Information**

**Local authority name(s)\*:** [Oxfordshire County Council](#)

**Bid Manager Name and position:**

[Roy Newton, Service Manager, Infrastructure Development](#)

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When authorities submit a bid for funding to the Department, as part of the Government's commitment to greater openness in the public sector under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004, they must also publish a version excluding any commercially sensitive information on their own website within two working days of submitting the final bid to the Department. The Department reserves the right to deem the business case as non-compliant if this is not adhered to.

**Please specify the weblink where this bid will be published:**

[www.oxfordshire.gov.uk/cyclecity](http://www.oxfordshire.gov.uk/cyclecity)

## **SECTION A - Project description and funding profile**

**A1. Project name:** Oxford - The Plain and Approaches Improvements, Stage 1

### **A2. Headline description:**

Please enter a brief description of the proposed scheme (in no more than 100 words)

The scheme will remove one of the main barriers to increased cycling into and out of Oxford city centre. The Plain is a busy 5-arm roundabout with high bus flows and a history of cyclist casualties - it is off-putting for less experienced riders. The proposal is for the first of a two stage improvement of the attractiveness and safety of The Plain roundabout for cyclists and pedestrians by reducing the width of the circulatory carriageway and tightening entry radii to the roundabout.

### **A3. Geographical area:**

Please provide a short description of area covered by the bid (in no more than 100 words)

This bid focuses on The Plain roundabout and its immediate approaches - a key junction acting as gateway to the city centre for approximately 70% of the city's population. Many of the existing and proposed major trip attractors are located to the east of The Plain e.g. at Barton (885 proposed dwellings), Headington (universities and hospitals) and Cowley (business parks and large employment areas).

Despite considerable investment in cycling across the city, The Plain remains as a major barrier to more cycling. This scheme would be the catalyst to a fully complete network.

Appendix A – Scheme location plan.

**A4. Total DfT funding contribution sought (£m): 0.77**

### **A5. Equality Analysis**

Has any Equality Analysis been undertaken in line with the Equality Duty?  Yes  No

Service & Community Impact Assessment attached as Appendix B.

### **A6. Partnership bodies**

Please provide details of the partnership bodies (if any) you plan to work with in the design and delivery of the proposed scheme. This should include a short description of the role and responsibilities of the partnership bodies (which may include Development Corporations, National Parks Authorities, private sector bodies and transport operators) with confirmatory evidence of their willingness to participate in delivering the bid proposals.

A letter of support for the bid from Oxford City Council is included as Appendix C The city council is a key local partner – the county and city council make up the Oxford Regeneration

Programme Partnership seeking to deliver regeneration across the city, enabling economic growth in the city. The city can in particular offer specific guidance and support on Heritage, public realm, and air quality related issues as design of the The Plain scheme progresses.

A letter of support for the bid from local cycle campaign group Cyclox is included as Appendix D. Cyclox promotes cycling in the city by working with cyclists, the city and county councils, and other stakeholders with an aim to make the city a safer, healthier and more secure place to cycle. More information can be found at [www.cyclox.org](http://www.cyclox.org) Cyclox will act as a critical friend in developing a design for The Plain.

A letter of support from the national cycle route charity, Sustrans, is included as Appendix E. National Cycle Route 57 goes through The Plain from High Street to Cowley Road and onwards to Horspath and Thame.

A letter of support from the University of Oxford Estates Services department is attached at Appendix O.

#### **A7. Local Enterprise Partnership / Local Transport Body Involvement**

It would be beneficial (though not essential) if the relevant LEP or LTB (or shadow(s)) have considered the bid and, if necessary, prioritised it against other bids from the same area. If possible, please include a letter from the LEP / LTB confirming their support and, if more than one bid is being submitted from the area, the priority ranking in order of growth significance.

Have you appended a letter from the LEP / LTB to support this case?  Yes  No

A letter of support from the Oxfordshire LEP is attached as Appendix F.

## **SECTION B – The Business Case**

You may find the following DfT tools useful in preparing your business case:

- [Transport Business Cases](#)
- [Behavioural Insights Toolkit](#)
- [Logic Mapping Hints and Tips](#)

### **B1. The Scheme - Summary**

Please give a detailed description of the scheme being proposed, including the objectives:

The Plain Roundabout

This bid is for funding to allow a significant change in how The Plain roundabout and its approaches operate by reducing road space on its approaches and circulatory carriageway to deliver slower speeds for vehicles. Together with the additional footway space provided by the design approach, this will deliver a transformed experience for cyclists – who will feel much more comfortable sharing the space with vehicles – and pedestrians who will find crossing the arms of the roundabout, particularly the Magdalen Bridge arm, considerably easier and more comfortable.

The bid is for the first stage of a two stage scheme for The Plain and its approaches. This bid for stage 1 is for the roundabout and its immediate approaches as indicated on the plan in Appendix G. Stage 2 of the scheme would extend improvements for cyclists and other road users as far as the Longwall Street junction with High Street in the west, London Place/Marston Road junction along St Clements and Union Street junction along the Cowley Road. These wider approaches to The Plain are also considered to be unwelcoming to cyclists and pedestrians as a result of amongst other things insufficient pavement widths and excessive amounts of road space in places. This stage 2 scheme would be developed by the county council with partners and would form part of the longer term strategy for investment in cycle infrastructure as set out in section B2.

The roundabout at The Plain fits the generalised description of a conventional British roundabout with high entry angles, added lanes on entry arms, easy exit angles, and wider than necessary circulatory carriageway. The proposed design approach for this scheme based on the continental style roundabout will have a positive effect on the relationship between traffic behaviour and cyclist/pedestrian safety and perception of safety as discussed in the DfT's TAL 9/97 and LTN 02/08.

The bid is based on a design that would reduce the existing circulatory carriageway to a consistent width of approximately 5m – it currently varies from 6 to 10 metres, containing between one and three lanes. The narrower circulatory lane would create a slower speed environment and eradicate lane cross-over and therefore reduce the chance of vehicular conflict with cycles/pedestrians.

Consistent reductions to carriageway widths on the immediate approaches to the roundabout will help reduce approach and exit vehicle speeds giving more comfortable conditions for cyclists and pedestrians.

The reductions in road space would result in approximately 900m<sup>2</sup> of additional footway area, with approximately 600m<sup>2</sup> of this being on A420 St Clement's/The High Street. Pedestrian crossing facilities would be enhanced by widening the existing facilities and decreasing the carriageway width to be crossed. In particular, the existing informal crossing on the A420 High Street arm outside Sainsbury's supermarket will be over twice as wide as the existing facility, and will reduce the carriageway to be crossed by ten metres. This improved pedestrian crossing facility on The High Street allows the current pedestrian refuge to be removed – this is a benefit as it currently forms 'pinch-point' for cyclists as larger vehicles stray into the cycle lane. Cycle lane widths can therefore be enhanced which, in turn, enhances the comfort for cyclists.

The entire roundabout carriageway level would be raised with ramps (bus friendly) extending into each junction arm to ensure slower vehicle speeds approaching and exiting the roundabout. All arms of the roundabout will be realigned to be more perpendicular to the circulatory, and flares reduced where possible. The change in alignment to all arms is likely to be relatively minor, although the speed of vehicles within the roundabout would be slowed and vehicle movements more consistent and predictable therefore creating a safer environment.

The proposed scheme will create a slow speed environment whilst giving due regard to the historic nature of the junction - high quality paving material will be used in the larger footway areas to enhance the public realm in line with The City Centre Street Scene Manual (Appendix H). The scheme will be developed in close consultation with amongst others the city council Heritage Services team, the Oxford Civic Society and the Oxford Preservation Trust.

Cycle lanes will be provided on all arms except Cowley Place and linked with existing cycle facilities on the approaches to ensure safe and convenient passage to the roundabout.

Cycle lanes will not need to be provided on the circulatory carriageway due to the reduced widths.

The Plain and approaches stage 1 scheme will be the key to preparing the ground for the stage 2 scheme, opening a significant area of the city to more cycling (Please see Section B2 for further info).

The proposed bid satisfies the requirements of the street hierarchy in Manual for Streets 2 as well as LTN 02/08 and TAL 9/97. It also complements the recently introduced 20mph limit in Oxford (including the scheme area) and demonstrates the political will and significant investment to create the environment for encouraging more cycling and walking in the city.

Given the short timescales in the bid process, Oxfordshire County Council will if necessary undertake further feasibility design, further stakeholder engagement, and modelling (including full junction counts) at risk whilst the bid is being determined.

The bid is an ambitious solution to tackling a complex junction and addressing perceptions of danger to cyclists opening up opportunities to increase existing high levels of cycling further and help the city develop and grow.

## **B2. The Strategic Case**

This section should set out the rationale for making the investment and evidence on the strategic fit of the proposal. It should also contain an analysis of the existing problems and barriers, explain how the preferred scheme was selected and explain what the predicted impacts will be (please make reference to the guidance document).

### **Introduction and background**

Making the proposed changes to The Plain roundabout is the first and bold step by the county council towards its strategic aim of **an exemplary complete cycle network for Oxford that everyone knows about and is confident to use**. In tackling this long established barrier to greater levels of cycling at The Plain, the county council will give confidence to residents and stakeholders that it can also successfully tackle the other remaining barriers and complete the remaining missing links on the network – to the benefit of the local economy as greater levels of cycling and walking unlock capacity on the transport network, playing an essential part of a transport strategy that seeks to enable development and economic growth.

This comprehensive scheme for The Plain and its approaches has so far been left undone only because the necessary funding has not been in place – not because of a lack of vision to address the problem.

The Plain already carries a large number of cyclists (around 8,500 2 way cycle movements are made to and from The Plain on Magdalen Bridge in a twelve hour period – 7 am to 7pm each day) but it could and should be used by many more. It is the major gateway to the city centre and the rail station from the east (around 70% of the city's population live to the east of The Plain). Contrary to what the number of cyclists using the Plain might suggest, the roundabout is well known to be a deterrent to many people who might otherwise make the relatively short journey into and beyond the city centre or the railway station. The letters of support for this bid from local cycle campaign group Cyclox and Sustrans (Appendix D and Appendix E) together with the letter from the University of Oxford (Appendix O) lend strong support to the notion of The Plain acting as a barrier to cycle journeys. The Plain ranks alongside the railway bridge on Botley Road and Frideswide Square as the most significant barriers to cycling in the city. The

high volume of vehicular traffic (including approximately 1000 buses per day) passing through The Plain and the unconventional layout with multiple traffic lanes can be daunting for novice or less confident cyclists. A junction that reduces confusion and vehicle speeds will encourage new cyclists and give confidence to lapsed cyclists to take up cycling again.

Together with the Botley Road railway bridge and improvements to Frideswide Square (a scheme planned to be delivered jointly by Oxfordshire County Council, Oxford City Council and Network Rail in conjunction with future station improvements but which cannot be delivered by March 2015), this scheme for The Plain is a critical element of the county council's strategy to improve the transport network, unlocking capacity to enable economic growth, supporting and facilitating development and regeneration.

### **Local transport policy context**

The county council is keen to demonstrate its commitment to encouraging a widespread increase in the amount of cycling in Oxford by tackling this problem junction for cyclists. It will be the first stage in fulfilling the objectives of the LTP3 and its Area Strategy for Oxford by achieving an exemplary complete cycle network that everyone knows about and is confident to use.

Encouraging greater levels of cycling as a result of improvements at The Plain fits with key objectives of Oxfordshire's LTP3:

- to support the local economy and the growth and competitiveness of the county;
- to make it easier to get around the county and improve access to jobs and services for all by offering real choice;
- to reduce the impact of transport on the environment and help tackle climate change; and
- to promote healthy, safe and sustainable travel.

Objective 9 of the LTP is to:

Develop and increase cycling and walking for local journeys, recreation and health

There are 5 specific policies that support the delivery of this objective – CW1 to CW5. See <http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/localtransportplan/ltp3/12-cyclewalkRoW.pdf> for more details.

The county council's strategy for Oxford city centre in the LTP3 Area Strategy for Oxford focuses on:

- improving access via sustainable modes;
- improving non-car cross-centre journeys including interchanges;
- enhancing the pedestrian environment to facilitate interchange between modes and help the local economy;
- improving air quality; and
- reducing private car use relative to sustainable modes for journeys through the University science area.

See

<http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/localtransportplan/ltp3/13-oxford.pdf> for more details.

As such, the improvements at The Plain are a close fit with the local transport policy context.



## **The Plain as a gateway**

The scheme location plan in Appendix A shows the position of The Plain in Oxford's transport network.

The Plain provides the gateway to the city centre with its many major development and redevelopment sites including the Westgate Centre, The Magnet (Science Centre proposed on the site adjacent to the Castle Mound on New Road), Oxpens and the rail station. Many new jobs are planned at these sites and improving The Plain roundabout will ensure affordable and convenient access to work and educational opportunities is more realistically available for many people living in the east of the city – a number of the housing areas are considered to exhibit signs of multiple deprivation e.g. Rose Hill and Blackbird Leys. The plan in Appendix I shows the key development sites in the city centre.

The Plain is also a critical junction in relation to existing and proposed development in East Oxford and Headington. Brookes University has a large and expanded campus in Headington (with most of its associated student accommodation in the area). Future development is proposed by the Oxford University Hospital Trust at its Headington sites (The John Radcliffe, Churchill and Nuffield Orthopaedic hospitals). Oxford University's Old Road Campus has a new building for around 250 staff due to open later this year and has recently secured planning consent for a further 1000 jobs on this site. Cowley is home to many of the large employment sites including BMW, Unipart and Oxford Business Park and with Oxford Science Park, located nearby in Littlemore. The largest housing site in Oxford for a generation in Oxford is located at Barton (900 dwellings). The plan in Appendix A shows the locations of the major development sites situated to the East of The Plain.

The current extension to Thornhill Park & Ride as part of the Local Sustainable Transport Fund project will improve capacity on the London Road corridor and cycling is expected to increase to and from the site. A cycle hire trial with complementary cycling measures on the A40/London Road corridor from the site to hospitals/universities will help to encourage cycling as part of a multimodal trip. Improvements to The Plain and its approaches will help support the project to encourage more cycling in the Headington area.

Whilst public transport is a critical element of the transport strategy for the city, the sheer volume of buses in central Oxford and the limited convenient kerb space for bus stops in locations where they are needed in the city centre means that there is finite scope for additional bus movements. Increased levels of cycling will therefore play a crucial role in the future transport access strategy for the city centre and therefore economic vitality of the city.

## **Previous work at the Plain**

Previous attempts to remodel the junction to improve cycle safety have involved traditional engineering and have had limited impacts on safety performance. Consideration was given to a more radical Dutch style roundabout with segregated cycle facilities. However, introduction of such a facility would not be appropriate until trials at the TRL can be fully considered. In any case, it is arguable that sufficient highway space is available to deliver that type of solution.

## **Likely level of increased cycling**

The proposed scheme at The Plain is expected to increase cycling by around 20% (from around 4700 cyclists in an average 12 hour weekday period to around 5700). This is an ambitious target given the high number of cyclists already using the junction yet we believe it is a realistic one. Year on year cycle traffic counts are taken on Magdalen Bridge which provides baseline data and enables effective monitoring of cycle numbers.

Base data has been taken from seasonally adjusted cycle counts undertaken at The Plain; forecast flows assume a 20% increase in users based on evidence gathered to support our LSTF project that confirms 20% of the population living in the Oxford 'Sustainable Travel Zone' (an area covering the key residential and employment origins and destinations of existing and potential users of The Plain) have the highest propensity to travel by cycling and other sustainable modes. Evidence from a previous cycle scheme implemented in Cowley (east Oxford) in 2005, and funded by the DfT as part of its Mixed-Priority Route project, suggests this figure is more than realistic as an evaluation of the scheme measured a 24% increase in cycle flows.

### **The Plain as a catalyst for future investment in cycling**

Much more significantly, if The Plain improvements can be realised via this bid, it will be the catalyst for further improvements across the city (as outlined below) which will result in further increases in cycle numbers across the city building on upon the already excellent cycle network in Oxford.

As mentioned previously, if the bid is successful, from 2015 onwards, Oxfordshire County Council proposes to implement Stage 2 of The Plain and Approaches scheme which would extend improvements for cyclists and pedestrians to include Magdalen Bridge/High Street as far as Longwall Street, St Clements as far as Marston Road, and Cowley Road as far as Union Street. This would also bring about significant gains for the public realm on the streets. The Stage 2 scheme would build on the improvements for cyclists and pedestrians that were introduced as part of the recent major reconstruction of Iffley Road as far as Donnington Bridge Road.

**Possible basis for the Stage 2 scheme** (subject to detailed design modelling and consultation):

#### Section A – The High Street and Magdalen Bridge

- Installation of inbound and outbound hybrid cycle lanes, along The High Street to Longwall Street coupled with the removal of the centreline
- Remove the pedestrian refuges and replace with zebra crossings, creating better pedestrian provision and more road space for hybrid cycle lanes.
- At the junction with Longwall Street, consider the removal of the central pedestrian island (to allow continuation of cycle lane through junction) and re-phasing of the traffic signals.

#### Section B: St Clement's Street and London Place

- Removal of traffic signals at Morrell Avenue/London Place and Marston Road/London Place and replace with mini-roundabouts.
- Reallocate a significant amount of road space (from four running lanes to two) to accommodate hybrid cycle lanes and additional pedestrian areas using high quality materials.
- Rationalise parking/taxi ranks/loading bays/bus stops on St Clement's Street in conjunction with the removal of the left turn lane (westbound) for Rectory Road to create an uninterrupted mandatory cycle lane through St Clement's Street to The Plain.

#### Section C: Cowley Road to Union Street:

- Improve the existing provision for cyclists to aid access by bike to The Plain roundabout with public realm enhancements and pedestrian improvements.



N.B. as with Stage 1, this proposed approach for Stage 2 of The Plain and Approaches is subject to detailed design, modelling and consultation.

In addition to The Plain and approaches and heavy investment in a range of recently completed cycle infrastructure, Oxfordshire County Council will review, update and implement a 10 year strategy to complete the Oxford cycle network to unlock further cycling potential. The implementation of the strategy would include the following (locations of each scheme are shown on the plan in Appendix J – superimposed over the existing cycle route network map for Oxford):

1. **Frideswide Square/Botley Road rail station** – complete revamp of this major gateway to the city from the west based on the removal of traffic signals and their replacement with roundabouts. A preferred option has been agreed by the county council following a significant amount of investment in feasibility design, modelling and consultation with stakeholders including cycling and pedestrian groups. The scheme is being promoted by the county council in partnership with the city council. The design will be revisited as part of the station master planning and Oxpens master planning work that is currently underway. The current junction is unfriendly towards cyclists and pedestrians and presents a bottleneck to traffic at this crucial point on the network. It sits within the heart of the West End Regeneration Area. The large amount of work that has been carried out on this scheme is one of the reasons why it has not been possible to tackle other key cycling infrastructure priorities such as The Plain – funding has not been available to develop other major barrier removal schemes.
2. **Abingdon Road** – rationalise on-street parking and removal of pedestrian refuges and replace with zebra crossings to free up road space for the provision of inbound cycle lane. Provision of off road cycle by-pass of traffic lights at Weirs Lane
3. **Windmill Road** – rationalisation on-street parking to allow provision of northbound cycle lane
4. **Headley Way** (Woodlands Road to Marston Road) – rationalisation of on-street parking and reallocation of road space to allow provision of cycle lanes
5. **Marston Road** (London Place to Ferry Road) – removal of centre line markings and rationalisation of on-street parking to allow provision of northbound cycle lane
6. **Hollow Way** (Barracks Lane to The Slade) – improvements to existing cycle lanes
7. **Botley Road** – comprehensive review and improvement of existing shared use footway/cycleway
8. **Church Cowley Road** – provision of cycle lanes
9. **Barns Road** (Between Towns Road to Bartholomew Road) – comprehensive review and improvement of existing on carriageway cycle lanes
10. **Woodstock Road** (Observatory Road to Frenchay Road) – conversion of footway to shared use footway/cycle way
11. **Iffley Road** (James Street to Cornwallis Road) – Rationalisation of on street car parking and reallocation of road space to allow provision of outbound cycle lane (inbound between Cornwallis and Donnington Bridge Road)

12. **Jackdaw Lane** – Linking East Oxford to the city centre, rail station and the west avoiding the High Street
13. **Oxpens cycle/footbridge** – Linking East, South and West Oxford to the city centre and rail station avoiding High Street, Abingdon Road and Botley Road
14. **Barton** – improvements to existing Headington Roundabout subways and their approaches
15. **West Oxford Cycle Route** (Bulstake Stream) – new widened cycle bridge for Botley/North Hinksey to city centre cycle route avoiding Botley Road
16. **Cherwell Drive** – provision of on and/or off road cycle provision
17. **Oxford Road, Cowley and Garsington Road** – improved provision for cyclists and pedestrians through rationalisation of parking and reallocation of existing (and possible new) road space.
17. **Citywide** – provision of additional secure and convenient cycle parking at district centres, key employment sites, hospitals and all GP surgeries
18. **Citywide** – comprehensive signposting of ‘strategic’ cycle routes
19. **Citywide** – review of all signalised junctions to allow advanced stop lines and feed in cycle lanes wherever possible

### B3. The Financial Case – Project Costs

Before preparing a scheme proposal for submission, bid promoters should ensure they understand the financial implications of developing the scheme (including any implications for future resource spend and ongoing maintenance and operating costs), and the need to secure and underwrite any necessary funding outside the Department’s maximum contribution.

Please complete the following tables. **Figures should be entered in £000s** (i.e. £10,000 = 10).

**Table A: Funding profile (Nominal terms)**

£000s	2013-14	2014-15	2015-16	Total
<b>DfT funding sought</b>	<b>0</b>	<b>835</b>	<b>[REDACTED]</b>	<b>835</b>
<b>Local Authority contribution</b>	<b>80</b>	<b>0</b>	<b>0</b>	<b>80</b>
<b>Third Party contribution</b>	<b>0</b>	<b>50</b>	<b>0</b>	<b>50</b>
<b>TOTAL</b>	<b>80</b>	<b>885</b>	<b>0</b>	<b>965</b>

*Notes:*

1) Department for Transport funding must not go beyond 2014-15 financial year.

2) A minimum local contribution of 30% (local authority and/or third party) of the project costs is required.

#### **B4. Package description**

*Please provide a detailed description of each of the package elements being bid for.*

This bid is not for a package of schemes. See B1 for detailed description.

#### **B5. Package costs**

*A breakdown of the proposed package of measures with the **DfT funding** required. This should align with the funding profile in Section A.*

See B4.

#### **B6. The Financial Case - Local Contribution / Third Party Funding**

Please provide information on the following points (where applicable):

- a) The non-DfT contribution may include funding from organisations other than the scheme promoter. Please provide details of all non-DfT funding contributions to the scheme costs. This should include evidence to show how any third party contributions are being secured, the level of commitment and when they will become available.

The third party funding amounts to £130,000. £80,000 of that is from county council held S106 funds that can be used towards cycle improvements at The Plain. Oxford City Council is committing £50,000 of their already agreed Cycling budget in 2013/14 – see letter at Appendix C.

- b) Where the contribution is from external sources, please provide a letter confirming the body's commitment to contribute to the cost of the scheme. The Department is unlikely to fund any scheme where significant financial contributions from other sources have not been secured or appear to be at risk.

A letter from Oxford City Council is at Appendix C.

#### **B7. The Economic Case – Value for Money**

This section should set out the full range of impacts – both beneficial and adverse – of the scheme. The scope of information requested (and in the supporting annexes) will vary according to whether the application is for a small or large project.

- a) Please provide a short description of your assessment of the value for money of the scheme including your estimate of the BCR.

The project plan for this improvement allows for the detailed modelling of the scheme to be undertaken as part of the scheme feasibility work scheduled for July/August 2013. Following that exercise it will be possible to have quantified values for the impact of the scheme and consequently to estimate the scheme's BCR.

## **Travel Benefits – cyclists and pedestrians**

The Plain roundabout is heavily used by cyclists and pedestrians as a result of its position in the transport network – it acts as a major gateway into and out of the city centre. Large numbers of people cycle and walk because the journey time is quick and reliable, the cost is negligible and for some car parking is not available. However, given the accident record of the junction and the feedback and pressure we receive from cyclists, pedestrians and transport stakeholders such as Cyclox to take action here, it is clear that due to safety concerns many people either do not cycle through The Plain or do not travel at all to shops and leisure facilities in the city centre or East Oxford area or take a longer route to avoid the area completely. Changing the roundabout as described in B1 should address the safety fears of many of those who do not cycle or who currently drive or take the bus through the junction. Levels of cycling and walking will therefore increase through the junction.

## **Travel benefits – other traffic**

Some bus users should feel sufficiently confident to cycle through the Plain with the changes proposed. This will free up capacity on the public transport network which is important given the level of proposed development in the city centre, East Oxford and Headington.

## **Accident Benefits**

Between 01/04/2008 and 31/03/2013 there were 29 accidents recorded at The Plain where cyclists were injured. The Plain Roundabout has consistently seen the highest concentration of pedal cycle accidents in Oxford, and although this in part reflects the very high cycle flows, the unusual layout of the junction leads to a comparatively high risk of accidents. The principal accident cluster is at the Cowley Road entry, where the accidents primarily result from failure to give way to circulating traffic (in particular vehicles exiting into Iffley Road). There are also secondary clusters, including by Iffley Road / Cowley Place where vehicles exiting into Cowley Place are involved in collisions with vehicles/cyclists entering from Iffley Road, and at the entrances to the roundabout from Magdalen Bridge and St Clements. The plan in Appendix Ki shows the locations of the reported accidents at The Plain involving cyclists. Appendix Kii gives a summary of their circumstances.

The outline proposals aim to improve safety – both in terms of the reported injury accident record, but also in terms of the perceived safety on the part of cyclists – by:

- a) Reducing speed on the entry to the roundabout by raising the junction area. Although the gradient of the ramps at the entry to the raised area will be limited due to the need to accommodate the high numbers of buses, this should nevertheless serve to reduce speeds, giving road users more time to assess other traffic before entering the roundabout.
- b) Reducing the width of the entry from Magdalen Bridge (currently this is a two lane entry) and the circulatory carriageway; this should serve to both enhance the speed reductions achieved by the raised area, and also make the path of vehicles in the circulatory area more predictable. The current circulatory area – especially on the approach to the Cowley Road entry is wide, with three lanes marked, although the actual path taken by vehicles frequently does not follow the marked lanes.
- c) Re-aligning the entries to the roundabout to achieve greater deflection, and thereby reduce speeds on entry to the roundabout.

## Air Quality Benefits

An Air Quality Management Area has been declared for Oxford due to the high levels of exposure to nitrogen dioxide, both for annual average levels and in terms of peak concentrations. This problem is particularly acute in the city centre. The changes to The Plain roundabout will encourage a modal shift towards cycling and walking for journeys into the city centre. Smoother traffic flow on and approaching The Plain has the potential to bring about air quality improvements more local to the scheme.

## Health Benefits

Making cycling and walking into the city centre more attractive will bring about health benefits as residents of Oxford choose to adopt more healthy lifestyles as part of the daily routine – many of the journeys into Oxford city centre for work are the kind of short journeys that are eminently suitable for walking and in particular cycling. The proposed changes to the Plain will remove a major deterrent to people making active travel choices.

b) Detailed evidence supporting your assessment – including a completed [Appraisal Summary Table](#) – should be attached as annexes to this bid.

Has an Appraisal Summary Table been appended?  Yes  No  N/A

A completed Appraisal Summary Table is included as Appendix L.

For each element of your scheme as well as for the aggregated package, please attach:

- A completed Scheme Impacts Pro Forma which summarises the impact of proposals against a number of metrics relevant to the scheme objectives. The Pro Forma can be accessed from the Departments website and is published alongside this application form. It is important that bidders complete as much of this table as possible as this will be used by DfT – along with other centrally sourced data – to form an estimate of the BCR of the scheme.).
- A detailed description of the sources of data and forecasts used to complete the Scheme Impacts Pro Forma. This should include descriptions of the checks that have been undertaken to verify the accuracy of data or forecasts relied upon. This would most typically take the form of an Economic Appraisal Report. Please include references to this material against each metric in the Pro Forma.

Has a Scheme Impacts Pro Forma been appended?  Yes  No  N/A

The Scheme Impacts Pro Forma is in Appendix M.

Has an Economic Appraisal Report been appended?  Yes  No  N/A

*\*It is the responsibility of bidders to provide sufficient information for DfT to undertake a full review of the analysis.*

## B7. The Commercial Case

Please refer to the guidance when completing this section:

*\*It is the promoting authority's responsibility to decide whether or not their scheme proposal is lawful; and the extent of any new legal powers that need to be sought. Scheme promoters should ensure that any project complies with the Public Contracts Regulations as well as European Union State Aid rules, and should be prepared to provide the Department with confirmation of this, if required.*

We intend to procure the works through either a value for money checked pass through our current highways term maintenance contract 'Oxfordshire Highways Partnership', an NEC Term Services Contract or by way of competitive tender process, using the NEC3 ECC form of Contract, which is quickly being established as the standard form of procurement for highway infrastructure works and has been successfully implemented on many other projects. Of the six payment mechanisms available within the NEC3 framework, we intend to use Option C (Target Price Contract with Activity Schedule). This form of Contract is appropriate for a project like The Plain as the scope will be well defined but offers incentive to the Contractor for both value engineering input and incentivising value due to the pain/gain sharing mechanism on any variance from the agreed target cost. A typical share range for an NEC ECC Opt C is shown in the table below:

Share Range of Outturn Cost	Contractor's Share Percentage
Less than 80%	25%
80% to 90%	35%
90% to 110%	50%
110% to 120%	65%
Greater than 120%	75%

## B8. Management Case - Delivery

Deliverability is one of the essential criteria for this Fund and as such any bid should set out any necessary statutory procedures that are needed before it can be constructed.

- a) A detailed project plan (typically in Gantt chart form) with milestones should be included, covering the period from submission of the bid to scheme completion. The definition of the key milestones should be clear and explained. The critical path should be identifiable and any key dependencies (internal or external) should be explained. Resource requirements, task durations, contingency and float should be detailed and easily identifiable. Dependencies and interfaces should be clearly outlined and plans for management detailed.

Has a project plan been appended to your bid?  Yes  No

A project plan is attached as Appendix N.

- b) If delivery of the project is dependent on land acquisition, please include a letter from the respective land owner(s) to demonstrate that arrangements are in place in order to secure the land to enable the authority to meet its construction milestones.



Has a letter relating to land acquisition been appended?  Yes  No  N/A

No land acquisition required.

- c) Please provide summary details of your construction milestones (at least one but no more than 5 or 6) between start and completion of works:

Table C: Construction milestones

	Estimated Date
Start of works	w/c 10 November 2014
Cease Works : Xmas Embargo Begins	Approx. 05 December 2014
Xmas Embargo Ends	Approx. 02 January 2015
Re-commence Works	w/c 05 January 2015
Completion of works	31 March 2015
Opening date	1 April 2015

- d) Please list any major transport schemes costing over £5m in the last 5 years which the authority has delivered, including details of whether these were completed to time and budget (and if not, whether there were any mitigating circumstances)

Oxfordshire has not delivered any schemes costing more than £5 million in the past 5 years.

The last major scheme that Oxfordshire County Council delivered was a scheme on the Oxford Ring Road at A40 Headington (Green Road) Roundabout delivered in Dec 2006. This scheme, which was delivered in tandem with a reconstruction of the A40 Oxford Northern Bypass, was completed to time and budget and was a real success. Further details can be provided if needed.

### B9. Management Case – Statutory Powers and Consents

- a) Please list separately each power / consents etc obtained, details of date acquired, challenge period (if applicable) and date of expiry of powers and conditions attached to them. Any key dates should be referenced in your project plan.

None

- b) Please list separately any outstanding statutory powers / consents etc, including the timetable for obtaining them.

The project will have implications on existing traffic regulation orders such as on street parking, no waiting, no loading, bus stop clearways, taxi ranks and mandatory cycle lanes. It is anticipated that the project will require amendments to some, if not all, of those resulting in the need for a statutory consultation. Such a consultation will also be required on the proposed vertical deflection / raised junction at The Plain and it is intended to undertake one round of consultation on all elements during November 2013 resulting in a decision by the relevant Committee in January 2014.

## **B10. Management Case – Governance**

Please name who is responsible for delivering the scheme, the roles (Project Manager, SRO etc.) and responsibilities of those involved, and how key decisions are/will be made. An organogram may be useful here. Details around the organisation of the project including Board accountabilities, contract management arrangements, tolerances, and decision making authorities should be clearly documented and fully agreed.

This project will be run in accordance with the principals of PRINCE2 tailored to meet the corporate governance and decision making processes of Oxfordshire County Council. The governance of the scheme will be managed by Oxfordshire County Council's Capital and Asset Management Board (CAPB).

The Capital and Asset Programme Board is a strong officer group with a clear remit and function to be the single point of contact in all capital and asset matters. The board's role is to ensure the development and delivery of long term infrastructure and asset strategies, the achievement of better long term planning of capital investment, better use and management of assets- ensuring greater local-decision making and accountability within the capital arena and the enhancement of cross-service strategic working among directorates and in partnership with other organisations.

It enables the development of a programme of strategic capital investment for Oxfordshire and ensures that strategic capital investment is planned and delivered in the most effective way possible. It aims to establish a strong corporate centre, facilitating effective decision-making and providing officer leadership and challenge in the capital and asset arena.

The management and quality control of the scheme comes through a system of 6 Gateway checks on the continued design of the scheme (project initiation, feasibility, preliminary design, final design, procurement and construction) and a 4-stage approval process for the developing business case for the scheme (Concept Development/Commit to Investigate, Project Development/Commit to Invest, Project Delivery/Commit to Spend, and Project Closure/Client Acceptance).

The project team will comprise of

Senior Responsible Owner (SRO): Martin Tugwell

Project Sponsor: Roy Newton

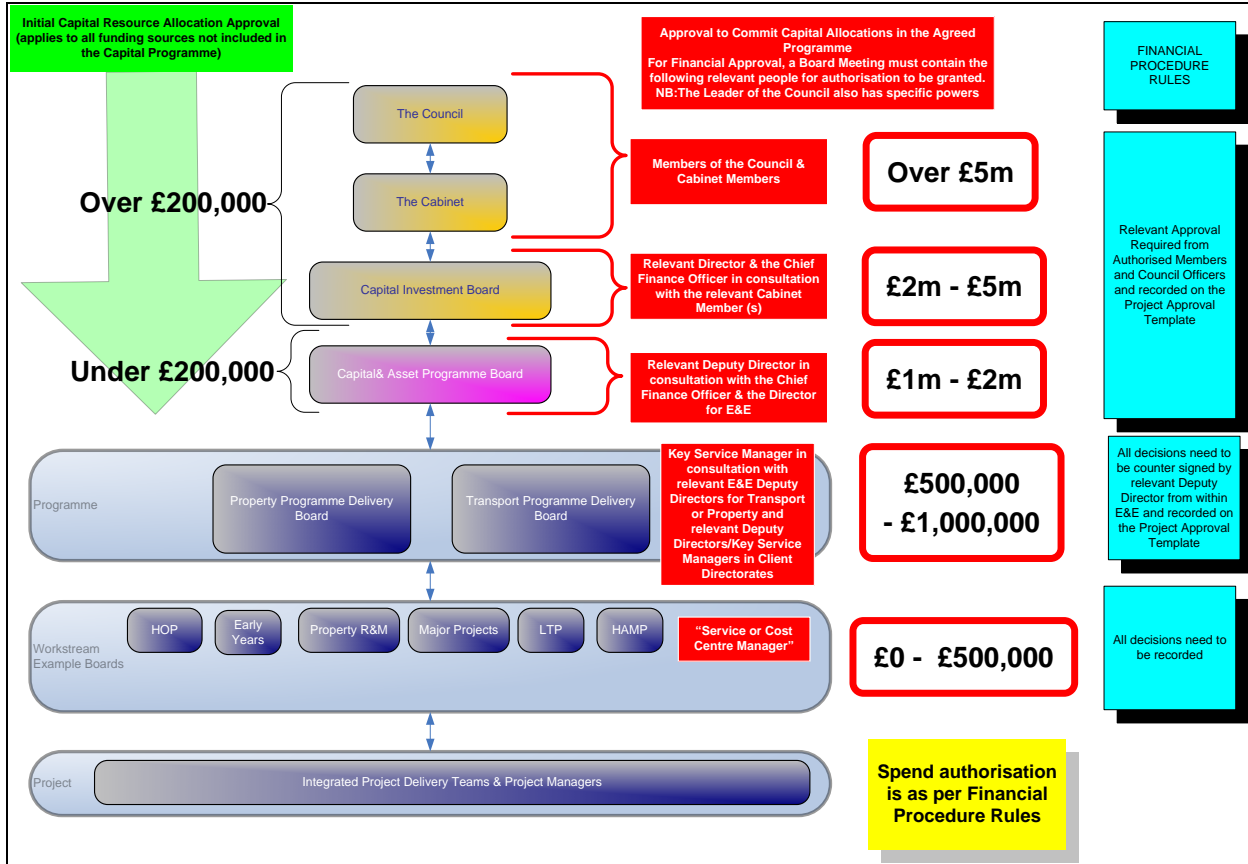
Project Manager: Craig Rossington

Project Assurance: Will be managed by the County Council's Commercial Team led by Peter Brown - Highways Contract Service Manager

Design and delivery team leader: The technical support will be provided through Oxfordshire County Council's contract with Atkins.

Senior Supplier (Construction): The Senior Supplier for construction will be appointed in a formal tendering process.

# County Council Approval Thresholds & Capital Governance



## B11. Management Case - Risk Management

All schemes will be expected to undertake a thorough Quantified Risk Assessment (QRA) and a detailed risk register should be included in the bid. The QRA should be proportionate to the nature and complexity of the scheme. A Risk Management Strategy should be developed and should outline on how risks will be managed.

### Risk Management Methodology

To reduce the chance of risks maturing and therefore potential cost over-run, a robust framework will be implemented:

- On-going Value Engineering to eliminate scope creep and ensure that costs contribution to the achievement of tangible benefits;
- Robust risk management, identifying risks and risk owners to ensure that mitigation measures are fully and robustly developed and implemented from the start;
- Early engagement of our term consultants in the development of the scheme design with thorough and robust investigations to eliminate unknowns; and
- Implementing a robust procurement strategy with a sensible balance of risk to ensure confidence in the out-turn price without incurring excessive contractors risk allowances.

*Please ensure that in the risk / QRA cost that you have not included any risks associated with ongoing operational costs and have used the P50 value.*

Has a QRA been appended to your bid?

Yes

No

Has a Risk Management Strategy been appended to your bid?  Yes  No

A QRA and Risk Management Strategy will be developed in Summer 2013.

## **B12. Management Case - Stakeholder Management**

The bid should demonstrate that the key stakeholders and their interests have been identified and considered as appropriate. These could include other local authorities, the Highways Agency, statutory consultees, landowners, transport operators, local residents, utilities companies etc. This is particularly important in respect of any bids related to structures that may require support of Network Rail and, possibly, train operating company(ies).

- a) Please provide a summary of your strategy for managing stakeholders, with details of the key stakeholders together with a brief analysis of their influences and interests.

### **Summary of strategy for managing stakeholders – The Plain and approaches Stage 1**

The Plain Roundabout is one of the busiest road junctions within Oxford's Ring Road not least because it is the meeting point of four key radial routes and the gateway to the city centre for approximately 70% of the population of Oxford east of the city centre. The Plain is therefore a junction that impacts on the lives and business of a large number of people every day. As such there will need to be ample opportunities for those people likely to be affected to influence the scheme as it progresses.

#### Key Stakeholders

Cycling Groups – CYCLOX, CTC, Sustrans  
Pedestrian and Civic Amenity Groups – Oxford Pedestrians Association, Oxford Civic Society, Oxford Preservation Trust  
Bus operators – Oxford Bus Company, Stagecoach Oxfordshire, Arriva and others as appropriate  
Bus Passenger Groups  
Traders and Frontagers including Sainsburys, Magdalen College School  
Oxford University  
Oxford Brookes University  
City Council heritage services  
Taxi groups

#### Stage 1 – June & July 2013

Workshops with key stakeholders to discuss the basis of the bid and the scheme's emerging preliminary design. This will give the councils the opportunity to build on pre-bid contacts to discuss in more detail the scheme objectives and how they will be delivered. Outputs from the workshops will be used to develop the design

Possible wider public consultation on emerging preliminary design.

#### Stage 2 - October 2013

Workshops with key stakeholders to discuss draft final preliminary design – to help improve engagement during the subsequent formal consultation stage. The discussions will be used to explain how it is proposed to address the needs and concerns of stakeholders highlighted at stage.

This stage will include the setting up of dedicated project webpages on the county council's website which will also be used in later stages of the engagement strategy.

Formal consultation on necessary Traffic Regulation Order changes to allow scheme design to be delivered e.g. parking and waiting changes, possible vertical deflections and changes to crossings will take place during November 2013.

Consideration of consultation feedback by the relevant county council committee in January 2014 for a decision.

### Stage 3 – February 2014

Information sharing by means of public consultation on the preferred option for the roundabout. The approved detailed design will be presented to a wider audience of stakeholders to include the general public – this will be an information sharing stage although given that it will be taking place before detailed design is fully completed, there may be scope to respond to comments on more minor details.

### 2014/2015 – design and delivery stage

Regular updates to key stakeholders through face to face meetings about progress on the scheme – detailed design and programming issues will be communicated in these and other meetings. The dedicated project webpages will also be used for the benefit of key stakeholders but will be the main method of engagement with the wider public about how design is progressing and, most significantly, what the timescales are for construction.

Detailed planning to minimise disruption to the transport network will be needed as the project develops. The dedicated website will be used to help warn all users of likely disruptions and how best to avoid them.

- b) Can the scheme be considered as controversial in any way?  Yes  No  
If yes, please provide a brief summary (in no more than 100 words)

All city centre schemes in Oxford are controversial and in this case the site location at the gateway to the city centre for 70% of the population reinforces this. The county council has successfully delivered countless major schemes in the city centre previously. The experience we have in delivering these schemes will be brought to bear in this case. Managing the design and consultation of the scheme engaging key stakeholders throughout will be key to minimising the risks associated with the controversial nature of the scheme. Early detailed traffic modelling of the design will also help minimise concerns.

- c) Have there been any external campaigns either supporting or opposing the scheme?

Yes  No

If yes, please provide a brief summary (in no more than 100 words)

Cyclox, Sustrans and cyclists have continually emphasised to the county and city councils that The Plain is a key barrier and deterrent to cycling for the population of East Oxford and Headington as well as those who live in the city centre and who work to the east of The Plain. The Plain was highlighted many times in responses to the campaign run by The Times newspaper asking people to highlight where improvements need to be made to the cycle network in their local area. The University of Oxford state how they even offer training and advice to their staff and students thinking about cycling through The Plain (see Appendix O).

d) For large schemes please also provide a Stakeholder Analysis and append this to your application.

Has a Stakeholder Analysis been appended?  Yes  No  N/A

e) For large schemes please provide a Communications Plan with details of the level of engagement required (depending on their interests and influence), and a description of how and by what means they will be engaged with.

Has a Communications Plan been appended?  Yes  No  N/A

### **B13. Management Case - Assurance**

We will require Section 151 Officer confirmation (Section D) that adequate assurance systems are in place.

For large schemes please provide evidence of an integrated assurance and approval plan. This should include details around planned health checks or gateway reviews.

## **SECTION C – Monitoring, Evaluation and Benefits Realisation**

### **C1. Benefits Realisation**

Please provide details on the profile and baseline benefits and their ownership. This should be proportionate to the size of the proposed scheme.

Traffic benefits – Owner: Oxfordshire County Council. The main direct benefit of the scheme will be the increase in the amount of cycling both through The Plain and over a wider area of the city centre and east Oxford as a result of the removal of one of the major barriers to cycling in the city centre.

Secondary benefits that should accrue from this include a reduction in accident numbers (owners – Oxfordshire County Council, Thames Valley Police, Oxfordshire NHS), improved air quality in the city centre Air Quality Management Area (owners – Oxford City Council, Oxfordshire Public Health Authority) and improved levels of physical fitness and reduced sickness through increase exercise (owners – Oxfordshire NHS, Oxfordshire Public Health Authority).

### **C2. Monitoring and Evaluation**

Evaluation is an essential part of scheme development and should be considered and built into the planning of a scheme from the earliest stages. Evaluating the outcomes and impacts of schemes is important to show if a scheme has been successful.

Please set out how you plan to measure and report on the benefits identified in Section C1, alongside any other outcomes and impacts of the scheme



Comprehensive traffic surveys of The Plain and its Approaches will be undertaken to establish a more accurate baseline than we have currently. These surveys will include all vehicle types, cyclists and pedestrians.

Interviews with cyclists and pedestrians will be conducted to establish current users views on the roundabout. If possible interviews will be carried out with people who do not cycle through The Plain to understand why they do not. These repeatable surveys will be used to assess the impacts of the proposals on people’s perceptions of safety on the roundabout and its approaches.

Road safety impacts will be captured using the accidents reported to Thames Valley Police.

The county council will work with the city council as authority responsible for monitoring air quality to formulate the most effective monitoring regime to understand the impact of the proposed scheme.

*A fuller evaluation for large schemes may also be required depending on their size and type.*

## **SECTION D: Declarations**

### **D1. Senior Responsible Owner Declaration**

As Senior Responsible Owner for *The Plain and Approaches Improvements Stage 1* I hereby submit this request for approval to DfT on behalf of *Oxfordshire County Council* and confirm that I have the necessary authority to do so.

I confirm that *Oxfordshire County Council* will have all the necessary statutory powers in place to ensure the planned timescales in the application can be realised.

Name:  
Martin Tugwell

Signed:  
pp Roy Newton

Position:  
Deputy Director for Strategy & Infrastructure Planning

### **D2. Section 151 Officer Declaration**

As Section 151 Officer for *Oxfordshire County Council* I declare that the scheme cost estimates quoted in this bid are accurate to the best of my knowledge and that *Oxfordshire County Council*

- has allocated sufficient budget to deliver this scheme on the basis of its proposed funding contribution
- accepts responsibility for meeting any costs over and above the DfT contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties
- accepts responsibility for meeting any ongoing revenue requirements in relation to the scheme
- accepts that no further increase in DfT funding will be considered beyond the maximum contribution requested and that no DfT funding will be provided after 2014/15
- confirms that the authority has the necessary governance / assurance arrangements in place and, for smaller scheme bids, the authority can provide, if required, evidence of a stakeholder analysis and communications plan in place

Name:  
Sue Scane

Signed:  
S. Scane

## **Submission of bids:**

For both small bids and large bids the deadline is 5pm, **30 April 2013**

One hard copy and a CD version of each bid and supporting material should be submitted to:

Department for Transport  
Great Minster House  
33 Horseferry Road  
London  
SW1P 4DR

An electronic copy should also be submitted to [cycle.ambition@dft.gsi.gov.uk](mailto:cycle.ambition@dft.gsi.gov.uk)

Shortlisted authorities may be invited to give a presentation of their bid between 10 and 24 May 2013.